

*Report from the  
Nordic-Baltic Workshop on World Heritage, Tourism &  
Development*

*- Towards a Nordic-Baltic approach to Stakeholder  
Involvement & Cooperation*



Visby (13)-14-15 October 2010

*Special recognition goes to the Swedish National Heritage Board for hosting the event, and the generous contributions by the Norwegian Ministry of the Environment, the Swedish Environmental Protection Agency, the County Administrative Board of Gotland and the Heritage Agency of Denmark.*

## TABLE OF CONTENT

|   |    |
|---|----|
| PREFACE.....  | 5  |
| EXECUTIVE SUMMARY .....   | 7  |
| INTRODUCTION & BACKGROUND.....  | 9  |
| OPPORTUNITIES & CHALLENGES IN THE NORDIC-BALTIC REGION.....   | 10 |
| THE PROGRAMME.....  | 11 |
| THE PARTICIPANTS.....   | 12 |
| ENGAGING THE STAKEHOLDERS – WHY, WHO, WHAT, HOW & WHEN? .....   | 13 |
| <input type="checkbox"/> Inclusion - How to promote participation in strategic planning processes? .....      | 15 |
| <input type="checkbox"/> Information - How to share information & good practices among stakeholders? .....    | 17 |
| <input type="checkbox"/> Incentives - How to motivate involvement & cooperation in sustainable tourism? ..... | 19 |
| CONCLUSIONS .....   | 21 |
| RECOMMENDATIONS & ENCOURAGEMENTS .....  | 23 |
| Annex 1: Welcome & introduction by Kristen Grieg Bjerke, Chair, NWHF .....                                    | 25 |
| Annex 2: Welcome by Director General Inger Liliequist, Sweden .....   | 29 |
| Annex 3. Summary and conclusions of pre-workshop consultation round .....                                     | 31 |
| Annex 4. Workshop programme.....  | 33 |
| Annex 5. List of participants .....   | 35 |



## PREFACE

This report follows the *Nordic-Baltic Workshop on World Heritage, Tourism & Development - Towards a Nordic-Baltic approach to Stakeholder Involvement & Cooperation* held in Visby, Gotland (13)-14-15 October 2010.

The workshop specifically addressed how to promote World Heritage and sustainable tourism through broad-based stakeholder involvement and cooperation.

The approximately 50 participants, from all the Nordic and Baltic countries, took part in the workshop. The delegates represented a broad set of relevant stakeholders, sectors and perspectives, including States Parties with responsibility for the national implementation of the World Heritage Convention, World Heritage site managers, local authorities, destination marketing organisations, as well as travel and tourism private sector.

The format and organisation of the workshop reflected the theme by engaging and involving the participants through presentations, discussions and working sessions guided by professional facilitators.

This report presents the background to, as well as highlights, conclusions and recommendations coming out of the workshop. It furthermore introduces the “3Is” - *inclusion, information and incentives* as an analytical approach and strategic framework for the development of a *body of knowledge*, representing the Nordic-Baltic contribution and initial input in a much broader and international effort.

The report is first of all oriented towards the workshop participants. It is, however, relevant to all stakeholders, individuals or groups, who hold management responsibilities for World Heritage sites. It should in particular be read by site managers and States Parties (Ministries and Departments) that want to involve a broader set of stakeholders (such as local community members, destination marketing organisation, travel and tourism private sector, etc.) in planning, activities, developments and decisions concerning strategic management of the sites.

The report is furthermore intended for stakeholders *not* directly involved in site management, but with an interest in getting involved in order to create positives synergies through collaboration.

While the workshop specifically addressed World Heritage, the discussions and outcomes should also be relevant in the context of other heritage attractions and to its stakeholders.

An objective for the Nordic World Heritage Foundation, and specifically through organising the Nordic-Baltic workshop, is to support the new *UNESCO World Heritage Centre Programme on World Heritage and Sustainable Tourism*. Recognised by the World Heritage Committee in Brasilia 2010 (34COM 5F.2), this workshop is the first regional event in a much broader international effort to promote World Heritage and sustainable development through tourism. On behalf of the organisers, funders and participants of the workshop, the Nordic World Heritage Foundation therefore welcome other States Parties, UNESCO Category 2 centres and stakeholders in other regions, to use, adapt and build upon the “3Is”, and thereby contribute to an international body of knowledge.

Oslo, Norway, November 2010

On behalf of the Nordic World Heritage Foundation,



Cecilie Smith-Christensen, Deputy Director

## EXECUTIVE SUMMARY

The Nordic-Baltic region is diverse, with a wealth of natural and cultural heritage, communities, destinations and resources. The region hosts a total of 42 World Heritage sites that are experiencing increasing pressures from tourism. There are many ways to promote and implement sustainable tourism at and around World Heritage sites, but the key to success lies in broad-based stakeholder involvement and cooperation.

The *Nordic-Baltic Workshop on World Heritage, Tourism & Development* held in Visby 13-15 October 2010, specifically explored *how* to encourage such stakeholder involvement and cooperation in the region, both for the benefit of the protection and preservation of the sites as well as to promote sustainable economic and social development.

The objective of this workshop was to specifically explore *why, who, what, how*, and possibly *when*, stakeholders could be involved in the strategic planning concerning the promotion of sustainable tourism at and around World Heritage sites.

The workshop discussions and working sessions were framed by 3 strategic Is ("3Is"):

1. **Inclusion** - *How can we ensure broad-based participation in strategic planning processes?*
2. **Information** - *How to share information and good practices among stakeholders?*
3. **Incentives** - *How to motivate involvement and cooperation in sustainable tourism?*

A specific objective was to explore whether the "3Is" could be a useful approach in promoting stakeholder involvement and cooperation, and its potential as a framework in developing a *body of knowledge* on the topic. The "3Is" were consequently discussed and tested through various inputs, presentations as well as practical working groups.

The "3Is" were welcomed by the participants. While respecting each site's uniqueness and the need for local solutions, each "I" allowed fruitful discussions and the exchange of experiences. Based on the participants' feedback it was concluded that the "3Is" is a very useful approach which enables a systematic and at the same time open ended and innovative framework for discussing and collating good practices advancing stakeholder engagement. It can furthermore be recognised as a *Nordic-Baltic contribution* and a first step in a much broader international effort promoting World Heritage and sustainable development through broad-based stakeholder involvement and cooperation.

Moreover, the workshop participants specifically emphasised the need to ensure that World Heritage and associated tourism activities, products and services protect and promote both heritage values as well as the values of the local community. World Heritage sites should be beacons for sustainable tourism.

The participants furthermore called for the importance of developing sustainable tourism strategies for World Heritage sites, and encouraged all States Parties as well as World Heritage site managers in the Nordic and Baltic countries to, in an inclusive manner, develop sustainable tourism

strategies as an integral part in the overall management regimes. These strategies should comply with the set of overarching principles on World Heritage and sustainable tourism.

The workshop, which was attended by 52 participants from Denmark, Estonia, Finland, Iceland, Latvia, Lithuania, Norway and Sweden, represented a wide range of World Heritage stakeholders including States Parties (representatives from Ministries and Directorates responsible for the implementation of the World Heritage Convention on a national level), World Heritage site managers and representatives from national networks, national tourist- and destination organisations, as well as private sector representatives from the travel and tourism industry.



## INTRODUCTION & BACKGROUND

It is generally recognised that World Heritage sites are among the world's most visited tourist attractions. While these sites offer great opportunities for revenue generation, they also entail a great responsibility to make sure that visitation as well as tourism related development is sustainable from an economic, social and environmental perspective.

In the context of the *Convention Concerning the Protection of the World Cultural and Natural Heritage of 1972*, or the *World Heritage Convention* as it is more commonly referred to, the potential of tourism as a tool to promote sustainable development remains largely unrealised. At best, tourism only marginally benefits the local communities and contributes very little towards the conservation of the sites.

### World Heritage in the Nordic-Baltic region

The World Heritage Convention (1972) is one of the early conservation instruments.

Ratified by 187 countries it is today the most universal legal instrument in heritage conservation and in 2012 it will celebrate its 40<sup>th</sup> anniversary.

Today there are **911 World Heritage sites** across the World – 704 cultural sites, 180 natural sites and 27 mixed sites.

There are **42 sites** in the Nordic-Baltic region: Sweden 14, Norway 7, Finland 7, Denmark 4, Lithuania 4, Iceland 2, Estonia 2, and Latvia 2.

The **Nordic World Heritage** network was formed in 1995 and meets annually.

At the World Heritage Committee meeting in Brasilia (34COM in Brazil July 2010) a decision was made to strengthen the link between World Heritage and sustainable tourism through a revived *UNESCO Programme on World Heritage and Sustainable Tourism*. The workshop in Visby is the first regional initiative contributing to this effort.

Furthermore, the Visby workshop is a direct follow up to a request made by the Norwegian Ministry of the Environment to the Nordic World Heritage Foundation (NWHF) to organise a workshop on World Heritage and sustainable tourism, with the mission to:

1. *Discuss challenges and opportunities in the region;*
2. *Map knowledge, experiences, models and tools;*
3. *Identify resources that are transferrable and/or adaptable across heritage sites;*
4. *Explore opportunities for information sharing, networking, communication, cooperation and collaboration between the stakeholders.*

The vision for the workshop was to explore the possibility of developing – through a collaborative effort – a “Nordic-Baltic approach” and a “modus operandi” to promote and implement sustainable tourism at and around World Heritage sites in the Nordic-Baltic region. It is also hoped that this Nordic-Baltic contribution would be a first step in a much broader international effort promoting World Heritage and sustainable development.

The workshop was hosted by the *Swedish National Heritage Board*, organised by the *NWHF* and funded by the *Swedish National Heritage Board*, the *Swedish Environmental Protection Agency*, the *Norwegian Ministry of the Environment*, and the *Heritage Agency of Denmark*.

## OPPORTUNITIES & CHALLENGES IN THE NORDIC-BALTIC REGION

To ensure the workshop addressed a theme of general interest and urgency, the NWHF carried out a pre-workshop survey in January - February 2010. This consultation addressed the Nordic and Baltic Governments through the responsible Ministries to the World Heritage Convention (1972). A summary of the survey is presented in annex 3.

The survey was used to map *challenges and opportunities* concerning World Heritage, tourism, local communities and sustainable development. It was furthermore used to gauge *themes* for discussion, to map *academic- and training institutions* offering relevant degrees and training opportunities, to map *resources* (tools, manuals, publications, web-applications, etc.), identify *good practice / case studies* that could be relevant to the topic of the workshop, mapping of *national foras / networks* and assess information sharing among site managers in the Nordic and Baltic countries, as well as to get input on what would be the *desired outcome* of the workshop.

The consultation revealed that there are many challenges concerning World Heritage, tourism, local communities and sustainable development in the Nordic-Baltic region. Whereas the States Parties seems to face several of the same challenges, they are not all considered equally pressing. Involving local communities did however emerge as *the* biggest challenge for all States Parties. There are also many recognised opportunities relating to the local community, development, marketing, interest and awareness. **Cross-sectoral cooperation is a key to unleash the potential for many local community stakeholders.** “World Heritage sites and destination development”, “Private sector partnerships and local value creation”, and “Cooperation with the tourism industry” came up as the themes of highest interest.

### Conclusions from the pre-workshop survey:

- The Nordic-Baltic region and its World Heritage are diverse!
- It is impossible to develop “one model that fits all” due to the variety of the sites.
- What is “best practice”? It makes more sense to talk about “good practice”.
- Stakeholder involvement and cooperation is a key challenge as well as the key to unlock opportunities.
- There is a need for a continuously updated toolkit, or body of knowledge, developed through a collaborative effort among stakeholders.

Recognising the diversity within the Nordic-Baltic region makes it difficult to identify a “one model fits all” approach for the implementation of sustainable tourism in the region. **Each World Heritage site and destination is unique and requires a distinctive approach.** However, a prerequisite to any successful development related initiative is broad based commitment and cross-sectoral cooperation among the various stakeholders. This in turn requires incentives as well as different tools addressing the various issues and stakeholders. All of this is to say that rather than one specific model, there is a need for a continuously updated toolkit, or body of knowledge, developed through a collaborative effort among stakeholders.

## THE PROGRAMME

The workshop theme and programme was identified and developed on the basis of broad-based consultations which included the pre-workshop survey, previous initiatives, conferences and meetings in the region, as well as decisions concerning World Heritage and sustainable tourism held during the World Heritage Committee meeting (34COM) in Brasilia 2010.

Recognising the diversity within the region, the programme was designed explore *how* to encourage stakeholder involvement and cooperation as a means to promote and implement sustainable tourism practices at and around World Heritage sites in the Nordic-Baltic region. The workshop programme is presented in annex 4.

The workshop discussions and working sessions were framed by three strategic parameters or Is:

1. **Inclusion** - *How can we ensure broad-based participation in strategic planning processes?*
2. **Information** - *How to share information and good practices among stakeholders?*
3. **Incentives** - *How to motivate involvement and cooperation in sustainable tourism?*

One of the specific objectives of the workshop was to explore whether the “3Is” could be a useful *approach* in promoting stakeholder involvement and cooperation. Furthermore, to explore its potential as a framework in developing a *body of knowledge* on the topic.

Participants were invited to attend the workshop that was made up of one “social day” with a Tour of Gotland and World Heritage town of Visby, and two working days taking place at the offices of the Swedish National Heritage Board in Visby.

Initiatives in the Nordic-Baltic region and forming the backdrop to the workshop:

**Resa, Bruka, Bevara (“Travel, Use and Preserve”)** in Trondheim 6-7 September 2010. Reflections by *Ingvar Jundén*, Swedish Environmental Protection Agency.

The conference *Resa, Bruka, Bevara* is one of four Nordic conferences within a project supported by the *Nordic Council of Ministers* among others. *Resa, Bruka, Bevara* specifically addressed how nature and cultural heritage can be used as means to promote sustainable tourism, local and regional development. The conference specifically highlighted the need for cross-sectorial cooperation, and thereby forming the backdrop of the Visby conference.

The conference gathered participants from Sweden, Norway, Finland, Denmark, Iceland and Faroe Islands. Outcomes from the conference can be found through [www.raa.se](http://www.raa.se)



**Third Baltic Sea Regional Cultural Heritage Forum** in Lithuania 25-27 September 2008. Reflections by *Alfredas Jomantas*, Head of International Relations and Information, Ministry of Culture, Lithuania.

The Monitoring Group on Cultural Heritage in the Baltic Sea States is a regional cooperation between the Baltic national heritage authorities. It was initiated by the Ministers of Culture in the framework of the Council of the Baltic Sea States in 1997 and establishes a regional platform for addressing common challenges concerning cultural heritage and tourism.

The initiative has, inter alia, resulted in the publication “Cultural Heritage and Tourism. Potential, Impact, Partnership and Governance” and is meant to give policy makers and practitioners guidance on cultural heritage and tourism. This can be downloaded at <http://mg.kpd.lt/LT/11/Reports-and-publications.htm>

## THE PARTICIPANTS

The workshop was a truly Nordic-Baltic initiative with participants from Sweden, Norway, Denmark, Finland, Iceland, Estonia, Lithuania, and Latvia. The approximately 50 delegates represented a broad base of stakeholders including States Parties (representatives from Ministries and Directorates responsible for the implementation of the World Heritage Convention on a national level), World Heritage site managers and representatives from national networks, national touristic and destination organisations, as well as private sector representatives from the travel and tourism industry. The workshop was, in addition, attended by a few but esteemed international partners, ensuring an international reference and context. The delegates are presented in annex 5.

The variety of participants represented a *pool of knowledge* and experiences relating to the World Heritage Convention, heritage site management, tourism, destination planning, entrepreneurship, innovation, information, and conservation. No one was an expert in all the fields, but everyone had the opportunity to significantly contribute to the topics at hand. With a programme combining presentations and working sessions we were able to tap into this knowledge pool and have fruitful and constructive discussions.

Taking part in the workshop did not require any specific preparation. Participants were, however, encouraged to bring relevant material and resources (brochures, booklets, maps, project reports etc), and to provide relevant links (to web resources, websites, reports, etc) that could be promoted after the workshop.



Participants browsing the “resource library” during the workshop.

## ENGAGING THE STAKEHOLDERS – WHY, WHO, WHAT, HOW & WHEN?

The World Heritage Convention of 1972 provides a framework for *international cooperation* to safeguard natural and cultural heritage of Outstanding Universal Value (OUV)<sup>1</sup>. It is the States Party to the Convention that holds the formal and legal responsibility for ensuring the protection and conservation of these sites. However, linking World Heritage status with sustainable development, basically ensuring the *relevance of the Convention*, cannot be the national government or the site manager's responsibility alone. Making heritage a resource in sustainable development, locally as well as nationally, requires multiple stakeholder engagement through direct involvement and cooperation. Key questions that were asked in the discussions were *why, who, what, how and when*.

First - **why** stakeholder involvement? Natural and cultural heritage, and especially World Heritage, represents more or less utilised resources in economic development, both locally as well as internationally. Kristen Grieg Bjerke, Chair of NWHF specifically referred to the ongoing reflection on the *Future of the World Heritage Convention* leading up to the 40<sup>th</sup> anniversary of the Convention in 2012, recognising World Heritage as a positive contributor to sustainable development. He furthermore pointed to the expert meeting on World Heritage and sustainable development<sup>2</sup>, hosted by the Government of Brazil in March 2010, underscoring that sustainable development is a condition for successful conservation, while unsustainable development may be the most significant threat to heritage conservation. Stakeholder involvement and cooperation is a precondition to ensure protection as well as sustainable use of these heritage resources. The workshop discussions clearly emphasised the importance and need for addressing this from a *practical* point of view (annex 1).

Second, **who** are the stakeholders? A stakeholder is a person, group or organisation with *direct or indirect interest* in something because it, he or she *can affect or be affected* either through its existence, by the way it is managed, or because of other stakeholders' interaction associated with it.

Stakeholders may influence the site as well as its surroundings in different ways, both positive and negative. Furthermore, stakeholders could be considered *active* (i.e. participating in site management) or *inactive* (i.e. not participating in site management). Effective management of a site usually includes involvement of both categories.

### World Heritage stakeholders

World Heritage stakeholders include individuals or groups:

- with an interest/connection with the site, particularly relating to the site's major values
- that has any interaction with the site management
- with a current or potential impact in the management of the site
- affected by the site's management

(Enhancing our Heritage Toolkit, 2008)

Stakeholder involvement starts by identifying and mapping the relevant stakeholders. Given the diversity and uniqueness of heritage sites and their location, the makeup and profiles of stakeholders, as well as their interest in World Heritage, vary accordingly.

<sup>1</sup> OUV is the internationally recognised value identifying it as a World Heritage site.

<sup>2</sup> Experts meeting on the relationship between the *World Heritage Convention, conservation and sustainable development*, Paraty / Rio de Janeiro, 29 - 31 March 2010.

Involve the right people regardless of rank or tenure! While all stakeholders should be considered important, their needs, intentions, and influences may differ. Identification of *strategic stakeholders* is crucial. These could be found across all levels. Stakeholders not engaged in World Heritage often represent sizeable economic interests or may even represent interest that resent site protection and therefore may act counter-cooperative (Enhancing our Heritage Toolkit, 2008, p. 28).

*Local community representatives, politicians* as well as *private sector* companies are particularly important groups to engage and involve in innovation, decision-making and market development. Common goals and leadership linking heritage and development is needed to ensure sustainability. Visitors and tourists are also important stakeholders, and should be considered and included e.g. through tourism organisations and private sector enterprises. It is, within that context, important to acknowledge that the travel and tourism sector is made up of a very complex set of products and service providers including travel and transport, accommodation, food and beverage providers, attraction managers, destination marketing organisations.

Common goals and leadership linking heritage and development is needed to ensure sustainability. Visitors and tourists are also important stakeholders, and should be considered and included e.g. through tourism organisations and private sector enterprises. It is, within that context, important to acknowledge that the travel and tourism sector is made up of a very complex set of products and service providers including travel and transport, accommodation, food and beverage providers, attraction managers, destination marketing organisations.

Third – **what** should stakeholders be included in? There could be many reasons for including various individuals, organisations and private sector companies (local, national, regional or international) in planning, activities, developments and decisions concerning the strategic management for a heritage site.

The objective of this workshop was to explore how, and possibly when, stakeholders could be involved in the strategic planning concerning promotion of sustainable tourism at and around World Heritage sites. Whereas the workshop opened for various approaches, more or less facilitated through a heritage site, specific attention was directed towards the **development of sustainable tourism strategies as part of a site's overall management plan.**

The importance of developing strategies for sustainable tourism was specifically addressed through the presentation made by Olav Ellingsen, Mayor of Aurland and Chair of WH Norway. In 2009 the West Norwegian Fjords were rated as the best World Heritage destination by National Geographic. While lack of tourism management plans hindered full score, it was the local perspective and the need for local communities to be able to influence management and thereby benefit from tourism that was stressed as *the* most important reason for why the development of sustainable tourism strategies is needed.

**How** and **when** to promote broad-based stakeholder involvement and cooperation were key questions throughout the workshop ensuring that the discussions were practically oriented and led to specific recommendations. A basic strategic framework was created and applied to the discussions and working sessions. The framework, referred to as the “3Is”, encompass *inclusion, information and incentives*. The following sections sum up input, contributions and recommendations that were presented and discussed by the participants.

### Enhancing our Heritage Toolkit - Engagement of Stakeholders

*Enhancing our Heritage Toolkit* provides guidance, tools and information for improving management effectiveness at World Heritage sites. The toolkit is designed for people who may be responsible for managing such sites.

Addressing a number of issues, the kit offers a tool (Tool 3: Relationships with Stakeholders) specifically for identifying stakeholders and their relationship with the site, and may be used in the development of management plans and major stakeholder initiatives such as development of tourism management strategies. The toolkit was published by UNESCO WHC in 2008.

### ❖ ***Inclusion - How to promote participation in strategic planning processes?***

Invite the stakeholders! Whereas involvement calls for inclusion, inclusion necessitates an invitation. Unless invited, the stakeholders are unlikely to get involved – except if it is to prevent something from happening that might impact on them directly or indirectly. The variations among stakeholders call for different strategies of inclusion. There are various levels of inclusion and involvement from plain information to participatory processes to full engagement in decision making.

It was a general belief among the participants that most stakeholders want to be included. Aspects that may influence the ability to involve or the opportunity to get involved include stakeholders' interest, availability as well as accessibility.

It may be difficult to know or predict interest and willingness to actually get involved. Interest may depend on a variety of external as well as internal factors to the stakeholder. External factors could include site features (accessibility, ability to attract visitors and tourists, etc.), the local economy and livelihood opportunities in the region, local values, etc. Internal factors could include stakeholders' individual ability to get involved, understanding of the potential value of getting involved, time, resources and priorities. Stakeholder interest in being part of something is a function of "what's in it for me?"

Geography and where the various stakeholders are located might be an obstacle to inclusion, especially if engagement is based on physical meetings. However, innovative technologies are constantly creating new and affective information and communication channels. Another aspect to inclusion and involvement is time. While Government authorities need time to ensure democratic and good decisions within the broader political context, the private sector, especially the travel and tourist companies, strive for effectiveness - "time is money!" Personal relationships were another thing that was considered important to inclusion.

Private sector was identified as the most challenging stakeholder to involve. This was also experienced in the preparations for the workshop, reconfirming that stakeholders differ in interests and priorities when it comes to getting involved in World Heritage. Local community members, who just happen to be living in a municipality which has a World Heritage site, were also considered difficult to engage. Culture and heritage professionals were, however, considered easier to engage. This again calls for different strategies when inviting the various stakeholder groups. It was considered very important to make an effort to understand the needs and motivations of the different stakeholders, as well as to provide relevant *information* about the potential that lies in involvement. *Incentives* should also be identified in order to engage the stakeholders further.

Even when overall intentions and goals coincide, challenges in communication may still represent an obstacle to inclusion and cooperation. Challenges and limitations facing stakeholders not being able to use their mother-tongue could be significant. This may specifically be a challenge in international or regional cooperation, but also in countries where there are several official languages. In the Visby workshop, the participants represented more than 12 nationalities. And while only a handful had English as their mother tongue it was chosen as the workshop language.

Communication challenges may not only concern languages, but could also emerge from the use of different terminologies among various stakeholder groups. The World Heritage Convention and its “experts” often use terms and expressions unknown to, and difficult for the general public to grasp. Examples include “Outstanding Universal Value”, “Operational Guidelines”, “States Party”, etc. It is also well known that private sector professionals often use very different “lingua” to practitioners in heritage and culture, and arguments concerning “profit maximisation” and “efficiency” might be foreign to stakeholders defending “conservation” and “preservation”.

While inclusion requires room for diversity, both in opinions and approaches, it was agreed that applying an inclusive approach does not always necessitate consensus. While a shared vision, goals and objectives foster cooperation, there are still circumstances where decisions have to be made and reaching consensus is difficult. Therefore, when including stakeholders in a decision making process, it is important to clarify expectations, roles and responsibilities from an early stage. Stakeholder engagement requires management of expectations. Before inviting input, it should be clear to what extent such input may be accommodated and taken into account. Promote values and practices that demonstrate openness, respect, collaboration and appreciation of the validity of different points of view. Collaboration and co-creation processes maximize individual and collective contributions.

In order to ensure inclusion in practice, it was considered crucial by the workshop participants to have a forum where the stakeholders can meet, and a facilitating body to manage the process. A facilitator should be appointed, and he/she could be responsible for identifying, inviting and including the relevant stakeholders on all levels.

It was also considered important to secure a facilitator with insight to the various stakeholders, and an understanding of and the ability to consider local values. The facilitator does not necessarily have to be an expert in World Heritage, but should be able to ask the right questions, as well as identify and bridge potential communication gaps between the various participants.

Furthermore, the scope and extent of stakeholder engagement were also discussed. Questions that came up included: Should everyone be included? Should everyone have an equal say or the same “vote”? Is everyone of the same importance? While broad-based collaboration should be encouraged, it was also concluded that prioritising is necessary. When inviting to collaborate one has to choose strategically which stakeholders to involve – as well as whom to get involved with.

### **Strategic cooperation in Denmark**

In 2009 the Danish Heritage Board initiated an inclusive process to develop tourism strategies for the three Danish World Heritage sites.

An initiating body was established, with the mission to identify and engage relevant and important stakeholders to the sites in the work.

The effort was at first a *top-down* approach, but relied on *bottom-up* contribution and activities after establishing communication among the stakeholders.

The approach proved both successful and cost efficient in involving stakeholders at and around the World Heritage sites in Denmark.

The publication *Turisme & Verdensarv* is available at [www.kulturarv.dk](http://www.kulturarv.dk)



## ❖ **Information - How to share information & good practices among stakeholders?**

Information and communication are crucial in stakeholder involvement. As the workshop addressed sustainable tourism as a link between heritage and development, using information to promote sustainable tourism practices was specifically discussed.

It was agreed that a good information and communication strategy must have clearly identified target groups, should ensure the right level and flow of information, include a strategic approach (when to inform and invite to dialog), and last but not least utilise appropriate information and communication platforms. Selecting, developing and utilising the appropriate tool/platform should depend on the stakeholders, the audience, the context and intentions.

### **Information tools:**

Several information tools were mentioned in the workshop:

- Stakeholder meetings, workshops, conferences
- New and innovative technology including websites, social media, intranet, smart phones
- Print including publications, brochures, newspapers,
- Radio and television

Association with World Heritage should ensure a certain quality, where the World Heritage values and the cause of inscription should be reflected in the products and services.

When discussing what should be communicated, it was considered important to recognise the uniqueness of each site and its host communities. What is “good” or “best” practice in one place might not be considered so in another. While considering varieties and complexities of different places, seeking an approach or approaches accommodating these differences, it is also important to have a unifying message that stakeholders can relate to.

Emphasised throughout the workshop was the importance of focusing on local as well as the heritage values. For World Heritage sites, the value is formulated through the statement of Outstanding Universal Value (OUV). Stakeholders, including local community members, need to know what World Heritage status actually means and entails. It is therefore important to improve the understanding of the importance a site’s OUV. Again, it was recommended that this would need to somehow be “translated” to become more useful in inclusive information and communication efforts. Fostering knowledge and understanding of a site’s OUV is crucial for developing a feeling of local ownership, pride and responsibility among stakeholders.

To create awareness, it was recognised that information goes beyond providing written text, advertisements, manuals, etc. Information could also represent a means to stakeholder empowerment. Empowerment of stakeholders could include education and training programs, both to engender a sense of identity and pride as well as inspire entrepreneurship. Promoting heritage values and sustainable use through tourism could be strengthened through training and education, and in liaison with Universities, schools and training providers.

The intangible aspect (traditions, local flavours, the local living culture, etc.) and the “good story” is central in the visitor and tourist experience, and part of what makes the experience of visiting a destination and World Heritage site unique. The importance of training local guides, product and service providers was therefore specifically expressed by the participants. They need to be able to present what it means to be a World Heritage site, explain its values, and be able to put this into the local context in an interesting (educational and/or entertaining) way. Consequently, the quality

of the local guides are essential; they should know what to say and to whom – and often in a very short time.

Visitors' and tourists' experiences are often expressed through “word of mouth” and “below the line” information channels. The workshop participants pointed out that as social media plays an increasingly important part in the sharing of experiences, it could be further utilised to promote World Heritage values and sustainable tourism products and services. However, it was also pointed out that the use of social media represents limitations to information management.

Furthermore, as specifically pointed out by Giovanna Segre, from the University of Turin in her keynote presentation, brands are potent carriers of information. Creating attractive, collective frameworks and trademarks (representing a collective intellectual property) could be a way where collaborative efforts associated with World Heritage could promote sustainable tourism.

World Heritage holds a significant brand value that may be better utilised in promoting the site, the broader destination, as well as local products and services both nationally as well as internationally. Building brands and trademarks, not competing with, but through shared values (e.g. sustainability and responsibility), creating synergies holds still unexplored opportunities.

Such an approach would allow destinations or smaller groups of product and/or service providers to build a profile around shared values and symbolic references with respect to, and furthering of, local values, cultural styles, materials, knowledge and creativity. Unlike physical property, intellectual assets have a strong *public good* character and can therefore be used and applied by an unlimited number of people without depriving others. However, it was concluded that branding and trade-marking should be a result of an inclusive process, and that the process itself can be a means to inclusion.

Credible information is essential, and there is a need for better data and statistical analyses concerning World Heritage and tourism. It was clear from the workshop that including and collaborating with researchers and academia is very useful to foster new ideas as well as to forward an analytical approach to complex topics.

### **“Forget about best practice” – empowering stakeholders**

**Dr. Giovanna Segre**, Assistant Professor, University of Turin in Italy argued in her keynote presentation that *“a sustainable tourism destination needs both to establish a high quality production environment for the best satisfaction of visitors and to enhance, at the same time, welfare for the host community through participation in tourism development. This might be achieved if the **entire local tourism supply chain** can tie its character or brand to local culture and creativity, building its strength on the cross-fertilization between different creative production sectors (artistic creations and performances, structural and product design, fashion, gourmet food, superior wine, art and craft).*

***Collective intellectual property** may contribute in tying together local suppliers around shared values and a symbolic reference to the respect and furthering of local creative knowledge and material cultural styles. Such institutional arrangement has the potential to bring forward more sustainable tourism development, favouring the orientation of the local tourist market to trust and cooperation.”*

## ❖ ***Incentives - How to motivate involvement & cooperation in sustainable tourism?***

An incentive can be defined as fear of punishment or the expectation of reward that induces action or motivates effort. A certain action or behaviour could be enforced by legislation and regulations, or incentivised through voluntary systems.

Despite the recognition that tourism forms both an opportunity and threat to World Heritage, there are currently no specific requirements concerning how tourism should be developed and managed at and around the sites. This is, however, about to change. The international workshop *Advancing Sustainable Tourism at Natural and Cultural Heritage Sites*, held in Mogao, China, in September 2009 specifically recommended to the World Heritage Committee that principles should be included in the *Operational Guidelines*, which is the major tool in setting out the implementation of the Convention.

While lacking specific principles concerning tourism management at and around World Heritage sites, there are a number of principles, guidelines, certifications, awards etc. in the Nordic-Baltic region. It is again necessary to appreciate the differences in our region and that it might be very difficult, if at all possible, to agree or establish a common framework on sustainable tourism. Specifically mentioned in the workshop was the effort of the *Global Sustainable Tourism Council (GSTC)*<sup>3</sup>, a global initiative which through the *Global Sustainable Tourism Criteria* promotes sustainable tourism practices around the world.

Applying sustainable tourism good practices may, in some cases, be considered an economic burden but can, if cleverly applied, prove profitable. Increasing awareness concerning the World Heritage sites and their value, may not only increase awareness and pride and the desire to protect the heritage sites, but may even inspire and incentivise stakeholders to develop products and services promoting sustainable tourism as well as generate revenues. Understanding the local and heritage values (OUV) and being able to “build” this into products and services could even incentivise the market – the visitors and tourists – to choose and consume “responsibly”.

Incentives that were specifically mentioned during the workshops included:

- awards and prizes incentivising activities, implementation and development of products and services promoting World Heritage values and sustainable tourism
- certification, branding and recognition – quality marks
- tourism taxation and re-distribution of tourism revenues
- tourism routes incentivising tourists to visit other places and attractions in the region, or alternatively, directing visitors to the World Heritage sites
- the use of price incentives - costs as an quality indicator
- “the good story”, “exclusivity” and service
- financial incentives including seed funding

<sup>3</sup> GSTC members include UN agencies, travel companies, hotels, country tourism boards and tour operators. The *Global Sustainable Tourism Criteria* is a set of minimum requirements (37 voluntary standards) that any tourism business should aspire to reach in order to protect and sustain the world’s natural and cultural resources while ensuring tourism meets its development potential. Sources: [www.gstcouncil.org](http://www.gstcouncil.org), [www.sustainabletourismcriteria.org](http://www.sustainabletourismcriteria.org)

Mapping and documenting tourism practices through the *Periodic Reporting* tool was suggested as an important vehicle that could potentially, if, for instance, linked to an award, incentivise the development and implementation of good practices.



Participants following the presentation of Alfredas Jomantas.



Participants discussing the “3Is” during a working session.

## CONCLUSIONS

The workshop participants concluded that broad-based involvement and cooperation among stakeholders *is absolutely crucial* for promoting sustainable tourism and development at and around World Heritage sites. Sharing experiences and good practices in a forum like this should be encouraged and repeated regularly.

The proposed framework of the “3Is” – *inclusion, information and incentives* – was tested throughout the workshop. Each of the “Is” framed fruitful discussions and exchange of experiences, while respecting the uniqueness of each heritage site and the need for local solutions. Based on the participants’ feedback it is concluded that the “3Is” enable a systematic and at the same time open ended and innovative framework for discussing and collating good practices advancing stakeholder engagement in World Heritage and sustainable tourism.

The workshop participants concluded that regardless of the diversity and variations of stakeholders, sites, and local conditions, most stakeholders would somehow be able to contribute and benefit from involvement and cooperation on issues concerning World Heritage. Moreover, it was concluded that stakeholder engagement at *all levels* is important. Interaction and cooperation is beneficial in both small joint projects as well as in overall strategic processes. Both *top-down* and *bottom-up* approaches are needed when involving and cooperating with stakeholders.

Critical factors to stakeholder involvement and cooperation identified in the workshop:

- Stakeholder involvement and cooperation is a precondition to ensure protection as well as sustainable use of these heritage resources.
- Stakeholder involvement starts by identifying and mapping the relevant stakeholders.
- Effective management of a site usually includes broad-based involvement of various stakeholder categories including representatives from the local communities, private sector and politicians.
- Identification of strategic stakeholders is crucial.
- Visitors and tourists should also be considered important stakeholders.

Specific outcomes concerning the “3Is” – *inclusion, information and incentives* - included:

**Inclusion** - How to secure broad based participation in strategic planning processes.

- Invite the stakeholders!
- There are various levels of inclusion and involvement from plain information, participatory processes and voting rights.
- Stakeholder’s interest, availability and accessibility should be taken into consideration.
- Understand the needs and motivations of the different stakeholders.
- New and innovative technologies could be used to promote inclusion.
- Provide relevant information on the potential that lies in involvement.
- Communication is a key and may need to be specifically addressed and/or facilitated.
- Inclusion requires room for diversity.

- Expectations, roles and responsibilities must be clarified and managed from an early stage.
- The use of a forum and/or facilitating body is most beneficial.

**Information** - How to share good practices between stakeholders.

- Information, communication, education and awareness are crucial to valuing, protecting and benefitting from the World Heritage.
- Association with World Heritage should ensure a certain quality, where the World Heritage values should be reflected in products and services associate with the sites.
- The local values as well as the World Heritage values (OUVs) are our most important assets, and should be cleverly utilised in information and communication strategies.
- The quality of the local guides is crucial to the heritage site, a destination and its local community. Guides should tell reliable stories, be able to present the significant values of a site, and promote sustainable tourism both at and around the site.
- Social media plays an increasingly important part in sharing of experiences, and could be further explored and utilised.
- Brands are potent carriers of information and the creation of attractive, collective trademarks could promote collaboration promoting World Heritage values as well as sustainable tourism.
- There is a need for better data and statistical analysis concerning World Heritage and tourism.

**Incentives** - How to motivate stakeholders in sustainable tourism.

- Principles, standards and criteria are useful in incentivising “good practice”, and it would be useful with a set of overarching principles or guidelines specifically addressing World Heritage and sustainable tourism still accommodating for national and local variations.
- It is important to know and understand the stakeholders in order to create appropriate incentives.
- Applying sustainable tourism good practices may be considered economically profitable.

The collaboration towards implementing sustainable tourism practices at and around World Heritage sites is an ongoing learning process. Hence, there is a need for better access to good examples, both within the region as well as internationally. UNESCO and the World Heritage Centre is therefore encouraged to specifically explore how the *Programme on World Heritage and Sustainable Tourism* could encourage, and possibly further systematise and facilitate, a body of knowledge on sustainable tourism good practices.

The outcomes of the workshop emphasised the need for **overarching principles** concerning World Heritage and sustainable tourism. Such principles should not only address the protection and conservation of a site, but also be relevant in a broader development perspective, accommodate the variety of stakeholders, local values, needs and state of affairs.

## RECOMMENDATIONS & ENCOURAGEMENTS

The objective of the workshop was to address the challenge of linking World Heritage, tourism and development through broad-based stakeholder involvement and cooperation. The following recommendations and proposed “next steps” are based on the workshop presentations, discussions and working sessions, as well as the analysis presented in this report.

The recommendations and encouragements are aimed at and across the key stakeholders - locally, nationally as well as internationally - including States Parties (National Government Ministries and Departments responsible for the implementation of the World Heritage Convention), practitioners including organisations, site managers and networks with a direct responsibility for the natural and cultural heritage sites and properties, destination marketing organisations and promoters as well as travel and tourism private sector. The recommendations also address UNESCO, the World Heritage Committee and the World Heritage Centre in the development and running of the Programme on World Heritage and Sustainable Tourism.

The outcomes of the Visby workshop align with the recommendations from the international workshop on *Advancing Sustainable Tourism at Natural and Cultural Heritage* sites in Mogao, China September 2009, the *Evaluation of the World Heritage Tourism Programme* by the UN Foundation, as well as the decisions adopted by the World Heritage Committee during its 34<sup>th</sup> Committee meeting in Brasilia 2010.

*The Nordic-Baltic Workshop on World Heritage, Tourism & Development - Towards a Nordic-Baltic approach to Stakeholder Involvement & Cooperation* held in Visby, Gotland (13)-14-15 October 2010:

1. Encourages all States Parties as well as World Heritage site managers in the Nordic and Baltic countries to, in an inclusive and collaborative manner, develop sustainable tourism strategies as an integral part in the overall management regimes;
2. Encourages all World Heritage stakeholders to identify and share good practices on how to practically implement good practices promoting on World Heritage and sustainable tourism and thereby contributing towards an international body of knowledge;
3. Encourages the exploration, development and utilisation of new and innovative technologies as a means of communication and information sharing;
4. Encourages the development of specific standards and materials for training of guides associated with World Heritage sites;
5. Encourages the exploration, development and implementation of incentive mechanisms as tools and vehicles to promote World Heritage and sustainable tourism, especially in recognising stakeholders applying good practices and contributing to this specific body of knowledge;
6. Encourages all stakeholders associated with World Heritage, including local community members, politicians as well as private sector, to support site management in the protection and development of World Heritage sites, and furthermore to get involved and collaborate on the promotion of World Heritage site values and sustainable tourism;

7. Encourages interested parties to initiate, contribute and dedicate resources towards research and mapping of good practices, and the further development of the “3Is” approach in order to develop an international database that can be used to generate credible information, data and statistics enabling informed decisions and good communication among the broader World Heritage community;
8. Encourages the NWHF to continue its work in promoting World Heritage and sustainable development through tourism in the future benefitting the Nordic and Baltic countries as well as the international World Heritage community;
9. Welcomes States Parties, UNESCO Category 2 centres and World Heritage stakeholders in the Nordic-Baltic region and other regions, to use, adapt and build upon the “3Is”, and thereby contribute to an international body of knowledge;
10. Encourages UNESCO and the World Heritage Centre to consider and reflect the outcomes, conclusions and recommendations from the Visby workshop in its new Programme on World Heritage and Sustainable Tourism, (and especially urges it in the development of the overarching principles on World Heritage and sustainable tourism to consider the broader sustainable development perspective, and furthermore that these Principles are be reflected in the Operational Guidelines as well as in the Periodic Reporting tool).



### About the Nordic World Heritage Foundation (NWHF)

The NWHF is a UNESCO category 2 centre working under the auspices of UNESCO. While established, hosted and funded by a States Party (the Norwegian Ministry of the Environment) its main responsibility is to serve UNESCO and the World Heritage Centre in the implementation of the World Heritage Convention, through the support of its prioritised activities and thematic programmes. NWHF's Board is made up of representatives from all the Nordic countries as well as the World Heritage Centre.

The overall aim of the Foundation is to promote the implementation of the Convention within the context of sustainable development. NWHF's strategy for 2010-2014 points out *promotion of sustainable development through tourism* as one of its three strategic objectives. It is stated in its strategy that all activities the Foundation is involved in should add value and / or provide synergies within its region as well as internationally.

There are currently six regional category 2 centres with a specific mandate to support the implementation of the World Heritage Convention around the world - in South Africa, Bahrain, China, Brazil and Mexico. NWHF work very closely with its sister organisations as well as other international partners to ensure regional synergies and international sharing of good practices.

The NWHF is furthermore working closely with the UNESCO World Heritage Centre in developing the new Programme on World Heritage and Sustainable Tourism.

For more information visit [www.nwhf.no](http://www.nwhf.no) or contact us at [st@nwhf.no](mailto:st@nwhf.no)

### About Pluss Leadership

Pluss Leadership is a Danish consultancy house, operating all of Denmark and in the Nordic countries. The clients count the public sector on all levels, with a special expertise on culture, cultural heritage and Nordic cooperation, and the private sector especially within tourism, entrepreneurship, business and industry.

Pluss Leadership is working within the fields of process management and facilitation, strategic analysis and cross cultural cooperation. Two consultants from the company took active part of the workshop planning process and the actual facilitation and reporting back. They equally participated as the process consultants on the mentioned Danish project on Strategic cooperation and involving stakeholders at and around the World Heritage sites in Denmark.

For more information visit [www.Pluss.dk](http://www.Pluss.dk) or contact us at [Lea@Pluss.dk](mailto:Lea@Pluss.dk)

## Annex 1: Welcome & introduction by Kristen Grieg Bjerke, Chair, NWHF

Representatives of the Nordic and Baltic States Parties/Participants/Delegates from Sweden, Norway, Denmark, Finland, Iceland, Estonia, Lithuania and Latvia, ministries, agencies, World Heritage sites and networks, destination promoters, tourism industry and UNESCO.

As the Chair of the Nordic World Heritage Foundation, it is my great pleasure welcoming you to this *Nordic-Baltic Workshop on World Heritage, Tourism & Development - Towards a Nordic-Baltic Approach to Stakeholder Involvement & Cooperation*.

This I do in cooperation with the States Parties of Norway, Sweden and Denmark, The three countries that made this workshop possible.

○

The *Convention Concerning the Protection of the World Cultural and Natural Heritage of 1972*, or the *World Heritage Convention* to which it is usually referred, is one of the early conservation instruments. Ratified by 187 countries it is today the most universal legal instrument in heritage conservation and in 2012 it will celebrate its 40<sup>th</sup> anniversary.

Today there are 911 World Heritage sites across the World – 704 cultural sites, 180 natural sites and 27 mixed sites. 42 of the sites are in the Nordic and Baltic region: 14 in Sweden, 7 in Norway, 4 in Denmark, 7 in Finland, 2 in Iceland, 2 in Estonia, 4 in Lithuania and finally 2 in Latvia.

World Heritage status recognises natural and cultural heritage of Outstanding Universal Value. World Heritage holds many opportunities, including as a resource for development and growth. Tourism is one of economic sectors with the potential of linking heritage and sustainable development. The UN World Tourism Organisation estimates worldwide tourism to increase from 1 billion tourists in 2010 to 1.6 billion in 2020. For Europe the estimates are 527 million in 2010 increasing to 717 million tourists in 2010<sup>4</sup>. It is impossible to estimate or put a number to World Heritage related tourism. It is however generally recognised that World Heritage sites are considered among the World's most visited attractions in an international tourism industry, which in 2009 still is considered one of the largest and fastest growing economic sectors in the World.

The Nordic-Baltic region is often referred to as the most successful region in the UNESCO World Heritage system in the implementation of the Convention. While representing a relatively privileged region we should be proud of this. However, we also need to be aware of some of the challenges we still, and possibly increasingly, have to address in our region. Potential challenges include natural events and disasters, building of infrastructure and other development pressures, management issues as well as human activities such as unsustainable tourism. In our effort linking heritage and sustainable development we need recognise the uniqueness of each site and the destination in which it is located and hosted. What is considered “good” or “best” practice one place might not be considered so another place.

*The World Heritage Convention* started out as an instrument primarily for conservation, where tourism often was referred to as a problem. While unmanaged tourism may be a challenge and even cause negative effects, it is also a growing understanding that tourism – if well managed and integrated into a bigger context - may have positive effects. Not only can responsible and sustainable tourism raise revenues for conservation, it may also contribute significantly to socio-economic development.

○

In the context of the World Heritage Convention, the potential of tourism as a tool for achieving sustainable social, economic and environmental development remains largely untapped. The *Operational Guidelines* is the major tool in setting out the implementation of the Convention. Yet, there are no formal or specific requirements concerning World Heritage and tourism management

---

<sup>4</sup> <http://www.unwto.org/facts/eng/vision.htm>

outlined in these guidelines. At best, tourism only marginally benefits the local communities and contributes towards conservation of the sites. This is however about to change.

The ongoing reflection on the "*Future of the World Heritage Convention*" leading up to the 40<sup>th</sup> anniversary of the Convention in 2012 specifically recognises World Heritage as "... a positive contributor to sustainable development". In March earlier this year the Government of Brazil invited to an expert meeting on World Heritage and sustainable development, where the Nordic World Heritage Foundation participated among other experts. The meeting underscored sustainable development as a condition for successful conservation, as unsustainable development may be the most significant threat to heritage conservation.

At the World Heritage Committee meeting in Brasilia this summer the *Future of the Convention* was further discussed with a specific focus on World Heritage and sustainable tourism. The Committee decided to strengthen the link between World Heritage and sustainable tourism through a revived *UNESCO Programme on World Heritage and Sustainable Tourism*, and more specifically recognizing this workshop as a first regional initiative contributing in this effort.

○

The Nordic World Heritage Foundation holds a very specific role both in our region as well as internationally. As a UNESCO Category 2 centre it is an autonomous organisation working under the auspices of UNESCO. While established, hosted and funded by a States Party - in this case Norway the Ministry of the Environment - its main responsibility is to serve UNESCO and the World Heritage Centre in the implementation of the World Heritage Convention, through the support of its prioritised activities and thematic programmes. The Board of the Foundation is made up of representatives from all the Nordic countries as well as the World Heritage Centre, and it is the Board that set out its strategic direction.

The overall aim of the Foundation is to promote the implementation of the World Heritage Convention within the context of sustainable development. In April this year the Board signed off the strategy for 2010-2014 where *promoting sustainable development through tourism* is one of 3 strategic objectives.

The Nordic World Heritage Foundation's work on tourism as a vehicle in conservation and development goes back to 2001<sup>5</sup>. This workshop is a result of a direct request from the Norwegian Ministry of the Environment asking its secretariat to share some of its international experiences with World Heritage stakeholders in the Nordic-Baltic region.

As a focal point for the Nordic-Baltic countries it is our aim to promote the region, and in this case as a region in the forefront of linking World Heritage, tourism and sustainable development. In this effort it makes little sense to seek "one model fits all". Neither should we insist on promoting "best practices" as this is a relative term. We do however believe in the idea of a "Nordic-Baltic approach" - a "modus operandi" whereby the various stakeholders could be involved and engaged in this effort, and thereby directly benefit.

It is stated in its strategy that all activities the Foundation is involved in should add value and / or provide synergies within its region as well as internationally. There are currently six regional category 2 centres working with the Convention around the world - in South Africa, Bahrain, China, Brazil and Mexico. While all the centres have different strategies, the Nordic World Heritage Foundation work very closely with its sister organisations as well as other international partners to ensure regional synergies and international sharing of good practices. We are therefore very

---

<sup>5</sup> Culture, Heritage Management and Tourism – Models for cooperation among stakeholders (supported by Norad and the Norwegian Ministry of Foreign Affairs)

happy that our close partner in this work, Dr Webber Ndoro the Director of the African World Heritage Fund, is with us at this workshop.

○

The World Heritage Convention provides a framework for international cooperation to safeguard natural and cultural heritage of Outstanding Universal Value. It is the States Party to the Convention that holds the formal and legal responsibility for ensuring the safeguarding of these sites. However, linking World Heritage status with sustainable development – basically ensuring the relevance of the Convention – cannot be the national government or the site manager's responsibility alone. Making heritage a resource in sustainable development – local as well as national - requires multi stakeholder involvement and cooperation.

As the first step in what needs to be an ongoing effort in promoting sustainable tourism, we have invited a broad spectre of stakeholders including representatives from governments, ministries, World Heritage sites and networks, destination promoters as well as tourism private sector. Some of you might know the World Heritage Convention very well. Others may be new to the Convention but holding experience related to tourism and / or development. Whatever your field of expertise or experiences, your active participation - thoughts, input and contributions – over the two next days will be very important. Remember that you are here not only representing your organisation, but also your category of stakeholder.

○

**What we want for this Nordic-Baltic workshop on *World Heritage, Tourism and Development* is to specifically discuss how we, in a collaborative way, can promote the link between World Heritage and development in our region – and thereby be a leading region in the promotion of World Heritage and sustainable tourism internationally.**

**We also hope to share the vision and trust in the possibility that within the next few years all World Heritage sites in the Nordic-Baltic region should have a sustainable tourism strategy integrated in their overall management regimes.**

The next two days will be made up of presentations as well as working groups. While we're specifically addressing World Heritage, I would like to emphasise that the discussions, outcomes and recommendations from the workshop could be just as relevant to natural and cultural heritage sites and attractions that are not designated World Heritage sites.

Hopefully the workshop will give you some new perspectives on the development potential associated with heritage, and that you – as a representative of one of the most privileged regions in the World - feel inspired and enabled to be a real partner in sustainable tourism.

On behalf of the Nordic World Heritage Foundation I would especially like to thank the States Parties of Sweden, Norway and Denmark and the hosts the Gotland county Administrative Board and the Municipality for generously contributing towards the organisation of this Workshop.

Thank you and good luck over the next two days!

## **Annex 2: Welcome by Director General Inger Liliequist, Sweden**

Dear Colleagues,

Welcome to Visby, to this workshop and to our beautiful building. We have before us two days of intensive work, aiming at sharing experiences and finding ways of supporting sustainable development and growth at and around World Heritage properties in our part of the world.

I would like to begin by briefly telling you why we as co-organizer believe this is important. World Heritage holds many opportunities. They are unique testimonies of the natural and cultural heritage of earth and humankind and should be preserved for their outstanding universal value. They are also resources for development and growth. Following a World Heritage designation the number of visitors can sometimes increase four to five times. To be included on the World Heritage List is to be on the world map. Of course this offers great opportunities, but it also entails a responsibility to ensure that the development that takes place is sustainable in all its dimensions.

Sustainable development and growth cannot come about without cooperation. Those who use the World Heritage sites need to realize the importance of protection and management so that the values are not consumed. Equally important is that World Heritage managers understand the tourism industry and the visitors' needs and give room for cooperation. The parties need to meet and communicate in order to understand each other and to cooperate. Increased understanding of each others' perspectives, conditions, and interests is needed. That is also why you all have been invited to this workshop. Together, we can learn from each other and see common opportunities. This is not always easy, but it is a precondition.

We have now realized that the relationship between natural and cultural heritage and tourism does not have to be a contradiction. The relationship between heritage and tourism in cultural, environmental, social and economic sustainable development is that our heritage is used, made accessible and is a priority for more people. In turn, tourism has heritage as a base for its activity and generates job opportunities and cultural encounters and experiences. A prerequisite for sustainable development is that natural and cultural heritage and tourism are regarded as resources for each other.

The Swedish National Heritage Board is, together with the Swedish Environmental Protection Agency, responsible for implementing the World Heritage Convention in Sweden. I look forward to further develop the implementation of the Convention and to contribute to sustainable development and growth by enhancing the link between World Heritage and sustainable tourism. I am convinced that we in the Nordic and Baltic countries are well placed to take on the task. We who participate in this workshop have the power to influence. Hopefully, the workshop will be a first step in a development that will last for some years to come with initiating and supporting sustainable tourism development and growth at and around World Heritage properties. We have a unique opportunity to create a new and innovative approach in linking World Heritage with sustainable tourism development, especially if we focus on stakeholder involvement.

Much work is already underway and the link between World Heritage and sustainable development and growth has many facets and can be dealt with it in many ways. Finding a model that suits everyone can be difficult. The conditions at our World Heritage Properties and in our respective states differ. The vision is to develop a "Nordic-Baltic approach" - a collaborative effort and "modus

operandi" to promote and implement sustainable tourism at and around World Heritage sites in the Nordic-Baltic region. Our input to this workshop is summarized in three strategic Is; Inclusion; meaning broad-based participation in strategic planning processes. Information; focusing on sharing of good practices between stakeholders. Incentives; how to motivate stakeholders in sustainable tourism. These keywords are not randomly chosen. Collaboration including these dimensions is increasingly emphasized in both research and practical work as a prerequisite for sustainable tourism development. That is why these concepts have such a prominent place in the workshop.

The outcome of the workshop will also be useful in other contexts, not least in UNESCO. Sweden is currently a member of UNESCO's World Heritage Committee, with overall responsibility for the implementation of the World Heritage Convention. One of the issues we promote in the Committee is sustainable development, including sustainable tourism. For ten years now UNESCO has been working with sustainable tourism. We will soon hear more about this from Peter de Brine. We are very pleased to have him here. A series of international workshops have been held, the last one in Mogao in China, which summarized much of the work so far. The work continues, and our workshop is part of the international efforts as the first one in a series of regional workshops addressing sustainable tourism.

During the World Heritage Committee meeting in Brasilia this year, Sweden and China chaired a working group on sustainable tourism with the mission to formulate a Committee decision on how UNESCO's work should be pursued further. Central to the decision was - in addition to continuing international efforts - to try to make further progress regionally and nationally. Each region has its specific conditions, which need to be considered. The results from these initiatives may be of use also for the international work and should be fed into it. By sharing the results of our work, we can simultaneously contribute to the international work of UNESCO. This workshop focuses on World Heritage, but we believe that its results and conclusions will be relevant also to other categories of natural and cultural heritage and to other initiatives in other contexts. The workshop will result in a report. You will of course have it, but we will also make sure to make it widely available.

With these words I once again welcome you all to two inspiring and constructive days of presentations, discussions and examples of how to work with sustainable tourism development in the Nordic and Baltic States. None of us know all about World Heritage and sustainable tourism development. However, together we know a lot if we all contribute with examples, experiences and knowledge.

Thank you.

### Annex 3. Summary and conclusions of pre-workshop consultation round

The respondents were asked to complete a survey. Some States Parties had consulted their network including national site/property managers. The following summary of the survey is based on feedback provided by 8 March 2010<sup>6</sup>. Not all respondents completed all questions and the averages are based on the number of respondents for each question (ranking 1-5, 5 being most important).

Q1: What do you consider the most pressing **challenge(s)** concerning WH, tourism, local communities and sustainable development in your country?

“Involving local communities” (scoring 4.2) came up as the biggest challenge among respondents. The other pre-empted challenges were “Financing site management” (4.0), “Visitor management” (3.8), “Competition / Marketing of the sites” (3.7), “Seasonality (seasonal fluctuations in tourism)” (3.6), and “Balancing use and protection” (3.0).

Other challenges specifically pointed out included “Dialogue between State Party and local community”, “Cooperation between culture and tourism sector” and “Recognition of the value of a World Heritage site”.

Q2: What do you consider **opportunities** concerning WH, tourism, local communities and sustainable development in your country?

This question did not provide any pre-empted options allowing respondents to provide a whole range of opportunities.

<sup>6</sup> The average scores do not take into consideration the scores provided by Iceland and Lithuania as they were provided after the development of the programme.

- Development opportunities (input including “Local and regional development of good quality”, “Cross sectoral co-operation”, “New work places”, “Attracting businesses and entrepreneurs”, “Development of pleasant public spaces for well-being”)
- Opportunities for the local community (input including “Cross sectoral co-operation”, “Increase benefits for local communities”, “Mutual consultation among local community, involvement”, “Involving local communities”)
- Marketing opportunities (input including “Heritage as a marketing tool”, “Promoting WH sites through networking and external financing, on national, regional and European level (European Union)”)
- Increased interest and understanding (input including “Increased interest in both our cultural and natural heritage”, “Increased knowledge on the idea behind UNESCO’s WH”, “Increased knowledge in how to work towards sustainable tourism”, “Greater understanding”, “Broadened concept of heritage”, “Strengthening of the national identity and sense of belonging”, “Growing interest in cultural tourism, both national and international”)

Q3: Various **themes will be discussed** during the workshop. Please indicate how you perceive the relevance of the following themes:

“WH sites & destination development” scored the highest with 4.4. Thereafter came “Private sector partnerships & local value creation” (4.2), “Branding & marketing” (4.0), “Visitor education & experience” (4.0), “Local community involvement” (3.8), “Site financing through tourism” (3.75), “Interpretation & presentation” (3.6), “Visitor & tourism planning / public use” (3.5), “Site protection & conservation” (3.4), “Business planning & concessions” (2.75), “WH sites, climate change & adaptation” (2.0).

Other relevant themes specifically pointed out included “Cooperation with the tourism industry” and “A model for sustainable tourism and development”.

Q4: Please list **academic- and training institutions** providing degrees and/or training in the field of WH and tourism in your country:

While a number of universities and colleges provides degrees and training in tourism planning/management and hospitality few of them seem to address World Heritage specifically.

Q5: Please provide a list of **resources** (tools, manuals, publications, web-applications, etc.) addressing these issues in your country:

There are a number of resources in the region. Some are in print and other available online. Many of the resources are in the official national language.

Q6: Please suggest **best practice / case studies** in your country that could be relevant to the topic of the workshop:

There are several best practice cases (also other than WH sites) in the region including Skogskyrkogården and Falun / Kopparbergslagen in Sweden, Vega in Norway, Project “Walk in Time” – The cannon tower Kiek in de Kök and the bastion tunnels (in the core zone of WH site), The Masters Courtyard (in the core zone of a WH site), Tallinn Church Renaissance project and Kadriorg area in Estonia, and City game for pupils in Kuldīga, Latvia.

Q7: Is there a **national forum / network** for WH site managers in your country?

Q8: How is **information shared** between site managers and other stakeholders?

Besides the Nordic Site Managers Network, Sweden, Denmark and Norway have country specific WH site networks. Each of these networks are organised and operates differently when it comes to cooperation and information sharing.

Q9: Considering the four main aims of the workshop (stated in the introduction), what do you think should be the **most important outcome** of this workshop?

Desired outcomes include:

- “Development of a model for sustainable tourism based on NB knowledge and experience”
- “Creation of a platform/meeting ground for qualitative development and management of the WH sites together with the tourism industry and business community”
- “Management/development of tourism as part of sites’ Comprehensive Management Plan
- “Map existing knowledge, experiences, models and tools addressing issues in the Region”
- “Propose future actions, information sharing, communication and collaboration means improved

For more information about the survey and results, contact NWHF [st@nwhf.no](mailto:st@nwhf.no)



## Annex 4. Workshop programme

### 13 Wednesday

- 09.00 - 16.00 Social programme – tour of Gotland
- 16.00 Guided tour of Visby
- 18.00 Reception at Gotlands Museum, Strandgatan 14, Visby

### 14 Thursday

- 08.00 – 09.00 Registration & coffee (buses from hotel to venue)

#### Session 1: Welcome & Introduction to the Workshop

- 09.00 - 09.15 **Opening**  
by **Kristen Grieg Bjerke**, Chair, NWHF
- 09.15 - 09.30 **Welcome**  
by **Inger Liliequist**, Director General, Swedish National Heritage Board / WHC Committee member
- 09.30 - 09.45 **UNESCO and the WHCs Programme on World Heritage & Sustainable Tourism**  
by **Peter De Brine**, UNESCO World Heritage Centre
- 09.45 - 10.00 **The local perspective - benefits of sustainable tourism**  
by **Olav Ellingsen**, Mayor of Aurland (province of Sogn og Fjordane), Chair World Heritage Norway
- 10.00 - 10.30 **Towards a Nordic-Baltic approach to stakeholder involvement & cooperation**  
by **Cecilie Smith-Christensen**, Deputy Director, NWHF
- 10.30 – 10.50 Coffee break

#### Session 2: Context & Inspiration

- 10.50 - 11.10 **Reflections from the Nordic conference Resa, Bruka, Bevara** (Trondheim 6-7 September 2010)  
by **Ingvar Jundén**, Swedish Environmental Protection Agency
- 11.10 - 11.50 **“Forget about best practice” - empowering stakeholders**  
Keynote presentation by **Giovanna Segre**, Assistant Professor, Uni. of Turin, Italy

11.50 - 12.15 Q&A

12.15 - 13.15 Lunch

#### Session 3: Engaging the Stakeholders

- 13.15 - 15.00 **Working groups**
- Existing experiences
  - Identifying good practices
- 15.00 - 15.30 Coffee break
- 15.30 - 17.00 **Plenary**
- Presentations
  - Discussion
  - Outcome of day one and preparation for day two
- 19.00 Dinner hosted by Länsstyrelsen

## 15 Friday

### Session 4: Stakeholder involvement & cooperation in practice

08.30 - 09.00 Introduction to day two

09.00 - 09.15 **Heritage & tourism – potential, impact, partnership & governance**

by **Alfredas Jomantas**, Head of International Relations and Information, Ministry of Culture, Lithuania.  
Reflections from the Third Baltic Sea Regional Cultural Heritage Forum in Lithuania 25-27 September 2008.

09.15 - 09.45 **Strategic cooperation in Denmark**

by **Anne Mette Rahbæk Warburg**, Deputy Director General, Heritage Agency of Denmark.  
Developing tourism strategies for the Danish World Heritage sites.

09.45 - 10.00 Q&A

10.00 - 10.15 Coffee break

### Session 5: A Nordic-Baltic approach to stakeholder inclusion, information & incentives – “The 3 Is”

10.15 - 12.00 **Workshop cafés**

- The “3 Is” – discussions and recommendations

Coffee and tea served during the session

12.00 - 13.00 **Lunch**

13.00 - 14.15 **Plenary**

- Presentations
- Discussion
- Outcome and the way forward

### Session 6: Closing session

14.15 - 14.30 Closing remarks by **Webber Ndoro**, Director African World Heritage Foundation

14.30 - 14.40 Closing remarks by **Kris Endresen**, Director NWHF

14.40 - 14.50 Closing remarks by **Cecilia Schelin Seidegård**, County Governor, Gotland

14.50 - 15.00 Closing remarks by **Inger Liliequist**, Director General, Swedish National Heritage Board

Facilitator: Lene Bak, Pluss Leadership, Denmark

Rapporteur: Anne-Sophie Madsen, Pluss Leadership, Denmark

## Annex 5. List of participants

| Country                     | Designation                                      | Organisation  |
|-----------------------------|--|---|
| <b>Norway</b>               |  |   |
| Berit Halvorsen             | Deputy Director General                          | Norwegian Ministry of Environment   |
| Ingunn Kvisterøy            | Senior Adviser                                   | Norwegian Ministry of Environment   |
| Tove Elise Ihler            | Legal Adviser                                    | Directorate for Cultural Heritage   |
| Olav Ellingsen              | Mayor / Chair                                    | Aurland Municipality / Norwegian World Heritage Network   |
| Ingunn Sørnes               | Project Manager/Senior Advisor                   | Innovation Norway   |
| <b>Sweden</b>               |  |   |
| Inger Liliequist            | Director General                                 | Swedish National Heritage Board / WHC Committee Head of Swedish delegation  |
| Rolf Löfgren                | Principal Adm. Officer, Conservation Officer     | Swedish Environmental Protection Agency   |
| Ingvar Jundén               | Senior Adviser                                   | Swedish Environmental Protection Agency   |
| Cecilia Schelin Seidegård   | County Governor                                  | County Administrative Board   |
| Magnus Krantz               | Product Manager                                  | Strömma Turism & Sjöfart AB.  |
| Phyllis Anderson Ambrosiani | Senior Adviser                                   | Swedish National Heritage Board   |
| Erika Nilsson               | Senior Adviser                                   | Swedish National Heritage Board   |
| Lars Grönberg               | Chairman, Architect and Site Manager             | World Heritage in Sweden  |
| Anna Hegetorn               | Marketing & Communications Manager               | The Woodland Cemetery, Stockholm / ICOMOS   |
| Agneta Florin               | Project Manager                                  | Swedish Agency for Economic & Regional Growth   |
| <b>Denmark</b>              |  |   |
| Anne Mette Rahbæk           | Deputy Director                                  | Heritage Agency of Denmark  |
| Michael Lauenborg           | Chief Consultant                                 | Heritage Agency of Denmark  |
| Marianne Larsen             | Project Manager                                  | South Danish Tourism  |
| Helle Thorsen               | Development Manager                              | Jellingmonumentene,,Vejle Municipality  |
| John Hansen                 | Director of Culture, Sports and Citizen Services | Jellingmonumentene, Vejle Municipality  |
| John Frederiksen            | Consultant                                       | Ministry of the Environment / Forest and Nature Agency, Wadden Sea  |
| <b>Finland</b>              |  |   |
| Tulja Warén                 | Senior Planner                                   | Natural Heritage Services/Metsähallitus   |
| Margaretha Ehrström         | Senior Officer                                   | National Board of Antiquities   |
| Heikki Lahdenmäki           | Head of Planning                                 | The Governing Body of Soumenlinna/ Member of ICOMOS   |
| Leena Grönroos              | Senior Lecturer                                  | Tourism Management , HAAGA-HELIA University of Applied Sciences Hotel, Restaurant and Tourism Management/Soumenlinna Sea Fortress |

|                                      |  |   |
|--------------------------------------|--|---|
| <b>Iceland</b>                       |  |   |
| Einar Ásgeir Sæmundsen               | Coordinator  | Thingvellir National Park   |
| <b>Estonia</b>                       |  |   |
| Urve Sinijärv                        | Head Specialist  | Ministry of Environment / Member of Estonian team in the WH Committee (2009-2013)   |
| Prof. Mart Kalm                      | Dean of the Faculty of Art and Culture                           | Estonian Academy of Arts / Head of Estonian team in the WH Committee (2009-2013)  |
| Liina Jänes                          | Head Specialist  | Tallinn Cultural Heritage Department, Heritage Protection division  |
| Kaira Kivi                           | Product Development Consultant (cultural tourism, city holidays) | Enterprise Estonia / Estonian Tourist Board   |
| <b>Latvia</b>                        |  |   |
| Baiba Murniece                       | Head of Department   | State Inspection for Heritage protection  |
| Peteris Blums                        | Expert   | State Inspection for Heritage Protection / Latvian National Commission for UNESCO   |
| Anita Vaivade                        | Sector Director  | Latvian National Commission for UNESCO, Culture, Communication and Information  |
| Armands Slokenbergs                  | Director   | Latvian Tourism Development Agency  |
| Astnate Ziemele                      | President  | "Countryside Traveller" / Latvian Rural Tourism Association   |
| <b>Lithuania</b>                     |  |   |
| Lina Diksaite                        | Deputy Director  | Curonian Spit National Park (belongs to State Protected Areas Service under the Ministry of Environment)                  |
| Alfredas Jomantas                    | Head of Division   | Department for Cultural Heritage, Ministry of Culture / Chairman of the monitoring group on Heritage in Baltic Sea States |
| Lidija Bajaruniene                   | Head of Division   | Ministry of Economy of Lithuania  |
| <b>Special Guests &amp; speakers</b> |  |   |
| Webber Ndro                          | Director   | African World Heritage Fund   |
| Peter DeBrine                        | Programme Manager  | UNESCO World Heritage Centre's Programme on World Heritage and Sustainable Tourism  |
| Giovanna Segre                       | Assistant Professor  | University of Turin, Italy  |

|  |                    |                                 |
|--|--------------------|---------------------------------|
| <b>Organisers &amp; NWHF Secretariat</b> |                    |                                 |
| Kris Endresen                            | Director           | NWHF                            |
| Cecilie Smith-Christensen                | Deputy-Director    | NWHF                            |
| Ole S e Eriksen                          | Programme Officer  | NWHF                            |
| Kristen Grieg Bjerke                     | Chair              | NWHF                            |
| Ida Breckan Claudi                       | First Secretary    | NWHF                            |
| Sandra Bruku                             | Research Assistant | NWHF                            |
| Jan Turtinen                             | Senior Adviser     | Swedish National Heritage Board |
| Berit Hansson                            | Assistant          | Swedish National Heritage Board |
| <b>Facilitators</b>                      |                    |                                 |
| Lene Bak                                 | Facilitator        | Pluss Leadership, Denmark       |
| Anne Sophie Madsen                       | Rapporteur         | Pluss Leadership, Denmark       |

***This report is the result of the collaborative effort that took place in Visby (13)-14-15 October 2010 during the Nordic-Baltic Workshop on World Heritage, Tourism & Development - Towards a Nordic-Baltic approach to Stakeholder Involvement & Cooperation***

**Recognition and appreciation goes to everyone that took part and contributed to and in this workshop!**