

**Workshop: Towards the Protection of Underwater Cultural Heritage  
in the Pacific**

Honiara, Solomon Islands  
16-18 December 2009

**REPORT**

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Compiled by

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## Foreword

This publication is a compendium of the documents presented at the workshop “Towards the protection of underwater cultural heritage in the Pacific”, which took place from 18<sup>th</sup> to 19<sup>th</sup> December 2009 in Honiara, Solomon Islands. The main objective of this event was to raise awareness about underwater heritage among representatives of Pacific Island States, with emphasis on the Convention for the Protection of the Underwater Cultural Heritage (2001) and to share knowledge and experience on specific issues in the Pacific region.

The increasing interest in underwater heritage in previous years resulted in the growth of specific programs for its protection and related research. Moreover new projects have emerged like underwater museums, visiting tours *in situ*, and so forth, confirming the rising interest by the public. Nevertheless, the improving accessibility to the sites of underwater heritage in recent times is leading to increased risks of pillage, mainly by treasure hunters with commercial purposes. Other factors, such as development of marine projects, such as construction of harbors, increase the danger of seriously damaging underwater heritage. There is a need to strengthen national legislations to minimize or prevent negative impact. Furthermore, the conservation of underwater heritage poses additional challenges to countries, particularly in regard to the high cost of excavation and the need for professional equipment and high levels of specialized training.

In the Pacific countries, due to their cultural richness and the complex history of the region, the protection of underwater heritage is of high importance. Apart from general risks for underwater heritage, the Pacific countries are exposed to natural disasters and the effects of climate change. In this context, the 2001 Convention offers an opportunity to minimize the impact of climate change on underwater heritage, to prevent the commercial exploitation and dispersion of underwater cultural heritage, to promote its preservation *in situ*, and to strengthen capacity building.

This workshop aims to highlight the advantages of ratifying the 2001 Convention and the importance of having regional programmes to promote preservation, capacity building, and cooperation within and among Pacific Island Countries. A robust alliance between countries and at the international level will be essential in order to protect properly underwater sites and territories. Joint solutions are to be taken between countries but also with the different stakeholders involved, such as international organizations, governmental institutions, professionals, researchers, etc.

It is my sincere hope that this workshop will contribute to successful future work on underwater heritage in Pacific Island countries.

Lastly, I would like to express my gratitude to Mr. Richard A Engelhardt, Charge de Mission and Senior Advisor to the Assistant Director-General for Culture of UNESCO, who was instrumental in facilitating this Workshop and Ms. Akatsuki Takahashi and Ms. Urgell Funollet Obiols at the UNESCO Apia Office who provided assistance in the compilation of this report.



Visessio Pongi  
Director  
UNESCO Apia Office

## **Workshop: Towards the Protection of Underwater Cultural Heritage in the Pacific**

A workshop to promote the 2001 Convention on the Protection of the Underwater Cultural Heritage was organized by the UNESCO Office for the Pacific States (UNESCO Apia) from 16-18 December 2009, hosted by the Solomon Islands National Commission for UNESCO in Honiara, Solomon Islands.

### **Objectives**

The objectives of the workshop were:

- (i) to increase the understanding of the importance of the 2001 Convention for the Protection of the Underwater Cultural Heritage to key representatives in Pacific Island country governments, drawing attention to examples from the Pacific region;
- (ii) to discuss the possible development of an underwater archaeology training programme and centre in the Pacific.

### **Participants**

Invited to the workshop were all the UNESCO Member States of the Pacific sub-region. Invitations were extended through the Member States' respective National Commissions for UNESCO, which identified the participants from their country. Seven Member States sent representatives to the workshop: Fiji, Marshall Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, and Tonga. In addition, two Member States, Australia and Kiribati, submitted country reports to be read at the workshop. All participants were persons in decision-making positions in their respective government services. Two participants (Fiji, Palau) had direct, mandated responsibility to supervise activities to identify and protect the underwater cultural heritage in their country; however no participant was an experienced underwater archaeologist. A list of participants and their institutional affiliations is annexed (Annex 1.)

### **Faculty**

Four experts were invited in their individual capacity to serve as the teaching faculty for the workshop:

Ross ANDERSON  
President, Australasian Institute for Maritime Archaeology  
Department of Maritime Archaeology, Western Australia Museum

Craig FORREST  
Deputy Director, Centre for Public, International and Comparative Law  
TC Beirne School of Law, University of Queensland

Mark STANIFORTH  
Associate Professor, Convenor of the Maritime Archaeology Program  
Department of Archaeology, Flinders University

Sarah WARD  
State Maritime Archaeologist  
Heritage Branch, Department of Planning, New South Wales

The workshop was facilitated by:

Richard ENGELHARDT  
UNESCO Charge de Mission and Senior Advisor to the ADG/CLT  
Culture Sector, UNESCO Headquarters, Paris

Refer to Annex 1, for complete contact details of the four teaching faculty and the workshop facilitator.

### **Agenda**

An agenda designed to meet the workshop's objectives was drawn up by the facilitator with inputs from the faculty. Over the course of two days, workshop sessions, consisting of papers, discussions and topical films, were organized around three topics:

**Workshop Session A: The 2001 Convention and its Annex – the Framework for International Collaboration.** This session provided information on the historical, theoretical and legal aspects of the 2001 Convention and its application in practice.

**Workshop Session B: An Underwater Archaeology Training Programme for the Pacific – discussion of opportunities and alternatives.** This session provided an opportunity to discuss how best to build capacity in the Pacific Island States in order that they may each individually and collectively protect the region's underwater cultural heritage.

**Workshop Session C: Country Reports on the Status of the Underwater Cultural Heritage.** This session reviewed the corpus and state of protection of the underwater cultural heritage in each of the Pacific Island States and provided the basis for understanding the specific needs of each State and of the region overall.

On the third day of the workshop, participants visited two World War II wreck sites located off-shore in Ironbottom Sound near Honiara; as well as the National Museum of the Solomon Islands where artifacts of the indigenous maritime cultural heritage of the Solomon Islands are on display. The field study ended at the US War Memorial which provides a view overlooking Honiara and the extensive area of adjacent sea in which the hundreds of World War II wrecks are to be found.

Refer to Annex 2 for a detailed agenda and schedule of the workshop.

Refer to Annex 3 for a compendium of the lectures given by the workshop faculty.

Refer to Annex 4 for a compendium of the country reports presented at the workshop.

### **Reference Material**

Because the subject matter of the workshop – protection of the underwater cultural heritage – and the mechanisms for implementing the provisions of the 2001 Convention and its Annex were relatively new and unfamiliar to workshop participants, an extensive compendium of references were draw up by the facilitator and the faculty. These were provided in either hard or soft copy (or both) to all participants in the workshop.

Refer to Annex 6 for a list of reference documents used during the workshop.

### **Ministerial Address to the Workshop**

The Honorable Matthew Waletofea, Minister of Education and Chair of the Solomon Islands National Commission for UNESCO, formally opened the workshop and informed the participants that the Solomon Islands was actively considering ratification of the 2001 Convention which could happen as early as the 2010 parliamentary session.

### **Recommendations of the Workshop**

At the conclusion of the workshop, participants drew up a list of recommendations for action grouped into three broad headings: **(i) legislation**, **(ii) management** and **(iii) education/training**.

#### **(i) Legislation**

- Participants commonly expressed the opinion that the protection of the underwater cultural heritage of their respective countries needed more explicit protection under national law.
- Most participants would like to explore further the implications and advantages if their country were to ratify the 2001 Convention.

#### **(ii) Management**

- Participants unanimously endorsed the creation of national inventories/registers of underwater cultural property to be protected.
- Participants also unanimously endorsed the principle and practice of licensing activities directed at shipwreck sites.
- Many participants cautioned that sites of indigenous maritime cultural heritage are often better protected by traditional, customary practices than they would be under formal government regulation.
- However, participants commonly felt that assessment and mitigation of the negative impacts of development projects on both indigenous cultural heritage and on shipwrecks, should be incorporated into environmental impact assessment protocols.

#### **(iii) Education/Training**

- Participants expressed the common view that better protection of the underwater cultural heritage, and implementation of the provisions of the 2001 Convention and its Annex, would only be possible if the capacity for site management were built in each country of the region, through a systematic programme of education and training.
- It was generally felt that it would be premature to establish a Pacific sub-regional centre of excellence in underwater archaeology at this time, due to lack of sub-regional expertise to conduct the activities of such a centre. However, the establishment of such a Pacific sub-regional centre of excellence was endorsed as a medium-term objective.
- Participants welcomed the opportunity to participate in existing training programmes such as those offered by the UNESCO Asia Academy for Heritage Management, the UNESCO Asia-Pacific Foundation Course in the protection and management of the underwater cultural heritage, and Flinders University.

It is to be understood that each Member State will pursue a selection of the recommendations which are relevant to the needs and policies of that Member State.

Refer to Annex 5 for a complete list of recommendations.

### **Follow-Up**

Several concrete follow-up actions were endorsed by the meeting:

1. Interested Member States will identify and nominate qualified persons to attend the next UNESCO Foundation Course in underwater cultural heritage (March-April 2010, in Chantaburi, Thailand.) Application forms were provided to all participants.
2. UNESCO Apia will explore the possibility of convening – in 1-2 years time, a follow-up workshop to encourage and assess the implementation of the recommendations of this workshop. Palau and Papua New Guinea have both offered to host such a workshop.

Other follow-up actions proposed:

3. It is understood that the Solomon Islands is actively considering ratification of the 2001 Convention. Should this come to pass, UNESCO Apia will explore the possibility of convening in Honiara, a high-level meeting of ministers, directors-general, or secretaries-general to promote the ratification of the Convention by other Pacific Island Member States.
4. Once the Solomon Islands (or any other Pacific State) ratifies the Convention, UNESCO Apia, together with Flinders University, will explore the possibility of convening an in-country training workshop(s) for in-country practitioners of underwater archaeology and officials responsible for the protection of the underwater cultural heritage.

## **Annexes**

- Annex 1: List of Participants
- Annex 2: Schedule and Agenda of the Workshop
- Annex 3: Faculty Lectures
- Annex 4: Country Reports
- Annex 5: Recommendations
- Annex 6: Reference Documents



**LIST OF PARTICIPANTS**

Mr. Jone Naucabalavu Balenaivalu  
Head of Department - Pre History Archaeology  
Fiji Museum  
Fiji

Mr. Nakoro Elia Robert Francis  
Head of Department - History Archaeology  
Fiji Museum  
Fiji

Ms. Sunny Ngirmang  
Ministry of Community & Cultural Affairs  
Palau

Mr. Paul Peter  
Manager Conservations & National Parks  
Papua New Guinea

Mr. Wilbur Heine  
Secretary  
Ministry of Internal Affairs  
Republic of Marshall Islands

Mr. Mose Fulu  
Assistant CEO  
Ministry of Education, Sports and Culture  
Samoa

Mr. Matthew Waletofea  
Chairman  
Sol Is National Commission for UNESCO  
Solomon Islands

Mr Timothy Ngele  
Secretary-General  
Sol Is National Commission for UNESCO  
Solomon Islands

Ms Christina Victoria Bakolo  
Secretary  
Sol Is National Commission for UNESCO  
Solomon Islands

Mr. Joe Horokou  
Ministry of Conservation and Environment & Meteorology  
Solomon Islands

Ms. Tu'ilokamana Tuita  
Head of Culture Department  
Ministry of Education and Culture  
Tonga

### **Experts**

Ms. Sarah Ward  
State Maritime Archaeologist  
Heritage Branch, NSW Department of Planning  
Australia

Mr. Mark Staniforth  
Department of Archaeology, Flinders University  
Associate Professor - Convenor of the Maritime Archaeology Program  
Australia

Dr Craig Forrest  
Deputy Director  
Centre for Public, International and Comparative Law TC Beirne School of Law University of  
Queensland  
Australia

Mr. Ross Anderson  
President  
Department of Maritime Archeology, Australasian Institute for Maritime Archaeology  
Australia

### **UNESCO**

Mr Richard Engelhardt  
Charge de Mission and Senior Advisor to the ADG/CLT  
Culture Sector, UNESCO Headquarters, Paris

Ms. Nifo Onesemo-Simaika  
Personal Assistant to Director  
UNESCO Apia Office

## SCHEDULE AND AGENDA OF WORKSHOP

### Tuesday, 15 December

Arrival of participants

### Wednesday, 16 December

8:15 am

#### **Registration**

Nifo Onesemo-Simaika  
UNESCO Apia Office

8:45 am

#### **Welcome Remarks**

Timothy Ngele  
Secretary-General  
Solomon Islands National Commission for UNESCO

Hon. Matthew Waletofea  
Chair Solomon Islands National Commission for  
UNESCO

#### **Movie produced by UNESCO**

#### **Introduction to the purpose of the workshop, participants and expected outcomes**

Richard A Engelhardt  
Workshop Facilitator

10.30am

Official Photograph & Morning Tea Break

#### **Workshop Session A:**

The 2001 Convention and its Annex – The Framework for  
International Collaboration

This session will provide information on the historical, theoretical and legal aspects of the 2001 Convention and its application in practice
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**Keynote Presentation:** The Making of the 2001 Convention:  
Introduction to Principles and Codes of Practice

Craig Forrest  
University of Queensland

**Keynote Presentation:** International Collaboration in the Protection of the Underwater Cultural Heritage

Mark Staniforth  
Flinders University

**Keynote Presentation:** The Australasian Institute for Maritime Archeology (AIMA): networking community, government and underwater cultural heritage

Ross Anderson  
Western Australia Museum

**Discussion:** Why and how States can participate in the 2001 Convention

Discussion facilitator:  
Sarah Ward  
State Maritime Archaeologist NSW

1.00pm

Lunch Break

2.00pm

**Workshop Session B:**

An Underwater Archaeology Training Programme for the Pacific - discussion of opportunities and alternatives

This session will provide an opportunity to discuss how best to build capacity the Pacific Island States in order that they may each individually and collectively protect the region's underwater cultural heritage.

**Keynote presentation:** Universal rules, local approach: Reflections on capacity building programme to support the implementation of the UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001

Dr. Robert Parthesius

- Centre for International Heritage Activities (CIE), The Netherlands
- Leiden University, The Netherlands

Dr Bill Jeffery

- Centre for International Heritage Activities (CIE), The Netherlands
- Consultant Maritime Archaeologist, Federated States of Micronesia
- Senior Adjunct Research Fellow, James Cook University, Australia

Paper read by Ross Anderson

Presentations by the Faculty

**The Role of Universities**

Mark Staniforth  
Flinders University

3.30pm

Afternoon Tea Break

Presentations by the Faculty

**The Role of the Profession: NAS, PADI, HADS**

Sarah Ward  
State Maritime Archaeology NSW

UNESCO ICOMOS/ICUCH Foundation Course

Mark Staniforth and Ross Anderson  
Flinders University and Western Australia Museum

**Discussions: The Pacific Way Forward**

Discussion Facilitator:  
Craig Forrest  
University of Queensland

Movie – Chuuk

6.00pm

Cocktail Function

**Thursday, 17 December**

8.30am

**Workshop Session C:**

Country Reports on the Status of the Underwater Cultural Heritage

<p>This session will review the corpus and state of protection of the Underwater Cultural Heritage in each of the Pacific Island States and provide the basis for understanding the specific needs of each State and of the region overall.</p>
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**Individual Country Reports**

Session chair:

Timothy Ngele  
Secretary-General  
Solomon Islands National Commission for UNESCO

Presentations by participants from:

Australia  
Fiji  
Kiribati  
Marshall Islands  
Palau

10.30am

Morning Tea Break

Presentations by participants from:

Papua New Guinea  
Samoa  
Solomon Islands  
Tonga  
Vanuatu

1.00pm

Lunch Break

2.00pm

**Keynote Presentation:** The Preservation of the Wreck of the  
M24 Midget Submarine in Sydney Harbour

Sarah Ward  
State Maritime Archaeologist NSW

**Discussion of Issues Related to Country Reports**

The balance between promoting scuba diving and protecting  
UCH

Setting up and supervising permit systems for underwater  
archaeology

Control of touring yachts' role in the/illicit export of cultural  
property

How to handle sites connected with traditional religious  
practices/offering

Issues associated with World War II sites e.g. sovereign  
ownership rights

How to handle the discovery of human remains

Rights and management responsibilities of traditional owners  
and communities

Enforcement of UCH and heritage laws

Funding and capacity building

Other issuing arising from the floor

Panel of Workshop Faculty

	Discussion facilitator: Richard Engelhardt UNESCO
3.30pm	Afternoon Tea Break  Movie - Thailand  <b>The Pacific Way Forward</b>  Discussion facilitator:  Richard A Engelhardt UNESCO  <b>Closing Session</b>  Timothy Ngele Secretary-General Solomon Islands National Commission for UNESCO
<b><u>Friday, 18 December</u></b>	
9.00am	Field Study  Solomon Islands National Commission & Ministry of Culture
<b><u>Saturday, 19 December</u></b>	
	Finalize meeting report
<b><u>Sunday, 20 December</u></b>	
	Participants and organizers depart

FACULTY LECTURES

**Introduction to the purpose of the workshop, participants and expected outcomes.**  
 Richard A. Engelhardt  
 Workshop facilitator







### Main Issues for Action

- Lack of trained underwater archeologists in many countries
- Lack of public awareness of the importance of UCH
- Need for international cooperation to fight treasure hunting
- Lack of legal protection – the need to ratify 2001 Convention

### Workshop Objectives

- (1) To increase the understanding of the importance of the 2001 Convention in the context of the Pacific
- (2) To discuss training needs, to outline a training programme tailor-made to regional needs, and the possible future establishment of a regional training centre

### Workshop Faculty

- Ross Anderson, Western Australian Museum
- Craig Forrest, University of Queensland
- Mark Staniforth, Flinders University
- Sara Ward, State Maritime Archaeologist NSW

### Workshop Participant from:

- Australia
- Fiji
- Kiribati
- Marshall Islands
- Palau
- Papua New Guinea
- Samoa
- Solomon Islands
- Tonga
- Vanuatu

### Workshop Schedule

- DAY 1 : am Global Issues in the development of the Convention in the context of the Pacific
- DAY 1 : pm Training and Capacity Building needs to ensure protection of the underwater cultural heritage in the PacificP
- DAY 2 : am Pacific States Country Reports – identification of regional issues
- DAY 2 : pm The Pacific's Strategic Way Forward
- DAY 3 : Field study





**Keynote Presentation: The Making of the 2001 Convention: Introduction to the Principles and Codes of Practice.**

Craig Forrest  
University of Queensland

**Toward the protection of  
Underwater Cultural Heritage in  
the Pacific**

**Honiara, Solomon islands  
16-18 December 2009**


Craig Forrest, TC Beirne School of Law, University of Queensland

**The Making of the 2001 UNESCO  
Convention on the Protection of the  
Underwater Cultural Heritage:  
Introduction to the Principles**



**History**


- 1966 Regional Seminar Brisbane – “If positive steps are not taken immediately it is anticipated that the recent advances that have been made by treasure hunters internationally .... will result in tragic loss of essential and important heritage”
- By 1974, for example, no classical age wreck remained untouched by treasure hunters



- 1970 Deep Seabed Committee
- 1970-1982 UNCLOS
- 1980s Council of Europe draft Convention to Protect UCH (failed)
- 1988 ILA established Cultural heritage Committee under chair Patrick O’Keefe
- 1994 Draft completed with ICOMOS Charter as Annex
- Passed to UNESCO in 1996.


**What law covers UCH beyond  
coastal state jurisdiction?**

- Salvage law (reservations to 1989 Salvage Convention)
- Private law on ownership and abandonment
- International law? UNCLOS



**Development of UNCLOS  
Principles**

- Articles 149 and 303 UNCLOS subject ambiguity and wide interpretations
- States have a duty to protect UCH
- This duty is undertaken for the benefit of humankind
- States are bound to co-operate in the protection of UCH



### ILA draft

- Three key elements
- 1. Apply only to abandoned vessels
- 2. Coastal state jurisdiction over UCH extended to 200nm from baseline
- 3. Non-application of salvage law

### UNESCO process

- Number of contentious issues raised:
- Determination of abandonment
- Application to warships
- Non-application of salvage law
- Scope of regulated activities - "Affecting" or "directed at" UCH
- AND most immediate
- Jurisdictional competency of coastal state

### Jurisdictional competency

- Maritime states (US, UK Netherlands) etc concern over creeping jurisdiction
- Compatibility with UNLCOS
- UNESCO Convention or UNCLOS Agreement (similar to Straddling Fish-Stocks Agreement)

#### Article 2 – Objectives and general principles

1. This Convention aims to ensure and strengthen the protection of underwater cultural heritage.
2. States Parties shall cooperate in the protection of underwater cultural heritage.
3. States Parties shall preserve underwater cultural heritage for the benefit of humanity in conformity with the provisions of this Convention.
4. States Parties shall, individually or jointly as appropriate, take all appropriate measures in conformity with this Convention and with international law that are necessary to protect underwater cultural heritage, using for this purpose the best practicable means at their disposal and in accordance with their capabilities



5. The preservation in situ of underwater cultural heritage shall be considered as the first option before allowing or engaging in any activities directed at this heritage.

6. Recovered underwater cultural heritage shall be deposited, conserved and managed in a manner that ensures its long-term preservation.

7. Underwater cultural heritage shall not be commercially exploited.

10. Responsible non-intrusive access to observe or document in situ underwater cultural heritage shall be encouraged to create public awareness, appreciation, and protection of the heritage except where such access is incompatible with its protection and management.



### Promotion of archaeological principles in ANNEX

- The Principle of in situ preservation
- The principle of non-commercialisation
- The principle of long-term preservation
- The principle of non-intrusive and non-destructive public access





## Non-commercialisation

- Rule 2 of the Annex reads as follows;
- The commercial exploitation of underwater cultural heritage for trade or speculation or its irretrievable dispersal is fundamentally incompatible with the protection and proper management of underwater cultural heritage. Underwater cultural heritage shall not be traded, sold, bought or bartered as commercial goods.



## Salvage Law and UCH

- Article 4 provides that:
- Any activity relating to underwater cultural heritage to which this Convention applies shall not be subject to the law of salvage or law of finds, unless it:
- a) is authorised by the competent authorities, and
- b) is in full conformity with this Convention, and
- c) ensures that any recovery of the underwater cultural heritage achieves its maximum protection.



## Activities that incidentally affect UCH

- **Article 5 – Activities incidentally affecting underwater cultural heritage**
- Each State Party shall use the best practicable means at its disposal to prevent or mitigate any adverse effects that might arise from activities under its jurisdiction incidentally affecting underwater cultural heritage.



## A system of authorisation, sanctions and seizure

- **Article 14 – Control of entry into the territory, dealing and possession**
- **Article 15 – Non-use of areas under the jurisdiction of States Parties**
- **Article 17 – Sanctions**
- **Article 18 – Seizure and disposition of underwater cultural heritage**



### • Article 19 – Cooperation and information-sharing

1. States Parties shall cooperate and assist each other in the protection and management of underwater cultural heritage under this Convention, including, where practicable, collaborating in the investigation, excavation, documentation, conservation, study and presentation of such heritage.

2. To the extent compatible with the purposes of this Convention, each State Party undertakes to share information with other States Parties concerning underwater cultural heritage, including discovery of heritage, location of heritage, heritage excavated or recovered contrary to this Convention or otherwise in violation of international law, pertinent scientific methodology and technology, and legal developments relating to such heritage.



3. Information shared between States Parties, or between UNESCO and States Parties, regarding the discovery or location of underwater cultural heritage shall, to the extent compatible with their national legislation, be kept confidential and reserved to competent authorities of States Parties as long as the disclosure of such information might endanger or otherwise put at risk the preservation of such underwater cultural heritage.

4. Each State Party shall take all practicable measures to disseminate information, including where feasible through appropriate international databases, about underwater cultural heritage excavated or recovered contrary to this Convention or otherwise in violation of international law.



**Article 20 – Public awareness**

Each State Party shall take all practicable measures to raise public awareness regarding the value and significance of underwater cultural heritage and the importance of protecting it under this Convention.

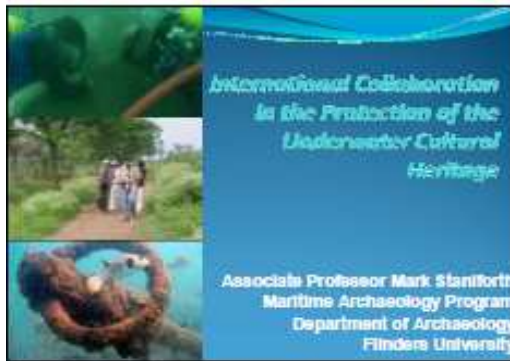
**Article 21 – Training in underwater archaeology**

States Parties shall cooperate in the provision of training in underwater archaeology, in techniques for the conservation of underwater cultural heritage and, on agreed terms, in the transfer of technology relating to underwater cultural heritage



## Keynote Presentation: International Collaboration in the Protection of the Underwater Cultural Heritage

Mark Staniforth  
Flinders University



*International Collaboration  
in the Protection of the  
Underwater Cultural  
Heritage*

Associate Professor Mark Staniforth  
Maritime Archaeology Program  
Department of Archaeology  
Flinders University



**UNESCO Convention on the Protection of the Underwater Cultural Heritage (2001)**

- Article 19  
States Parties shall cooperate and assist each other in the protection and management of underwater cultural heritage under this Convention, including, where practicable, collaborating in the investigation, excavation, documentation, conservation, study and presentation of such heritage.

UNESCO



*International collaboration in research and management*

- International research projects
- Often between universities and/or NGO(s) and/or government agencies
- Conferences – WAC, IKUWA, AIMA, SHA etc
- Publications – IJNA, AIMA Bulletin, Historical Archaeology, etc
- Training – UNESCO Training, Ala Fellowship program



*International collaboration in teaching*

- International field schools and practicums
- Many opportunities offered – usually by one (or more universities) plus NGO(s) or government agencies
- Example – LAMP (Lighthouse Archaeological Maritime Program) in St. Augustine, Florida
  - Plymouth State University, Plymouth, New Hampshire
  - Flinders University, Adelaide, South Australia
  - Syracuse University, Syracuse, New York
  - Florida State University, Tallahassee, Florida
- See:  
<http://www.staugustinelighthouse.com/lamp.php>

LAMP



*The Alexandria Centre for Maritime Archaeology & Underwater Cultural Heritage*

- Consortium of:
  - Alexandria University, Egypt
  - University of Southampton, UK
  - Centre National de la Recherche Scientifique CNRS / Centre d'Etudes Alexandrines (CEAlex), France
  - Nautical Archaeology Society, UK
  - Arab Academy for Science, Technology & Maritime Transport (AASTMT), Egypt
  - The Supreme Council of Antiquities (SCA), Egypt



*The Alexandria Centre for Maritime Archaeology & Underwater Cultural Heritage*

- Funding
- See:  
<http://95.246.47.32/cma/default.htm>

This Project has Been Funded With Support From

European Commission Tempus Program

M. Fouad Lofty Mohamed

Ministry of Education - Egypt

HSBC

Institute of Nautical Archaeology

UNESCO World Heritage




### International Collaboration

- Associations, Societies & Institutes
  - AIMA- Australasian Institute for Maritime Archaeology
  - INA – Institute of Nautical Archaeology
  - SHA - Society for Historical Archaeology
- Non- government organisations (NGOs)
  - ACUA - Advisory Council on Underwater Archaeology
  - ICUCH - ICOMOS International Committee on Underwater Cultural Heritage
  - MUA – Museum of Underwater Archaeology



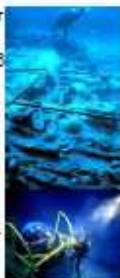

### INA – Institute of Nautical Archaeology

- The not-for-profit Institute of Nautical Archaeology (INA) was founded in 1973 and was based on underwater archaeology work by Dr George Bass going back to 1800
- Close relationship with Turkey and INA funded the transformation of Bodrum Castle into the Bodrum Museum of Underwater Archaeology
- See: <http://inadiscover.com/>



### INA – Institute of Nautical Archaeology

- Pioneered many of the techniques of underwater archaeology
- Partnered with Texas A&M University since 1976
- Projects all over the world. See: [http://inadiscover.com/projects/world\\_map/](http://inadiscover.com/projects/world_map/)
- Publications –
  - INA Quarterly [http://inadiscover.com/ina\\_quarterly/latest\\_issue/](http://inadiscover.com/ina_quarterly/latest_issue/)
  - INA Annual [http://inadiscover.com/index.php/publications/ina\\_annual/](http://inadiscover.com/index.php/publications/ina_annual/)

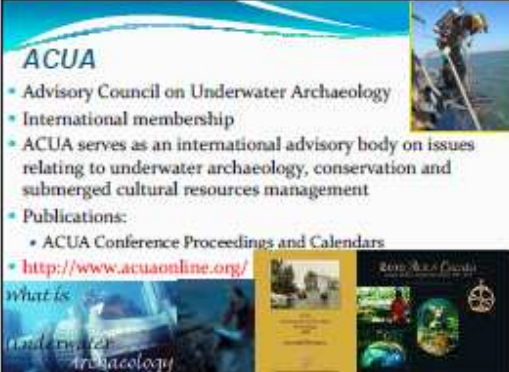


### SHA – Society for Historical Archaeology

- Primarily North American organisation with some International members
- With ACUA holds an annual *Conference on Historical and Underwater Archaeology* which meets every January
- Publishes a journal called *Historical Archaeology* which includes articles on underwater archaeology
- Has a technical briefs website with useful techniques in underwater archaeology at: [http://www.sha.org/publications/technical\\_briefs/default.cfm](http://www.sha.org/publications/technical_briefs/default.cfm)
- Has a good introductory brochure on Underwater Archaeology available at: <http://www.sha.org/underwater/default.cfm>

### ACUA

- Advisory Council on Underwater Archaeology
- International membership
- ACUA serves as an international advisory body on issues relating to underwater archaeology, conservation and submerged cultural resources management
- Publications:
  - ACUA Conference Proceedings and Calendars
- <http://www.acuaonline.org/>



### ICOMOS

- International Council on Monuments and Sites is an international non-governmental organization of professionals, dedicated to the conservation of the world's historic monuments and sites. See: <http://www.icomos.org/>
- The BURRA CHARTER provides guidance for the conservation, preservation and management of places of cultural significance (cultural heritage places), and is based on the knowledge and experience of Australia ICOMOS members. See: <http://www.icomos.org/australia/burra.html>



### ICUCH

- ICUCH - ICOMOS International Committee on the Underwater Cultural Heritage
- ICUCH is composed of 36 international experts in underwater cultural heritage. The goal of the committee is to assist ICOMOS International and UNESCO in promoting the protection and sound management of submerged cultural resources.
- ICUCH is involved with UNESCO Foundation Course training
- See: <http://www.icuch.org/artman/publish/>



### MUA - <http://www.uri.edu/mua/>



### Avondster project in Sri Lanka

- Dutch East India Company (VOC) ship *Avondster* wrecked on 2 July 1659 in Galle Harbour
- Research funded by the Dutch government and survey/excavation took place from 1993-2007
- Capacity building for the Maritime Archaeological Unit (MAU) in Sri Lanka
- Unfortunately offices & collections damaged in the 2007 tsunami
- See: <http://cf.hum.uva.nl/galle/>



### Argentina - HMS Swift

- Collaborative project run by the Underwater Archaeology Program at the Argentinian National Institute of Anthropology (INAPL) directed by Dr Dolores Elkin
- Nautical Archaeology (NAS) training is used in Argentina and NAS International co-ordinator Chris Underwood is resident in Argentina
- See: <http://www.inapl.gov.ar/invest/arqueosub.htm>



### International Collaboration - WAC

- Dr. Dolores Elkin (INAPL) with Dr. Mark Staniforth, Flinders University (Australia) coordinated the *Underwater and Maritime Archaeology* theme at the World Archaeological Congress (WAC) held in Washington D.C. in June 2003.
- World Archaeological Congress is the largest meeting of archaeologists worldwide. It is held every 4 years and in Dublin (Ireland) in 2008 more than 250 underwater archaeologists attended presenting papers in ten sessions.
- See: <http://www.worldarchaeologicalcongress.org/>




### Shared (or Mutual) Heritage Seminar

- The Shared Heritage Seminar focussed on joint responsibilities in the management of British Warship wrecks overseas.
- The seminar was organised by English Heritage and the University of Wolverhampton and held on the 8th July 2008.
- Case studies included the management of sites in Argentina (HMS *Swift*), Australia (HMS *Pandora*), South Africa (HMS *Birkenhead*) and the United States (HMS *Fowey* and others).
- See: Shared HeritageProceedings.pdf



### HMS Pandora (1791)

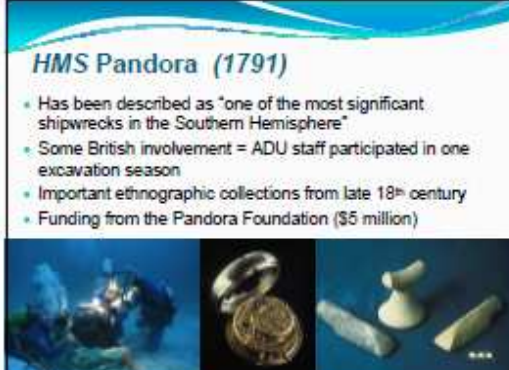
- 24 gun frigate built in 1779
- Wrecked in August 1791 while returning from the South Pacific to England
- Direct link to the most famous mutiny in history-carrying 14 *Bounty* mutineers
- Of considerable (world) international significance
- Of limited significance to Australia = arguably it was simply passing by



H.M.S. Pandora in the act of foundering. An etching by Lt-Col. Batty after a sketch by Peter Heywood from 'The Mutiny and Practical Seizure of H.M.S. Bounty' first edition 1831.

### HMS Pandora (1791)

- Has been described as "one of the most significant shipwrecks in the Southern Hemisphere"
- Some British involvement = ADU staff participated in one excavation season
- Important ethnographic collections from late 18<sup>th</sup> century
- Funding from the Pandora Foundation (\$5 million)





### The Vietnam project

- Collaborative research project between the Institute of Archaeology in Vietnam, the Institute of Nautical Archaeology (INA) in the USA and MAP at Flinders University in Australia
- Principal researchers
  - Dr Le Thi Lien (IA)
  - Randall Sasaki (INA)
  - Jun Kimura (MAP)
- Naval battlefield site of the defeat of the Mongol invasion of 1288




### The Naval Battlefield at Bach Dang

- One of the ways in which the Dai Viet defeated the Mongol invaders was the use of wooden stakes sharpened at both ends and driven into the river bed
- Clever use of fire vessels and a falling tide forced many of the Mongol vessels onto and against the stakefield
- Some of these stakes survive to the present day
  - Top photo taken in the 1980s
  - Bottom photo taken in April 2008

### Interpretation 1

- \* Vietnamese Military History Museum in Hanoi
- \* Stake field(s) extend right across the Bach Dang river and across the Chanh river (to the Right)
- \* Problem = depth of the river channel
- \* Question = is it possible to put stakes right across the river?



### Interpretation 2

- \* Yen Hung District Regional Museum in Yen Hung
- \* Stake field was V shaped and only prevented access in the Chanh river
- \* The Bach Dang river itself still offered an opportunity for the Mongol Fleet to escape
- \* This must have been blocked by a combination of shallow water and Dai Viet vessels or fireships



*The Vietnam project*

- Shrine to Tran Hung Dao located on the eastern side of the Bach Dang river near the intersection with the Chanh river
- Fieldwork conducted in 2008 and 2009
- Fieldwork planned for November 2010
- An on-going collaborative IA/INA/MAP research project



**Keynote Presentation: The Australasian Institute for Maritime Archaeology (AIMA):  
Networking community, government and underwater cultural heritage**

Ross Anderson  
President AIMA

This paper intends to illustrate the role that AIMA – a not for profit community organization – has had in working with individuals, governments and other like-minded organizations to research, preserve and manage underwater cultural heritage in Australia. Local communities, sports divers, stakeholder groups, tourism operators and the general public are important contributors to the protection and management of UCH sites. This is the same around the world whether in the Mediterranean, Indian Ocean or Pacific Ocean. Protection of UCH sites is dependent on informed and educated members of government and the wider public being involved, whether they rely on sites as a source of income, interest or information. Education is a vital tool in promoting greater public awareness and understanding of UCH sites, and their associated cultural and archaeological values. To achieve a high level of protection for UCH sites as the UNESCO Convention 2001 requires, a government driven UCH management program combined with grassroots public support and regional and international collaboration is required. Below I will describe a number of AIMA initiatives and projects over the years have been developed, some to fruition and others a work in progress.

But first about AIMA – who and what is AIMA?

Underwater archaeology had its beginnings in Australia in 1964, when the Western Australian Museum amended its *Museum Act 1959* to protect historic shipwrecks – defined as shipwrecks occurring pre-1900 and below the low water mark in State territorial waters. Although Cyprus, France and Greece had laws that protected aspects of UCH, this was the first legislation anywhere in the world that protected shipwreck sites (Henderson 1986:71). In 1971 the State set a maritime archaeological programme and a Department of Maritime Archaeology in the Western Australian Museum headed by Jeremy Green, who bought his expertise in magnetometer searching, and surveying Mediterranean shipwrecks to the shallow tropical reefs of WA. Soon after followed successful seasons of excavation on the Dutch shipwrecks *Vergulde Draeck* (1656) and *Batavia* (1622). An increase in the number of shipwrecks being discovered around Australia led to corresponding public awareness and interest among sports divers and the general community in the protection of wrecks from looting and vandalism. Also, as AIMA founding member and maritime archaeologist Graeme Henderson writes:

There are several reasons for the successful train of events in Australia. In the beginning, 1963, the first important shipwrecks were found by concerned citizens – divers with a sense of responsibility towards what they saw as a part of Australia's history. By chance, the finders were closely associated with interested journalists. So from the outset two necessary ingredients for the beginnings of maritime archaeology were present – a grassroots pressure group combined with media support. In addition the economy was growing, and a state institution (the Western Australian museum) was prepared to accept the responsibility for historic shipwrecks (Henderson 1982: 2)

In 1981 the Department of Maritime Archaeology in conjunction with the Curtin University of Technology ran the first Post Graduate Diploma in Maritime Archaeology course, recognising that academically trained archaeologists were required to develop the discipline (Green 2004: 6) A number of these graduates went on to develop maritime archaeological programmes in other Australian states including Tasmania, Queensland, New South Wales, South Australia and Victoria. At the Second Southern Hemisphere conference on Maritime Archaeology held in Adelaide, South Australia in 1983 a number of these graduates and other shipwreck enthusiasts present formed the Australian Institute for Maritime Archaeology as a not-for-profit, community organisation whose aims were to research and protect historic shipwrecks according to a Code of Ethics. Although it was seen as a mechanism by which professional practitioners in each state could communicate and publish results of their work (Henderson 1986: 168) AIMA is thus not



restricted to professionals, but open to anyone with an interest in the subject. Our members include professional maritime archaeologists, heritage professionals and administrators, historians, museum curators, members of the general public, sports divers, conservators, research chemists, librarians, students and academics. Australia has presently approximately 25 people employed throughout the country working as professional maritime archaeologists, including government practitioners, academics and consultants. AIMA's overall membership currently stands at 200 members, including institutional members (libraries and agencies worldwide).

In 2004 AIMA changed its name from 'Australian' to 'Australasian' which geopolitically includes Australia and New Zealand, and is consistent with the Australian and New Zealand membership of our sister organisation the Australasian Society for Historical Archaeology (ASHA). We also have a New Zealand member represented on AIMA Council.

AIMA has a Constitution and a Code of Ethics, is registered as an incorporated body and is required to abide by financial regulations, and holds an annual Annual General Meeting where elections of Executive and Council members takes place. We have a President, Vice Presidents, Secretary, Treasurer, Public Officer, Training Officer and a paid part-time administration officer. The AIMA Council consists of 20 Councillors (including the Executive) from Australian states, territories and New Zealand.

Direct stakeholders and an interested community is vital in any consideration of heritage site listing or site management whether above or below water. Not only that, but maritime archaeology, and indeed archaeology generally, depends on the efforts of students and volunteers to conduct fieldwork on sites as limited budgets cannot pay for the necessary teams of skilled people.

#### Avocational groups

Australia also has state-based avocational groups of shipwreck/ UCH enthusiasts who conduct historical research, undertake diving fieldwork and publish the results of their work in their own publications and the AIMA newsletter and Bulletin. The Maritime Archaeology Association of Victoria (MAAV), Maritime Archaeology Association of Western Australia (MAAWA), Maritime Archaeology Association of Queensland (MAAQ), Society for Underwater Historical Research (SUHR) and Maritime Archaeology Association of Tasmania (MAAT) have been long established community groups with a predominantly diving focus, more recently the Southern Ocean Exploration (SOE) group focusing on deep technical diving while treating wrecks according to AIMA's Code of Ethics has been a highly successful outcome of AIMA/NAS training and the skills of the individual members. Many members of avocational groups are also members of AIMA, or have completed parts of the AIMA/NAS training course.

Typically members of avocational associations conduct their work on weekends, holidays or time off, visiting libraries, archives and conducting wide area searches with the aim of discovering and documenting sites. In 2006 the SOE group won a Heritage Council of Victoria award for their discovery and reporting of the shipwrecks *SS Kanowna* and *SS Queensland*.

#### AIMA and government

AIMA has a unique role, in that it although it is a non-government organisation (NGO) it has a direct and formalised link with the Federal Government's Department for Environment, Water, Heritage and the Arts based in landlocked Canberra, responsible for administering the Commonwealth *Historic Shipwrecks Act 1976*. Although Australia is a Federation of states, which in turn have separate UCH legislation protecting state waters, Australia has a consistent system of UCH management throughout the country and its territories.

This can be attributed to the fact that most of the professional practitioners in maritime archaeology in the States and Territories were educated by the same people at the WA Museum, and in whom were distilled a coherent outlook on UCH management. It is also because these same practitioners are members of AIMA, which provides advice on UCH issues and

management to the Federal Government. In this sense AIMA can be thought of as a link between State and Federal governments for UCH management in Australia. As a nationally based organisation, non-partisan observer and non-government organisation not subject to the usual Federal-State relationships, AIMA provides a means of communication for the whole. As an independent body AIMA has provided advice on amendments and updates to heritage legislation where it affects UCH, such as the *Northern Territory Heritage Act Review* and Commonwealth *Historic Shipwrecks Act 1976 Review* this year.

Important projects that AIMA has been involved with the Federal Government and State practitioners are the National Historic Shipwrecks Program (NHSP), the Australian National Historic Shipwrecks Database (ANHSD), National Historic Shipwrecks Research Plan (NHSRP) and publishing the *Guidelines for the management of Australia's historic shipwrecks* (1994).

The NHSP is an annual grant scheme by which Federal funding is disbursed to AIMA and the state agencies with the statutory responsibility for UCH directed activities throughout Australia, via a bid/ grant system. The funds are directed towards protecting, managing, documenting, researching and disseminating information to the community on Commonwealth historic shipwrecks.

It might be seen as an anomaly that AIMA is not a statutory body with any management responsibility, however AIMA's role is primarily as a communicator, in terms of providing expert advice, networking community and government, and disseminating and publishing information about UCH sites and research. AIMA's annual Federal grant under the NHSP allows publication of the annual *Bulletin of the Australasian Institute for Maritime Archaeology* and quarterly newsletters, and assists with the running of the annual AIMA conference. Special publications and projects are also occasionally granted funds. This is recognition of the fact that AIMA represents a sector of the community vitally interested in shipwrecks and UCH generally, and who provide countless volunteer hours towards activities benefiting UCH. The AIMA Bulletin is a well respected peer-reviewed journal that has published the latest results from fieldwork and scientific research in Australia and throughout the world for over 27 years. The quarterly newsletters provide another means of disseminating information about activities in Australia, New Zealand, and around the world. The annual AIMA conference is a valuable means by which to exchange and share information and extend personal and professional networks. AIMA usually pays travel subsidies to international guest speakers allowing closer networking and collaboration between AIMA members and maritime archaeologists worldwide.

The Australian National Historic Shipwrecks Database is an ongoing project that is intended to meet the Federal Government's statutory obligation to maintain a register of historic shipwrecks. As historical research and fieldwork discovered new sites and the process of identification of discovered but unnamed sites continued, the database is continually being updated. AIMA members and state practitioners assisted in this process by developing a system of fields and variables for the database, to allow file-sharing and ultimately a central database maintained until recently by AIMA at the WA Museum. The database is now maintained by DEWHA though can still be accessed from the AIMA website, and is a valuable resource for school students, the public, maritime researchers and archaeologists alike.

Researching and protecting UCH is by definition a long-term process. Continuity is important when individuals, legislation, planning and heritage laws and government departments and priorities move or change. Part of AIMA's work has been to develop consistent principles, policies and guidelines for the management of UCH sites, such as espoused in the *Guidelines for managing Australia's historic shipwrecks* published by AIMA and the Australian Cultural Development Office in 1994. They provide a clear statement of principles and nationally accepted guidelines for the management of historic shipwrecks including all aspects of research, community involvement and data management. It is still a standard reference for Australian maritime archaeologists used in conjunction with other nationally and internationally accepted

guidelines such as the ICOMOS Australia Burra Charter and UNESCO Convention for the Protection of the Underwater Cultural Heritage 2001.

The purpose of the Guidelines is explained in the preface:

The initial stimulus to write [the Guidelines] came from the historic shipwrecks unit at the Australian Cultural development Office. They as administrators of the *Historic Shipwrecks Act 1976*, were interested in seeing a common code of practice developed by all States. The maritime archaeology professionals had recently developed a code of ethics and saw a useful challenge in developing a code of practice. When they embarked on developing a code of practice it immediately became apparent that it is not appropriate to develop a code of practice without considering principles. So both were developed in one document. During the course of the Guidelines development the Commonwealth Ministers' Delegates who are charged with the development of the States' maritime archaeological programmes saw a need for a concise expression of major principles, and that was published in 1993 as the *Statement of Principles for the Management of Shipwreck Sites*.

(*Guidelines for the management of Australia's shipwrecks*, 1994:1)

As well as the Principles, the Guidelines are structured into three main parts consisting of:

Part 1: General principles governing a broad approach to managing historic shipwrecks sites and collections

Part 2: deals with implementing a maritime archaeological programme and the administrative and legislative requirements

Part 3: deals with supporting a programme with funding and volunteers, with special reference to interpretation, education, publicity and public access.

Note that Part 3 of the 1994 *Guidelines* are devoted to stipulating inclusiveness of community and volunteers, and this is also reflected in the UNESCO Convention 2001 'Annex: Rules concerning activities directed at underwater cultural heritage' that states 'Rule 7. Public access to *in situ* underwater cultural heritage shall be promoted, except where such access is incompatible with protection and management'.

It is therefore in the spirit of the 1994 Guidelines and 2001 UNESCO Convention that public and community access, through such things as tourism, interpretation and including volunteers in the research into and management of UCH, is something to be strongly encouraged.

I would further argue that to avoid such 'potential conflict or incompatibility' that the public be involved in the protection and management process, via consultation with stakeholder interest groups, advisory bodies and associations. Media is also important to provide education about sites to the wider community.

#### AIMA projects

Aside from networking and communicating with government and communities, AIMA's other main aim is to support and undertake scientific research according to a Code of Ethics.

A number of national fieldwork projects have been undertaken in Australia including landmark excavations of the HMS *Sirius* (1790) a First Fleet warship, HMS *Pandora* (1796) associated with Pacific exploration, HMS *Bounty* mutiny and Polynesian material culture through the collecting activities of officers and crew and the SS *Xantho* (1876) Western Australia's first coastal steamship that lead to greater knowledge about the excavation and conservation of iron steamship wrecks. Some examples of articles published in the Bulletin relating to the Pacific include the nineteenth century Pacific guano trade, the Queensland labour trade, whaling and sealing, Polynesian material culture aboard the HMS *Pandora* and prehistoric Maori canoes.

As one example of the potential interest and value of international research collaboration and thematic studies is the 19<sup>th</sup> century Pacific labour trade that saw over 100,000 Pacific Islanders—

mainly Melanesians from the Solomon Islands, Banks and Torres Groups, New Guinea and New Hebrides—contracted to work for between 3-5 years on farms in Queensland, Fiji, New Caledonia, Samoa, Hawaii and German New Guinea. Between 1863 and 1904 63,000 Melanesians were recruited to work in Queensland (Gesner 1991:15). For the Queensland trade out of a total of 807 recorded voyages there are 33 recorded shipwrecks. Of these 33 wrecks six are in Queensland waters, 13 are in Vanuatu waters, 11 in Solomon Islands' waters, two in Papua New Guinea waters and one in New Caledonia waters (Gesner 1991:17). There are a number of research questions about the nature of the trade, personal life on board vessels, differences between vessels on voyages with either newly recruited or returning laborers, and trade and personal goods. Collaborative research between Australia and other Pacific nations could do much to explore this human trade and industry through underwater archaeology.

AIMA also provides a scholarship of AUS\$2000 each year to promote academic research and publication into maritime archaeology, and has assisted with funding other publications such as the Flinders University Maritime Archaeology Monograph Series (MAMS), that publishes Honours and Masters students theses.

#### AIMA/NAS training

An important AIMA initiative was to obtain the sole license for Australia to teach internationally accredited Nautical Archaeology Society (NAS UK) training courses in maritime archaeology. Known as AIMA/ NAS courses these have been taught in every Australian state and territory, and New Zealand. Australian AIMA/NAS trainers have also taught overseas in the Federated States of Micronesia, Guam, Taiwan, Tanzania, Thailand and Sri Lanka.

The Nautical Archaeology Society is an international society which based in the UK. One of the stated aims of the Nautical Archaeology Society is to advance education in maritime archaeology at all levels. The NAS has put this into practice by introducing a structured training scheme open to both divers and non-divers. It was designed and developed by archaeologists and recreational divers working together, and has proved to be an effective way to learn basic archaeological skills for use underwater.

The general aim of the course is to introduce the methods and procedures employed in underwater archaeology, as well as to generate awareness regarding shipwreck preservation in our country.

On completion of each of the courses, students are awarded an AIMA/NAS certificate which is internationally recognised. (<http://aima.iinet.net.au> accessed 2/12/2009)

AIMA's selling point for the course is that it is taught by practitioners, so trainees know they are getting the best possible learning experience from professional experts in the field. As a result of initial one-off training licenses for AIMA to teach NAS courses overseas, the aim is to develop teaching and training in those countries. For example, the Federated States of Micronesia now has its own site license for teaching NAS courses. NAS is flexible enough to provide for customization of curriculum and include local case studies to cater for different countries and regions. This outcome is possible for other Pacific nations too.

The benefits of NAS training are that it equips interested recreational divers and archaeologists with the skills to conduct underwater surveys, and recognize and record elements of wrecks and other UCH sites in the underwater environment.

#### AIMA and international collaboration

Australia has a rich maritime history, dating back to the arrival of the Aborigines more than 40,000 years ago. Water transport was essential to the lives of the Torres Strait



Islanders, and important also to Aborigines living along the coasts and rivers. Voyagers from overseas began to visit Australia in the seventeenth century. The Makassans from Sulawesi came to harvest trepang. The Dutch came, sometimes by accident en route to their trading entrepot at Batavia and sometimes for exploration. The English and French also came to explore. With the commencement of British settlement in 1788, ships were the sole means of transporting people and goods between Australia and the rest of the world until well into this century. More than 5,000 wrecks are recorded, which have the ability to yield unique information about some of the central activities of the Australian people including trade, migration, exploration, intercolonial/state passenger travel, fisheries, defense, administration and recreation.

*(Guidelines for the management of Australia's shipwrecks, 1994:3)*

Maritime history and archaeology is a fascinating subject that often leads to international collaboration for research. There are often legal issues dealing with ownership of material, sovereign rights, human remains and state flagged vessels such as warships. Underwater archaeologists and heritage managers need a good understanding of the issues and sensitivities surrounding shipwrecks and other UCH sites. The framework of the UNESCO Convention 2001 has such international and cultural sensitivities and collaboration built into its framework. As well as legal and cultural issues, sharing research through publication, and regional training workshops and activities helps to develop a consistently high international standard for underwater archaeological work.

AIMA has a number of international individual and institutional members, and AIMA members have collaborated with colleagues in Thailand, China, the Philippines, USA, Mediterranean, Britain, Holland, Portugal and Sri Lanka and published the results of this work.

AIMA also has a close relationship with international 'sister' organizations such as the UK based Nautical Archaeology Society through the AIMA/NAS training course scheme, and AIMA members also publish in the NAS's International Journal for Nautical Archaeology (IJNA).

AIMA members are also represented on the USA based Society for Historical Archaeology's (SHA) Advisory Committee on Underwater Archaeology (ACUA), while founding AIMA member Graeme Henderson was the inaugural Chair of the International Council of Monuments and Sites (ICOMOS) International Committee on Underwater Cultural Heritage (ICUCH) that continues to provide expert advice to UNESCO with regard to the maritime archaeology. This international collaboration between expert members of ICOMOS ICUCH is now enshrined in the Annex that is now the internationally accepted standard for protecting and managing UCH (O'Keefe 2006:90).

AIMA was recently requested, and provided advice to the Hong Kong Government on their Maritime Archaeological Investigative Guidelines.

AIMA members have a long history of working with UNESCO and in the development of the UNESCO Convention 2001, including the initial international collaboration between expert members of the International Council of Monuments and Sites (ICOMOS) International Committee on Underwater Cultural Heritage. This work is now enshrined in the Annex that is now the internationally accepted standard for protecting and managing UCH (O'Keefe 2006:90).

AIMA's Constitution supports the UNESCO Convention 2001, the relevant section being:

### 3. OBJECTS

The objects of the Institute shall be:

- a) to undertake scientific research in the field of maritime archaeology;
- b) to promote the advancement of the field of maritime archaeology;
- c) to promote international co-operation in the excavation of maritime archaeological sites, and the research and studies related to this field;

- d) to co-operate with Australasian Maritime Archaeological Associations and any other body or person having similar aims; e) to publish periodically a Bulletin and a Newsletter or such other publications as may be determined from time to time;
- f) to inform and make recommendations to government and organizations of matters relating to maritime archaeology;
- g) to co-operate with Australasian organizations working in the field of maritime archaeology;
- h) to subsidise or contribute to any institutions, organizations and scholarships agreeable to any of the objects specified herein;
- i) to support the aims, rules and articles of the UNESCO Convention on the Protection of the Underwater Cultural Heritage and adopt the rules as the process it will use in implementing any of its activities on underwater cultural heritage.

(AIMA Constitution)

AIMA's Code of Ethics also references the UNESCO Convention 2001 in terms of accepted standards of conduct for underwater archaeologists. The relevant section reads:

### **1. The AIMA Member's Responsibility to the Public**

1.1 Members shall:

- a) Recognise a commitment to represent archaeology and its research results to the public in a responsible manner;
- b) Actively support conservation of the archaeological resource base;
- c) Be sensitive to, and respect the legitimate concerns of, groups whose cultural histories are the subjects of archaeological investigations;
- d) Avoid and discourage exaggerated, misleading, or unwarranted statements about archaeological matters that might induce others to engage in unethical or illegal activity;
- e) Support and comply with the terms of the ICOMOS Burra Charter.
- f) Support and comply with the terms of the UNESCO Convention on the Protection of the Underwater Cultural Heritage.

(AIMA Code of Ethics)

#### Indigenous and international layers of heritage

The population of the islands of the vast Pacific Ocean is perhaps the most astounding and epic of stories in the history of humankind, the sea and maritime voyaging, extending to the earliest known evidence of voyages and settlement by the Lapita peoples. As well as prehistoric and contemporary Pacific islander sites, other themes important to the seafaring history and development of Pacific nations include European exploration and trade, fishing and whaling, immigration and labour trade, colonisation, religious missions and war. UCH sites include submerged prehistoric settlement sites, underwater Lapita pottery sites, votive offering sites, shipwrecks, stranding sites, port and navigational infrastructure. Like most Pacific nations, Australia shares a history of colonisation, immigration and exploitation of human, terrestrial and maritime resources.

UCH and heritage sites generally, and indeed all natural and cultural landscapes and seascapes need to be looked at holistically, as they may have many layers of significance. In Australia for example on the *Zuytdorp* (1712) site we have shipwreck survivor camps on top of prehistoric Aboriginal middens. Aboriginal people also created tools and artefacts from shipwreck materials like iron, ceramic and glass that have survived to enter the archaeological record of Aboriginal/European contact activities.

There are often two sides of a story to shipwrecks that involve contact between foreigners and Indigenous people. An example of a shipwreck with two varying accounts of its wrecking is that of the SS *Sunbeam* in north-west Western Australia:

The *Sunbeam* was a steam yacht that had arrived in the North-West to take up a pearling venture in 1892. On 27 March 1892, while in Admiralty Gulf, the yacht developed a leak

which was not able to be repaired. The Captain endeavoured to run ashore but the ship became stuck fast on a mudbank near Osborne Island. Captain and crew took to the ship's boats and landed at Dicky Bay where a number of pearling schooners were stationed. The Captain then decided to go to Broome in the ship's whaleboat taking nine of the crew, to inform the owners of the loss of the *Sunbeam*. This was against the advice from the other pearlers. On their way to Broome, at one stage they tried to go ashore, but they were chased off by spear waving Aborigines. This episode is interesting not just because of that contact incident, but the fact that there are two legends about the fate of the ship, one from a European point of view, and the other from the Aboriginal perspective. The European story is that the ship was elderly and the leak arose from corrosion in the hull. The Aborigines have a different tale. In the pearling areas it was not uncommon for men on these ships to borrow or steal Aboriginal women. Prior to the loss of the ship, the *Sunbeam* crew had apparently been allowed some Aboriginal women for an agreed time which the crew ignored. The Aboriginal men were understandably angry about this and proceeded to "sing" the ship, to call upon serpent spirits to sink the ship. Thus the story of the *Sunbeam* entered Aboriginal legend.

(Silvester, L. Strangers on the Shore database  
"<http://www.museum.wa.gov.au/collections/databases/maritime/Strangers/strangedetail.asp?DBID=26&Shipname=sunbeam&Contact>"  
<http://www.museum.wa.gov.au/collections/databases/maritime/Strangers/strangedetail.asp?DBID=26&Shipname=sunbeam&Contact> accessed 3/12/2009)

Similarly a recent article by AIMA founding member and maritime archaeologist Dr Bill Jeffery considers the multiple values and layers to UCH sited in discussing a case for world heritage listing of the Truk Lagoon World War II sites in Chuuk, Federated States of Micronesia, concluding that:

Considering broader issues, Pacific Islanders do not want the United Nations, through the new Convention on the Protection of the Underwater Cultural Heritage or through the World Heritage Convention, only to have regard for sites that do not fully represent their cultural identity. They would like to see these conventions used to define and conserve 'transnational serial sites and layered cultural landscapes' relevant to their cultural heritage, which is taken to mean it could include World War II sites, but not be limited to them. Pacific Islanders must determine their own lists of sites. If they do not wish to include World War II sites, then this should be respected and seen as a reflection of how they regard their cultural identity and how they want to be perceived. With the recent adoption of the wording for the UNESCO Convention on the Preservation of Intangible Heritage (17/10/2003) operating in partnership with the World Heritage Convention, an appropriate balance of tangible and intangible heritage protection in the Pacific Island Nations may be achieved.

(Jeffery 2004:119)

The multiple values and layers of sites is something that is still not completely clear or well understood in Australia, where there are multiple local, state and Federal planning, environmental and heritage laws. There is often a perceived fundamental division between the prehistoric and historic eras, between Aboriginal and colonial European heritage, and between natural and cultural heritage.

The advantage of the UNESCO Convention on the Protection of the Underwater Cultural Heritage is that it does not require lengthy discussion over lists and levels of significance, as it simply provides a blanket protection for all UCH sites. The policies and guidelines contained in the Annex provide clear directions for management, and importantly promote public involvement and access to UCH sites.

While funding a programme may be a challenge for many Pacific nations the foundations of a programme can still be laid by encouraging a network of regional and local community interests to

begin work. This work could include interested individuals joining AIMA or creating a local or regional association, running NAS courses, recording UCH site positions, conducting oral and written historical research, surveying sites, creating a database of UCH sites and publishing this information to a wider forum to form the basis of baseline knowledge. In this respect AIMA is happy to assist wherever possible in providing advice and networks, and a forum for publication in the Newsletter and Bulletin.

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**The Australasian Institute for Maritime Archaeology (AIMA): networking community and government**





AIMA Photos, Queensland Museum



**Who is AIMA?**

The Australasian Institute for Maritime Archaeology (AIMA) is a not-for-profit, community based organisation formed to promote the advancement of interest in maritime archaeology and maritime archaeological research in Australia, New Zealand and Asia/ Pacific region

**Who belongs to AIMA?**



Divers and non-divers, professional maritime archaeologists (academic, government, private consultants), terrestrial archaeologists, conservators, maritime historians, photographers, museum curators, students, researchers, interested people, volunteers






**What are the objectives of AIMA?**

- To preserve maritime heritage and underwater archaeological sites
- To support and undertake scientific research according to a defined Code of Ethics
- To promote the advancement of maritime archaeology in Australia, New Zealand and the Asia/ Pacific region
- To support the UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001
- To provide education, training and information
- To improve techniques of underwater surveying, recording, excavation and conservation
- To publish results of the work
- To involve divers and non-divers





**What are the objectives of AIMA? (cont'd)**

- To promote international cooperation in the excavation of maritime archaeological sites and the research and studies related to this field
- To cooperate with Australian state maritime archaeological associations and any other body or person having similar aims
- To cooperate with Australian State and Federal organisations working in the field of maritime archaeology
- To support the aims of the UNESCO Convention on the Protection of Underwater Cultural Heritage 2001
- To subsidise or contribute to any like-minded institutions, organisations and scholarships

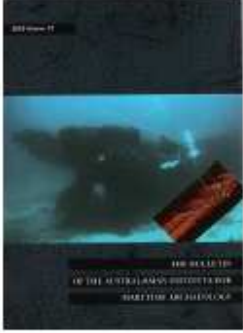


AIMA Photos, WA Museum



**AIMA publications**

- Quarterly newsletters
- Annual Bulletin
- Special Publications
- Website <http://aima.inet.net.au>
- Guidelines for the Management of Australia's historic shipwrecks
- AIMA Code of Ethics



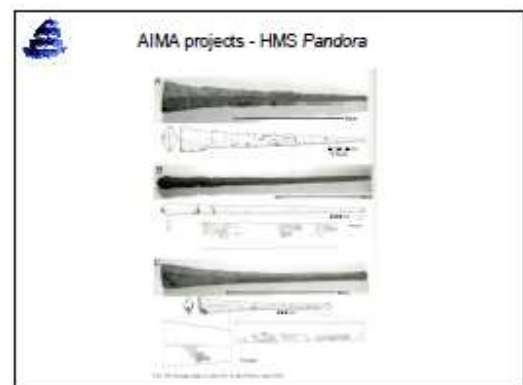
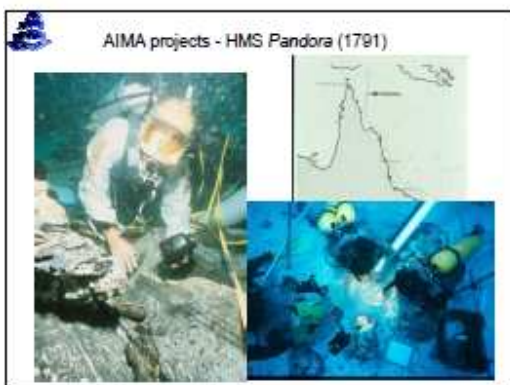
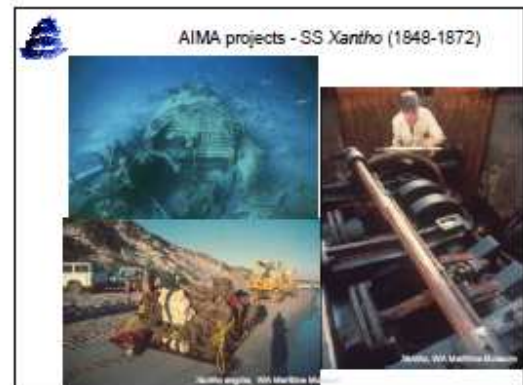
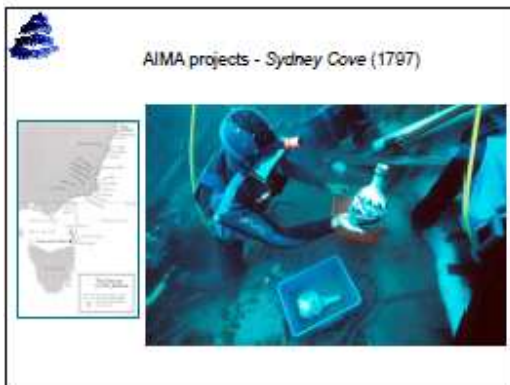


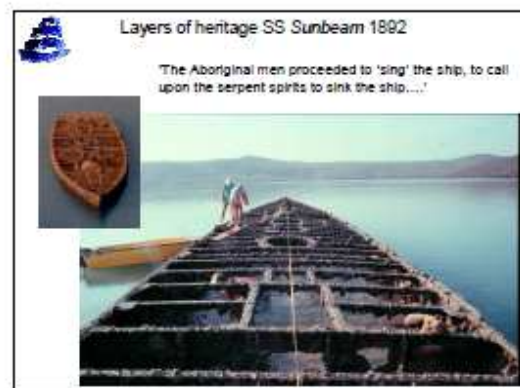
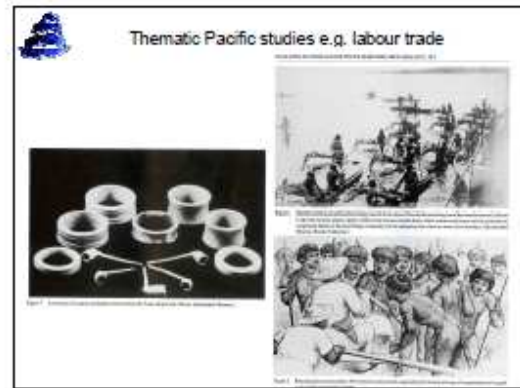


**Guidelines for the Management of Australia's shipwrecks**

*Guidelines for the management of Australia's shipwrecks*


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M24 midget submarine



The image is a composite. The top left shows an underwater view of an M24 midget submarine resting on the seabed. The bottom left shows a physical model of the submarine against a red background. The right side features a detailed technical drawing of the submarine's internal mechanism, including the engine and propeller drive system.

UCH and community

UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001

Annex Rule 7. 'Public access to in situ underwater cultural heritage shall be promoted, except where such access is incompatible with protection and management.'



The slide features the title 'UCH and community' and the UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001. It includes Annex Rule 7, which states: 'Public access to in situ underwater cultural heritage shall be promoted, except where such access is incompatible with protection and management.' An underwater photograph shows a diver near a submerged structure, possibly a wreck or a site of interest.

Summary

- Capacity building for research and protection of UCH sites requires grassroots community support and inclusion
- The community can be empowered with professional training, advice and support (either government or NGO)
- Regional and international collaboration is a positive force for the aims of promoting ethical research and maritime archaeology
- AIMA can provide technical expertise and management advice, assist with capacity building, training and networking support, and provides a forum for publication and exchange of research in the Asia/ Pacific region



WESTERN AUSTRALIAN  
**museum**  
MARITIME



Australian Institute for Maritime Archaeology

The slide features a photograph of a dog lying on grass. Below the photo are the logos for the Western Australian Museum Maritime and the Australian Institute for Maritime Archaeology.

**Discussion: Why and How States can participate in the 2001 Convention**

Sarah Ward

States Maritime Archaeologist NSW



### Background

- One of three subs deployed to attack Sydney
- 19 Australian & 3 British lives lost as
- Distance was no longer an ally
- Other midgets damaged and recovered shortly after
- M24 escaped and its whereabouts lay unknown for almost 55 years...

Hw21 during recovery

Hw14 post recovery

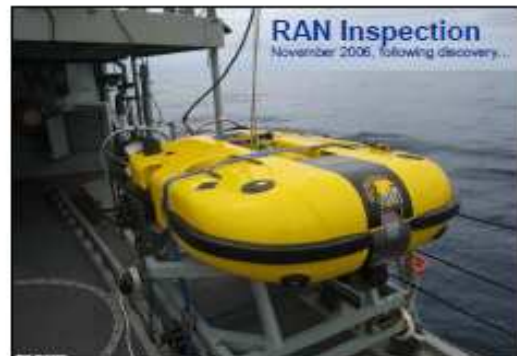
### Discovered

Despite many false alerts over the years, in 2006 it was reported once again the M24 had been found....

No Frits Divers

### Amateur historians solve midget sub war mystery

AMT GAZ  
 After a long and arduous search, a team of amateur historians has solved the mystery of the Japanese midget submarine M24. The team, led by Peter and Susan, discovered the sub in the waters off Sydney in 2006. The discovery was confirmed by the RAN and the Australian Maritime Safety Authority.



## Where... ?



## What ?



## Significance

- only Japanese midget in Australian waters
- only in situ cultural relic identified as surviving the attack on Sydney Harbour in 1942
- representative of Japanese submarine operations off Australia's eastern seaboard during the war and a direct physical reminder of the conflict at Sydney
- Internationally, one of only five Japanese midgets located in their unique underwater contexts.  
ability to contribute generally to studies of submarines as a specialised class of archaeological site type
- considerable importance in the comparative analysis of midget submarines discovered world-wide

## Management Issues

- Threats to site (chemical, physical, biological)
- Issues of sensitivity (human remains)
- Potential danger (unexploded ordnance)



## Management Issues

- Depth (outside commercial diving limits)
- Multi-jurisdictional management
- Protection (physical, legislative, educative)
- Public Access / Intensity of use



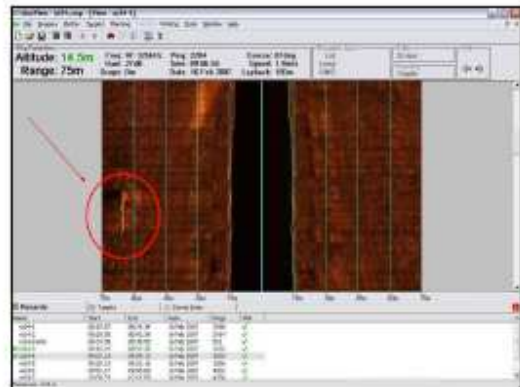
## Principle Project Goals

To protect, conserve and effectively manage the site, survey it archaeologically surveyed, and actively promote its heritage values....



## Project Scope

- pre-disturbance remote sensing surveys and diver-based site inspection;
- development of pioneering best-practice archaeological and management policy documents;
- the creation of an innovative awareness-raising media campaign;
- a substantive publication program including both popular and professional research articles; and.....



## In Situ: the First Option

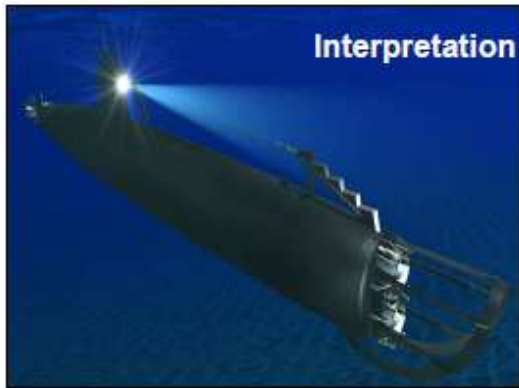
**Rule 1.**  
The protection of underwater cultural heritage through in situ preservation shall be considered as the first option. Accordingly, activities directed at underwater cultural heritage shall be authorized in a manner consistent with the protection of that heritage, and subject to that requirement may be authorized for the purpose of making a significant contribution to protection or knowledge or enhancement of underwater cultural heritage.

## Human Remains

**Rule 6.**  
Activities directed at underwater cultural heritage shall avoid the unnecessary disturbance of human remains or venerated sites.







## Interpretation



## Reporting



## Outreach & Dissemination

- Posters
- Website
- Papers
- Presentations
- TV documentary



## Project Outcomes

- Physical and legislative protection was implemented in a timely and effective manner
- showcase best-practice heritage management;
- successfully implement Commonwealth and State responsibilities under the NHDP
- educate the public, and engage with professionals regarding the significance and history of the site;
- develop and implement appropriate site analysis, survey and management options to protect the site's values, interpret the heritage structure; and most importantly to
- facilitate the interests of all parties, especially the families of the deceased.

## Showcases First Principles

1. **Collective mapping of cultural space**, its hierarchies, symbolic language and associations
2. Tangible cultural expressions derive their origin, value and continuing **significance from intangible cultural practices**
3. **Authenticity**, the defining characteristic of heritage, **is a culturally-relative attribute to be found in continuity**, of both the material, and oral history of the raid and subsequent loss of the vessel
4. The successful revelation of the history of the M24 in Sydney harbour, understanding of Japanese wartime traditions revived, and subsequent recovery of meanings in **a palimpsest of knowledge**.
5. Facilitation of the interests of all parties, through a protection and management strategy that was arrived at **through a negotiation process**, resulting in a life-enhancing space for all relevant stakeholders.

## What Next ?



## Questions...



**Keynotes Presentation: Universal rules, local approach: Reflections on capacity building programmes to support the implementation of the UNESCO Convention on the Protection of the Underwater Cultural Heritage 2001**

Robert Parthesius, Centre for International Heritage Activities (CIE) and Leiden University (Netherlands)

Bill Jeffery, Centre for International Heritage Activities (CIE) The Netherlands; Consultant Maritime Archaeologist, Federated States of Micronesia and Senior Adjunct Research Fellow, James Cook University, Australia



Introduction

In this paper we are discussing the implications of the ratification of the UNESCO Convention and the need to develop guidelines for the convention's implementation now it has entered into force.

The UNESCO Convention came into force in January 2009 after 20 countries ratified it and



The development of 'Universal Rules'

We have to realize that it is not that long ago that the process of capacity building in the field of Maritime Archaeology commenced. It has been put into practice only from the 1960's and the discipline as we know it today leans heavily on the work that has been done, primarily in the western world.

currently more and more countries are considering adopting it. If these countries proceed, some of the provisions of the Convention will apply to all of its waters including the formation of a 'Competent Authority'.

The responsibilities of this authority will be to implement an active programme in researching, preserving and interpreting the many types of underwater and maritime cultural heritage sites, of which some are still used by the community today and are a valuable part of their maritime history.

This presentation is about the capacity building programmes and the multi-vocal approaches that the authors consider of vital importance when implementing maritime cultural heritage programmes in different regions of the world.

This has included the work of George Bass and the Institute of Nautical Archaeology, and major maritime archaeological excavations including the *Vasa* (1960's), the Dutch East-Indiamen in Western Australia (1970's) and the *Mary Rose* (1980's). The path of the development of a maritime archaeological tradition was a long learning curve in which capacity was built through trial and error. This process lead eventually to the adoption of 'universal rules' to practice maritime archaeology and to the guidelines for the protection of maritime cultural heritage.

For a capacity building programme that supports the implementation of the UNESCO Convention, it is important to set the framework for the requirements: competent authorities, an inventory of Maritime Cultural Heritage (you can only protect if you know what you have), and the Maritime Cultural Heritage Management programme. You set the framework, but you cannot expect that the

involved countries to go through the same learning curve over night, nor can you expect that they will value the same sites, and in the same way.



#### Capacity building programmes as part of international cooperation and shared responsibility

Robert Parthesius and Bill Jeffery have gained extensive experience in assisting in developing Maritime Cultural Heritage Management programmes in various regions since the 1990's. Foundation of this work has been the notion of the importance in international cooperation and shared responsibility for the protection of maritime cultural heritage, now also promoted in the UNESCO Convention, but still with local ownership of the programme and recognition of local values of sites as key factors for sustainable protection. What follows is a summary of some of the programmes that have been developed.



#### Sri Lanka: the Avondster project

Since the early 1990's, a Sri Lanka/international team of maritime archaeologists, historians and museum curators have conducted research on request of the Sri Lankan authorities in the Bay of Galle and in the extensive archives in Sri Lanka and the Netherlands. Underwater surveys have revealed an impressive number of heritage sites, dated from the 13th century up to modern times.

Based on this first inventory of maritime heritage sites in the Bay of Galle, an ambitious capacity building programme was formulated in order to establish suitable infrastructure for maritime heritage management.

In 2001, a Maritime Archaeology Unit (MAU) was formed under the Mutual Heritage Centre, managed by the Sri Lankan government agency, the Central Cultural Fund, in cooperation with international partners in the Netherlands, Australia and Mexico, and sponsored by the Netherlands Cultural Fund. Their first major project was the excavation of the *Avondster*, one of five Dutch East-Indiamen wrecked in and outside the harbour at Galle.

A survey and test-excavation in 1998 and 1999 revealed a site in an excellent state of preservation; rich source of material finds and historical knowledge was anticipated. The site was relatively easy to interpret underwater,



enabling the archaeologists to understand the construction techniques used on a 17th century East-Indiaman. The *Avondster* was also historically well-documented which allowed the Sri Lankan archaeologists to be introduced to historical-archaeological research (Parthesius 1998).

The *Avondster* project had a number of aims in addition to the survey, excavation and conservation of the site and the artefacts. One of the primary goals was, through the involvement of the Sri Lankan archaeologists and conservators, to build up local capacity and the associated infrastructure, so that they could continue with a maritime archaeology programme in Sri Lanka could continue into the future. Another important goal was the development of a Maritime Museum, based to some extent on the material recovered from the *Avondster*, but also incorporating Sri Lanka's broader maritime history, its sites, and the people involved.

The *Avondster* project involved the pre-disturbance survey of the exposed part of the site, excavation of trenches in the bow, midships and stern areas, and the recovery of about 3,000 artefacts, an iron cannon and a large iron anchor. In addition to the archaeological requirements, the development of a conservation infrastructure, conservation training, and implementation of conservation techniques were deemed to be of equal importance (Parthesius, Millar and Jeffery 2005). Each year a permit was required from the Department of Archaeology to implement the project. The Sri Lankan government agencies used guidelines from the yet-to-be-ratified *UNESCO Convention on the Protection of Underwater Cultural Heritage 2001* in determining conditions for the permit.

Since the inception of the *Avondster* project in 1998, the primary aim of the work carried out by the foreign consultants has been to train members of the MAU as conservators and maritime archaeologists, so that they would have the skills to function autonomously. This aspect has been emphasized during every field season. As part of this training, many foreign consultants with various skills have worked with the MAU team. Use of different consultants has broadened the MAU team's exposure to different experiences, thereby giving them the benefit of alternative

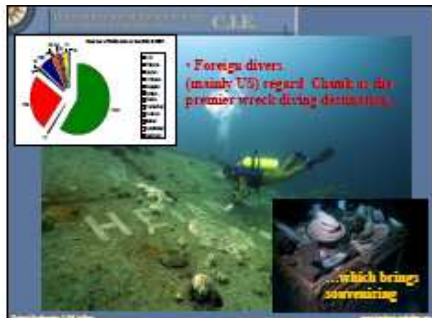
approaches and many years of accumulated experience and knowledge. To accompany the training provided by specialist consultants to the Sri Lankan team, a detailed system of assessment was designed. A very significant outcome of this project was that the Sri Lankan team contributed with the foreign consultants to produce a two-volume publication on the work implemented on the *Avondster* (Parthesius 2007b).

With regard to future capacity-building, the MAU team should be able to develop further professionally in their current positions, and therefore it is important that an academic framework be developed with an appropriate university(s). In addition, through a UNESCO initiative, the Galle MAU served as a regional training centre in maritime archaeology for the Asia/Pacific region with field-schools in 2006, 2007 and 2008. These initiatives go hand-in-hand very nicely, not only for the Sri Lankan team but for the many other practitioners throughout the region.

#### Local ownership and values of maritime heritage

The experiences with the *Avondster* project was very positive and we were very proud that regardless of the dramatic interruption after the Tsunami the spirit of the Sri Lankans was unbroken. Together we were able to rebuild the basic facilities infrastructure and the plans for the UNESCO regional training centre was a bit delayed but not jeopardized.

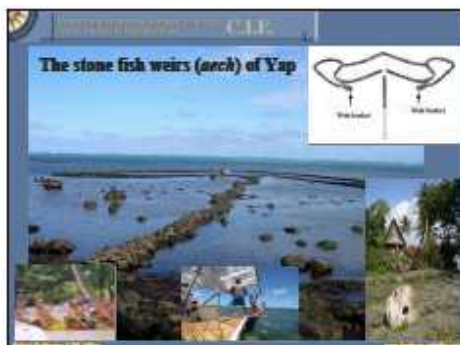
Still, there is a strong side-note we need to make which relates to ownership and sustainability. The *Avondster* project was possible because a Dutch VOC vessel was under threat and we could persuade the Netherlands Cultural Fund to invest in a capacity building programme around this shipwreck that has been labelled 'mutual heritage'. This was a reality but we strongly believe that the starting point from which to develop a sustainable maritime heritage programme should be the multi-vocal recognition, and the different values, of maritime cultural heritage sites.



This became very clear from a project in the Federated States of Micronesia (FSM) where the implementation of a project was confronted with explicit maritime heritage sites—the submerged US and Japanese World War II military remains (in Chuuk (Truk Lagoon)). Clearly important to the Japanese and US as historic and sensitive sites, as well as great diving sites for tourists but without explicit heritage value for the local community.

For them the value was almost purely economic: recovering artefacts for selling to tourists, and the shipwrecks were good locations for catching fish using the bombs recovered from the shipwrecks (Jeffery 2004; Jeffery 2007).

In this case, you can find an example of the limitation of a rigid approach to the protection of maritime heritage sites. Local commitment to maritime heritage is only possible if the local community can see a local heritage value and this is recognised and acted upon in the management by all the stakeholders. In contrast, the local Yapese community (Yap—another part of the FSM) found enduring heritage values in their traditional fishing resources and a project implemented on these sites, highlighted the role maritime archaeology can play in assisting local communities preserve and re-use underwater cultural heritage sites.



Maritime archaeology for communities: Yap fish weirs (aech)

Archaeological evidence dates the occupation of Yap at about 1,800 BP. Spanish, German, Japanese and American traders and colonial governments came to Yap from the mid 16<sup>th</sup> century and from German times in the late 19<sup>th</sup> century/early 20<sup>th</sup> century started to change Yapese society. Japanese colonial government in particular influenced Yapese social and cultural practices to suit their own endeavours.

Traditions, customs and cultural practices however remain as a core of Yapese society.

The outer islanders are famous for their canoe building, sailing and navigation. In Yap proper, dances are still performed to honor the spirits and ancestors, and tell of the suffering during World War II. Yapese society is a very structured society with high and low class families and villages that support each other during good and hard times.

The Yap Historic Preservation Office (HPO) had been interested in the fish weirs (*aech*) for some time as part of their responsibilities in managing Yap's prehistoric and historic sites, and during the last few years, funding had been provided to some *aech* owners for restoration work. It was considered that a comprehensive survey of the location, condition and histories of the estimated 700 *aech*, many of which are unknown to Yap HPO, was warranted to assist in prioritising further restoration work. It was also known that many of the histories were being lost with the passing away of older men and there was an urgent need to document the histories before more information was lost.

In 2008, Bill Jeffery, with US National Park Historic Preservation Funding, commenced a

survey of the *aech* in association with the *aech* owners, village chiefs and Yap HPO staff and as at June 2009, the survey is ongoing. So far, the location of over 400 *aech* have been documented together with their name, owner's name and histories, where known. 45 *aech* have been mapped in more detail to provide examples of the different shapes, and construction techniques used in different areas used to catch different fish.

It has been found that the *aech* is a unique example of how a society can exploit as well as live in harmony with its natural resources. The *aech* was designed and built to suit the local environment, to take advantage of the way certain fish move along the shoreline as well as further offshore, in addition to the strength and direction of currents, wind and the location of channels. They were also not used on many occasions so fish could come and go from within the *aech* and to 'feel at home'. The *aech* also provides an insight into Yap's complex social ranking where the *aech*, while located in an owner's 'sea-plot', could be owned by another person or estate, and it could be used by a third person or estate.

On a practical level, maritime archaeology, if implemented in a broad and contemporary manner can help in some important community issues. For example, the Yap Cultural Inventory Group (n.d.: 28) recommended a number of initiatives to reconstitute traditional marine ownership rights and the power to protect this natural resource, amongst which included:

People need to be encouraged to use more ecologically sound fishing methods such as traditional stone weirs and bamboo fish traps. ... The reconstruction of *aech* could be undertaken as village projects for communal use. Or several could be constructed by owners and used as a type of supermarket, where individuals could select fish from the *aech* upon paying a small fee or giving a percentage or number of fish to the owner.

Yap HPO, the traditional government through the Council of Pilung and many Yapese are optimistic that this project can help in reviving traditional knowledge about fishing with an *aech*, and in their construction and maintenance.

It could also help to make fishing more sustainable. There are a number of other issues that need to be considered in this work, such as the impact on the currents through dredging some of the reef flat, sea level rise, declining fish stocks, unsustainable fishing practices and the establishment of Marine Protected Areas (MPA). But this project highlights how maritime archaeology can be part of a multi-disciplinary investigation and assist contemporary communities with some of their daily and important issues.



### Maritime Cultural Heritage Programme of Southern Africa

Since 2007 preparations for building the capacity to implement a Maritime Cultural Heritage Programme in South Africa and Tanzania commenced. Together with key stakeholders and UNESCO the Centre for International Heritage Activities (CIE) from the Netherlands formulated and received a commitment for a capacity building programme in these countries.

The programmes will take about two years and will culminate with the establishment of a sustainable 'Competent Authority'. It will progressively build-up the theoretical and practical skills of a number of individuals from the stakeholders. The programme will include an investigation and documentation of a number of sites to begin the development of a Maritime Heritage Database. The engagement of the community will be a valuable part of developing the database. Programme outcomes will be directed at informing the community about the value of Tanzania's underwater / maritime heritage and the need for its protection. Another important aspect of the capacity building programme will be the development of academic programmes.

The overall goal of the programme is to set-up sustainable infrastructure for underwater cultural heritage / maritime heritage management in Southern Africa in line with the *UNESCO Convention on the Protection of Underwater Cultural Heritage 2001*.

The programme has a number of goals:

- Development of guidelines implementing underwater cultural

heritage management in Tanzania;

- Development of a system that can fulfill the requirements and goals of the *UNESCO Convention on the Protection of Underwater Cultural Heritage 2001*;
- Development of sustainable infrastructural organization within Southern Africa;
- Development of a sustainable maritime archaeological programme in Southern Africa.

In practical sense this should include:

- Formation of an official Underwater Cultural Heritage Unit (UCHU), the 'Competent Authority';
- A team with practical training in maritime archaeological work including basic facilities for maritime archaeological research, survey and on-site protection;
- A team with practical training in maritime cultural heritage conservation techniques including the establishment of some conservation facilities;
- Establishment of an international network to support this infrastructure; programme of public awareness through museum activities, publicity and tourism programmes.

In summary the capacity building programme must ensure that best management practices are developed and that sustainability can be achieved. The outcomes of the management of underwater cultural heritage will be the primary interface between archaeologists and management organizations and the public. The decisions that managers make will directly determine the level of access that is granted to these sites, the level of scientific research that is undertaken and most critically, the value of the information that can be gained from the resource. Without management, public involvement and co-operation will diminish and protection will suffer. The manner in which sites are managed will go a long way in setting maritime archaeology apart from treasure hunting and will showcase the value of the discipline in its own right.

### Conclusion: Some points of discussion based on our experience

While there are 'Universal Rules' in practicing maritime archaeology (from the UNESCO Convention) there is a need to use them in an appropriate way that best suits the countries or the regions of the world. This is best done through collaboration with the various stakeholders over a period of time that permits relationships to be developed and an understanding of the many related issues, such as inter-cultural cooperation (in Africa—the north-south cooperation), local political, social and economical issues and frameworks. These aspects can influence how a programme is conducted.

The awareness of the value of the heritage on all levels is essential for the sustainability of the created capacity. Where traditional sites and traditional cultural practices are strongly developed and maintained in a country or region and they contribute to a local cultural identity, there is a need for a maritime cultural heritage programme to give these sites (and the associated intangible heritage) priority. Colonial or foreign material culture (e.g. Dutch shipwrecks) can be significant from the Dutch, and a local perspective, if a multi-vocal approach is taken to its research and management. It is our opinion that one can use the 'Universal Rules' as long as the approaches and perspectives in using them are appropriate and multi-vocal. Using these approaches, community engagement programmes can have a direct benefit to contemporary communities (beyond tourism).

There also may be some limitations of the UNESCO Convention that are found by looking at how different countries can use it which could be addressed through development of Operational Guidelines. These guidelines should be applied in such a way that they can be adapted to the local situations and needs of the country or region in question. In order to fulfil this, it is necessary to stimulate multi-vocal approaches and discuss new perspectives. By listening to local parties, the guidelines can be adapted and new methods developed whereby local communities can take part in and profit from researching and preserving their cultural heritage. Research and education carried out in the country itself can lead to the development of regional themes and projects.

### Sustainability

As proven by the *Avondster* project, sustainability in a country or region is only possible when a capacity building programme has been put together in collaboration with the relevant stakeholders (political, academic, bureaucratic). Regional cooperation is of course primary. To obtain this, it is important that the awareness of the value of the heritage be made at all levels of the community. As stated in article 20 of the UNESCO Convention, it is necessary to create and implement practicable measures to stimulate public awareness. This can be achieved through community engagement programmes which provide maritime cultural heritage projects for the benefit of contemporary communities.

### Diversity and funding

We have found traditional or indigenous sites need equal, if not additional attention in the implementation of a maritime cultural heritage programme. In the case of sites of 'international interest' (e.g. shipwrecks linked with the 'Golden Age of European' expansion), external sources of funding are often available. A limitation in the UNESCO Convention to some countries is where there are no other interests (from other countries) in the traditional or indigenous sites – and therefore often no external source of funding; there is no FUND in the Convention. We are very glad to learn that a Fund or Account is now being established to help support the implementation of this Convention.

### Cooperation and inclusiveness is essential

The UNESCO Convention calls for international cooperation particularly in the field of training through Article 21: 'States Parties shall cooperate in the provision of training in underwater archaeology, in techniques for the conservation of underwater cultural heritage and, on agreed terms, in the transfer of technology relating to underwater cultural heritage'. In Sri Lanka, the Federated States of Micronesia South Africa and Tanzania, we have demonstrated how effective an international cooperative and inclusive approach to maritime cultural heritage programmes can be.

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