### **Caring for Cultural Heritage**

This book explores how cultural heritage and its care are translated in UK law and non-law instruments. It analyses how communities of care look after cultural heritage because they care about it. These communities include the international and national community, national and local governments, courts, professional bodies, institutions such as museums as well as community groups. 'Care' refers to the varied ways in which communities engage with cultural heritage to maintain it, sustain relationships about it and with it, use it and provide access to it, with a view to passing it on to future generations. The book also assesses how far these nested practices of care assist communities of care in providing respectful, empathetic and dialogical care to navigate harm to cultural heritage. It will be of interest to scholars of cultural heritage studies across disciplines, including law, sociology and anthropology, as well as policymakers and practitioners in cultural heritage management.

**Charlotte Woodhead** is Associate Professor at Warwick Law School, University of Warwick. Charlotte is a recognised expert in the restitution of cultural heritage, having been commissioned in 2018 by the United Kingdom's DCMS and the Spoliation Advisory Panel to write a report on elements of the 2017 London Conference Action Plan. Charlotte has also served as a member of the Museums Association Ethics Committee (2013–2019).

### The Law in Context Series

Series Editors Professor Kenneth Armstrong University of Cambridge Professor Maksymilian Del Mar Queen Mary, University of London Professor Sally Sheldon University of Bristol and University of Technology Sydney

### **Editorial Advisory Board**

Professor Bronwen Morgan University of New South Wales Emeritus Professor William Twining University College London

Since 1970, the Law in Context series has been at the forefront of a movement to broaden the study of law. The series is a vehicle for the publication of innovative monographs and texts that treat law and legal phenomena critically in their cultural, social, political, technological, environmental and economic contexts. A contextual approach involves treating legal subjects broadly, using materials from other humanities and social sciences, and from any other discipline that helps to explain the operation in practice of the particular legal field or legal phenomena under investigation. It is intended that this orientation is at once more stimulating and more revealing than the bare exposition of legal rules. The series includes original research monographs, coursebooks and textbooks that foreground contextual approaches and methods. The series includes and welcomes books on the study of law in all its contexts, including domestic legal systems, European and international law, transnational and global legal processes, and comparative law.

### Books in the Series

Acosta: The National versus the Foreigner in South America: 200 Years of Migration and Citizenship Law

Alaattinoğlu: Grievance Formation, Rights and Remedies

Ali: Modern Challenges to Islamic Law

- Alyagon Darr: Plausible Crime Stories: The Legal History of Sexual Offences in Mandate Palestine
- Anderson, Schum & Twining: Analysis of Evidence, 2nd Edition

Ashworth: Sentencing and Criminal Justice, 6th Edition

Barton & Douglas: Law and Parenthood

- Baxi, McCrudden & Paliwala: Law's Ethical, Global and Theoretical Contexts: Essays in Honour of William Twining
- Beecher-Monas: Evaluating Scientific Evidence: An Interdisciplinary Framework for Intellectual Due Process

Bell: French Legal Cultures

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter More Information

> Bercusson: European Labour Law, 2nd Edition Birkinshaw: European Public Law Birkinshaw: Freedom of Information: The Law, the Practice and the Ideal, 4th Edition Blick: Electrified Democracy: The Internet and the United Kingdom Parliament in History Broderick & Ferri: International and European Disability Law and Policy: Text, Cases and Materials Brownsword & Goodwin: Law and the Technologies of the Twenty-First Century: Text and Materials Cane & Goudkamp: Atiyah's Accidents, Compensation and the Law, 9th Edition Clarke: Principles of Property Law Clarke & Kohler: Property Law: Commentary and Materials Collins: The Law of Contract, 4th Edition Collins, Ewing & McColgan: Labour Law, 2nd Edition Cowan: Housing Law and Policy Cranston: Making Commercial Law Through Practice 1830-1970 Cranston: Legal Foundations of the Welfare State Darian-Smith: Laws and Societies in Global Contexts: Contemporary Approaches Dauvergne: Making People Illegal: What Globalisation Means for Immigration and Law David: Kinship, Law and Politics: An Anatomy of Belonging Davies: Perspectives on Labour Law, 2nd Edition Dembour: Who Believes in Human Rights?: Reflections on the European Convention de Sousa Santos: Toward a New Legal Common Sense: Law, Globalization, and Emancipation Diduck: Law's Families Dowdle: Transnational Law: A Framework for Analysis Dupret: Positive Law from the Muslim World: Jurisprudence, History, Practices Emon: Jurisdictional Exceptionalisms: Islamic Law, International Law, and Parental Child Abduction Estella: Legal Foundations of EU Economic Governance Fortin: Children's Rights and the Developing Law, 3rd Edition Garnsey: The Justice of Visual Art: Creative State-Building in Times of Political Transition Garton, Probert & Bean: Moffat's Trusts Law: Text and Materials, 7th Edition Ghai & Woodman: Practising Self-Government: A Comparative Study of Autonomous Regions Glover-Thomas: Reconstructing Mental Health Law and Policy Gobert & Punch: Rethinking Corporate Crime Goldman: Globalisation and the Western Legal Tradition: Recurring Patterns of Law and Authority Haack: Evidence Matters: Science, Proof, and Truth in the Law Harlow & Rawlings: Law and Administration, 4th Edition Harris: An Introduction to Law, 8th Edition Harris, Campbell & Halson: Remedies in Contract and Tort, 2nd Edition Harvey: Seeking Asylum in the UK: Problems and Prospects Herring: Law and the Relational Self Hervey & McHale: European Union Health Law: Themes and Implications

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter <u>More Information</u>

> Hervey & McHale: Health Law and the European Union Holder & Lee: Environmental Protection, Law and Policy: Text and Materials, 2nd Edition Jackson & Summers: The Internationalisation of Criminal Evidence: Beyond the Common Law and Civil Law Traditions Kostakopoulou: The Future Governance of Citizenship Kreiczer-Levy: Destabilized Property: Property Law in the Sharing Economy Kubal: Immigration and Refugee Law in Russia: Socio-Legal Perspectives Lewis: Choice and the Legal Order: Rising above Politics Likosky: Law, Infrastructure and Human Rights Likosky: Transnational Legal Processes: Globalisation and Power Disparities Lixinski: Legalized Identities: Cultural Heritage Law and the Shaping of Transitional Justice Loughnan: Self, Others and the State: Relations of Criminal Responsibility Lunney: A History of Australian Tort Law 1901–1945: England's Obedient Servant? Maughan & Webb: Lawyering Skills and the Legal Process, 2nd Edition McGaughey: Principles of Enterprise Law McGlynn: Families and the European Union: Law, Politics and Pluralism Mertens: A Philosophical Introduction to Human Rights Moffat: Trusts Law: Text and Materials Monti: EC Competition Law Morgan: Contract Law Minimalism: A Formalist Restatement of Commercial Contract Law Morgan & Yeung: An Introduction to Law and Regulation: Text and Materials Nash: British Islam and English Law: A Classical Pluralist Perspective Ng: Political Censorship in British Hong Kong: Freedom of Expression and the Law (1842 - 1997)Nicola & Davies: EU Law Stories: Contextual and Critical Histories of European Jurisprudence Norrie: Crime, Reason and History: A Critical Introduction to Criminal Law, 3rd Edition O'Dair: Legal Ethics: Text and Materials Oliver: Common Values and the Public-Private Divide Oliver & Drewry: The Law and Parliament Palmer & Roberts: Dispute Processes: ADR and the Primary Forms of Decision-Making, 1st Edition Palmer & Roberts: Dispute Processes: ADR and the Primary Forms of Decision-Making, 3rd Edition Picciotto: International Business Taxation Pieraccini: Regulating the Sea: A Socio-Legal Analysis of English Marine Protected Areas Probert: The Changing Legal Regulation of Cohabitation, 1600-2010: From Fornicators to Family, 1600-2010 Radi: Rules and Practices of International Investment Law and Arbitration Reed: Internet Law: Text and Materials Richardson: Law, Process and Custody Roberts & Palmer: Dispute Processes: ADR and the Primary Forms of Decision-Making, 2nd Edition Rowbottom: Democracy Distorted: Wealth, Influence and Democratic Politics Sauter: Public Services in EU Law

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter More Information

> Scott & Black: Cranston's Consumers and the Law Seneviratne: Ombudsmen: Public Services and Administrative Justice Seppänen: Ideological Conflict and the Rule of Law in Contemporary China: Useful Paradoxes Siems: Comparative Law, 3rd Edition Stapleton: Product Liability Stewart: Gender, Law and Justice in a Global Market Tamanaha: Law as a Means to an End: Threat to the Rule of Law Tuori: Properties of Law: Modern Law and After Turpin & Tomkins: British Government and the Constitution: Text and Materials, 7th Edition Twining: General Jurisprudence: Understanding Law from a Global Perspective Twining: Globalisation and Legal Theory Twining: Human Rights, Southern Voices: Francis Deng, Abdullahi An-Na'im, Yash Ghai and Upendra Baxi Twining: Jurist in Context: A Memoir Twining: Karl Llewellyn and the Realist Movement, 2nd Edition Twining: Rethinking Evidence: Exploratory Essays, 2nd Edition Twining & Miers: How to Do Things with Rules, 5th Edition Wan: Film and Constitutional Controversy: Visualizing Hong Kong Identity in the Age of 'One Country, Two Systems' Ward: A Critical Introduction to European Law, 3rd Edition Ward: Law, Text, Terror Ward: Shakespeare and Legal Imagination Watt: The Making Sense of Politics, Media, and Law: Rhetorical Performance as Invention, Creation, Production Wells & Quick: Lacey, Wells and Quick: Reconstructing Criminal Law: Text and Materials, 4th Edition Young: Turpin and Tomkins' British Government and the Constitution: Text and Materials, 8th Edition Zander: Cases and Materials on the English Legal System, 10th Edition Zander: The Law-Making Process, 6th Edition International Journal of Law in Context: A Global Forum for Interdisciplinary Legal Studies

> The International Journal of Law in Context is the companion journal to the Law in Context book series and provides a forum for interdisciplinary legal studies and offers intellectual space for ground-breaking critical research. It publishes contextual work about law and its relationship with other disciplines including but not limited to science, literature, humanities, philosophy, sociology, psychology, ethics, history and geography. More information about the journal and how to submit an article can be found at http://journals.cambridge.org/jjc

# Caring for Cultural Heritage

An Integrated Approach to Legal and Ethical Initiatives in the United Kingdom

CHARLOTTE WOODHEAD

University of Warwick





Shaftesbury Road, Cambridge CB2 8EA, United Kingdom

One Liberty Plaza, 20th Floor, New York, NY 10006, USA

477 Williamstown Road, Port Melbourne, VIC 3207, Australia

314–321, 3rd Floor, Plot 3, Splendor Forum, Jasola District Centre, New Delhi – 110025, India

103 Penang Road, #05-06/07, Visioncrest Commercial, Singapore 238467

Cambridge University Press is part of Cambridge University Press & Assessment, a department of the University of Cambridge.

We share the University's mission to contribute to society through the pursuit of education, learning and research at the highest international levels of excellence.

www.cambridge.org Information on this title: www.cambridge.org/9781108498401

DOI: 10.1017/9781108696463

© Charlotte Woodhead 2024

This publication is in copyright. Subject to statutory exception and to the provisions of relevant collective licensing agreements, no reproduction of any part may take place without the written permission of Cambridge University Press & Assessment.

First published 2024

A catalogue record for this publication is available from the British Library

A Cataloging-in-Publication data record for this book is available from the Library of Congress

ISBN 978-1-108-49840-1 Hardback

Cambridge University Press & Assessment has no responsibility for the persistence or accuracy of URLs for external or third-party internet websites referred to in this publication and does not guarantee that any content on such websites is, or will remain, accurate or appropriate.

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter <u>More Information</u>

> IN MEMORIAM Richard Giles Woodhead (1949–2021), whose Yorkshire heritage – infused with a hint of rhythm and blues – shone through, and lives on . . .

... and to Robert, Charlie, Isobel and Susan, – whom I care *about*, and care *for* – I dedicate this book.

## Contents

#### Acknowledgements page xiv Introduction 1 1 1.1 Scope of Enquiry 2 1.2 The Importance of Cultural Heritage 8 1.3 Areas of Contestation 12 1.4 A Word on Methodology 22 1.5 Matters of Terminology 24 1.6 Adopting a Doubly Integrated Approach to Law 28 1.7 Conclusion 30 Part I Imagining and Translating Cultural Heritage and Its Care **Caring for Cultural Heritage: A Conceptual Framework** 2 32 2.1 Introduction 32 2.2 Defining Care 33 2.3 Adopting Care as a Framework 36 2.4 The Process of Caring 39 2.5 Central Elements of Caring for Cultural Heritage: Developing Communities of Care 40 2.6 Beyond an Unquestioning Duty of Care to the Object, Place or Practice 53 2.7 Conclusion: The Promise of Care: Specificity, Individualisation and Context 53 Nested Practices of Care for Cultural Heritage 3 56 3.1 Introduction 56 3.2 Overall Legal Landscape 57

5.2	Overall Legal Landscape	57
3.3	Features and Challenges of the Legal Landscape: Identifying	
	Shortcomings in the Law	60
3.4	The Uneasy Relationship between Law and Cultural Heritage	61

3.5 The Need for an Integrated Approach: Nested Practices of Care 68

xii

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter <u>More Information</u>

	Contents				
	3.6	The Nature and Status of Nested Practices of Care	68		
	3.7	Nested Practices of Care in a Cultural Heritage Framework	69		
	3.8	Case Law Applying Non-heritage Principles as Nested Practices of Ca	re 93		
	3.9	Instrumental Use of Law to Create Nested Practices of Care	9		
	3.10	Conclusion	99		
ļ	Trans	slating How and Why Communities Care about Cultural Heritage	101		
	4.1	Introduction	10		
	4.2	Recognising the Extent to Which Communities Care about Cultural Heritage and the Strength of that Care	102		
	4.3	Strength of Importance and Interest	103		
	4.4	Instrumental Nature of Cultural Heritage	113		
	4.5	Focusing on the Misfortune of Loss	114		
	4.6	Measuring Importance with Reference to Financial Value	115		
	4.7	Measuring Importance with Reference to Age: Should Cultural Heritage Stand the Test of Time?	115		
	4.8	Cultural Heritage Conceptualised in Case Law	112		
	4.9	De facto Recognition as Cultural Heritage: Assumed Importance	122		
	4.10	Conclusion	125		
	Part	II Encouraging Flourishing and Averting Harm			
5	Creat	ting Communities of Care: Assuming Responsibilities	126		
	5.1	Introduction	126		
	5.2	Care, Communities and Responsibilities	129		
	5.3	Developing Sustainable Relationships: Encouraging Participation of Communities in Decisions	176		
	5.4	Conclusion	178		
	Quot	idian Care	18(		
	6.1	Introduction	180		
	6.2	The Importance of Quotidian Care for Flourishing of Cultural Heritage and Communities of Care	18		
	6.3	Quotidian Care: Facilitating Use, Enjoyment of and Access to Cultural Heritage	182		
	6.4	Allocating and Assuming Responsibility for Quotidian Care	182		
	6.5	Caring about Cultural Heritage and Facilitating Quotidian Care	189		
	6.6	Access to Cultural Heritage	19		
	6.7	Understanding Cultural Heritage and Its Communities	198		
	6.8	Lending: Facilitating the Use of Cultural Heritage as a Good Ambassador	200		

xiii

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter <u>More Information</u>

	Contents	
	6.9 Licensing Activities	202
	6.10 Memory and Information	202
	6.11 Standards of Care Expected: Translating Care Into and Out of Law	204
	6.12 Conclusion	207
7	Navigating Harm to Cultural Heritage	209
	7.1 Introduction	209
	7.2 Caring Activities to Navigate Harm	210
	7.3 Precautionary Care	210
	7.4 Preventative Care	222
	7.5 Reactive Care	239
	7.6 Challenges to Providing Reactive Care	255
	7.7 Responding with Criminal Sanctions	261
	7.8 Responding to Loss: General Mitigation of Harm and Loss	263
	7.9 Conclusion	274
3	The Rhetoric of Saving for the Nation	276
	8.1 Introduction	276
	8.2 The Rhetoric of Saving for the Nation	280
	8.3 Constructing Communities: Within and Beyond the Nation?	289
	8.4 Participation in the Designation Process	300
	8.5 Assuming Responsibility for Care as an Ethical Activity	303
	8.6 Conclusion	304
	Part III Providing the Space to Resolve Dissonance	
9	Challenging the <i>Status quo:</i> Cultural Heritage, Care and Justice	306
	9.1 Introduction	306
	9.2 Challenges in Preference to Claims	307
	9.3 Justifications for Revisiting the Current Provision of Care	310
	9.4 Responses	326
	9.5 Defensive Stances	326
	9.6 First Steps: Shifts Towards More Dialogue	340
	9.7 Dialogic Responses	345
	9.8 Memoralising Troubled Histories and Contested Heritage	354
	9.9 Conclusion	357
)	Conclusion	360
	Index	364

## Acknowledgements

The story of the evolution of this book is very much tied up with births, death and a global pandemic.

The book evolved from some of the work undertaken for my PhD thesis, supervised by Professor Janet Ulph and Professor Dawn Watkins, to whom I owe thanks. However, the book ultimately took a very different turn. Inspired by conversations with Professor Fiona Smith, who introduced me to the work of James Boyd White, I thought again about how I read legal cases and wanted to explore the communities that they created. With the desire to move beyond preservation and access as an approach to heritage at some stage I thought that 'care' would encompass the varied activities that we do to cultural heritage to look after it. It is with great thanks to Dr Andrzej Jakubowksi, who, in feedback on my book proposal, opened my eyes to the fact that the really interesting thing about my approach was that of care. As the project developed, and as I interrogated the concept of care more fully, I realised just how fundamental care is to both the feeling towards cultural heritage and the processes that we undertake with cultural heritage because we care. As I grappled with the concepts of care, I benefited immensely from comments on the early chapters from Professor Ann Stewart and Professor Vanessa Munro. I am so appreciative of Dr Andrzej Jakubowksi reading the first two chapters and his comments on them. Maria Ovens very kindly read two chapters, and her linguistic advice as well as her advice on one particularly thorny issue was invaluable. Professor Rebecca Probert was so generous with her time and care in reading an entire draft of the book; the work benefited significantly from her advice. I would like to thank Behesti Aydogan for his research assistance in chasing elusive references for some of the footnotes. Sincere thanks are due to the editorial and production teams at CUP and Integra.

And finally, thanks to family members who have assisted: thank you to Robert Fear for reading the entire book and for his advice and to Susan Woodhead for also reading the entire book to check for consistency of references. Her careful notes made the final editing all the easier.

Now come the caveats. This book is long, because the legal landscape in the United Kingdom is so vast and fragmented and the extent to which cultural heritage is cared for is extensive. Given the fact that my husband (who works in xv

Cambridge University Press & Assessment 978-1-108-49840-1 — Caring for Cultural Heritage Charlotte Woodhead Frontmatter <u>More Information</u>

### Acknowledgements

an unrelated field) required frequent sips of wine to get through reading the book, I was tempted to provide accompanying tasting notes. However, instead I feel that some words to help navigate the book might be of assistance. For those interested in the ethics of care and its application to cultural heritage I recommend reading Chapters 1, 2 and 5. In the case of a particular interest in the ethics of care, as applicable to restitution and repatriation claims, I recommend reading Chapters 2 and 9. Where the reader's interest lies in the UK perspective and how the United Kingdom specifically cares for cultural heritage, I recommend reading Chapters 6, 7 and 8.

Having started my career as a doctrinal private lawyer, I haven't abandoned my roots as seeing the law as a means of facilitating society. Nevertheless, in the context of cultural heritage I see the clear advantages of using a framework of responsibilities rather than rights and recognise how law can act as a community of care, providing care for cultural heritage, albeit not always appropriately. I hope that this book serves as the start of a dialogue about how law and non-law instruments can care directly and indirectly for cultural heritage.