Classification of International Policies of Tangible Heritage for Historic Sites

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Abstract: Historic site is a pot of civilization, preserving the fundamental characteristics of each nation, which distinguishes it from others. It reflects not just its history, identity, but also its urban heritage that contains several tangible values. This research highlights the protection of tangible heritage for historic sites with their surrounding areas who doesn’t have a unified policy not just to their region, but also state. Therefore, there is a dire need to classify the existing international policies for historical sites, aiming to effectively control on tangible heritage preservation. After the introduction of the background problem, this research will present the literature on global vision for conservation management policy. The methodology of this research uses a case study, which follows a qualitative method. This study contributes to identification of international policies for tangible heritage, highlighting their methods and criteria to each case, then summarizes these policies in categories, based on each method and criteria, proposing a theory on the control of heritage areas from possible losses, having an international impact towards humanity issues.

Keywords: tangible heritage, international policies, historic site, conservation management, conservation management policy

I. INTRODUCTION

Development control is a group of procedures to ensure the appropriateness of any new development and proposed developments, according to the conservation plan, or are evaluated and approved as a deviation from the management plan. Thus, the strategy is to manage the tangible heritage processes through a clear planning system.

Tangible heritage protection designates what should be protected and, therefore, a development control policy should include the need of heritage protection within the plan and establish a system that can assess whether a new development harms the existing heritage. (Thomas, 1997) states that the development control, for heritage sites, are connected to the whole stages of tangible heritage’s life: initiation (setting out planning and building permission); constructions in heritage sites and ongoing land use. In this way, development control is necessary at all these stages, not just a theoretical aspect, but also a practical process.

In several developed countries, such as the UK system, for example, it is included the process of issuing land-use development permits. While development control predominately deals with new development projects, the conservation of existing heritage is part of the permissions process (Philip Booth, 1996).

Controlling and managing change in the historical areas and buildings is very important in order to harness these processes to safeguard local heritage. A focus on the legislation and policy system at both national and local levels, may help on the explanation of how significant heritage cities, Arab and international countries, have been controlled (Thomas, 1997). Based on these initial considerations, this research assumes a main research question and three objectives (Omar Khasro Akram, Mohammed Jamil, Franco, Graça, & Ismail, 2018):

Main Research Question: What are the international policies for tangible heritage of historic sites to be classified?

Research Objectives:
- To identify the global vision scenario on conservation management policy;
- To analyze the international policies based on their method and criteria;
- To categorize policy types based on methods that deal with deteriorated historical sites.

II. LITERATURE REVIEW

Global Vision on Conservation Management Policy

Protection and conservation of cultural heritage are highly dependent from institutional capacity and existing legislation of their region, where every region has their own legislation, policy and regulations, significantly differing from one to another. The example of Africa, where most state parties have developed a heritage protection policy, just two of them have placed regulations on financial level, having regular budgets applied to heritage conservation (Leask & Fyall, 2006). In the Arab region, most states developed specific national laws to protect and conserve their cultural heritage, however, the World Heritage Centre realised that most of the drawn laws, cited in the periodic reports, were relatively old and never judge, requiring an urgent update (Peterson, Cumming, & Carpenter, 2003).

Asia and pacific regions are good examples in relation to heritage legislation, where most countries present some policies, regulations or other legal instruments related to cultural heritage protection and conservation, however they are still described as being insufficient to solve contemporary problems (Leask & Fyall, 2006).
Many countries have their legislation outdates or obsolete, needing a revision so they can act in a more effective way, integrating the constant growing complexity demanded by the management of cultural heritage (Akram, Mohammed Jamil, Ismail, Franco, & Graça, 2018; Sisto, Lopolito, & Vliet, 2018).

Australia and China established specific laws referring to responsibilities under the convention, while in Nepal, the national legislation consists on the only existing heritage protection and conservation tool (Leask & Fyall, 2006).

Latin America and Caribbean region reflected, in their periodic report, the same type of issues, related to conservation management of cultural heritage. Also here, most of the state parties adopted specific laws and regulations for the existing cultural heritage in their region, however, the majority of them, are in need to be reviewed and updated. In addition, also World Heritage Centre has mentioned that legislation is not properly corresponding to present-day concepts and requirements and need a close review, in order to consider today's needs and requirements (Bringezu & Bleischwitz, 2017). In Europe, all state parties have legislation and regulations dedicated to cultural heritage protection and conservation management, where, some of them, also created special organizations responsible for these conservation acts (Bringezu & Bleischwitz, 2017; Leask & Fyall, 2006). Though, having national legislation and regulations for heritage conservation, by its own, do not necessarily ensure its integration into planning or development policies, as it is mentioned in article 5 (a) of the Convention. Also, this article points the design of a general policy with objective of giving heritage a function in the life of the community, extending their useful life-time.

In analysis of the periodic report, unfortunately only a few countries have implemented such policy (Bringezu & Bleischwitz, 2017; Kaplan-Hallam & Bennett, 2017; Leask & Fyall, 2006). Similar to Europe, the Arab States’ periodic report also shows significant institutional problems, where it states that institutional structures, mainly focus on the archaeological excavations, sale of tickets and museum administration. Antiques departments were mainly created during the first half of the 20th Century, when heritage was not as threatened as nowadays, working as archaeological institutes and properties guardians. Consequently, these departments are not properly prepared and armed to meet the new challenges that cultural heritage is facing today, specifically the urban development and some tangible heritage conservation. Also, some budget issues are needed to be taken in consideration, when most of the time are too low (Kaplan-Hallam & Bennett, 2017; Leask & Fyall, 2006).

Unfortunately, the Arab Region is not the only region suffering from legislation and institutional frameworks inadequacy, where this problem is also identified in Asia and Pacific region. Also, Latin America and Caribbean regions are facing this problem, as the existing legislation is still in need of an update and reformulation. Overall, the possible important role of heritage to increase social economic development is not mentioned in any of the periodic reports (Leask & Fyall, 2006).

Conservation Management Scenario

Protection and management of World Heritage properties, namely the tangible ones, should make sure that the unique values, integrity conditions and their authenticity are kept at all times, including the time of inscription and in the future (Ismail, 2014; Kamel, 2011).

As it was mentioned before, management systems are not successfully ensuring that maintenance or enhancement conditions are being kept at all times. The report of Latin America shows that the existing management measures are still insufficient (Bringezu & Bleischwitz, 2017). However, contrary to this situation, the report of Europe, states that national reports consider the current arrangement sufficient or highly effective to nowadays need and demands. Here, the picture may change in relation to the sub-region that is being focused, where Eastern and Central Europe show existing arrangements as still not sufficiently effective and improvements are needed (Bringezu & Bleischwitz, 2017; Leask & Fyall, 2006). These facts confirm the findings related to the authenticity and integrity conditions, where Latin American presents a larger number of issues than the ones found in Europe (Leask & Fyall, 2006; Pickard, 2016).

There is no clear idea on the same issues in reports from Asia, Pacific and Arab regions, though, in the case of Arab states, there are found some issues related to institutional structures that not properly equipped or do not have the correct tools to address the present problems that cultural and natural heritage are now facing (Bringezu & Bleischwitz, 2017; Ismail, 2014; Leask & Fyall, 2006).

The efficiency of management arrangements and tools does not differ only from region to region, but also according to the type of properties is addressing. In Latin America and the Caribbean region, national reports, focusing archaeological properties, state that management measures are enough for conservation procedures, however, when focusing urban settlements, the case changes and such measures are now not robustly enough (Leask & Fyall, 2006).

Several regions show difficulties on conservation management because of the lack of assistance and cooperation between public institutions (Leask & Fyall, 2006; Pickard, 2016). Africa regions also express the same type of worries in relation to management of cultural heritage, where tourism caused problems affecting many properties. It is seen that when a threat comes and it is on the responsibility of another administration section, or out-boundaries, the assistance is almost none or very limited (Mubaideen & Al Kurdi, 2017).

Here, it is important to highlight that the purpose of a management system is to ensure a constant protection and conservation of the property not just for the present time, but also for future generations (Elborombaly, 2016; Leask & Fyall, 2006). An improper management may result in a high risk for cultural heritage and on the loss of unique and important values. In addition, the periodic report of Asia and Pacific regions states that in recent years, the main reason for deferring world heritage nominations back to state party is due to the absence of a proper management plan or an
improper management system (Kamel, 2011). In analysis of the Operational Guidelines, it is possible to highlight that an effective management system is directly dependent on the property itself, namely its type, characteristics and need, as well as its cultural and natural context. The system may also vary according to the cultural environment and its perspectives and available resources, where it is possible to incorporate not just traditional practices, but also existing urban or regional planning instruments. Though, management plans are considered an essential factor on cultural heritage protection and conservation. Here, in the Operational Guidelines, it is mentioned that a management plan is mandatory, but it states that for each property, an appropriate management plan or any other type of documented management system must be designed and put into practice, specifying how property’s universal value should be conserved and preserved (Leitão, 2011).

Proposition Theory

The use of existing international policies for tangible heritage, can work as foundation for a conservation management plan, highlighting their physical policy, method, and criteria.

III. RESEARCH METHODOLOGY

The qualitative method is effective on this research in the way that it is used to obtain information about international policies, like policy of physical elements, policy method and policy criteria, in order to have better understanding on the needs of protecting the significant heritage from possible loss (Creswell, 2013; Franco, 2014; Graça, 2017). The exploratory case study adopts the most common qualitative approaches, based on main research question of this research and the study’s nature. This approach aims to identify their characteristics and category them into groups based on their methods and criteria (Akram, Franco, & Ismail, 2016a; Akram, Franco, Ismail, Muhammed, & Graça, 2016; Akram, Ismail, & Franco, 2016a). Case studies are composed by five different components (Yin, 2003, 2009). In the specific case of this research, where international policies for tangible heritage is adopted as the exploratory case study, the components are:

Study Questions:

Already mentioned in introduction of research, this research aims to answer the following questions:

Main Research Question: What are the international policies for tangible heritage of historic sites to be classified?

Study Proposition:

The use of existing international policies for tangible heritage, can work as foundation for a conservation management plan, highlighting their physical policy, method, and criteria.

Unit of Analysis:

Classification of the international policies based on their methods, type and criteria. those main findings will be measured by names of policies, category of methods of dealing, category of dealing, features of each policy, level of responsibilities, quality of dealing, validity of use.

Linking Data to Proposition:

Identifying of international policies for historic sites through international regulation, archival analysis, literature content (triangulation).

Criteria for Interpreting the Findings:

The agreement among the international and national experts to the need of protection of the historic sites who doesn’t have a unified policy not just to their region, but also state.

IV. RESULT AND ANALYSIS

A variety of methods deals with deteriorated historic sites and their possible losses (Thomas, 1997). Therefore, the method of dealing with each region is determined to fit with their circumstances and objectives that are set for the different projects. Local management plays an important role in these projects, as it is entrusted with the administration and supervision of the implementation of urbanization, according to their legislation and organization. The dealing with historical areas can be applied through one of these methods to pact or involve with a number of different ways and criteria, which have multiple types and terms (Chai, 2011; Orbasli, 2008; Pickard, 2001).

Policies for Dealing with Historic Buildings

• Restoration: This method deals with individual cases of historical buildings and archaeological ruins within the urban fabric of the old cities. Here, there are concerned the cultural values of the heritage ones and not the value of functional or economic, confirming on the spiritual and symbolic aspects of the buildings that reflected heritage values of the era when they were built. The restoration may be applied to a single historic building or to a group of buildings, streets, markets or corridors, where it is possible to find architectural, artistic, historical or visual significance (Kurdi, 2003). The restoration policy focus on restoring the historic site to its original form, by replacing some of the features that were destroyed, removing the additions and completing the missing elements in a full harmony with the historic place (Orbasli, 2008; Radzuan & Ahmad, 2016). Restoration works to treat damage and defects in the building material and make it usable. This is based on respect for the original materials, original design and historical values of the building. Where the same materials of the old building or similar materials are used in the same old construction method, taking into consideration the original building materials, the difference between the old and modern should not be obscured. Restoration works require high accuracy, skilled labor and high-quality materials. Restoration should not distort the historic building and destroy its artistic value. Restoration work must address collapses and damages, so that they do not return again (Akram, Ismail, & Franco, 2016b; Türkyılmaz, 2016);

• Conservation: These measures are intended to prevent damage and erosion and to prolong and preserve the life of the historic building.
The scope of this method ranges from the attention and value of the small historical architectural work to the preservation of large architectural sites and monuments with historical value associated with the national heritage (Teo, Khan, & Rahim, 2014);

- Preservation: It is intended to preserve the historical or heritage building after its restoration. The periodic maintenance is essential, especially after the preservation of the building. It can be achieved by reuse of the building and its occupancy by people who are able to maintain and repair it periodically and continuously (Ismail, 2014);
- Re-Use: It is intended to prepare the historical building for reuse with the same old or modern function, so that these buildings won’t be rigid and abounded. The optimal use of the historic building is to depend on the value of the building and not oppose it. The change in use is accompanied by various modifications in the construction to fit with the requirements of the new function. These modifications shall be within certain limits so as to ensure the preservation of the authenticity of the building and its historical value. When reusing the historical building in a new function, it is likely to be used as a tourist attraction, depending on the importance values of the historical and artistic building. Also, the availability of easy access roads to historic buildings and the availability of nearby tourist services. The buildings of lesser importance are used in traditional functions that serve the community and are adapted to its needs and requirements in order to integrate with its surroundings and thus ensure the continuity of its preservation (Z. K. Akram, 2013; Ameen, 2015).

Policies of Dealing with the Urban Environment of Historic Buildings

- Preservation: This type of policy is limited to historical or archaeological areas and sometimes follows modern areas of a distinctive character. The protection of certain buildings, urban fabric or architectural character is sometimes extended to the protection of the social and economic structure of the area alongside the urban structure. Protection method activities include: protection of the physical structure of buildings degradation, protection of the urban environment, protection of the visual image at the level of buildings and urban areas, protection of the social and economic environment and, lastly, the distinctive activities of the population (Akram, Ismail, & Franco, 2016c; Ismail, 2014);
- Conservation: Conservation policy is defined as actions taken to prevent damage and erosion that prolong the survival of natural and human inheritance. The conservation policy is usually followed by historical zones. In the case of buildings within the historical zone, the architectural character of the building is to be preserved. In addition, in the case of historical spaces that have been completely destroyed or have been substantially damaged by modifications whose original features have been undone, in this case the architectural designs and the selection of the materials are prepared freely within the general outline of the distinctive character to be preserved in the historical space. The concept of conservation extended to include the urban environment of buildings, historical group and buildings that have distinctive architectural character regardless of historical value. In addition, it extended to include activities, uses and handi-
individual efforts, and self-help has a key role in improving the urban environment such as cleaning and lighting of the streets and landscaping. It is synonymous with upgrading, although this concept seems more appropriate to use when refer to shelter or components of the basic environment. Therefore, it is considered more restrictive (Stubbs, 2008).

**Change Policies for Degraded Parts of Historical Areas**

- Clearance: There are two levels of clearance (Kurdi, 2003; Pickard, 2001):
  - Removal of degraded areas in full: This method is never dealt with in historical areas because the removal of historic areas means the destruction of its urban fabric, historical buildings and distinctive character (Mubaideen & Al Kurdi, 2017);
  - Partial removal of some buildings and parts of urban fabric: a method that allows to deal with the degraded parts of the historical area, where some parts of no historical or architectural importance have been removed for reconstruction. This method may be followed by changing some uses with minor modifications in the urban fabric, which should not be a strange alien, but consistent and homogeneous with the actual fabric of the region, in addition to the deportation of a number of residents out of the region. Here, the following points must be identified accurately and observed before the removal process (Tawab, 2012)
    - Estimated partial removal cost;
    - Providing the necessary funding to compensate the population in the absence of an alternative;
    - A survey of the population in the area of partial removal and provision of alternative housing for them in locations inside or outside the area. This method has multiple drawbacks, which make it difficult to implement.

- Gradual Replacement: There are two approaches of removal (Abid, 2016; Akram, 2017):
  - **A. First Approach**: Remove all degraded areas and it has several phases must pass though it:
    - Construction of new housing in vacant areas with inside or outside the area, or provide a residential alternative to residents to move to;
    - Then, remove all degraded buildings and build new modern houses instead of the degraded ones, in order to move residents and, with this process, remove all entire degraded area.
  - **B. Second Approach**: it is only to remove buildings that are degraded and to build new housing blocks that will be replacing the degraded ones, in a gradual way, until the replacement process is completed. This method is the most appropriate one for historical areas, so as not to destroy the old urban fabric. Modern buildings may be built with the character and style of old buildings, preserving the urban character of the historic place (Akram et al., 2015).
  - Redevelopment: It is a comprehensive program that aims to organize architectural, functional and population structures of any urban areas. This process can be done by removing old buildings that represent the majority of the urban fabric and rebuild parts of the specific urban area according to new comprehensive plans. This policy was developed during 20th century, when urban renewal practices were represented by:
    - Rebuilding cities that have been destroyed during the second world war, especially European cities;
    - Demolishing unauthorized buildings, especially those accumulated around the cities that lack the basic human requirements on both environmental and health levels. These urban areas have been established due to the rapid growth of the population and the increased immigration from rural areas to cities;
    - Renewing city centers, which represent the economic and commercial core of any city (Akram, Ameen, & Khalaf, 2014; Povilaitytye, 2016).

**Comprehensive Policies for Dealing with Historical Areas**

**Inclusive Conservation**

The concept of preservation focuses not just on buildings’ historical values, but also on historical areas as a whole, with its buildings, activities, craftsmanship, character and texture. This concept has evolved into a special planning policy that focuses on the urban environment as a whole and not on individual or historic buildings. When dealing with historic areas, or areas with high environmental value, and preservation of historic areas, it is considered a flexible process, where historical monuments are treated within the general framework of the society in which they are located. It changes according to the characteristics and quality of the conservation community (Akram, Franco, & Ismail, 2016a; Sotoudeh & Abdullah, 2013).

**Inclusive revitalization**

The revitalization policy is considered a comprehensive policy because it is suitable for historical and modern areas, proposed expansion and urban extension in historical neighborhoods during planning. There are many ways of revival from architectural and urban to the uses and traditional craft activities, which include the revival and display of heritage values, in the present and future architectures. These methods can be explained as followed:

- Revival of the Form: a revival of the style and the architectural character of the historic buildings with its decoration and the proportions of its openings and facades. This may go beyond the architectural and planning elements of historic buildings, which are superficial and exemplary. A deplorable review departs from the actual content of revival;
- Revival of the Function: the revival of the use of architectural elements and planning in the historical area, such as historic buildings and its surrounding. This will continue to serve the region, as well as, revives traditional craft activities in the surrounding areas. This also gives the historical region more importance than its historical significance;
- Revitalization in its Comprehensive Sense: Architecture and urbanization are the environmental framework of residential communities, as well as, the reflection of the conditions of the population, where a true mirror reflects their pulse, intellectual and sensory levels. It reveals their scientific background, technical and economic, which reflect on
their way of life and, thus, on the surrounding areas, including their architecture and urbanization (Franco, Akram, Ismail, MohammedJamil, & Graça, 2017; Ismail, 2014).

By reviving the spirit of cultural heritage in the community, we can revive the architectural and planning elements of historic areas and get benefits of them, in accordance with the scientific and technological development and the social transformation of contemporary life. The revival of these values does not mean the tradition of the past and the express transfer of it, but the revival of spirit and content through the application of its components and principles in architecture and modern urbanization. This works to preserve cultural heritage and the continuity itself, to serve the present and future generations. The revitalization of this concept is more comprehensive than mere preservation of heritage (Akram, Franco, & Ismail, 2016c; Akram, 2013).

**Upgrading**

It is intended to improve the situation for the better, being a relative process in which the overall situation of the region is improved. Its image varies from one region to another and from one society to another, being characterized by upgrading social, economic and urban aspects. This policy is characterized by maintaining the urban mass as a national wealth of economic value, working on its development and increasing its real estate value, in addition to developing the social and economic aspects of the population in the historical region. This approach is appropriate for countries with limited economic resources, whose budgets do not meet the use of other methods (KwanYung, Zhang, & H.W.Chan, 2017). It must be ensured that the upgrading project may contain works for clearance, restoration and gradual replacement, as well as some conservation, protection and renovation works (Mitra, Grover, & Singh, 2013). This depends on the nature, circumstances and condition of the historical region, being one of the most important and comprehensive methods to deal with historical sites of different urban areas (Darmawan & SamsinarEnis, 2016).

**Integrating Comprehensive Policies**

Comprehensive approaches (revitalization, renewal, upgrading, and conservation) can be integrated into the development of historical areas, in order to deal with the various regions, in the historical region, and to take advantage of each method separately, avoiding its disadvantages. International conventions, such as the Venice Charter, have emphasized the integration of such policies as conservation and renewal, or revitalization and renewal. Many Arab countries have followed such integration to achieve their objectives in the development of historic areas (Akram, Ismail, & Franco, 2016; Akram, Franco, & Ismail, 2016b). On this table, it will be presented the categories of international policies, which are classified based on their physical elements, policy method, and policy criteria.

### Table 1 Summary of Policies Categorizations

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<tr>
<th>Policy of physical Element</th>
<th>Policy Method</th>
<th>Policy criteria</th>
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<tbody>
<tr>
<td>Names of policies</td>
<td>Categorize the Method of Dealing</td>
<td>Category of Dealing</td>
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<tr>
<td>1. Policies for dealing with historic buildings</td>
<td>Restoration</td>
<td>For historic buildings and have values.</td>
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<tr>
<td>2. Development policies for degraded parts of the historic region</td>
<td>Re-Use</td>
<td>Historical and archaeological buildings Surrounding buildings The urban environment of the region.</td>
</tr>
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<td></td>
<td>Renewal</td>
<td>For degraded buildings Infrastructure and services.</td>
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## V. CONCLUSIONS AND CONTRIBUTION TO EXISTING KNOWLEDGE

The control of urbanization in historical areas depends on the policies and methods of dealing in these areas, which vary from region to region. Within the same historical region, there are many policies of dealing. The policies of dealing with the historic building differs from other buildings and also differs from how to deal with the urban space of the historic building. Each component of the historical region is once more treated with an appropriate policy. It was found that the integration of more than one policy is appropriate to the nature of the historical region and it is considered a successful plan in the revitalization and conservation of historic areas (Akram, 2017). Based on three different objectives, the aim of this research was to identify, analyze, and categories the international policies for historic sites, in a way to help their protection and provide reliable information for future generations and studies on the area.

The obtained results of this study, namely about the international policies, deliver important information for conservation management specialists, professional heritage practices, local government staff, community group, educators, students, researchers, planners and even to visitors, providing them a better knowledge and understanding of the place.
and the importance of its protection. This study may be used on foundation to conservation management a framework for heritage sites.

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