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# TOWARD “CIVIL PROTECTION AND MILITARY AUTHORITIES CULTURAL HERITAGE ADVISORS”

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## ABSTRACT

The importance of the cultural heritage for the Economy of our Euro-Mediterranean Countries is an asset. The preparation for emergency action in the event of a disaster should identify the specific action to be undertaken from major partners and stakeholders at national and international levels. The State Party is the primary stakeholder responsible for protecting and managing a World Heritage property, including stakeholders with respect to disaster risks. The key stakeholders in formulating and implementing disaster risk management (DRM) plans for World Heritage includes various Agencies. Here we provide a short proposal regarding the Civil Protection and Military Authorities Cultural Heritage Advisors.

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**KEYWORDS:** cultural heritage, risk, military, protection, disasters

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## 1. INTRODUCTION

As underlined in the *Managing Disaster Risks for World Heritage* published in June 2010 by the United Nations Educational, Scientific and Cultural Organization, disasters are the combined product of hazards and vulnerabilities resulting from the complex interaction of numerous interlocking factors, some of which are very much within human control (e.g. <http://en.unesco.org/themes/heritage-risk>; ICOMOS World Report 2008–2010 on monuments & sites in danger.<sup>1</sup>

It is therefore possible to prevent them, or at least considerably reduce their effects, by strengthening the resilience of the assets to be safeguarded.

An additional commonplace is the idea that Cultural Heritage, would constitute a liability in the face of disaster, either because it requires efforts and resources for its protection – at a time when attention should be devoted to saving lives and properties – or because it adds to the risk, especially within traditional settlements where buildings do not conform to modern engineering standards of safety.

Disasters may result from various kinds of hazard, either natural in origin such as earthquakes, floods, or human-induced such as fire caused by arson, vandalism, armed conflicts, terrorism in the last situation it will be appropriate to have a specific training planned to prepare the actors to react appropriately in agreement with ethics.

## 2. WHAT ARE THE MAIN TYPES OF HAZARDS THAT MAY CAUSE DISASTERS ON THE CULTURAL HERITAGE?

These include:

- Meteorological: hurricanes, tornadoes, heat waves, lightning, fire,
- Hydrological: floods, flash -floods, tsunamis,
- Geological: volcanoes, earthquakes, mass movement: slides, slumps;
- Human-induced: armed conflict, fire, pollution, infrastructure failure or collapse, civil unrest and terrorism.
- Climate change: increased storm, floods frequency and severity.

(see European Parliament, 2007; [https://www.flinders.edu.au/ehl/fms/archaeology\\_files/dig\\_library/theses/DeRuyter%202014%20MARCH%20Thesis%20ArmedConflictOnUCH.pdf](https://www.flinders.edu.au/ehl/fms/archaeology_files/dig_library/theses/DeRuyter%202014%20MARCH%20Thesis%20ArmedConflictOnUCH.pdf)).

<sup>1</sup> [http://www.icomos.org/risk/world\\_report/2008-2010/H@R\\_2008-2010\\_final.pdf](http://www.icomos.org/risk/world_report/2008-2010/H@R_2008-2010_final.pdf);  
<http://whc.unesco.org/en/disaster-risk-reduction/>.

## 3. ESSENTIAL CHARACTERISTICS OF DISASTERS RISKS MANAGEMENT PLAN

A plan is essential for providing clear, flexible and practical guidance for the site manager and their team: a flexibility should be built into the plan from the beginning.

Essentially, a plan is based on identifying and assessing the main disasters risks that might result in negative impacts to the heritage values of the property as well as to human lives and assets at the site.

The plan would establish a system for coordinating:

- The individual plans for each property, envisaging common activities and procedures for all the properties,
- With outside agencies such as municipality, fire, police and health services, Military Authorities in case of situation of conflicts.
- Copies of the plan should be kept securely at several locations so that these can be retrieved easily when needed, especially during a disaster.

## 4. WHAT DOES A DISASTER RISKS MANAGEMENT PLAN (D.R.M.) FOR WORLD HERITAGE CONSIST OF?

One of the main challenges for the effectiveness of a D.R.M. plan is the lack of coordination between: a) the site management systems for the particular heritage property and, b) the organizational set-up: policies and procedures for disaster management in the city or region and Country in which the property is located, especially when we take into account situations linked with conflicts and terrorism.

The DRM plan for the heritage property should be integrated in the existing plan and procedures for site management.

## 5. WHO SHOULD BE MEMBERS OF THE 'CORE TEAM' FOR PREPARING A DRM?

The core team should consist of the site manager or another person designated by the authorities, along with the staff members responsible for divisions and departments such as administration, maintenance, monitoring and security. It is also very important to engage the local municipality, local government, local community leaders or elders, local scientists and researchers, the disaster management agency, police, health services, and emergency response teams (e.g. fire-fighters, coastguard, mountain rescue) Military Authorities has to be associated in case of arms conflicts situations are taken into account Military Authorities has to be associated in the preparation of the plan.

## 6. WHO ARE THE MAJOR PARTNERS AND STAKEHOLDERS AT NATIONAL AND INTERNATIONAL LEVELS?

The State Party is the primary stakeholder responsible for protecting and managing a World Heritage property, including stakeholders with respect to disaster risks.

The key stakeholders in formulating and implementing DRM plans for World Heritage includes: a) Agencies responsible for the national disaster management programmes and activities (civil protection, fire fighting forces, flood control engineers, health officials dealing with epidemics); b) Agencies responsible for protecting and managing cultural and natural properties; c) National hazard warning systems, such as the meteorology and seismic monitoring agencies and others involved in hazard monitoring; d) The prevention and mitigation measures require coordination among various staff members and departments responsible for managing the property as well as contact with outside agencies and experts in relevant fields, and, e) Military Authorities in case situations of conflicts and terrorism are taken into account.

## 7. INTERNATIONAL VIEW POINT: THE SENDAI CONFERENCE

UNESCO, in partnership with the Japanese Agency for Cultural Affairs (ACA), the Japanese National Institutes for Cultural Heritage (NICH), ICROM and ICOMOS has organized a special session on "Resilient Cultural Heritage" within the framework of the Third United Nations World Conference Disaster Risk Reduction (WCDRR), which has taken place between 14 and 18 March at Sendai, Japan (SENDAI, 2015).

The Conference adopted the "Sendai Framework for Disaster Risk Reduction (DRR) 2015-2030" the international policy which will orient DRR strategies and actions at international and national levels for the next fifteen years.

This new international policy for disaster risk reduction includes a number of important references to culture and heritage (e.g. paras 4, 5, 14, 16, 16, 17, 19-c,d, 24-d, 29, 30-d, 33). This is a significant progress with respect to the former policy document on DRR, the so-called Hyogo Framework for Action (HFA2), adopted in Kobe in 2005.

The session on "Resilient Cultural Heritage" was aimed at raising awareness of role of cultural heritage in building resilience within the DRR sector, also emphasizing its relevance to other related issues on the global agenda: sustainable development and

climate change adaptation.

The session stressed how any DRR policy and programme should consider the cultural context, including its most symbolic manifestation, i.e. the cultural heritage, if it wishes to be effective and sustainable. Specific examples were also provided in the case of certain coastal communities, who over the centuries have become capable of foreseeing natural disasters through the perpetuation of traditional knowledge, and have developed preventative measures such as building on stilts and constructing wind-resistant structures.

Such examples demonstrate that heritage both tangible and intangible often incorporates elements to overcome potential risks, owing to it being the result of long periods of adaptation between humans and their environment; why cultural heritage can be a powerful catalyst for engaging with local people, bringing them together and enhancing their sense of ownership of the recovery and reconstruction process; and finally how the protection of cultural heritage can support a fast recovery through income generated in the informal sector and tourism activities.

The session concluded with specific proposals to strengthen the integration of cultural heritage in DRR, building on the important references to culture and heritage which have been included in the HFA2. **This will require innovative partnerships between the heritage sector, on one hand, and the wide range of DRR stakeholders, including local governments, humanitarian organizations and the private sector and in particular with Civil Protection actors.**

## 8. THE MAIN PRINCIPLES FOR THE PROTECTION OF THE CULTURAL HERITAGE

The ten salient principles are:

1. The key to effective protection of cultural heritage at risk is advance planning and preparation
2. Advance planning for cultural heritage properties should be conceived in terms of the whole property and provide integrated concern for its buildings, structures, and their associated contents and landscapes
3. Advance planning for the protection of cultural heritage against disasters should integrate relevant heritage considerations within a property's overall disaster prevention strategy
4. Preparedness requirements should be met in heritage buildings by means having least impact on heritage values,
5. Heritage properties, their significant attributes and the disaster-response history of the property

should be clearly documented as a basis for appropriate disaster planning, response and recovery

6. Maintenance programmes for historic properties should integrate a cultural heritage-at-risk perspective

7. Property occupants and users should be directly involved in development of emergency-response plans

8. Securing heritage features should be a high priority during emergencies

9. Following a disaster, every effort should be made to ensure the retention and repair of structures or features that have suffered damage or loss

10. Conservation principles should be integrated where appropriate in all phases of disaster planning, response and recovery.

Concerning appropriate principles in improving risk-preparedness for cultural heritage they acknowledge the most important ideas emerging from the recent Blue Shield discussions: *“given recent international Declarations promoting the integration of improved risk- preparedness for cultural heritage in existing disaster-preparedness infrastructures, principles should be placed within the context of existing structures and practices to protect life and property in the face of disaster or armed conflict; and as noted in the Introduction to this Manual, built-heritage conservation principles have been developed primarily to guide thinking about intervention, i.e., about curative approaches to heritage “*

Principles relevant to improving risk-preparedness for built cultural heritage need to be devised for preventive approaches, concerned with improving the general conditions for the long term survival of cultural heritage and its significant messages.

## 9. RESPONSE PHASE

Generally, response is a function of the adequacy of preparedness measures including appropriate response plans and training for occupants and emergency response staff.

Many actions taken during ‘response’ could also be understood as part of the early phases of recovery.

Ensuring availability of the response plan: The response plan should have been prepared well in advance. It is important to ensure that all may have ready and immediate access to it in the event of emergency. It is also important that the response plan be familiar and comfortable for all involved. On-going rehearsals and simulations are important to ensure readiness for use of the plan in the event of an emergency.

## 10. MOBILIZING THE CONSERVATION TEAM

A list of qualified and available conservation professionals should already have been prepared. Mechanisms should be in place to mobilize one or more members of a conservation team immediately following onset of the disaster, as needed.

Preparation for emergency action in the event of a disaster should identify the specific action to be undertaken. It is essential to co-operate with other authorities, both civil and military. Provision should be made for:

- a) Fire-fighting and protection against water damage
- b) Immediate safety works of shoring and propping
- c) Closure and supervision to ensure protection against land and water flows, air-borne debris, adverse weather and criminal activity
- d) Marking important objects and structures
- e) Clearing debris, taking care to record in situ and to recover movable and displaced or fragile objects
- f) Emergency conservation work and removal to a safe place of important, movable, displaced or fragile objects
- g) Full recording, preferably by photogrammetry, of damaged structures
- h) Reinstatement of fire and safety equipment, the provision of emergency power supplies and adequate transportation.

For the long term, a full survey and inspection of the damage must be organised in order to plan, develop and implement restoration, repair and conservation of the architectural heritage.

## 11. IMPORTANCE OF THE CULTURAL HERITAGE FOR THE ECONOMY OF OUR EURO-MEDITERRANEAN COUNTRIES

Euro-Mediterranean Countries enjoys cultural diversity together with exceptional cultural heritage, ancient architecture, built environment and artefact collections a key asset for tourism-related industry. As shown in the *“Indicators for Measuring Competitiveness in Tourism: A Guidance Document”*, OECD Tourism Papers, 2013/02:

*“Tourism is recognised as one of the key sectors of development in all countries and a major source of income, jobs and wealth creation. It also plays a wider role in promoting the image and international perception of a country externally as well as influencing complementary domestic policies.”*

Major disasters, environmental changes and man-made cultural aggression especially taking into account the destruction and act of vandalism carried

out by terrorists are threats to “Cultural Heritage”, its protection is a must and a major concern for decision-makers, stakeholders and citizens in Europe especially when we consider the situation created in Syria, Libya and Iraq.

Consequently, it is proposed to create in the framework of the National Civil Protection structures and Military National Structures of the E.U. and interested States from the Mediterranean Basin:

**“Cultural Heritage Advisor for Civil Protection in emergency situations and Military Authorities in case of conflicts situation “**

## **12. MISSIONS OF “CIVIL PROTECTION AND MILITARY AUTHORITIES CULTURAL HERITAGE ADVISORS”**

These missions are:

- 1) To be in close contact with national, regional and local actors responsible of the cultural heritage management and integrated in Civil

Protection teams and competent Military Authorities,

- 2) To regularly participate to information and training activities of civil protection teams concerning the existence and location of cultural heritage in the regions they are intended intervene,
- 3) To advice Civil Protection Operators, on measures to be taken at the occasion of occurrence of natural, technological or made man disasters concerning protection of the cultural heritage as well as Military Authorities in conflicts situations including terrorist acts,
- 4) To actively participate in debriefing events after the occurrence of a crisis and consequently adapting the training of civil protection Operators to the needs identified.
- 5) to advice Military Forces Authorities in conflicts situations to take into account the protection of the cultural heritage.

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