

# PLANNING MATTERS

## GUIDANCE FOR TIMES OF ARMED CONFLICT



**SCOTTISH  
COUNCIL ON  
ARCHIVES**



**National  
Records of  
Scotland**

## **SCOTTISH COUNCIL ON ARCHIVES EMERGENCY PLANNING GUIDANCE FOR TIMES OF ARMED CONFLICT**

During the preparation of *SCA Emergency Planning Matters* the UK ratified the Hague Convention for the Protection of Cultural Property in the event of Armed Conflict (1954) and the two Protocols, 1954 and 1999, and passed the *Cultural Property (Armed Conflicts) Act 2017*. As a devolved issue guidance for implementation in the UK was issued by England, Scotland and Northern Ireland. The implementation guidance, at the time of writing, does not require organisations to go beyond their normal emergency planning activities. However, under the Hague Convention for the Protection of Cultural Property (1954) countries that are signatories to the convention are encouraged to take action during peacetime. The Scottish Government implementation guidance does state:

*In many cases, additional safeguarding measures will not be needed. However, the type of cultural property, its location and an assessment of the degree of risk to the property may mean extra safeguarding measures should be considered. They may also depend on the nature of the armed conflict expected.*

As the world is becoming increasingly unstable it is prudent to review emergency plans and procedures and consider actions that could to be taken to help preserve archives in the event of armed conflict.

This is intended to be a short guidance note, to supplement the *SCA Emergency Planning Matters Guidance*,<sup>1</sup> to raise awareness of the advantages of planning during times of peace for armed conflict, and to give practical guidance and checklists, for some of the elements to be consider. Determining now what may be required to protect the archive will also help raise awareness with others in areas of responsibility of the need to plan, and the complexities, and build a strong case for resources (Plathe, 1998). This guidance may be supplemented later. The benefits of planning in peace time cannot be overstated.

*NEED TO PLAN PROTECTION IN PEACE-TIME The diversity and complexity of protective measures make them not easily compatible with improvisation, which, in the circumstances is particularly risky. It is therefore essential to study and plan beforehand in peace-time the specific techniques for the preservation of cultural property in war. (Noblecourt 1956, p.104)*

***In the event of armed conflict: Ensure that actions taken are in line with any instructions issued by the Scottish Government, and the services.***

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<sup>1</sup> *Emergency Planning Matters Guidance*, SCA [Planning Matters: Emergency Planning Guidance - Scottish Council on Archives \(scottisharchives.org.uk\)](https://scottisharchives.org.uk)

# CONTENTS

1. Introduction
2. Initial planning considerations
3. Risks associated with armed conflict
4. Protection of the building and in-situ/ on site protection
5. Safe storage of archives
6. Packing
7. Transportation
8. Data protection
9. Communications
10. Staff welfare and training
11. Strong support networks
12. Consideration of circumstances in which the plan would be implemented – Activation
13. Response and Recovery
14. Conclusions

## Key References

## Bibliography

## Appendices

1. Overarching threats highlighted by Blue Shield International
2. Checklists
  - Initial planning
  - Protection
  - Assess storage options
  - Packing and Transportation
3. Recovery
4. *Emergency Programme for Safeguarding of Vital Records in the Event of Armed Conflict*. UNESCO 1998 Summary of article published by Axel Plathe, UNESCO, in 2000.

## 1. Introduction

There are many aspects to consider, and although the possibility of armed conflict may feel, and may be, very remote, there are great advantages in identifying additional factors which need to be considered, in order to mitigate damage. Historically, archives and libraries have been targeted during conflict, as collateral damage from wider fighting, but also deliberately, as repositories of memory and legal records proving ownership.

There are two threads to this guidance note: the context of the 1954 Hague Convention, and practical aspects beyond those specified by the convention which it would be wise to consider. This guidance will focus on the most practical implications and actions, and may be supplemented later by additional documentation, or with reference to documentation being prepared internationally about the implementation of the 1954 Hague Convention in the event of armed conflict.

The legal context: under Article 3 of the Hague Convention 'The High Contracting Parties undertake to prepare in time of peace for the safeguarding of cultural property situated within their own territory against the foreseeable effects of an armed conflict, by taking such measures as they consider appropriate.'<sup>2</sup> Under the 2<sup>nd</sup> Protocol (1999) Article 5, examples of measures that could be taken include:

- preparation of inventories;
- planning emergency measures for protection against fire or structural collapse;
- preparation for the removal of moveable cultural property or provision of adequate in situ protection and designation of competent authorities responsible for safeguarding.<sup>3</sup>

In the Scottish Government implementation guidance, the latter are described as: preparation for the removal of movable cultural property, or providing on-site protection; and agreements about which bodies are responsible for safeguarding cultural property.

With regard to inventories, under the 1954 Hague Convention cultural heritage may be listed for general protection, special or enhanced protection. Within the UK, at the time of writing, no collections or sites have been designated for special or enhanced protection. Sites and collections that have been listed for general protection status include: all listed buildings category A or Grade 1; UK World Heritage sites, unless purely 'natural'; the collections of the museums and galleries that are sponsored by Her Majesty's Government, the Scottish Government, the Welsh Government and the Northern Ireland Executive; designated Collections in England and Recognised Collections in Scotland (covering collections at museums, galleries, libraries, archives and universities); the records and collections of the National Record Offices; and the five legal deposit Libraries in the UK and the British Film Institute National Archive. *'However any cultural property which meets the definition set out in the Convention is protected, whether or not it is included in the list.'*<sup>4</sup>

While the Act and the convention provide legal protection for sites and collections there are many examples during armed conflict where legal protections have not been complied with. It is therefore imperative to plan and prepare in advance safeguarding measures for the preservation of archives.

*For a detailed publication on safeguarding culture property and the 1954 Hague Convention, see Cunliffe and Fox*

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<sup>2</sup> The 1954 Hague Convention on the Protection of Cultural Property  
[https://en.unesco.org/sites/default/files/1954\\_Convention\\_EN\\_2020.pdf](https://en.unesco.org/sites/default/files/1954_Convention_EN_2020.pdf)

<sup>3</sup> Second Protocol to the Hague Convention of 1954 for the Protection of Cultural Property in the Event of Armed Conflict 1999  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/589608/Misc.1.Cm9411\\_2\\_Prot\\_Hague\\_Cult\\_Conflict\\_ACCESS.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/589608/Misc.1.Cm9411_2_Prot_Hague_Cult_Conflict_ACCESS.pdf)

<sup>4</sup> Scottish Government (2017) Implementation guidance, pp.4-5 <https://www.gov.scot/publications/protection-cultural-property-event-armed-conflict-implementation-1954-hague-convention/documents/>

Cultural property is defined in the Convention in Article 1 as "movable or immovable property of great importance to the cultural heritage of every people [with examples] ...; buildings whose main and effective purpose is to preserve or exhibit the movable cultural property [...] refuges intended to shelter, in the event of armed conflict, the movable cultural property' [...] and centres containing a large amount of cultural property [...] to be known as "centres containing monuments"."

(2022). For those wanting to learn more about some of the specifics of the Convention and the Protocols, there is a very good video of an explanatory talk given by Kristin Hausler.<sup>5</sup>

## 2. Initial planning considerations

*'The High Contracting Parties undertake to prepare in time of peace for the safeguarding of cultural property situated within their own territory against the foreseeable effects of an armed conflict, by taking such measures as they consider appropriate.'* Article 3, 1954 Hague Convention

Those responsible for the preservation of the archive should review the organisation's existing emergency plan, and identify any gaps in planning for the preservation and safeguarding of the archive during armed conflict. A risk assessment should be carried out of the site housing the archive, considering the specific nature of the threats and the likely actors, taking into account the location, to determine whether it would be prudent to keep the collection on site, in the event of armed conflict, or relocate part or all of the collection elsewhere. This may not be an easy decision to make and considering it, without the pressure of having to decide in a hurry, is greatly advantageous. If not already done, it is essential to list and record the most important and significant part of the archive, to determine whether this would require additional protection (and who from), and security, in case at risk of loss or of looting/ theft/pillage. Identify, too, whether the most significant parts of the archive have been digitised, or copied in another format. Copies and backups must be stored off site, in secure, ideally fireproof, storage.

Having carried out a risk assessment for the site, it may be possible to plan to install additional protection, for example additional fire compartmentation, boarding of windows, removal and storage of architectural features, such as stained glass windows, to reduce the risk of keeping the collection in place. If the decision is made that part of the collection should be stored elsewhere in the event of armed conflict, potential sites need to be identified, visited, and assessed for their appropriateness. If relocating archives, it becomes even more essential that the inventory is up to date and complete, and copies are available in several secure locations/ servers. Methods of packing and transport, an assessment made of quantities of materials needed, the time it would take, and the number of people required should be determined and plans drawn up. There is historical precedent for moving records off site during periods of armed conflict from WWII in the UK.

A key impact on the ability to take action quickly may be if staff are redeployed elsewhere, if employed for example by a local or regional authority, or are otherwise unavailable. Some may be reservists, may leave to avoid the conflict, or have other caring responsibilities. Consider the implications of fewer staff and what services and activities would be impacted. Some archives may find that they may be allocated additional help from their local authority to assist in installing protection, packing or transport.

The following is a quote from Noblecourt (1956). It describes actions a curator should take, and applies equally to those working in archives.

*Whatever the extent of protection envisaged, the curator should work out his requirements in building materials and supplies and then procure them and arrange for their storage in the best possible conditions as regards preservation and safety. For example, for building protective structures he would need sand, sandbags, planks, etc., and for emergency measures after a calamity, planks, tarpaulins, substitute material for window panes, cords, etc. The nature and amount of the stock would of course depend on the value of the cultural property concerned, the risks and the material possibilities, but a curator should do everything possible to procure a minimum stock of material, supplies and tools, even if he has to build it up gradually. It follows from the above—and the point has already been made repeatedly in the course of this manual—that a system for the safeguarding of cultural property is an extremely complicated matter and cannot be improvised at the last moment ; hence the need to assemble all the relevant information needed for its organization in the form of a mobilization file, to be compiled and kept up to date for every historic building, monument or establishment, giving the measures, arrangements and orders to be followed in the event of war.<sup>6</sup>*

The Checklists, in the appendices, outline some of the key areas to consider, plan, and prepare for: Initial planning, Protection, Assess storage options, Packing and Transportation.

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<sup>5</sup> Hausler, K. 'The protection of cultural heritage in armed conflicts' PHAP (2016)

<sup>6</sup> Noblecourt, A, (1956) p.207-8 <https://unesdoc.unesco.org/ark:/48223/pf0000071205>

### 3. Risks associated with armed conflict

The foreseeable effects of armed conflict may be similar to those that can occur during peacetime, particularly in the context of terrorism, though existing risks may be greatly magnified, compounded and the potential for loss and damage is far greater. There is the risk of more extensive structural damage to buildings, a greater potential for total loss of an archive, a greater risk of fire, a greater risk of loss of information if the collection or part of the collection is relocated, if not adequately planned for, and greater risk of exposure to poor environmental conditions in alternative stores which may have to suffice for long periods of time, if not well planned. There is greater risk of loss and theft of vital records and data, either through direct damage during transit and/or disassociation of information, if relocated, or through theft and looting (from soldiers, civilians, or even enemy state actions). Consider here what is particularly sensitive in your archive in the context of the conflict and what may become a target, to who, and why. There is also the risk of unexploded munitions, or other devices. The impact on staff may be greater. There may be a greater risk of loss, and sustained loss, of services: water, gas and electricity. There is a greater risk of loss of communications, and for a longer period, and a greater risk to infrastructure, such as roads and railways. The increase in risk may be proportionally greater for archives located in major cities, near airports, or near potential military targets.

The overarching threats highlighted by Blue Shield International are: lack of military awareness; lack of planning; specific or deliberate targeting and damage; collateral and accidental damage; enforced neglect, through inability to access the site during armed conflict; deliberate reuse of sites; development, inappropriate development of the site post conflict; and looting and pillage.<sup>7</sup> **See Appendix 1: Overarching threats highlighted by Blue Shield International.**

Identify the threats/hazards, possible impacts, the level of risk, and ways in which risks could be eliminated or mitigated to minimise damage. The table which follows lists hazards, impacts, and possible actions to take to mitigate risk. It is by no means fully comprehensive. It is indicative of threats, impacts, and actions to consider and plan and prepare for.

**Table: Possible threats/hazards associated with armed conflict and mitigation strategies - UK**

Threat/Hazard	Possible impact	Mitigation strategies/ actions
Lack of planning and preparation	<ul style="list-style-type: none"> <li>Greater risk of total loss</li> </ul>	<ul style="list-style-type: none"> <li>Plan and prepare in peace time</li> </ul>
Location, e.g. near military target(s), and/or in a major city	<ul style="list-style-type: none"> <li>Potential for total loss, significant damage</li> </ul>	<ul style="list-style-type: none"> <li><i>Plan and prepare in peace time</i></li> <li>Work with security companies to identify possible conflict-based vulnerabilities nearby</li> <li>Identify options for relocating at least part of the archive if building will not sustain an attack</li> </ul>
Bombs/ munitions	<ul style="list-style-type: none"> <li>Structural damage</li> <li>Fire</li> <li>Change in air pressure</li> <li>Vibration</li> <li>(Water – from putting fire out, or broken pipes)</li> <li>Radiation</li> <li>Chemical</li> <li>Dust/ debris</li> <li>Shock waves</li> <li>Contamination</li> <li>Loss of archival items</li> <li>Damage to infrastructure</li> <li>Splintered glass</li> <li>Loss of services: water, electricity, gas, communications</li> <li>Loss of alarm systems</li> </ul>	<ul style="list-style-type: none"> <li><i>Plan in peace time and prepare well</i></li> <li>Commission a building vulnerability assessment to determine whether the building would withstand attack, and to identify ways in which it could be strengthened.</li> <li>Upgrade fire prevention measures if required: additional fire compartmentation etc Identify and prepare plans for on-site/ in-situ protection of architectural elements, and collection items too large to move</li> <li>Purchase generators for back up power</li> <li>Draw up plans for moving at least part of the collection, either to better protected areas of the building, or off site</li> </ul>

<sup>7</sup> BSI, Blue Shield International <https://theblueshield.org/why-we-do-it/threats-to-heritage/>

	<ul style="list-style-type: none"> <li>• Loss of environmental control</li> <li>• Unexploded munitions</li> </ul>	Ensure that recovery plans include stabilisation of the building structure and clearance of mines etc
'Staff' trauma/ loss/absence of staff	<ul style="list-style-type: none"> <li>• Staff absent or unable to function</li> <li>• Physical effects</li> <li>• Strong negative feelings</li> <li>• Difficulty thinking clearly</li> <li>• Social conflicts</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Review HR procedures and update</li> <li>• Build resilience</li> <li>• Develop good communication procedures</li> <li>• Deliver training in actioning the plan and preparing</li> <li>• Plan to provide physical and practical, mental and emotional, support</li> </ul>
Theft and looting	<ul style="list-style-type: none"> <li>• Loss of items/ data</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Have plans in place to install protective fencing, with options for guarding the site (and any alternative storage) if damaged</li> <li>• Be aware of how and who to report stolen items to, locally, nationally and internationally</li> <li>• Identify in advance the most significant items and ensure that these are kept particularly secure</li> <li>• Identify and list items that might be at risk of illicit trafficking</li> <li>• Ensure inventories and digital records are backed up off site</li> </ul>
Packing and Handling	<ul style="list-style-type: none"> <li>• Injury to participants during handling, lifting</li> <li>• Physical damage to items through poor handling and inadequate support when packed</li> <li>• Chemical deterioration from use of incorrect materials</li> <li>• Exposure to poor/fluctuating environmental conditions - deterioration</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Assess volume/ quantity to be moved, number of people required, and time required</li> <li>• Trained staff to carry out packing</li> <li>• Deliver training if going to involve staff/ volunteers/contractors who may not normally handle/ move collections</li> <li>• Use trolleys, and lifts where possible</li> <li>• Allocate tasks according to ability</li> <li>• Pack according to standard conservation principles, using archival and approved materials where possible</li> <li>• Pack to ensure that items are well supported and will not move when being carried/ transported</li> </ul>
Transportation and infrastructure - Damaged roads/ rail networks	<ul style="list-style-type: none"> <li>• Loss of data</li> <li>• Loss of archives</li> <li>• Physical damage in transit</li> <li>• Access to sites difficult and may be impossible if infrastructure severely damaged</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Prepare documentation for items to be moved</li> <li>• Keep track of where items are</li> <li>• Identify options for transportation</li> <li>• Identify options for security while in transit</li> <li>• Work out alternative routes</li> </ul>
Temporary/ alternative store	<ul style="list-style-type: none"> <li>• Deterioration from poor environmental conditions</li> <li>• Physical damage if shelving/ floors</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Identify possible temporary/alternative stores and assess for suitability/ or ability to be</li> </ul>

	<p>overloaded, or building attacked/ collapse</p> <ul style="list-style-type: none"> <li>• Biodeterioration - Pest damage and mould</li> <li>• Contaminants/ pollutants</li> <li>• Theft</li> <li>• Fire, flood etc damage</li> </ul>	<p>adapted to provide protection, security, good or controllable environmental conditions and good access</p> <ul style="list-style-type: none"> <li>• Fire prevention measures in place/ or could be installed: fire compartmentation, fire detection, fire suppression/ fire extinguishers</li> <li>• Located away from hazards, including flood plains, landslides, military targets, airports, power stations, chemical works</li> <li>• Avoid pipes running through, including water and heating pipes</li> <li>• If at risk of water ingress, plan to install leak detectors (and if no other options are available, pumps with generators)</li> <li>• Robust shelving, and no overloading of shelves</li> <li>• Large enough space to store volume of material required, or if not, calculate the percentage that could be accommodated,</li> <li>• Calculate the quantity of racking that could be installed</li> <li>• Monitoring of the environment, analysis of data and actions taken if required</li> <li>• Plan to install security alarms</li> <li>• If possible, monitor the environment for a year, to determine the annual fluctuations, and what equipment might need to be installed to provide a stable environment</li> <li>• If a large space underground could a standalone structure be erected which could be environmentally controlled?</li> <li>• Consider how long the archive might be in temporary storage</li> </ul>
Cyber attack	<ul style="list-style-type: none"> <li>• Computer systems/networks compromised, disabled, data stolen, deleted, altered</li> <li>• Failure of communication systems</li> </ul>	<ul style="list-style-type: none"> <li>• <i>Plan in peace time and prepare well</i></li> <li>• Take professional advice, and plan mitigation measures</li> <li>• Contingency plans in place for if computer systems are compromised</li> <li>• Alternative communication systems maintained</li> </ul>

See too: SCA Emergency Planning Matters Template 1: Risk Assessment



#### 4. Protection of the building and in-situ/ on site protection

The types of buildings archives are housed in, and the type of location they are situated in, vary considerably. Some are situated in cities and towns, others in rural landscapes. As in many areas of preservation, the building is the first line of defence. It should be assessed, through (for example) a building vulnerability assessment, to identify areas of weakness, and to see whether additional measures would be needed in the event of armed conflict, and a plan drawn up for installing protection with an estimate made of the resources required, in terms of people, materials, cost and time.

Professional advice should be sought from civil, structural, or military engineers about the ability of the building to withstand armed conflict, and the possibility of improving and strengthening the building. Identify any additional protective measures that may be required, beyond those which would be implemented during other incidents, e.g. boarding of windows, additional physical protection, false walls to protect or hide elements (noting the impact this may have on air circulation and access), protection for skylights, and glass panels on roofs and domes, strengthening of basement ceilings, installation of additional fire prevention measures, including additional fire compartmentation.

Identify, too, any highly significant architectural elements that could potentially be removed to safe storage. Stained glass windows were removed from one of the legal libraries in London, in World War II, for safe keeping, and were successfully reinstated after the war.

In-situ/on site protection of collection items: many large objects will not be able to be moved, and depending on the threat, building protective structures around these items or sandbagging your collection or site may provide protection instead. The realities of what is achievable to protect large and heavy objects and items in situ are based on the timeframe and resources available.

As far as possible draw up plans for on site protection, noting the following: mark up floor plans with the location of each item/architectural feature, the method of protection that would be used, materials required, and the time required to install the protection. Record elements photographically, and consider commissioning a 3D scan of the building. Given the potential impact, and the scale of damage witnessed in countries experiencing armed conflict, however, be aware that it may be very difficult to provide adequate on site protection.

Methods for boxing-in, for building works, are described in the *Manual of Housekeeping*.<sup>8</sup> See too: Noblecourt (1956) *Protection of Cultural Property in the event of armed conflict*.

If a copy can be viewed in person, see too, *Air Raid Precautions in Museums, Picture Galleries and Libraries* written by Professor Harold Plenderleith, British Museum, Research Laboratory, and Ian Rawlins, Physicist, National Gallery. Published by the British Museum in 1939.

#### 5. Safe storage of archives

*Armed conflict protection has to consider two elements: 1. The use of protective techniques in the archive building (in situ protection), building on the building's own strengths to increase the insulation of the archives from the high energy released in weapons attacks and 2. Evacuation and sheltering of records, which involves criteria of selection for protection, identification of shelter sites, physical arrangements for moving and consideration of circumstances in which the procedure will be initiated.* (Plathe 2000, extract from summary.)

##### 5.1 Assessing the options:

Assess the building to determine whether it would be the safest place for the archive during armed conflict, whether part of the archive should be moved, within the building/ evacuated to another location, or whether the entire archive, if manageable, should be relocated. Commission a building vulnerability assessment, to assess the building structure, whether it would require strengthening, and to identify the most protected parts of the building.

Many organisations will have identified within their existing emergency plan an alternative location for salvaged collections, in case of a major emergency. Check and consider whether this would be still be a viable option in the event of armed conflict. If it is very near the original location, or lacks appropriate conditions for long-term use, it may be unsuitable. The decision may be made to store an organisation's archives in a number of locations. In determining whether archives can or should be moved, assess the comparative risks of leaving archives in situ and of

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<sup>8</sup> National Trust (2006) *Manual of Housekeeping* pp.719-720

relocation/evacuation. Ideally collections would be stored in a bombproof structure, away from any military targets and other hazards, including flood plains, rising ground water, provide a good stable environment for collections (not too hot, damp, or fluctuating), free from pests, be accessible for staff/ owners to monitor the collection, and be secure from theft. Remember that even if there are good relations with local emergency services for the main building in peace, they may have less experience of your off-site facilities. In addition, during a conflict, emergency services are likely to be under significant pressure and may be unable to respond.

Historically there are examples where during armed conflict parts of collections have been transported from their institution and relocated to a location deemed to be safer. A number of library collections were evacuated from London for World War II, including elements of the Royal College of Surgeons Library.

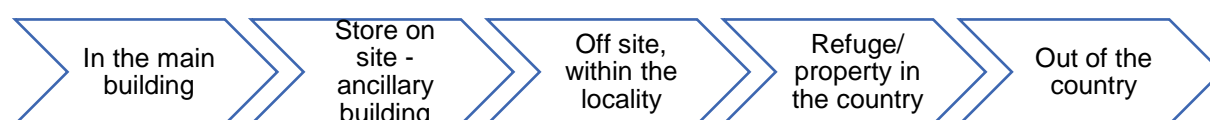
For archives within Scotland, the options are likely to be to keep archives on site, transfer/ evacuate some of the collection to an off-site store belonging to the institution, to safe storage elsewhere in the city/town, elsewhere in the country, or elsewhere in the UK. For some countries, evacuation overseas or to a neighbouring country may be considered. While at the moment it may be difficult to envisage a situation where this might apply to archives in Scotland, some may find it prudent to consider this option too in their planning process.

Legal context: Article 1, subsection b, of the 1954 Hague Convention refers to refuges “...refuges intended to shelter, in the event of armed conflict, the movable cultural property [of great importance]....”.

- *Refuges are legally defined under the 1954 Hague Convention as facilities ‘intended to shelter movable cultural property in the event of armed conflict.’*
- *Refuges are ideally purpose-built and prepared in advance of hostilities, but any shelter can be declared a refuge.*
- *They must be within the territory of a 1954 Hague Convention state party and are intended as a national system for the safe storage of moveable cultural property of great importance within country.*
- *Any collections storage in country may be designated a refuge by that country’s authorities under Article 1 of 1954 Hague Convention. This grants general legal protection during conflict (armed forces must try to limit the impact of their operations on the site as far as possible, and looting is illegal).<sup>9</sup>*

**See:** BSI (Blue Shield International) *Evacuation of Collections: Emergency Guidance*.<sup>10</sup>

A very good account of actions taken to protect collections in England during World War is described in Shenton (2021). See too Deans, ‘Protective Measures Before the 1954 Hague Convention: The Case of the Imperial War Museum, 1933-1950’ in Cunliffe and Fox (2021).



## 5.2 Storage on site:

The building housing the archive may be considered strong enough and secure enough to withstand armed conflict, or it may be possible to take additional measures to strengthen and protect the building. If so, identify the actions required, who would be able to carry out the work, all the resources required and prepare a plan for implementation. Determine whether collections would need to be moved within the building to the better protected and most secure areas. If remaining on site consider whether they would require additional protective measures, eg, physical protection, fire protection, for example by placing in fire proof cabinets. Careful consideration needs to be given to the locality, identifying nearby hazards, including potential military targets.

Find out, too, if the building would be used for any other purposes in the event of armed conflict, for example a welfare centre or shelter, and plan accordingly. Check with local community resilience planners about potential uses. Plan how access for monitoring the collection and security would be maintained if the collection remained in place.

<sup>9</sup> Blue Shield International (BSI) National Committee Training Course Block Two, Session Seven, *Evacuations, Safe Havens, and Refuges* Paumgartner, N and Zingg, R (2022) *Refuges, safe havens, and the protection of movable cultural heritage* In Cunliffe, E., and Fox, P. *Safeguarding Cultural Property in the 1954 Hague Convention. All Possible Steps*. Boydell Press: Suffolk. Pp 79-98

<sup>10</sup> BSI *Evacuation of Collections: Emergency Guidance* <https://theblueshield.org/download/emergency-management-resources-for-cultural-heritage-in-conflict-disaster-and-crisis/>

### **5.3 Storage on site – ancillary building:**

Organisations may have off site stores, out buildings or ancillary buildings which could be used or adapted for the storage of collections. The risks associated with these need to be identified as for the main building. Determine whether the building is strong enough to protect the archive, or whether it could be strengthened. If located in a city, though, or near military targets or installations, the risk of attack could remain high.

Things to consider:

- What is the building structure?
- Will the building be used for another purpose? If so, could security of the collection be maintained?
- Could the building be secured from theft/ looting?
- Are adequate fire prevention measures in place? Could they be upgraded? Is there a basement? [Note: basements may not always provide sufficient protection, and are only as strong as the ceiling, which it may be possible to strengthened.]
- Is the building located near hazardous sites/ targets?
- Could in-situ/ on site protection be installed?
- Will staff be redeployed to other civic duties?
- Does the building have existing fire prevention measures in place? Could they be upgraded?

### **5.4 Evacuation/Relocation: Off site, within the locality:**

Local off-site storage may be a building which is a dedicated store, belongs to another organisation, or another secure building(s)/sites within the city or locality. In the immediate event of armed conflict there have historically been several instances where custodians of collections have removed the most significant items, either home in extremis, or to another pre-determined location. When taking items off site, documentation becomes even more important, to ensure that movement of individual items is tracked and locations recorded. There are increased risks from additional handling, packing, and transportation, etc, to assess and compare with the level of risk of leaving objects in situ. Planning for moving collections out of London during World War II, for example, began in the early 1930's.

*Similar questions need to be answered as for 'On-site ancillary building', and, in addition:*

- Who has, would have, the authority to authorise relocation from site and have they considered when?
- Who would need to be consulted and informed?
- If insured, have the insurers been consulted? Would the collection still be insured? Does the insurance cover armed conflict?
- Are the collection items which would be moved fully documented?
- Could the documentation be done during packing/ on arrival, if time was short?
- How could security be maintained?
- Is the site accessible? Would staff have access to monitor the collection?
- Could resources be obtained: crates, boxes, packing materials?
- Has a budget been allocated? How would safe transport be arranged?
- Could secrecy be maintained?
- Who would be informed the collection has relocated?
- How long would it take to move the items identified for relocation?

### **5.5 Evacuation: Elsewhere in the country and Out of the country**

When evacuating or relocating collections, they would ideally be moved to sites away from potential military activity. Given the range and capabilities of modern-day weapons such sites may be difficult to identify. Historically, collections from London institutions were successfully stored temporarily in disused mines, facilitated by staff of the National Library Wales, following detailed planning and provision for access for monitoring and adequate environmental control. Similar considerations apply for evacuation elsewhere in the country, as for evacuation/ relocation to site within the general locality.

The decision to move items abroad would never be taken lightly, and the risks of doing so should be identified and considered extremely carefully. Just a few of the issues that would need to be considered include: location, political

stability of the potential host country, permissions that would need to be sought for collections to be moved legally (between institutions and potentially states), legal arrangements for receipt and return of collection, and options for transport. In Scotland the Public Records of Scotland need an Act of Parliament to be moved out of the country.<sup>11</sup>

## 5.6 Specification for a shelter/ refuge/ temporary store

If the archive is accredited and is currently stored according to BS EN16893:2018, ideally an alternative store would be of the same specification. This is likely to require long term planning. In some public buildings existing premises may be shared with other tenants, sometimes commercial. For non-accredited archives follow the requirements of Benchmarks 3, and see the basic specification below.

Basic specification:

- Bombproof, ideally
- Away from potential targets, and other hazards
- Underground, if the environment can be controlled
- Located where there is accommodation nearby, if possible, for staff when monitoring/ checking the collection
- Ventilation/ air movement
- Controllable environment
- Accessible
- Lighting and electricity
- Good communications
- Secure, restricted access
- Intruder alarm system
- Secrecy may also be a factor – restrict knowledge of location
- Shelving – ideally metal, if environmental conditions are not damp
- Adequate floor loading
- Fire prevention measures in place: detection, alarm systems, fire compartmentation

*If the floor can take the weight and if access to the collection is not required, shelving in an interim storage area can be deeper than in permanent storage. Books may be double or treble banked, with less headroom than normal, and archival boxes may be stacked higher than usual, subject to the weight and nature of their contents. Adjustable metal shelving is often ideal for interim storage, provided that the ends are packed out with board to prevent screws or bolts damaging books or unprotected items. Wooden shelving is generally acceptable but should be lined with archival board if it is rough or new. The load-bearing of the shelving must be assessed, as some metal shelving is not as strong as it looks. Some manufacturers include a 10% allowance for shelf deflection. It is not advisable to store collections (bound materials in particular) on sagging shelves, so understanding the weight of collections is crucial when buying shelving.<sup>12</sup>*

**See:** *Benchmarks 3, Conservation Management Planning Tool*

**See:** *BL Library and Archive Storage Furniture* (2012) <https://www.bl.uk/conservation/guides>

**See:** BS EN16893:2018, *Conservation of Cultural Heritage. Specifications for location, construction and modification of buildings or rooms intended for the storage or use of heritage collections.*

*See too: BS EN 15759-2:2018 Conservation of cultural heritage - Indoor climate - Part 2: Ventilation management for the protection of cultural heritage buildings and collections*

*And BS 4971:2017 Conservation and care of archive and library collections and resources cited in Archive Scheme Accreditation Guidance for developing and completing an application* (2021).

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<sup>11</sup> For further information on Safe Havens, **See:** *Guiding Principles for Safe Havens for Archives at Risk: A Commentary* <https://www.swisspeace.ch/publications/essentials/guiding-principles-for-safe-havens-for-archives-at-risk-a-commentary> [https://www.swisspeace.ch/assets/publications/downloads/Essentials/2020\\_GuidingPrinciples\\_ACommentary.pdf](https://www.swisspeace.ch/assets/publications/downloads/Essentials/2020_GuidingPrinciples_ACommentary.pdf) and [Guidelines for the Establishment and Conduct of Safe Havens as Adopted by the International Law Association at its 73rd Conference held in Rio De Janeiro, Brazil, 17–21 August 2008 | International Journal of Cultural Property | Cambridge Core](#)

<sup>12</sup> Bendix, C *Packing and Moving Library and Archive collections* (2013) p.4 For more information refer to the Preservation Advisory Centre booklet, *Library and archive storage furniture* [www.bl.uk/blpac/pdf/storage.pdf](http://www.bl.uk/blpac/pdf/storage.pdf) <https://www.bl.uk/conservation/guides>

## 6. Packing and Documentation

Remember, if you are preparing to evacuate archives ensure you have permission to do so before beginning. Use your priority lists to determine what could be moved in the time available based on the level of the threat and the resources available to you. Try to calculate, and record, the quantity, and types, of materials that would be required to pack the items that would be moved.

The decision to move an archive is difficult one: the following is from ICCROM and is also true of archives.

*The decision to evacuate a threatened collection of objects from a museum or an archaeological site is an important one. If not thought out carefully, a hastily executed move can expose valuable cultural objects to newer and unforeseen threats. That is why this decision should be taken only if all the following conditions are met:*

1. *the threat to your institution is real*
2. *the current measures in place would not be able to prevent damage to your collection*
3. *safer place for storage of the collection is available*
4. *formal authorisation to evacuate and relocate objects has been secured*
5. *you have sufficient man-power and resources to relocate the endangered collection*
6. *there is no threat to the personal safety and security of the people involved in the operation.*<sup>13</sup>

While point one above indicates that a collection should be evacuated if the threat is real, the level of threat may be difficult to determine accurately. The threat from staying in situ needs to be balanced against movement, and a decision may be taken that early preventive action may be the best way of ensuring the preservation of the collection. Before the need arises, collections expertise should be identified and deliberate efforts to establish working relationships with outside networks to obtain their support if needed. These connections can be critical if needed in a hurry, and are better to nurture beforehand.

Ensure there is an accurate and complete accessible backup of the institution's entire collections assets, including written records, photographs and inventories. If not already done this should be undertaken as part of the organisation's business continuity planning process. Beware that loss of connection to a collections records management (CRM) system can slow down documentation and packing significantly.

If possible, documentation, packing and transfer should be carried out to best practice standards for archives, although when time is short this maybe not achievable, particularly, without advance planning and preparation. Where possible prepare documentation, as far as practicable, in advance.

Consider planning for, and preparing to use, barcodes: these were used successfully to track and record archives moved following the Glasgow School of Art fire, as described below.

*Barcoding is more efficient and items/crates can be scanned at a number of points e.g. when an item is taken off a shelf, when it is packed, when it is placed in a crate, when the crate is put into/and taken out of a lorry, and when the item is placed in store or at its final destination. Barcodes may be stuck directly onto boxes or packing materials, or onto slips of paper which can be inserted into collection items. (Bendix 2013)*

The most basic documentation that should be created when materials are moved is an inventory of items moved and the new location. For a mixed collection, an inventory should at its most basic level contain an accession number, type of object, materials, dimensions, weight, original location, photos and ultimately the new location. (For unplanned emergency evacuations, see the template for basic requirement for hurried collection movements in *ICCROM Endangered Heritage: Emergency Evacuation of Heritage Collections*.)

When packing objects that are to be moved, packaging is used to provide: protection against damage, security for the object, and safety for people moving the object. During a conflict your ability to access information can be significantly lessened with power loss, internet or phone connections limited, so any lists of resources that can be pre-planned to make the initial stages more time effective can be beneficial. When under threat packing materials required to move archives may not be available or available in sufficient quantity. Consider building up stocks of materials. Make a list of alternatives that could be acquired locally.

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<sup>13</sup> ICCROM Endangered Heritage: Emergency Evacuation of Heritage Collections <https://www.iccrom.org/publication/endangered-heritage-emergency-evacuation-heritage-collections>

Often, packing materials for transport are only needed for a short period of time, while an object is being moved, but during armed conflict, items may be in store for years. Physical support is the most important consideration, as well as the quality of the packing materials and methods.

Good materials to use include acid-free paper and cards, polyester, polyethylene ('jiffy foam' Cellair™ Plastazote (black or white), bubble wrap) and polystyrene boxes. These are all materials that can be used to support an object during a move inside a box or crate. Bread trays are also very useful, and designed to stack. Bubble wrap is often used to “soft-wrap” objects, using a separating layer first, such as three layers of acid free tissue, and then bubble wrap, with the smooth side towards the object.

Materials to avoid if possible: non-acid free materials, such as newspaper, ordinary tissue paper, and hand towels; hairy or fluffy materials, such as cotton wool or felt (parts of the packing could catch and fragments, or metal fittings become detached. Woollen materials encourage pests such as moths, and should be avoided. Dyed textiles should also be avoided as the colour can migrate in high RH environments and they can be corrosive to archive materials (if they have metal elements). Tapes such as Sellotape® or masking tape can damage objects if they get stuck to them, and their adhesive can absorb through tissue and card over time. Hardboard, MDF or plywood crates are often poor quality, with edges that can snag items, and may give off harmful gases. They may also contain pests such as woodworm or carpet beetle. Cardboard can be used for short journeys, but most cardboard is acidic and less robust than other material, and unless acid free is not suitable for long term storage.

The distance and method of transport should be considered before packing begins, and pack accordingly. If an object is moved within a building on a trolley, then the packaging materials do not need to be particularly robust. For example, a manuscript may be surrounded in tissue paper and placed in an open crate. However, if the same object is being packed for shipment by vehicle or airplane to another location, it needs to be packed for protection against much more aggressive movement and may require a lidded crate with internal supports cut to fit the object precisely.

**See:** Bendix, C *Packing and Moving Library and Archive collections* (2013)

**See:** ICCROM *Endangered Heritage: Emergency Evacuation of Heritage Collections*

#### Documentation – use of barcodes: Case study Glasgow School of Art Fire



GADPN and individuals who were also members of CERN responded. (Susannah Waters pers comms 2016)

*During the following week the volunteers organised by GADPN [Glasgow Area Disaster Planning Network], working in pairs with laptops, helped us to add barcodes to each plan chest drawer or archive box stored in the McLellan Galleries and then to note this number in a spreadsheet alongside the reference number of the material to which it related. The boxes were stacked on pallets as they were listed so that they would be ready for shrink-wrapping and pick-up by Constantine, who were taking them to off-site storage. Each pallet was also given a number and this was again noted in the spreadsheet.’ (Waters 2014).<sup>14</sup>*

<sup>14</sup> Photographs taken by Fiona Macalister, printed with permission of GSA.

## 7. Transportation

Identify the safest way to transport objects from the site to the new storage location, identify several options for the route, calculate how long the journey might take, consider the security of the collection, and when planning to move the collection, you will need to ensure you have enough time. The support of emergency services or the military may be required to facilitate the transfer depending on the specific level, and nature, of the threat, if conflict has commenced. During conflict, this may not be possible, however, which can place transports – and the personnel with them – at significant risk.

The risk of stress on archival material increases the longer it is in transit, and the practicalities change when moving objects over longer distances, such as between sites or internationally. It is important to pack the collection appropriately, especially if you may not know who will be handling the object during transit.

Remember to conduct a risk assessment for transportation, and ensure that the collection will not be subjected to greater risk than the initial risk if it remains on site, for example through increased risk of theft, damage, or exposure to poor environmental conditions. Normal vigilance or procedures should be maintained. In many cases items are transported in secrecy. However, there is provision under the 1954 Hague Convention for transports of cultural property of great importance to be identified with the single blue shield emblem, to indicate the protected status of the convoy and facilitate protection. It is not known, however, at the moment whether this procedure would be implemented by the Scottish or UK governments in the event of armed conflict.

**See:** Bendix, C *Packing and Moving Library and Archive collections* (2013)

**See:** BS EN 15946:2011 *Conservation of cultural property. Packing principles for transport*

**See:** BS EN 16648:2015 *Conservation of cultural property. Transport methods*

## 8. Data protection

Consider whether any additional measures might be required, for example additional security measures, both physical and for on-line security of data, to protect data and systems from theft and cyber attack. Seek expert advice.

**See:** Scottish Government *Cyber Resilience*

**See:** IFLA (2022) *Statement on Cyber Security*

## 9. Communications

During a conflict, communications may become very difficult, with potential loss of mobile phone networks, loss of analogue services, and loss of internet access. Explore options for alternative means of communicating with stakeholders, staff, and volunteers, for example via satellite phones, or apps. Keep abreast of current developments in technology, and seek professional advice. While this may be very difficult to plan and prepare for, it is good to identify, consider, and note in the plan what the options may be.

## 10. Staff welfare and Training

One of the key things to prepare for is the welfare of staff. Key aspects when considering staff welfare include: developing staff resilience and flexibility, issuing clear instructions, good communications, monitoring, delivering training, providing access to external support, and strong networks. In some organisations members of staff may be re-deployed to other duties, may leave, or be unavailable for other reasons. Prepare for a reduction in staff, identify the areas of service that would be impacted if this can be determined, and the impact on the remaining staff if covering for others, or taking on new duties.

Consider whether there would be any additional welfare needs which could be planned and prepared for. These may include: help with accommodation, financial assistance, support through providing good communications, timely updates, and clear instructions.

Identify any additional training needs for staff, and how these can be met, either internally, or externally, either through direct training or learning from other organisations. Additional training needs may include: manual handling, handling of

collections, communications, greater flexibility for covering different roles, dissemination of the preparation plans for armed conflict, visiting potential off site storage sites, having first identified the small number of people who would need to know way in advance of the sites being needed, while maintaining secrecy. Draw up a training plan and programme. See *Emergency Planning Matters Template 3: Training*.<sup>15</sup>

The 1954 Hague Convention makes specific reference to personnel:

*1954 Hague Convention Chapter IV. Personnel Article 15. As far as is consistent with the interests of security, personnel engaged in the protection of cultural property shall, in the interests of such property, be respected and, if they fall into the hands of the opposing Party, shall be allowed to continue to carry out their duties whenever the cultural property for which they are responsible has also fallen into the hands of the opposing Party.*<sup>16</sup>

*If authorised by the competent authority of the state, such personnel may be identified via a single blue shield (Article 17(2)(c), on, for example, an armlet (Regulations Article 20(1)), and/or an identity card (Regulations Article 21), to aid in their legitimate identification.*

## 11. Strong support networks

Building strong support networks is vital. Effective emergency response networks can greatly increase the effectiveness of response and recovery. Peace time is an opportunity to develop links with first responders: the police and fire services, but also the armed forces, who may during times of widespread flooding, for example, provide support for the emergency services. Build and develop close working relationships with other archives, heritage organisations and also those responsible for civil resilience in the area you are situated in. The benefits of doing so cannot be overestimated. For those in Edinburgh consider joining ECRN, the Edinburgh Collections Response Network and for those in Glasgow, GADPN, Glasgow Area Disaster Planning Network.

“Discussions could cover: common resources, including storage space, and equipment. A framework agreement could be drawn up for the sharing of resources.” (Plathe 2000). Options for shared storage spaces and the creation of refuges for safe storage of collections in armed conflict could be explored.

Explore too options for developing close links with the services, including the military.

*Military personnel may be the first (if not the only) personnel able to access CP [cultural property] locations during and following armed conflict, potentially rendering them partly responsible for safe-guarding, or they may be needed to secure civilian access to sites in their area of operations or to transport important collections from museums to refuges. (Bradford 2022 p.155.)*

## 12. Consideration of circumstances in which the plan would be implemented – Activation

It is difficult to anticipate the exact circumstances that would trigger implementation of actions to take in the run up to armed conflict, and the decision is likely to be preceded by advice, instructions and guidance received from the Scottish government, other services and in some cases other heritage organisations. Museums and Galleries Scotland and Historic Environment Scotland are cited in the Scottish Government Implementation Guidance.

It is crucial to consider, and write down, possible trigger points for actioning the plan. These may change, and will be depend on the nature of the specific threat, but worthwhile to consider what these might be. The triggers are likely to vary for different organisations, dependent on location, and perceived threat and level of risk.

## 13. Response and Recovery

The focus of this guidance is to cover initial planning and preparation and not to cover response and recovery in detail, but there are a few points to note here. The initial response, in the time leading up to armed conflict, would be to review

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<sup>15</sup> SCA *Emergency Planning Matters Template 3*

<sup>16</sup> <https://www.legislation.gov.uk/ukpga/2017/6/schedule/1/enacted> <https://www.legislation.gov.uk/ukpga/2017/6/schedule/1>



the plan and preparations already made. Update if required and start to action. Historically, on commencement of armed conflict, some institutions have shut their doors quickly to the public to allow staff to secure the collection, others, have remained open to provide a greatly valued service, at enormous risk to the staff.

Recovery: If the building is damaged structurally staff are very unlikely to have access to it until the structure has been assessed, reinforced, stabilised, and checked and cleared of unexploded munitions. The timeframe for this cannot be anticipated. It can be years. It would be essential to secure the site. To install fencing and provide guards, if possible. When first entering, it is crucial that damage is recorded accurately, including photographically, as potential evidence of crimes against cultural heritage. It is vital that the scene should be treated as a crime scene, and all due evidence collection processes conducted before any recovery begins.

In *SCA Emergency Planning Matters Template 4: Business Continuity and Long-Term Recovery* there is a checklist for *Long term recovery* and forms for *Post Conflict Damage Assessment for Collections in Archives*. See Appendix 4, Recovery Phase of this guidance, for notes for using and completing the forms. It is assumed that a damage assessment for the building has been carried out and the site made safe.

## 14. Conclusions

The guidance emphasises the advantages of planning and preparing in peace time. The information gathered forms the basis of the emergency plan supplement for times of armed conflict. As with other elements of an organisation's emergency plan and business continuity plan it should be reviewed annually.

This initial guidance note does not cover in detail response specific to armed conflict. It may be followed with additional guidance, with reference to guidance which is currently being produced internationally for those experiencing armed conflict.

While the current Scottish government guidelines for the implementation of the 1954 Hague Convention Act does not require organisations to undertake additional measures beyond their normal emergency planning, they do state that *'the type of cultural property, its location and an assessment of the degree of risk to the property may mean extra safeguarding measures should be considered'*.

It is greatly beneficial to take time to consider what actions would be needed, and to start planning and preparing resources. **Plan and prepare well in peace time.**

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## APPENDIX 1: Overarching threats highlighted by Blue Shield International <sup>17</sup>

Overarching threats highlighted by Blue Shield International - extracts		
Lack of military awareness	<ul style="list-style-type: none"> <li>• Potential for total loss or extensive damage</li> </ul>	<ul style="list-style-type: none"> <li>• Informed and trained military</li> </ul>
Lack of planning	<ul style="list-style-type: none"> <li>• Greater potential for total loss</li> </ul>	<ul style="list-style-type: none"> <li>• Plan and prepare in peace time</li> </ul>
Specific (or deliberate) targeting and damage	<ul style="list-style-type: none"> <li>• <i>As for 'Bombs/ munitions</i></li> </ul>	<ul style="list-style-type: none"> <li>• Proactive protection prior to conflict</li> </ul>
Collateral and accidental damage	<ul style="list-style-type: none"> <li>• <i>As for 'Bombs/ munitions</i></li> </ul>	<ul style="list-style-type: none"> <li>• Implement safeguarding measures and inform armed forces of the archive's location to minimise the chances of collateral damage</li> </ul>
Enforced neglect	<ul style="list-style-type: none"> <li>• Lack of access to the site</li> <li>• Disruption of essential routine maintenance of the building, and monitoring of the collection</li> <li>• Poor environmental conditions, if normal procedures inoperable</li> </ul>	<ul style="list-style-type: none"> <li>• Arrange access to sites, if it would be safe to visit, for example through armed services, for maintenance purposes, or evacuate collections in advance</li> <li>• When preparing emergency refuges in peacetime, consider environmental needs of the collection. However, given the speed of a conflict or disaster, it is not always possible to evacuate a collection, or implement safeguarding measures in situ.</li> <li>• Sometimes, the best support that can be provided externally is materials and equipment to protect objects and sites, or training in emergency measures. This can be for both heritage staff, and the armed forces and emergency responders, who may be tasked with assisting where possible</li> </ul>
Deliberate reuse of site	<ul style="list-style-type: none"> <li>• Military use of sites encompasses Erection of fortifications and trenches, military buildings, and the planting of landmines.</li> <li>• Sites reused by desperate refugees looking for shelter.</li> </ul>	<ul style="list-style-type: none"> <li>• In the case of refugees, desperation cannot be mitigated: remember the very human cost of war, and assist delivery of aid wherever possible. However, in cases of deliberate unnecessary use, we can work to raise awareness of the protection granted to such sites by international law. A number of studies are now ongoing examine the types and extent of such damage, to better understand the cost and methods of mitigation.</li> <li>• The armed forces, emergency responders, and heritage professionals all need to be aware of the risks posed by armed conflict, of the laws that protect it, and to prepare for it accordingly.</li> </ul>
Development	<ul style="list-style-type: none"> <li>• Demolition of damaged buildings</li> <li>• Stone robbing</li> </ul>	<ul style="list-style-type: none"> <li>• As far as possible, site guards and those responsible for enforcing heritage laws should be supported to</li> </ul>

<sup>17</sup> BSI, Blue Shield International <https://theblueshield.org/why-we-do-it/threats-to-heritage/>

	<ul style="list-style-type: none"> <li>• Rapid redevelopment</li> </ul>	<p>continue their work to protect sites and, when the situation permits, national prosecutions should be carried out to punish those who demolish historic areas, acting as a deterrent to future illegal development in the post-conflict period. In addition, those dealing with heritage reconstruction should contact those who deal with larger-scale rebuilding of infrastructure, to raise the importance of heritage in post-conflict rebuilding, both in terms of funding requirements and potential to contribute to community rebuilding. This work will benefit considerably from accurate plans of the location of heritage sites, completed (as far as possible) during peacetime.</p>
Looting and pillage	<ul style="list-style-type: none"> <li>• Breakdown in social order</li> <li>• Looting by organised criminal organisations</li> <li>• Loss of collection items</li> </ul>	<ul style="list-style-type: none"> <li>• Awareness raising must be conducted among locals who loot sites, those who purchase antiquities (tourists and dealers), armed forces who may be offered looted “souvenirs”, and police, borders, and customs forces. Many countries now insist on stringent searches of the baggage of both military and civilian personnel returning from deployment. It is also essential for organisations such as national police forces, and borders and customs agencies, to receive training in relevant legislation and in identifying illicit antiquities during peacetime.</li> </ul>

## APPENDIX 2: CHECKLISTS

### Checklist 1: Initial planning

	ACTION	✓
	Senior management, if working within a local or regional authority, find out whether there is a city-wide plan for armed conflict, and how the archive feeds into the plan. Check whether archive staff may be redeployed for other duties within the authority. Find out whether any additional resources may be made available to the archive, for example assistance with installing protection or moving collections.	
	Find out whether the building(s) has been identified by the local authorities as a site of alternative use in the event of a major incident <ul style="list-style-type: none"> <li>➤ Would you have access to the collection?</li> <li>➤ How would security be maintained?</li> <li>➤ How would collections be monitored?</li> <li>➤ How would data protection measures be fully maintained?</li> </ul>	
	Check with the Scottish Minister for Culture whether the building and collection have been identified as a place of protection/enhanced protection/special protection under the Cultural Property (Armed Conflict) Act 2017	
	Review Emergency Plan and update if required, and ensure there are copies in more than one location, of both the plan and essential records <ul style="list-style-type: none"> <li>➤ Ensure that contact details for staff and other emergency contacts and services are up to date.</li> <li>➤ Ensure that staff are aware of their roles</li> <li>➤ Check priority items are known and recorded</li> <li>➤ Check status of inventories, and update if possible</li> <li>➤ Check access to crates, and packing materials, for packing items</li> <li>➤ Check, and update, arrangements and contact numbers for transport companies, for movement of collections</li> <li>➤ Note objects that may have a health and safety risk (in terms of recovery and safety of external crews e.g., firefighters), for example any highly flammable materials, or radioactive. Record and mark on plans</li> </ul>	
	Review staff welfare measures. Are there additional staff welfare needs that could be planned for now? Eg: mechanism for payment of staff, possible provision of accommodation, provision of equipment, provision for additional access to counselling. Identify and plan to address any additional training requirements	
	Check and record whether significant items have been digitised, and ensure computer records are backed up, and if possible stored on two servers/ systems. Draw up a programme to Digitise significant items if not already done	
	Identify, if it is not already part of the emergency plan, an alternative location for at least part of the archive/collection. Check any existing arrangements for alternative locations, in your emergency plan, and whether these would still be appropriate.	
	If the collection is insured check with insurers about cover if part/all of the collection was relocated, and details of cover in event of armed conflict.	
	Prepare documentation in advance for items that have been identified to be those that would be relocated, these may be the same as your priority items. Prepare a spreadsheet, so that items can be ticked off as they are packed and crated, and record the initial location and new location. Consider using barcodes to record crates and contents. <i>See Checklist for Packing and Transport</i>	
	Plan how the building would be kept secure if damaged: fencing, boarding, alarms,	

	24/7 security, assistance from the military? It may be at high risk of theft/ looting.	
	If possible, identify in advance any items that may be at risk from illicit trafficking, eg., high value, or historically significant manuscripts. Keep a record of these items, ensure that they are photographed, scanned/digitised and well documented and that they are kept very secure.	
	Media and social media: ensure that staff are well briefed not to talk to the media about plans or any actions that are being taken to secure and protect the archive. Appoint specific people to give press briefings and to manage media and social media	
	Communications: Plan for how communications would be maintained if mobile phone services were down, and phone lines. Explore options, for example satellite phones, for use in emergency, and apps. Seek guidance and plan for this possibility.	

### Checklist 2: In situ/ on site protection

	<b>ACTION</b>	✓
	Commission a building vulnerability survey from a civil, structural, military engineer to determine the ability of building to withstand blast impact, and whether, and how, the building could be strengthened	
	Walk round the building and note any additional protective measures that may be required. Eg., boarding of windows, additional physical protection, for example boxing in, for items that cannot be moved, e.g. sculpture and significant architectural elements, false walls to protect or hide elements.  Ideally seek advice from military, structural and fire engineers, on measures that could be taken to reinforce the building, and which parts of the building would be most able to withstand attack, and therefore the safest part of the building for the archive.	
	<ul style="list-style-type: none"> <li>• Photograph, to record, the elements to be protected</li> <li>• Mark up floor plans</li> <li>• Calculate the type and approximate quantity of materials required for each element</li> <li>• Calculate and record the time it would take to install protection</li> <li>• Commission a 3D scan of the building</li> </ul>	
	If time is short and there is no time to install protection: take photos and digitally record significant architectural elements.	

### Checklist 3: Assess Storage options

	ACTION	✓
	Will the building provide protection from attack? If not, could the building be strengthened? If so, determine and record the measures to take, how long the work would take, the cost, and who could do it	
	Is the site secure, or could it be made secure? Record measures required	
	Location: is it vulnerable to attack, near military targets or other hazards?	
	Assess the suitability of the environment for short and long term storage. Identify the measures that could be taken to provide a stable environment and the potential cost, and suppliers, and draw up a plan of what would be required and how the plan could be implemented.	
	Is the site accessible for vehicles?	
	Will staff be able to have access for monitoring and checking the condition of the collection and the environment?	
	Are there intruder alarms, smoke detection, fire alarms and fire fighting measures in place? If not could they be installed? Draw up a plan for implementation, with costs and timescale.	
	If collections are to be moved ensure that legal requirements for doing so would be met. Plan for this and have draft documentation in place that could be quickly revised when required.	

### Checklist 4: Packing and Transportation

	ACTION	✓
	Identify and record items to be moved, prepare documentation so that if possible, in the event of relocation items could be ticked off. <i>Consider too using barcodes for boxes and crates.</i>	
	Calculate quantity of items to be moved, including number of items, and volume	
	Calculate and record resources required: <ul style="list-style-type: none"> <li>• The number of boxes would be needed to pack the collection</li> <li>• The amount of packing materials required</li> <li>• How many people would be needed to pack, move, load and unload the collection</li> <li>• How long it would take to pack, move, load and unload the items</li> <li>• Calculate the costs of materials and supplies</li> <li>• If possible purchase and store materials that might be in short supply</li> <li>• Allocate budget</li> <li>• Draw up a list of possible contractors</li> <li>• Draw up a list of suppliers</li> </ul>	
	Determine how the collection would be moved: <ul style="list-style-type: none"> <li>• mode of transport</li> <li>• alternative routes</li> <li>• time taken</li> <li>• how many vehicles, or trips would be needed</li> </ul>	
	If possible, prepare condition reports for those items that would be moved. When packing for transport check the condition report and update if required.	



## APPENDIX 3: RECOVERY PHASE

### 1. Introduction

Depending on the level of damage to the building(s) and surrounding area it is possible that you may not have access to the archive for months, and possibly years. Factors affecting the time scale for access include: structural stability of the building and nearby buildings, the condition of the surrounding infrastructure, the possible presence of unexploded munitions, mines, improvised explosive devices (IED), and sadly in addition in extreme instances, as was the case at the museum in Mosul, Iraq, the possibility of human remains being present. It is hard to write this, and undoubtedly hard to read, but it is important to be aware of the nature of the hazards that may be present.

During this time staff may need additional support. They may be traumatised, homeless, in need of specialist support, and it is important that this is taken into careful consideration.

There are many additional aspects to consider, some of which are noted in the *Long term recovery checklist*, in *SCA Emergency Planning Matters Template 4*.

Once a building structure assessment has been carried out, and the building is deemed by the authorities to be safe to enter prepare a Safety Risk Assessment for access.

Carry out a post conflict damage assessment for the archive collection, see example forms for initial assessment, *SCA Emergency Planning Matters Template 4*, and see also 'First Aid for Cultural Heritage in Times of Crisis' Manual and Toolkit for detailed information and guidance. (ICCROM) <sup>18</sup>.

Where available and able archaeologists have an important role in post disaster recovery, ensuring that assessment and retrieval is carried out carefully and that the urge to clear away debris quickly is avoided. For parallels there is the approach taken by the National Trust and AOC at Clendon Park, following the extensive fire in 2015.

### 2. Long term recovery checklist

The checklist for long term recovery in *SCA Emergency Planning Matters Template 4* lists some of the key aspects which need to be considered, though not drawn up specifically for times of armed conflict. Even during peace time, if a site is badly damaged, access may be impossible for months, or longer, depending on the extent of the damage and whether various authorities need to carry out investigations first, before staff can access the site.

### 3. Post conflict damage assessment for collections in archives

The damage to collections in archives post conflict may be extensive and may be similar to the damage seen after an earthquake has occurred. Before taking action to retrieve collections it is important that the structure of the building is assessed first, to determine whether it is safe for staff to enter. A **building assessment** should therefore be completed first, and a **Risk Assessment**.

#### The Objectives - Damage Assessment for Collections in Archives

The objectives are:

- to assess and record the loss and damage to the collections, in part for evidence of a potential war crime
- to assess and record the extent of the damage
- to determine priorities for action
- to identify resources and equipment required

#### Methodology

It is recommended that the assessment is carried out by a number of people working together to inspect, assess, document and record the damage to collections.

#### The Post Conflict Damage Assessment Collections – See the 6 part forms in Template 4

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<sup>18</sup>ICCROM <https://www.iccrom.org/publication/first-aid-cultural-heritage-times-crisis-handbook> and Toolkit: <https://www.iccrom.org/publication/first-aid-cultural-heritage-times-crisis-toolkit>

Part 1: Record the name of the assessors and date of assessment; the name of the institution; whether a building assessment has been completed; identifying the hazards and actions to reduce the risks, and whether a risk assessment has been carried out before entering the building. The level of security should be assessed and actions to make the site secure noted. The inventory and records are vital for checking what is missing and what is damaged. The damaged areas and rooms in the building should be listed and the access to the collections assessed.

Part 2: Insert floor plans of the building, a plan for each floor, highlighting the areas that are damaged.

Part 3: Assess and record the damage to the collection, giving an overview/summary of the type of damage, for each room, with plan of the room inserted.

Part 4: Use for assessing the damage to each object in the collection, room by room. Use where it is possible to do so.

Part 5: Use to summarise the findings of the assessment and to record extent of damage and resources required.

Part 6: Use to record Identify and list the actions that need to be taken as a result of the damage assessment of the collections. Identify the actions that need to be taken to protect, retrieve, store and conserve collections. Identify who should carry out the work, or be responsible for a particular action. Record whether the action is low, medium or a high priority and the approximate cost. If difficult to assess the cost it can be stated as zero, low, medium, high. Record the date by which an action should be completed.

**The Procedure:** If possible, it is vital to record the damage photographically first. Digital photographs should be taken of each area, to record the overall damage, and the photographs dated and labelled, according to the protocol used for buildings: yyyy.mm.dd-location-room name-photographer initials-chronological number. The Post Conflict Damage Assessment Collection Form(s) are designed to be used sequentially, and can be expanded and additional sheets added, depending on the number of rooms or areas containing items from the collection.

#### **Notes: Assessment form fields – explanatory notes**

##### **Part 1: - notes**

**Building Assessment:** The building should be assessed before the collections are assessed. Has the building structure and been assessed? Y/N

**Hazards:** Identify the hazards for people: falling masonry, live electrical wires, broken glass, contaminated water, unexploded bombs etc.

**Safety:** Determine whether it is safe for staff and others to enter. Identify the hazards and complete a safety risk assessment - record hazards and actions that could be taken to reduce the risks. Identify personal protective equipment required. Is it safe to enter? Y/N

**Security:** It is crucial to ensure that security of the building is maintained to ensure the safety of staff and to prevent theft and illicit trade. Is the site secure? Y/N

**Inventory and Records:** Record whether the inventory and records relating to the collection, such as acquisition information, provenance, conservation treatment, have survived. If they are damaged record the extent of the damage.

**Areas affected:** Record areas, or rooms, where collections are present. These areas can be recorded on plans of the building. Where are collections located?

**Access:** The collections may not be easily accessible. Objects may be buried under rubble, burnt or behind unstable masonry. If the collections are not easy to get to record what is preventing access. Are the collections accessible? What is preventing access?

##### **Part 2: - no notes**

##### **Part 3: - notes**

**Damage to collection [Condition]:** a brief description of the damage and overall condition of the collections, e.g., burnt, water damage, shattered, contaminated (soot, glass, etc)

#### **Part 4: - notes**

**Object type:** Record the type(s) of object(s)

**Material type:** Record the type of material: e.g., paper, parchment, watercolour, photograph, glass, ceramic, stone, wood.

**Condition:** Record the type of damage, e.g., broken, contaminated [e.g., debris, dust], burnt, wet. If broken record the number of pieces, or if too many to count the approximate number.

**Conservation required?** Does the item require conservation treatment? Yes or No

**Moveable:** Assess whether the objects are stable enough to move, or if they are too damaged or too heavy to move.

**Protect in Situ:** Assess whether the objects are stable, e.g., whether they are stable on their plinths, secure in cases, or whether they are in danger of falling. If they cannot be moved they may need to be protected in situ from further damage.

**Damage Category:** For each object, or for each group of objects, if too many to assess individually, record the category of damage:

- **Category 0 - No Damage**
- **Category 1 - Very little damage, slight damage**
- **Category 2 - Damaged but could be conserved quite quickly or easily**
- **Category 3 - Very significant damage, would take major conservation treatment to conserve**
- **Category 4 - The object is destroyed and cannot be conserved**

**Priority:** Record whether the object is a low, medium or high priority

#### **Part 5: - notes**

**Percentage of collection damaged:** Record the approximate percentage of the collection damaged

**Protect in Situ:** Brief summary of the collections, objects, that cannot be moved and need to be protected in situ. Include objects that it may be possible to move, but where it might be preferable or still necessary to protect in situ.

**Conservation treatment:** A summary of conservation treatment requirements, e.g., the type of conservation required and if possible, estimate the time required.

**Equipment:** List the equipment required to protect, retrieve (salvage) and conserve the collections

**Re-locate:** If objects need to be moved, for example, to keep secure, dry or for conservation treatment record where the objects can be moved to.

**Additional Resources:** List all additional resources required including specialists.

#### **Part 6: - no notes**

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#### **APPENDIX 4: “Emergency Programme for Safeguarding of Vital Records in the Event of Armed Conflict.” UNESCO 1998**

Reference and summary for an article published in 2000, in Croatian, describing the UNESCO programme: *Emergency Programme for Safeguarding of Vital Records in the Event of Armed Conflict* (UNESKOV PROGRAM HITNIH MJERA ZA ZAŠTITU VITALNOG GRADIVA U SLUČAJU ORUŽANIH SUKOBA) Axel Plathe <https://hrcak.srce.hr/clanak/16060> Arhivski vjesnik, Vol. No. 43, 2000 pp.77-90 in Croatian, with a brief summary in English

##### Summary 1:

Protection in armed conflict may be considered as a specialised aspect of disaster prevention. It requires the same approach of risk analysis and assessment followed by the development of strategies for avoidance or reduction of the perceived risks. In the initial stages, the threat is likely to be of direct physical damage and fire resulting from bombardment, while after the fighting harm to collections will continue from damage to the building fabric and equipment, together with dislocation of services and personnel.

Armed conflict protection has to consider two elements: 1. The use of protective techniques in the archive building (in situ protection), building on the building's own strengths to increase the insulation of the archives from the high energy released in weapons attacks and 2. Evacuation and sheltering of records, which involves criteria of selection for protection, identification of shelter sites, physical arrangements for moving and consideration of circumstances in which the procedure will be initiated.

In one of its resolutions XXXI International Conference of the Round Table on Archives requested UNESCO to undertake a RAMP study on destroyed and damaged archives since 1900. In 1997 UNESCO commissioned ICA to develop emergency programmes for safeguarding of vital records in the event of armed conflict. The “Emergency Programme for Safeguarding of Vital Records in the Event of Armed Conflict” was published in 1998.

Based on the case studies carried out in three countries (Croatia, Costa Rica and Gambia) a general guide to producing emergency programmes was prepared. The guide is intended to achieve a number of objectives: to help the managers of archives to react quickly and effectively in situations of war, to minimise the damage to the most important records, to influence decision makers of the importance of vital records and the need to make resources available before, during and after an emergency, to give archives staff practical instruction on what to do and to encourage archives to take simple precautionary actions which will protect against other types of disaster.”

##### Summary 2:

After launching a study on destroyed and damaged archival material as part of its "Remembering the World" program, UNESCO entrusted the International Archives Council in 1997 to develop a program to protect vital material in the event of armed conflict. The program titled "Emergency Programme for Safeguarding of vital records in the event of armed conflict" was released in 1998. With a brief overview of the Recommendations for the Protection of Vital Material in times of armed conflict, based on the aforementioned studies, in the form of the Guide the author presents brief instructions for the development of such a program, applicable in any country and in the usual technological environment. <https://hrcak.srce.hr/10462>