



Joint Africa-EU Strategy Support Mechanism

Mécanisme d'Appui à la Stratégie commune Afrique-UE

**THE PROTECTION OF CULTURAL GOODS AGAINST PLUNDER, THEFT AND ILLICIT
TRAFFICKING: ACTIONS, IMPLEMENTATION AND THE ROLE OF DIGITAL
ARCHIVING**

CASABLANCA, MOROCCO, 9-11 January 2014

The African and EU Heads of States decided, at the 2007 Africa-EU Summit in Lisbon, to change the nature of the inter-continental partnership between Africa and the EU and adopted the Joint Africa-EU Strategy (JAES). The principles guiding the relationship are dialogue, common objectives, mutual responsibilities and shared benefits.

Subsequently, the 2nd JAES Action Plan 2011-2013, adopted at the 2010 Africa-EU Summit, confirmed 'the joint determination to strengthen cooperation in the area of cultural goods and other areas of cultural cooperation'. To operationalize the political commitment, priority was given to:

1. To raise awareness among decision makers on the importance of the protection of cultural goods (PoCG) against plunder, theft and illicit trafficking for stability, security and sustainable development (increased understanding of situations, trends and dynamics, improved inventories and digitalization of such inventories, improved customs, police and heritage management resources, monitoring capacity and improved design of policies and programs).
2. To provide recommendations and priority actions to enhance the PoCG in Africa, taking into due consideration current gaps at pan African and regional levels.
3. To identify interested parties and outline operational modalities in the areas of digital cultural archiving for sustainable development and cultural data and cultural goods monitoring in Africa.

To realise these objectives, a workshop was held in Casablanca, Morocco from 9-11 January 2014. The 3-day Workshop brought together a wide range of thematic experts from both continents in the field of the protection of cultural goods (incl. heritage management, digital archiving, law enforcement and science) as well as representatives from key institutions active in this area. Stakeholders from the five African regions, the African Union Commission, the European Commission and the EU Member States, the UNESCO, Union économique et monétaire ouest-africaine (UEMOA), the European

Commission, INTERPOL, ICOM International, WCO and others as appropriate have participated.

The workshop was structured in two modules with subthemes. At the end of the workshop recommendations and possible fields of future actions were identified.

MODULE 1

THE PROTECTION OF CULTURAL GOODS AGAINST LOOTING, THEFT AND ILLEGAL TRAFFICKING

Moderator: Paul Tolila (MCC/France)

Seven working sessions covering three major topics took place in module 1:

- a) Topic 1: « Towards better international cooperation in the fight against theft and trafficking »
- b) Topic 2: « Towards securing heritage institutions and sites »
- c) Topic 3: « Heritage and local populations »

Topic 1: three sessions (day 1)

A definition of the notion of «cultural good» was worked on first. This made it possible to compare European and African viewpoints and then agree on the scope, nature and situation of goods that the Workshop aimed to consider. Three presentations clearly identified the issues: Samuel Sidibé (Director, National Museum of Mali), Marie Cornu (Director or research CECOJI/CNRS, France) and Caroline Gaultier-Kurhan (Policy officer DGP/MCC, France).

The second session provided an initial assessment of the priority requirements for international police and customs cooperation in the fight against illicit trafficking. The symmetrical role of cultural administrations in this field, through building professional capacity for museums, was highlighted, notably through reference to specific cases. Speakers:

Laurent Pinot (Liaison Officer, OMD), Raphael Roig (Programme Director, ICOM) and Paulo Costa (Head of the Tangible and Intangible Heritage Division, Portugal).

Lastly, the third session considered the role and actions of international organisations involved in the fight against illicit trafficking. The various UNESCO international agreements and conventions giving Member countries a framework for action were recalled and the network of international organisations working in this area (Unidroit, Icom, Interpol, etc.) and their relations, were specified. The question of national ownership of these illicit trafficking instruments was discussed at length, based especially on the French example. Edouard Planche (Culture Sector Programme Expert, UNESCO), Claire Chastanier (Policy Officer, DGP/MCC, France).

Topic 2: three sessions (day 2)

The first session on topic two was an exchange of views on the problems, needs and major difficulties encountered on both continents in combatting theft, looting and illicit trafficking of cultural goods. Examples, best practices and comparative experiences helped improve understanding, despite contrasting situations, about common concerns, possible joint action and the ways and means for achieving greater collaboration between security experts and managers of cultural institutions. Speakers: Konin Aka (Director of the Office of Cultural Heritage, Côte-d'Ivoire), Dominique Buffin (Security Consultant DGP/MCC, France).

The second session focussed on the critical issue in Africa of the risk of theft and looting in the wake of extreme situations (natural catastrophes, armed conflict). How can Museums, heritage and even archaeological sites, be protected from and prepared for such situations? The speakers in this session, who were mainly African, gave a great deal of clear information, full of lessons for the various European countries present, explaining the extent to which basic needs (electricity for example) become pressing in crisis situations; this practical information brought all Workshop participants back to the genuinely humbling realities on the ground. Speakers: Konin Aka (OPC, Côte-d'Ivoire), Samuel Sidibé (National Museum of Mali), Lambert Bonezoui (Heritage Director, CAR).

The third session was devoted to possible methods of securing sites (museums and natural, heritage and archaeological sites) and the need for efforts to develop cooperation between police and customs, particularly in training and information. Speakers: Sylvelie Karfeld (Criminal Police Federal Bureau, Germany), Stéphane Gauffeny (Director of the Central Office for the Fight against Trafficking in Cultural Goods – OCBC- France).

Topic 3 (day 3)

The two sessions on this topic were combined into a single one so that the final day of the Workshop would proceed as smoothly as possible. This session broached the major challenge of building awareness amongst populations in the African continent to ensure active protection of their heritage, over and beyond the historical, aesthetic, social and anthropological meaning and importance of cultural goods. All participants felt that this issue led to an analysis of the consequences of poverty and the lip service paid by political authorities to the importance of culture. Specific and particularly encouraging examples of effective and courageous mobilisation were described, especially when cultural institutions engaged from the outset in an in depth and participatory dialogue with communities within their sphere of influence. Komlan Agbo (UEMOA) and Aldiouma Yattara (Director of the Sahel Museum, Mali).

Highlights of the discussions

Two challenges became evident over these days: the issue of inventories and that of training professionals.

Inventories of cultural goods raised a huge consensus between the Europeans and the Africans. Inventories were clearly identified by all African participants as the primary need while European speakers insisted on the fact that they constitute the indispensable basis for effectively fighting illicit trafficking of cultural goods and for the purposes of search, evidence and possible restitution. This tool was considered essential, even if only available in hard copy form.

Training professionals involved in dealing with this trafficking is the second major challenge: professionals need to be considered as part of a functional operations chain in which each link matters and plays an important role, (from police officer to magistrate, to customs officer, to cultural institution manager), a combination of skills which are well known by each of professional. Training should be provided on the one hand about the issues of heritage and archaeology for customs officers, police and magistrates and symmetrically on the other hand, training must be given to culture professionals regarding security concerns (prevention of crime and theft, security of museums and sites and security of exports licence processes).

These two items have been highly recommended by the Africa Union.

Module 2

THE ROLE OF DIGITAL ARCHIVING

Moderator: Adrian Ch. Olivier (United Kingdom)

Module 2 was structured into three themes that were held in five sessions.

Theme 1: Knowledge based recording of CH data for research, education and management

Theme 2: Case studies of archival (digital) projects – opportunities and challenges –

A The African perspective

B The technical aspects

C Surveys, Inventories and prospection

Theme 3: Training and Education

Summary

Plunder, theft, and illicit trafficking of cultural goods are serious and big issues and connected throughout Africa and Europe with even bigger societal problems related to cultural identity, democracy and combatting international crime. The need for technical cooperation and multi-national programmes between the two continents was emphasised. In addition, the problem of counterfeiting was described: not just in the context of criminal activity but including the involvement of politicians and officials - there is a mutual need to increase awareness of the relevant authorities and officials, and the public at large, in Africa and Europe. Efficient tools for the digital based management of African and European Heritage are available at different scales and levels of sophistication: these start with simple, low cost and effective multi-purpose GIS and internet based databases, including specialised database systems for architecture, archival material, and objects (including ARACHNE and iDai-field), and also include complex structures (such as IANUS) and encompass long-term digital archiving and storage facilities (such as ADS in UK). Databases of objects maintained by INTERPOL for lost art need to be adapted into the appropriate IT-architecture.

Training and capacity building can be provided through true partnership projects that must also include adequate provisions to ensure that the outcomes and activities are sustainable after the completion of individual projects.

Module 2 themes

Theme 1 began with the bigger picture of knowledge based recording of cultural heritage data for research, education and management. Two presentations by Mrs Friederike Fless (President of the German Archaeological Institute, Germany) and Mr Julian Richards (Director of the Archaeological Data Service ADS, based at University of York, UK) introduced the theme, identifying the need for documentation through appropriate measures in order to preserve knowledge. European case studies (recovery and recording of information and knowledge in advance of mining or in the context of developer-led heritage management) provided relevant examples of how loss and destruction of cultural heritage can be mitigated in areas without dense inventorial activities and for areas where there is armed conflict. Basic catalogues of monuments and sites are necessary in order to show what exists and preferably these should include all sites and monuments, not just those that have either been investigated or that have been listed and legally protected. The resources employed for digitalisation must be dependable, and the results must be sustainable, and properly managed and curated. The issue of **open access** for data was presented as the legal frame and essential political directive (as set out in the **G 8 charter**).

Theme 2 was discussed in three sections with presentations demonstrating standards, existing projects that could serve as models both from Africa and Europe and specific case studies.

A) The African perspective was introduced with three case studies by Mr Benjamin Smith (President, Panafrican Archaeology Association), Mrs Azza el Khouli (General Manager, GIS centre, Ministry for Antiquities, Egypt), Mr Mustapha Khanoussi (Director of Research, National Institute for Heritage, Tunisia). In Egypt a well-developed GIS database of all sites and monuments provides the backbone of the national inventory, and includes all necessary details. It contains data of unregistered sites from different sources, verified through site visits. Importantly this GIS system was used effectively during the recent security breakdown to protect cultural goods. In Tunisia inventories have been set up for more than 100 years starting with an inventory by French military forces that led to a first Atlas published in 1893. Since the war, however, cultural heritage has not been a priority. At the same time, the common heritage of the Maghreb states is subject to a wide range of destructive forces (e.g. Syria) and urban development was identified as another major threat to heritage at large, exacerbated by the lack of adequate cultural heritage inventories. The African Rock Art Digital Archive project collates all available information about Rock Art; established in South Africa it serves all African needs. All images and data are captured in their original format using existing definition and importantly the data are not structured at source, but collected together at the point of enquiry by web-based search technology. The system is simple to operate, and digitisation can be carried out using available technology directly by the owner, by the institute, or abroad. Ownership and copyright are retained by the originator, and the use of the data is subject of a mutual agreement. The business model is straightforward, and the system is technically simple, but able to generate sophisticated outputs.

B) The technical aspects of large integrated framework programmes were presented by three members of the German Archaeological Institute, Mr Ortwin Dally (Secretary General), Mr Reinhard Förtsch (IT-Director) and Mr Philipp Gerth (German Archaeological Institute). An EU-funded project on digital research infrastructure for Arts and Humanities and the example of an image based object database (ARACHNE) as well as the CARARE network under the umbrella of EUROPEANA all shed light on the sort of complex research oriented infrastructure that is available within Europe and which is ready to be shared world-wide. It was emphasised that interconnection and sharing of data are important elements in organising knowledge. A data-base system for the documentation of archaeological fieldwork provides an overarching system with interoperability and flexibility and offers off-line modes. A reference to the classical author Pausanias provided an excellent example from antiquity of how social taboos can protect cultural heritage.

C) Surveys, Inventories and prospection were presented in four case studies by Mr Sylvester Lacerda (Director, General Direction for Books, Archives and Libraries, Secretariat of State of Culture, Portugal), Mr Friedrich Lüth (Heritage Expert, German Archaeological Institute / president European Association of Archaeologists), Mr Rainer

Komp (Technology Developer, German archaeological Institute) and Mrs Ulrike Fauerbach (Expert, now University Zürich, Switzerland). The Portuguese example on digitisation of common archival material that includes contextual information demonstrated how such a system can serve the needs of the people and follows UNESCO's concept of Common Archival Heritage to ensure citizens' rights and access to information on the web. The case described how, using a simple business model, links are established for Portuguese speaking countries which provide simple access to primary data as well as contextual information. Understanding the importance of the role of the internet the project recognises archival material as an integral part of cultural heritage goods. A second case described the East - West transition after the fall of the Iron Curtain in Europe (1990) as a two way process that encompassed different traditions - market v socialist centralised state system. In this context, old heritage laws didn't fit the new constitution at the same time as large infrastructure projects, especially the development of historic town centre etc. threatened heritage sites and monuments. Infrastructure projects require EIA, and using this as a starting point, a process of knowledge-based selection of significant sites was developed based on a digital GIS database ("DenkmalGIS"). The experience was transferred to Kosovo (SEARCH) after independence when the heritage of Kosovo came under similar pressure. Another presentation showed how modern technology with large scale magnetometer survey (20 ha a day on a resolution of 12,5x12,5 cm) delivers quick and very detailed information about the quality and quantity of hidden archaeology which can be used to inform cultural heritage management. The advantage of these techniques is that they are non-intrusive and don't require technical geophysical expertise to operate. Examples from the United Kingdom and Ireland demonstrated a database of available standard geophysical surveys along motorways and large-scale infrastructure projects (online). The project on Ancient Egyptian Architecture Online (AEGARON) provided an overview of how digital techniques applied to the recording of architectural heritage can provide the maximum number of people with maximum information at lowest cost and following best practice without affecting copyright. The system connects multiple information sources in a single source file CAD plan to generate different drawings as PDFs and provides important information about the state of monuments which then allows condition monitoring and establishes a base-line for recording information about architectural looting and theft.

Discussion of the three subthemes raised a number of questions that focussed on the issue of complexity versus simple solutions. Open source solutions are regarded as most important for the future. The use of satellite imagery is helpful and available through the internet. Training processes were required in small teams. An issue that was raised is how to ensure sustainability after the end of funded projects. It was emphasised that the systems needed for immediate action should be kept simple in order to make them work: low cost implementation on the ground is essential. The need for multi-functionality of simple data acquisition is very important (inventory, planning, development, tourism, policing of sites and monuments).

Theme 3 Training and Education possibilities were presented by Mr Axel Posluschny (Expert, German Archaeological Institute), Mrs Hana Stöger (Lecturer, University of Leiden, The Netherlands) and Mr Wojcek Rączkowski (Lecturer, University Poznan, Poland). The Archaeolandscape project, funded through the EU Programme *Culture 2007-2013* is a good example of transnational cooperation between heritage agencies, universities and other stakeholders all over Europe. It supports discussion fora mainly concerning non-intrusive prospection and survey methods, provides a platform for information exchange, and serves as a capacity building network throughout Europe. Case studies from Leiden and Poznan University which are part of the Archaeolandscape network aim to establish a European Master degree on the subject of non-intrusive technologies. There is a lack of teaching and training in these subjects throughout Europe and Africa.

I. Recommendations

A. Relating to Module 1

These two issues formed the main recommendations of the African Union.

Wish List:

1. To Review and strengthen domestic legislation to have, on the one side, a clearer definition of cultural goods and, on the other, punitive measures of a deterrent nature.
2. Harmonising legislation on the African continent.
3. To build capacity of all actors in the fight against illicit trafficking: heritage professionals, police and customs officers and magistrates.
4. To use multifaceted approaches for building awareness amongst populations.
5. To create a Pan-African data bank and a Pan-African agency to combat the illicit trafficking in cultural goods.
6. To develop better procedures for tighter import controls for cultural goods entering the European common market.

Expectations:

1. Regular updating of the INTERPOL database if possible from national databases.
2. Inter-sector cooperation and setting up national working groups with all agencies involved in the issue of trafficking: culture, heritage, police, customs, justice, NGOs...
3. Risk assessment for times of peace and armed conflict.
4. Developing human, technical and financial resources to manage and maintain inventories of moveable and immovable heritage, whilst taking account of existing capacity in each country and with a realistic approach.

B. Relating to Module 2

1. Site recording / Mapping of African sites and monuments for cultural heritage resource management (Training and databases).

This requires:

- cheap effective tools and simple databases to agreed standards
 - mapping sites and monuments for multipurpose use, eg for integrated planning including development activities or preservation/site management purposes
 - modular systems, starting with a fast recording system and geomapping; open for add on systems
 - training / staff exchange
 - projects to be developed in **true partnership** between institutions from both continents including all the responsible stakeholders in the project
 - sustainability as a precondition
2. Change the motivation that creates European markets (public campaigns in Europe and Africa)
 3. Risk Assessment (of museum-inventories)
 - develop crisis management plans on the basis of a risk assessment
 - Gather information on good practice / success stories
 4. African engagement in monitoring European Markets
 5. Training for customs (both Europe and Africa)
 6. Raise public awareness about values of Cultural Heritage (Europe and Africa)
 7. African input to INTERPOL Database
 8. Develop an Online Information HUB about ongoing Projects / Activities

II. Possible activities

Explore the development of the human, technical and financial resources necessary for true partnership projects between African and European experts:

Action 1 / recommendation B. 1), 3) and 8)

Examine the implementation and training concerning site and monuments GIS databases for multipurpose use (Spatial planning, development of infrastructure projects, mineral extraction, mining, tourism, site management, policing of sites and monuments)

Action 2 / recommendation B. 2) (optional projects)

- *AU and EU to nominate expert groups from heritage and security sectors and to develop a campaign and strategy for Europe and Africa*
- *PR campaign (tender, design through PR companies)*
- *Implementation of the project, public outreach (AU and EU, all States)*

Action 3 / recommendation B. 4) - 6)

Reflect on the development of a long-term strategy for closer intercontinental African-European cooperation on heritage management issues in relation to spatial planning, economic development, and social welfare