A Framework for Defining a World Heritage Path to Tourism: Small Island Developing States (SIDS)

Art Pederson

Ministry of Education, Culture and Science of the Netherlands

This publication is dedicated to Ron Van Oers, a colleague and friend. As a heritage colleague, Ron always emphasised that protected area management was an ongoing process, an ever changing journey, constantly challenging those who have to keep a watch on both conservation and development; a little like trying to hold a sailboat on course in gale force winds.

As a friend, Ron always spoke of his travels to islands, particularly Pacific islands. Islands are funny pieces of the earth; they can symbolise freedom, maybe even escape, allowing you to singularly embark on a trip of discovery to your own personal treasure. But I think Ron was not so much wired that way. I think to him islands meant adventure, not closing off, but rather being engaged with others, certainly those he thought who could share in the fun.

This document was prepared in July 2014 within the framework of the World Heritage Small Island Developing States (SIDS) Programme and for the implementation of the Netherlands Funds-in-Trust project "Sustainable Development of Small Island Developing States", with inputs received at the "World Heritage Workshop on Sustainable Tourism Decision-making process" (11-13 March 2014, Palau).

Front cover Photo: Ngerukewid Islands National Wildlife Preserve (2010) © Patrick Colin

Table of Contents

INTRODUCTION

This document presents a framework for practical World Heritage-oriented tourism decision-making. It is intended for World Heritage sites, particularly in Small Island Developing States (SIDS), wishing to establish or refine their tourism policy goals and objectives. Tourism is a major management concern at many World Heritage and potential World Heritage sites and its impacts are expected to increase. Reflection on the role and responsibilities of World Heritage status is believed to be helpful in facilitating and focusing debate, clarifying value-laden tourism issues and shaping shared tourism goals and objectives.

How the framework is organized

Focusing on World Heritage status and guided by a series of questions, this voluntary framework directs decision-makers in a step-by-step reflection on World Heritage and tourism. An assumption is that the process will stimulate discussion among a site's constituencies: administrators, community business leaders, politicians and NGOs, on this complex and frequently controversial topic.

The process is designed to be carried out within a six-month period, but can be adapted to suit individual circumstances. The framework is divided into three parts, each with its own chapters. Questions are provided after each chapter to help participants synthesize their thoughts and ideas. For example, 'Why is our place unique, special and globally important?' followed by 'What kind of tourism do we wish to provide visitors to maintain this sense of place?' Three workshops address the issues outlined in each of the three parts. Suggested guidelines for workshops are provided and can also be adapted as appropriate.

Part A covers the effects and utility of World Heritage status and its potential benefits and limitations, in order to provide a wide perspective on World Heritage and its inherent influence on questions of tourism and visitor management. A chapter on setting goals and objectives for tourism is included to aid decision-makers in generating a preliminary set of site-specific goals and objectives.

Part B discusses marketing, planning and management issues. The information is provided to help decision-makers to cross-check preliminary goals and objectives against working approaches commonly used for implementing actions on tourism-related topics.

Part C contains information and questions for assessing the larger national context. National activities can affect site tourism activities and an examination of the national scene provides another opportunity to determine goal and objective feasibility. A final chapter summarizes the questions after each chapter and contains a self-assessment checklist to help link ideas and gauge the level of consensus relating to key tourism issues.

Overall, this is intended to be a living document that can be adapted and/or expanded if and when the site decision-makers deem it appropriate and when additional examples and information contribute to the commons of useful knowledge.

When might the framework be used?

The framework can be used for sites contemplating or preparing World Heritage nominations. It may be used at existing World Heritage sites if, for example, new thinking on tourism development and visitor management is contemplated.

Sites may wish to reorient tourism to explore market niches more geared towards heritage, or they may wish to modify the type of tourism at the site, attracting not more but higher-value visitors.

Or sites may wish to consider tourism within the broader concept of public use, reflecting on how tourism integrates with other user groups such as visiting educational groups, recreation interests, and scientists conducting research at the site. Local cultural or spiritual activities, or traditional land tenure organization systems, may wish to be considered and integrated as an element of public use so as to avoid unnecessary conflict.

There may be a desire to develop interpretation messages linked to marketing local products. Perhaps also to use the World Heritage site as a hub for tourism but to explore the use of related regional tangible and intangible heritage assets for a wider-destination heritage tourism offer.

Sites and their associated communities may wish to see how tourism can be integrated to generate broad development goals, not only economic, but social and cultural goals such as education. Sites may simply wish to strengthen their planning and management capacities.

Why use World Heritage to explore tourism policy issues?

Most key tourism issues involve discussions of values, not science. Issues such as what is appropriate visitor experience, what are the appropriate limits of acceptable change (LAC) for tourism infrastructure development, or what is meant by sustainable tourism, often reflect varied opinions. Ultimately decisions on these issues must be settled within existing legislation but also through discussions with site constituencies.

Examined through the lens of a site's Outstanding Universal Value, World Heritage is well suited as a point of reference for exploring this dynamic. The World Heritage inscription process or the desire to define a heritage tourism offer after inscription, are attractive initiatives to engage a wide range of diversified social, environmental and economic interests. These activities can be used to help identify and clarify points of agreement and conflict for reaching consensus on tourism management and development paths. In addition, World Heritage status, if proactively used, can help to catalyse a number of actions contributing to a more robust tourism offer. These include enhanced image, increased public awareness, better planning, and fundraising opportunities to meet unmet conservation costs.

Why SIDS?

Small Island Developing States are characterized by a high level of social, economic and environmental vulnerability and constraints. They are insular, and may have focused development to revolve around a standard but limited set of industries, tourism being one of the most prominent. Because of their limitations and the need to expand development opportunities, SIDS, within the closed set of World Heritage sites, may have some of the greatest potential for launching a reflective process on tourism, site values, and leveraging World Heritage benefits.

SIDS are also favourable places to begin this framework initiative because on small islands it is possible to draw together a wide range of stakeholders in a relatively short time. Because of their scale, the economic and social geography of SIDS is conducive to more rapid analysis, allowing the range of elements considered important in a tourism offer to be more readily examined. The Pacific Region SIDS, considered as under-represented in World Heritage listings, are of particular concern and interest; providing support to this group of sites is a World Heritage Centre priority.

Whereas SIDS are the intended first-user group, if the approach at these sites is found to be both beneficial and cost effective, it is thought that the lessons learned from SIDS could be adapted and expanded to other World Heritage properties.

Final thoughts

Frameworks with processes that provide opportunities for constituencies to engage in constructive debate are essential for establishing practical policy development that lead to successful management outcomes. Currently, there is no process to aid States Parties in generating an overall guiding tourism vision with the requisite related goals and objectives, based on the purpose that tourism will serve.

General principles on sustainable tourism development are readily available from the UN World Tourism Organization (UNWTO) and the World Heritage Advisory Bodies (ICCROM, ICOMOS, IUCN) for example the ICOMOS Tourism Charter. Also, the UNESCO World Heritage Centre, IUCN and ICOMOS all have manuals on tourism management. A framework for sites to reflect on their own tourism goals and objectives, within the requirements and benefits of World Heritage status, will hopefully add to the list of useful World Heritage tools.

PART A

WORLD HERITAGE STATUS AND TOURISM: OPPORTUNITIES AND CONSTRAINTS

Part A covers the effects of World Heritage status and how sites have proactively used the status. Cases of several World Heritage properties describe the concerns raised by the World Heritage Committee about proposed tourism activities. Information for assessing the motivations of different site constituencies and defining tourism's purpose is provided to aid reflection on a set of preliminary goals and objectives.

Chapter 1. Effects of World Heritage status

Information on the potential benefits and limitations of World Heritage status can give perspective on the range of effects that a site may experience. This can aid thinking on its use in tourism development and management.

1.1 There is a notion that one of the effects of World Heritage is an automatic increase in site visitation.

Much discussion has taken place on the push and pull of conservation and tourism at World Heritage sites. Many perceive site inscription as driving visitation; once on the World Heritage List there is sufficient promotional appeal in World Heritage status to prompt rapid visitor increase. Articles in the media suggest concern about the danger of escalating visitor numbers that inscription will bring. Some countries, regions or cities may see World Heritage status as a convenient label for tourism promotion.

Whereas tourism pressures at many World Heritage sites are real, it has been found that World Heritage status does not automatically mean increased numbers. Research describes a much more complex situation regarding the effects of the status on visitor numbers. Some sites do experience increases after inscription, but these may be short term, whereas at other sites visitor numbers can remain stagnant or even decrease.

1.2 Many external forces other than World Heritage can come into play with regard to tourism increases.

The numbers of visitors may be growing at some sites, but this may be related to general tourism trends. Increased private and public marketing activities or increased infrastructure may also influence numbers. The Statue of Liberty (United States), a cultural site where the number of visitors increased from about 1 million in the early 1980s to more than 5 million in 2000 was due largely to a major renovation project carried out in parallel with the site's World Heritage nomination.

At Uluru-Kata Tjuta National Park (Australia), there was increased tourism growth after listing. However, the construction of a resort and an agreement with the aboriginal people, which followed considerable public debate and controversy, are thought to be important contributing factors to the increase.

At other Australian sites, research found it difficult to differentiate just how much influence World Heritage status generated among a range of causal factors that could have increased visitation.

1.3 Comparing World Heritage sites has proven difficult, making it hard to gauge the impact of World Heritage status on tourism visitation.

Data from one site are rarely comparable with those from another, complicating research on pre- and post-listing visitor numbers and other trends. Tourist statistics in one region may be based on different data than in another. Many World Heritage sites have inconsistent data for administrative areas not continuous with the World Heritage site boundaries, making comparisons problematic.

World Heritage sites are physically different in accessibility and size. A city differs from a national park; a single monument is unlike a landscape. Many World Heritage sites can stretch for long distances and are composed of different government agencies or organizations. Heritage sites have different histories of land tenure and land use.

Controlling sites to compare and minimize external factors is also difficult. Gothic cathedrals may be matched but unless the cathedrals are close and in the same region, there is the issue of externalities, such as the influence of regional marketing campaigns.

The Saint-Emilion and Margaux vineyards in France may be compared as having close similarities but it may be difficult to put together a wider sample size of World Heritage sites and control sites that can be matched in a similar fashion.

1.4 The issue of World Heritage status and tourism development may be better viewed within the realities of the site.

When considering tourism policies and strategies, overall site conditions offer a much more robust view of tourism potential. Even a World Heritage site needs the right ingredients to attract tourism markets, particularly higher-end markets. Sites must have infrastructure, transport, accommodation, and a skilled labour force. The programme of investments and the location and size of the site are also important determinants of tourism success.

For SIDS, and in particular Pacific SIDS, the size and location of the World Heritage sites play a major role in successful tourism. A remote site with a small local population and a finite tourist market will probably have less potential for generating tourism options.

It has also been found that tourism success depends on sites having a motivated and organized governance structure with a clear direction and strategy to exploit the status. Support from local constituencies is essential and greatly aids successful development outcomes. A site must be realistic about its path forward; it must gauge its way in an analytical manner, honestly addressing its resources and abilities.

1.5 In the past, most sites have focused on conservation efforts; few have proactively used World Heritage status for generating socio-economic benefits; this seems to be changing.

The majority of World Heritage sites have used World Heritage for conservation efforts; most have not proactively engaged in using the status for economic development purposes such as tourism. Although limited to a sample of sites in Europe and North America, it is reported that as much as 70 to 80 per cent of World Heritage sites appear to be doing little with the designation to generate significant socio-economic impacts.

There may be several reasons for this:

Many sites are controlled and managed by the national government, for example, national parks. These sites may focus primarily on conservation/heritage designation; they may have less or limited mandate and funding for economic activities.

Nominations during a country's first years of World Heritage Convention participation usually came from well-known sites managed by national heritage departments, not local entities. Because of their existing tourism draw, these sites may have been less interested in World Heritage as a brand to catalyse tourism. In fact, management of well-known sites with existing popularity may want less promotion and visitation because of the increased management challenges.

Another reason may be that there is simply a lack of understanding by local authorities of how World Heritage designation might be used to enhance socio-economic development objectives. It was reported in a study from Old Town Lunenburg (Canada) that local government and business was unsure of how and if the status could contribute to wider promotional/profile building efforts.

1.6 There are trends towards a more active use of World Heritage for economic purposes such as tourism.

As more sites are listed, there appears to be a growing awareness of World Heritage. Brand recognition emanating from the growing numbers of World Heritage properties seems to be trickling down to general public consciousness.

To attract business and investment, there is also the ongoing interest of destinations in differentiating themselves from others. Perceptions of a place, its cultural attributes and lifestyle, are important elements in

delivering successful economic outcomes. In widening circles this may be leading to the notion of considering World Heritage as an element in image-building and place-making.

A chief executive of Australia's Coral Coast regional tourism organization mentioned World Heritage listing as a quality assurance for tourists and that the World Heritage label may be an element in increasing credibility to advertised messages. A New Caledonia Tourism (Australia) general manager is quoted as saying, in the Australian *Herald Sun* newspaper, 'It's easy for a destination to boast that it has the best, the biggest, the most remote and these days, consumers are conditioned to take these statements in advertising with a grain of salt. But if a third party (UNESCO) who is a world authority, identifies and awards "heritage status", it gives substance to the advertised messages.'

Positive marketing is reported as being aided by World Heritage status. A dive operator at Tubbataha Reefs Natural Park (Philippines) reported that the status gives the reefs more importance compared with other areas, making it a must-see destination for foreign, mainly European and American, divers.

Tubbataha Reefs © UNESCO/Ron Van Oers

World Heritage status may offer other image-building benefits. It seems that World Heritage can raise the profile with opinion-makers such as guidebook editors – World Heritage sites are now guaranteed to be included in major guidebooks such as Lonely Planet.

A related factor is the increase in the number of tour operators, hotels and cruise lines interested in partnering with the World Heritage Centre. This it seems is due to the growing World Heritage visibility; businesses are looking for high-profile associations to benefit their image. The World Heritage Centre had for a number of years a partnership with Jet Tours, a major French tour operator. Jet Tours offered a package of World Heritage tours and informed their clients about World Heritage.

Growing awareness means that some people recognize World Heritage and may look for World Heritage sites as tourists. There are a growing number of tour companies, in addition to Jet Tours, developing package tours of World Heritage sites. For example, there are World Heritage site tours concentrating on the Baltic States. A Central American World Heritage route developed by Direccion de Turismo del Sistema de la Integracion Centroamericana (DITUR-SICA) in 2007, suggests that visiting a number of sites while on tour can be an attractive offer; clusters of sites in countries and regions may contribute to a marketing advantage.

A survey showed that a minority, but still a substantial proportion of people from the Netherlands who had travelled to developing countries and/or who were planning to travel to Africa, had a concept of World Heritage. The term affected the travel decisions of 20 per cent of those who had at least seen it, or almost 10 per cent of the whole survey population.

Simply, the fact or perception that the status is considered an economic contributor increases the tendency and belief in using World Heritage to help enhance the image of a place. An Australian Government publication boldly explains that inscription of a property is economically positive for Australia and local communities. It mentions that at properties such as the Tasmanian Wilderness, Kakadu National Park, Uluru-Kata Tjuta National Park and the Great Barrier

Reef, World Heritage listing contributes to increased tourist visitation from overseas and within Australia.

1.7 World Heritage status at lesser-known sites may help boost recognition more than at established sites.

Early-inscribed iconic sites such as the Grand Canyon (United States) and the Historic Sanctuary of Machu Picchu (Peru) are regarded as must-see attractions. These sites are famous in their own right, having established their reputation as visitor attractions long before their World Heritage listing; they did not, it can be argued, need the use of the status for tourism purposes. For example, an Australian regional tourism director reported that he does not hear of people coming to the Great Barrier Reef just because 'it is a World Heritage property'.

By contrast, there is evidence that World Heritage helps to bring lesser-known sites more into the public eye, even some sites run by national government agencies. These newer, lesser-known sites may see utility in using the status for tourism promotion.

Ningaloo Coast © Western Australian Department of Environment and Conservation/Tony Howard

At Australia's Ningaloo Coast, a World Heritage site much less known than the Great Barrier Reef and lacking direct flights from Sydney or Melbourne, site management reported that listing can help to raise its profile and communicate that the site is an uniquely and attractively remote ecologically sensitive resource.

Another factor may be that the World Heritage inscription efforts of some of the newer, lesser-known sites, such as historic cities or cultural landscapes, may be driven by local or regional public and private entities. The mayor of a historic city may be more motivated to benefit local interests than the head of an archaeological site under a ministry of culture. This grassroots local base may view World Heritage status as a useful element in local tourism profile-making. Lesser-known sites may be that much more motivated to carry out intensive marketing and promotional activities than established iconic sites.

1.8 World Heritage may have more impact on the number of foreign visitors than domestic visitors.

A study of fifty-four sites in Mexico, the Netherlands, Poland, Spain, the United Kingdom and the United States reported modest changes in visitor numbers after inscription, the numbers of additional international visitors larger than the domestic increase of visitors.

Although World Heritage site managers in the United States indicated that World Heritage listing led to additional international visitors, none of them indicated more domestic visitors. In 1999 the superintendent at Everglades National Park commented on the increased numbers of Europeans arriving at the park after World Heritage inscription.

A number of factors may be causing this. International tourists travel long distances and spend a short time on holiday. They may focus on iconic quality heritage places and the World Heritage label may confirm to a foreign tourist the high value of the site to be visited.

In addition to the related greater brand recognition, another factor may be the interest of the international media that may report on World Heritage issues. Reporting on the Dorset and East Devon Coast (United Kingdom) site's World Heritage status

increased awareness of the area regionally, nationally and locally but also internationally. The status was said to have provided recognition that the public and the media respond to, more than most national designations. (Management also reported that this helped to create enthusiasm and local community pride, which in turn brought together numerous other constituencies.)


Dorset and East Devon Coast © UNESCO/Mark Simons

The executive director of the Rideau Canal a historic 202 km waterway near Ottawa (Canada), reported that after the designation press coverage was above normal. Visitor increases at sites in the Netherlands may also be explained by increased promotional campaigns and media attention.

In general, peaks in media coverage seem to occur immediately after inscription but can fall after a time. For new sites this makes the inscription process an important time for reflection on perhaps wider heritage-oriented promotional or community awareness activities.

1.9 World Heritage status can contribute to less direct but complementary outputs, such as raising awareness to generate civic pride.

Cultural or natural heritage with global importance appears to generate increased local awareness and interest in the resource, all helping to build local pride. This enthusiasm and pride is thought to aid positive conservation outcomes. It may also, if well directed, contribute to a positive social climate and environment, attractive for tourism, investment and business development.

For example, it was reported by those working on the nomination of Phoenix Islands Protected Area (PIPA), in Kiribati, the world's largest and deepest World Heritage site, that World Heritage designation contributed to an increased sense of national pride. At Dorset and East Devon Coast, management found World Heritage to be a concept that people can identify with and celebrate.


Phoenix Islands Protected Area © New England Aquarium/Randi Rotjan

At Sian Ka'an (Mexico), having World Heritage status raised local awareness, creating the impetus for formation of local NGOs. Because the government had committed to World Heritage and its associated responsibilities, the NGOs recognized that their efforts would be acknowledged worldwide and supported by the local and federal governments in the long term. (Also at the Sian Ka'an site, as local stakeholders have understood the importance of the area, management now regularly receives reports from locals of illicit or harmful activities.)

1.10 World Heritage status may facilitate increased management support and effectiveness.

Whereas World Heritage inscription is no guarantee for better site conservation, the

status may affect management support. In the United Kingdom, sites with World Heritage status are often among the first to receive a management plan; which is typically of very high quality. The National Trust for Scotland draws up management plans for all its properties, but the St Kilda plan is more detailed and rigorous, taking an all-inclusive approach to the area. A major focus for Commonwealth government assistance for World Heritage properties has been the provision of resources for strengthening management and improving interpretation and visitor facilities.

In India, through the site inscription process and the resubmission of the site nomination, management for the Chhatrapati Shivaji Terminus (formerly Victoria Terminus) site was able to nominate a cluster of significant buildings, all contributing to a much wider and inclusive cultural landscape.

Chhatrapati Shivaji Terminus © OUR PLACE/Amos Chapple

1.11 World Heritage status can influence fund-raising opportunities.

Whereas there is normally no extra government funding provided to World Heritage sites, on inscription a number of properties have seen an increase in opportunities for accessing certain funding streams.

In the Netherlands, it has been reported that World Heritage designation of the Defence Line of Amsterdam and the Wouda Steam Pumping Station has led to a higher financial commitment from regions. The windmills of Kinderdijk also received funding from the regional authority after World Heritage designation.

Defence Line of Amsterdam © UNESCO/Francesco Bandarin

Mill Network at Kinderdijk-Elshout © Our Place/Amos Chapple

At the Dorset and East Devon Coast site there was a reported change in funding body attitudes after World Heritage inscription. The Dorset and Devon County Councils provided an additional £300,000 for more staff, conservation projects, interpretation and publications budget, and to support sustainable tourism marketing projects.

At international level, although not an official policy, World Heritage status may enhance financing requests through the recognition of

a site's Outstanding Universal Value. This has been mentioned regarding the numerous World Heritage sites that have received funding from the Global Environment Facility (GEF).

The Sian Ka'an management team has reported that World Heritage status has acted to position the site as one of central importance in national conservation efforts in Mexico. This has translated into budget advantages from the protected areas department of the Mexican Government and the Mexican Tourism Board.

Sian Ka'an © Community Tours Sian Ka'an/Manuel Quesada Ix

World Heritage status has been shown to help generate funding sources, including projects dealing with tourism support to protected area management. As a desired set of sites for conservation experiments, beginning in 1999 until 2011, the United Nations Foundation provided almost US$40 million to UNESCO World Heritage. This included a US$3 million World Heritage Centre project on Linking Conservation of Biodiversity and Sustainable Tourism at World Heritage Sites, and a follow-up project of US$1.5 million on Promoting Conservation through Sustainable Local Tourism Development at World Heritage Sites.

In India, World Heritage status played a part in opening up an opportunity for international support. After a visit to Mumbai, the UK's Prince Charles invited Chhatrapati Shivaji Terminus site representatives to a major fund-raising dinner for several causes he supports in that country.

1.12 Whereas the effects of World Heritage status appear to help set the stage for generating a number of benefits, maximizing benefits depends on the sites.

World Heritage appears to help enhance the image and profile of a place, raise awareness and create the environment for generating resources for management and development. However, it is difficult to separate out the exact degree to which World Heritage affected positive outcomes as opposed to effects generated by other inputs. Different conditions at different sites mean that the effects vary from site to site.

Ultimately, benefits can be best maximized by decision-makers determining in a strategic manner how to leverage the status to meet their management and development needs. Local initiatives are necessary to achieve this. A 2007 report on World Heritage sites in the United Kingdom mentioned that whereas benefits vary widely between sites, depending on the resource base of the site, the nature of the local economy, governance structures and individuals involved, all benefits are enhanced where there is substantial community buy-in.

For tourism, this means that sites need clear goals and objectives on its purpose; and then sites need to consider both the opportunities the status may bring as well as the possible constraints when protecting the property's Outstanding Universal Value. World Heritage designation is indeed what you make of it.

1.13 Summary of possible World Heritage status effects

- Image-building and place-making helping to differentiate one area from others.
- Perception of quality assurance for visitors.
- Increasing credibility of advertised messages.
- Positive message in information materials.

- Generating tourism benefits and challenges through World Heritage tours and circuits.
- Boosting recognition of lesser-known sites.
- Possible impact on the number of foreign visitors, helping sites to diversify their tourism offer.
- World Heritage of interest to international media, especially just after inscription, providing marketing and civic awareness opportunities.
- Tour operators and hotels interested in World Heritage offering possibilities for linking sites to tourism industry's social responsibility activities.
- Increased local awareness and interest helping to build local pride.
- Management support and effectiveness.
- Fund-raising opportunities, including financial support for projects.

Suggested questions

- How do the effects of World Heritage status add to or change your perceptions of the status?

- Which of the World Heritage effects do you find has the most value and interest for your site? For example, is there is an interest in routes and seeing a number of World Heritage sites or in developing a World Heritage regional itinerary?

- Has the information in this chapter changed the manner in which you will prepare a World Heritage nomination or changed any thoughts on existing tourism management or development strategies?

References

Australian Government, Department of the Environment. n.d. *About Australia's Heritage, Implications of World Heritage Listing.* http://www.environment.gov.au/heritage/about/world-heritage/implications-world-heritage-listing

Bart J. M. van der Aa. 2005. *Preserving the Heritage of Humanity? Obtaining World Heritage Status and the Impacts of Listing.* Faculty of Spatial Sciences, University of Groningen, Netherlands.

Buckley, R. 2004. The effects of World Heritage listing on tourism to Australian National Parks. *Journal of Sustainable Tourism*, Vol. 12, No. 1, pp. 70–84.

D'Monte, D. 2007. How much difference does UNESCO make? Three new Indian sites have been added to the World Heritage list. Will this improve their management? *The Art Newspaper*, Umberto Allemandi Publishing. theartnewspaper.com/

George, E., Halfpenny, W., Elizabeth, and Arellano, A. *Using the UNESCO World Heritage Brand: Image-making and Marketing*. (Draft work in progress.)

Hafvenstein, L. and Handwerk, B. 2003. World Heritage status a mixed boon: Belize Barrier Reef. *National Geographic News*. http://news.nationalgeographic.com/news/2003/01/0120_030122_belize1.html

Hambrey Consulting. 2007. *Social, Economic and Environmental Benefits of World Heritage Sites, Biosphere Reserves, and Geoparks*. Scottish Natural Heritage Commissioned Report No. 248.

Korea.net 2008. UNESCO designation draws more int'l tourists to Jejudo. 1 April. http://www.korea.net/NewsFocus/Culture/view?articleId=72592

Lindberg, K. 2003. *World Heritage Name Recognition and Effect on Travel Plans*. Survey of Dutch residents who had recently gone to nature reserves in Africa, Asia, or Latin America and/or who planned to travel to nature reserves in Africa in the near future, for World Bank nature tourism research project in South Africa.

Rebanks Consulting Ltd and Trends Business Research Ltd. 2009. *The Economic Gain: Research and Analysis of the Socio Economic Impact Potential of UNESCO World Heritage Site Status.* http://icomos.fa.utl.pt/documentos/2009/WHSTheEconomicGainFinalReport.pdf

Ripley, S. 2003. *Six Case Studies, case studies highlighting how World Heritage status has been harnessed, or otherwise has contributed to build support for protected areas.* Paris, UNESCO World Heritage Centre.

Rypkema, D., Cheong, C. and Mason, R. 2011. *Measuring Economic Impacts of Historic Preservation, A Report to the Advisory Council on Historic Preservation.* Washington DC, Place Economics/University of Pennsylvania School of Design, Historic Preservation Program.

Tisdell, C. and Wilson, C. 2001. *World Heritage Listing of Australian Natural Sites: Tourism Stimulus and its Economic Value*. Working Papers on Economics, Ecology and the Environment, School of Economics, University of Queensland, Brisbane, Australia.

UK-ICOMOS Cultural Tourism Committee. 2005. *Impact of World Heritage Status on World Heritage Site Communities in the UK*. Report of workshop held at Greenwich, ICOMOS–UK Cultural Tourism Committee Research Project.

Chapter 2. Utility of World Heritage status

The examples in this chapter complement those in Chapter 1 and are intended to further stimulate discussion on the use of World Heritage status to catalyse a full range of tourism and visitor management direct and related activities and benefits.

2.1 Far fewer sites have intentionally used World Heritage status for calculated and strategic socio-economic goals and objectives.

Proactively and strategically using World Heritage status for a specific purpose(s) differs from experiencing its effects. With a strategic purpose, sites may be able to creatively enlist World Heritage status to enhance or catalyse a number of opportunities, generating benefits for the site and associated local communities and destination.

2.2 Utility in image- and profile-building.

With the wider recognition of World Heritage and increasing competition and desire among destinations to reposition themselves in tourism markets, World Heritage has been used as an element in enhancing site and destination image and profile.

The French city of Bordeaux has deliberately and actively used the World Heritage brand in a wide variety of its promotional outlets. This is not for direct tourism purposes but to enhance an image of the city as a vibrate place offering a good quality of life and an attractive city for investment.

In Spain, signboards indicating that you are approaching a World Heritage site are frequently presented. The city of Tarragona has actively displayed the site logo (Archaeological Ensemble of Tárraco) to make residents and visitors aware of its status, thus enhancing its importance.

For leveraging greater promotional efforts through lower promotion costs, and to enhance cooperation with the Mexican Tourism Board, officials in the Historic Centre of Morelia created Ciudades Mexicanas del Patrimonio de la Humanidad. All Mexican cities, except Mexico City which has its own programme, participated in the association.

Bordeaux, Port of the Moon © Ville de Bordeaux/Thomas Sanson

Archaeological Ensemble of Tárraco © Calafellvalo

In the early 1990s, the mayors of the old towns of Santiago de Compostela and Ávila created a Spanish association of World Heritage cities, which is used to promote cooperation and enhance the selective image of each city.

Tourism marketing campaigns in the Town of Bamberg (Germany) have focused on the destination as a World Heritage site. Bamberg officials believe that World Heritage status has increased tourism numbers and has been an important factor in enhancing the city's overall quality of life.

Town of Bamberg © Pressestelle Stadt Bamberg

To further differentiate this site from others, Australia's Shark Bay promoted the fact that it is not only a World Heritage site but that it meets all four natural heritage criteria. Also, Tourism Tasmania promoted the Tasmanian Wilderness World Heritage Area as satisfying seven of the ten possible criteria, more than any other World Heritage property.

Hungary and South Africa have specific promotions for their World Heritage sites. The Galápagos National Park Service visitor's pack includes information about World Heritage status.

To raise awareness of local businesses and in collaboration with the areas tourism promotion body, the Dorset and East Devon Coast World Heritage site administration ran 'Jurassic Host' courses with a segment on World Heritage. Site administrators reported that the site's status as World Heritage increased awareness of the area internationally, regionally, nationally and locally.

At Wadi Rum Protected Area (Jordan), World Heritage status is being used to help justify management efforts to reorient tourism to higher-end cultural markets. After inscription the site managers are informally referring to the site as the 'New Wadi Rum' as they attempt to increase opportunities for raising the quality of local products and services.

Wadi Rum Protected Area © Federica Leone

Also in Jordan, Petra officials are concerned with strengthening culturally oriented tourism experiences that will keep people in the local communities for longer periods. To attract this niche market to the community, an international archaeological conference at this World Heritage site was being discussed by the Petra Regional Development Agency.

Old Town Lunenburg © Our Place

Old Town Lunenburg (Canada) used World Heritage designation to stimulate new business activity in the community,

particularly small tourism businesses such as bed and breakfast establishments. A study of that city reported that the World Heritage brand has successfully attracted newcomers to the area for business opportunities or residence.

Barbados was seeking to attract a different kind of visitor to the Island, repositioning it to attract more upscale tourism. The Minister of Community Development and Culture reported that inscription of Historic Bridgetown and its Garrison on UNESCO's World Heritage List would provide a 'critical window of opportunity for the island to do so'.

Historic Bridgetown and its Garrison © UNESCO/Sachiko Haraguchi

2.3 Utility in raising awareness and pride.

The Philippines Tubbataha Reef National Marine Park management used World Heritage status for raising conservation awareness. Posters, videos, leaflets and radio commercials and school educational programmes were used to communicate information to the public about the site's Outstanding Universal Value. An event celebrating the ten-year anniversary of World Heritage inscription was organized for raising public awareness.

Management reported that these actions generated positive conservation outcomes. For example, local leaders, usually reluctant to join in protection efforts, endorsed the expansion of the park within their municipality. With the arrival of foreign fishermen, national and local residents protested about illegal fishing activities on the reef, and World Heritage status was then used to show the area's significance so helping to justify a Tubbataha Protected Area Bill in the Philippine Congress.

Tongariro National Park (New Zealand) uses the Outstanding Universal Value of the site as a key message for visitors. It is communicated to the public through site signage, publications and interpretation at visitor centres, including audiovisual displays and media releases. These messages have increased awareness and support among the indigenous Maori owners of the site. The park's website includes tourist information and publications on World Heritage status and is used to stress the need to responsibly protect the site.

Tongariro National Park © UNESCO/S.A.Tabbasum

Everglades National Park (United States) used World Heritage to enhance its importance in discussions with partner conservation organizations active in South Florida. World Heritage is also used to strengthen the park's image to visitors, and is mentioned in its interpretive programmes and brochures.

The City of Vigan (Philippines) holds a yearly World Heritage day used to build civic pride and strengthen local support for ongoing conservation efforts.

Ujung Kulon National Park (Indonesia) uses World Heritage to communicate the park's important value. It does this by explaining World Heritage status to residents, visitors and the public through leaflets, booklets, pictures, posters at the information centre, and through the extension activities for elementary schools.

Ujung Kulon National Park © Evergreen

Tongariro National Park managers used World Heritage status to build an international image. To show its international importance the park used its mixed World Heritage status to generate support for a promotional event attended by the Governor General and Prime Minister of New Zealand, the Director of the World Heritage Centre and national NGOs. The park also hosted a South Pacific World Heritage Site Managers Workshop and established an exchange programme with Japan's Mount Fuji site (Fujisan, sacred place and source of artistic inspiration).

2.4 Utility in leveraging funding opportunities.

For the purpose of seeking funds for conservation research projects and education publications, the Dorset and East Devon Coast site created a World Heritage Coast Trust. This resulted in a contribution to the trust of £20,000 (US$36,000) from British Petroleum that funded the publication of the official site guidebook. The contribution was contingent on the financial benefits from the sale of publications being passed back to the Trust; the guidebook returned £1 to the site's trust fund for each sale.

World Heritage status was used to justify higher fees from visiting divers at Tubbataha Reefs. The Sian Ka'an site also used the importance of World Heritage status to help justify increases in site entrance fees.

Galápagos Islands site managers use World Heritage status to increase donor enthusiasm. World Heritage is mentioned in most funding applications. Ujung Kulon National Park and their WWF colleagues also mention World Heritage in funding proposals in order to increase donor enthusiasm.

Galápagos Islands © UNESCO

For a number of years Everglades National Park utilized its World Heritage endangered site status to help justify additional congressional funding.

At Cahokia Mounds State Historic Site, also in the United States, World Heritage status became an argument to convince state politicians that the site needed a better visitor centre. The new centre opened in 1989 and the number of visitors increased from less than 100,000 to over 400,000 in following years.

The creation of national World Heritage cooperation networks has aided financing opportunities. The United Kingdom's Local Authorities World Heritage Sites Forum, for example, was formed to share experiences and generate dialogue between sites and government on financial support to help to management.

In the Netherlands, the World Heritage Platform created in 2002 led to greater local cooperation for the country's World Heritage sites. More than 1 million euros were made available for these sites during the period 2001–2004; about a third of which was for producing management plans.

2.5 Utility in site management.

The Dorset and East Devon Coast site argued that to present a world-class site it needed a high-quality transport service. World Heritage was used to catalyse an effort to develop an area management transport plan for attracting £650,000 (over US$1 million) for a branded site bus service.

World Heritage status was used in arguments for a new city plan for renovation in the Historic Centre of Morelia. The local municipality and the State of Michoacán financed the plan's implementation, leading to extensive urban renovation and transforming the appearance of Morelia.

In Tarragona, the municipality is concerned with excavating the remains of Roman buildings. World Heritage status was used to help the city to justify appropriation and recovery of areas that are part of this Roman heritage.

At Tubbataha Reefs, World Heritage was used to build management capacity. Financing from the World Heritage Centre leveraged other funds for training exchanges with the management of partner Marine Protected Areas.

World Heritage has also been used as a point of leverage to influence development decisions and legislation affecting protected areas. Tongariro has used World Heritage status to argue against extending ski field boundaries and accommodation, construction thought inappropriate for the site. The managers of Tongariro also ensure that site planning takes into account the World Heritage status.

Promoting and announcing that the site is 'under the watch' of the global community, is thought to increase technical analysis and consultation in decision-making at Wadi Rum. In Jordan it was one motivating factor for site nomination.

Sian Ka'an used the importance of being a World Heritage site to lobby Mexican Government ministers to implement building density restrictions for the Coastal Development Plan for private properties. Partly as a result of this lobbying, the development regulations for Sian Ka'an are far stricter than for other areas outside the reserve.

Also at Sian Ka'an, World Heritage status was used in arguments to help block ecologically detrimental projects. The construction of a new road through the centre of the reserve was stopped. When planning was proposed for a marina close to the site, the managers and their NGO supporters used World Heritage status in arguments for blocking its development. In general, Sian Ka'an reports that the status has helped in defining policies oriented to sustainability, often contrary to the expectations of other government sectors, private entrepreneurs and some property owners inside the reserve. (They also say that the global attention lessens the potential for corruption in authorizations for land or natural resource uses.)

At the Galápagos Islands World Heritage site (Ecuador) the political influence of World Heritage status was used to lobby and influence government stakeholders when proposals were made to modify tourism regulations. Management felt these would have undermined the participatory management system and reduced the authority of the Ministry of the Environment in Galápagos.

World Heritage was also used by the Government of Ecuador to help argue for the enactment of the Special Law for Galápagos, which includes stricter controls on immigration, a quarantine system to combat alien species, an expanded marine reserve with improved legal protection, and limitations on property rights and economic activities to make these consistent with the goal of conservation.

2.6 Other possible uses

USES	EXAMPLES
1. If there is interest in heritage tourism-led economic development, it may be useful to identify and prioritize other regional cultural and natural heritage tourism-related assets, in addition to the World Heritage site.	Post-inscription, the region of Hoi An Ancient Town and My Son Sanctuary World Heritage sites (Viet Nam) began this sort of wider planning. The Alto Douro Wine Region (Portugal) and the transnational 'crown of the continent' site (Waterton Glacier International Peace Park, Canada/USA) used the National Geographic Map Guide exercise to link and promote heritage assets in a regional effort around the World Heritage property.
2. For economic development, target heritage-related local brands at cultural visitors.	Cinque Terre (Italy) worked with agricultural producers to find ways to add value to local agricultural products so that visitors could purchase local high-quality food.
3. For management and economic development, using World Heritage sites to inform visitors about satellite sites with shared storylines or interpretation messages may help to distribute visitation, but only if satellite sites are well planned and managed.	Petra (Jordan) management is trying to link the city to other regional sites, interpreting other periods of history.
4. For increasing management capacity, regional learning platforms or initiatives to share information on World Heritage.	The University of the South Pacific (USP), a consortium of twelve Pacific Island States with a main campus in Suva (Fiji), has agreed to host a Pacific World Heritage information hub.

Suggested questions

- After reviewing the examples in this chapter, do you have additional thoughts on the use of World Heritage status?
- How might you use World Heritage status to help develop and maintain the unique image and the complementary elements that can contribute to or reinforce that uniqueness?
- What are the priority areas, awareness-raising, site financing, etc., for the use of World Heritage status at your site, and why?
- What is needed to implement the actions required in these priority areas?

References

Australian Government, Department of the Environment. n.d. *About Australia's Heritage, Implications of World Heritage Listing.* http://www.environment.gov.au/heritage/about/world-heritage/implications-world-heritage-listing

Bart J. M. van der Aa. 2005. *Preserving the Heritage of Humanity? Obtaining World Heritage Status and the Impacts of Listing.* Faculty of Spatial Sciences, University of Groningen, Netherlands.

Blackett, S. 2009. Making the 'list' critical to tourism development. Speech from the Minister of Community Development and Culture, addressing a regional heritage tourism workshop. *The Barbados Advocate*, 4 June. www.barbadosadvocate.com

George, E., Halfpenny, W., Elizabeth, and Arellano, A. *Using the UNESCO World Heritage Brand: Image-making and Marketing*. (Draft work in progress.)

Rebanks Consulting Ltd and Trends Business Research Ltd. 2009. *The Economic Gain: Research and Analysis of the Socio Economic Impact Potential of UNESCO World Heritage Site Status.* http://icomos.fa.utl.pt/documentos/2009/WHSTheEconomicGainFinalReport.pdf

Ripley, S. 2003. *Six Case Studies, case studies highlighting how World Heritage status has been harnessed, or otherwise has contributed to build support for protected areas.* Paris, UNESCO World Heritage Centre.

Chapter 3. Potential constraints of World Heritage status

Examples of concerns over tourism development, raised by the World Heritage Committee, are intended to aid sites in their reflection on desired conditions and what might constitute parameters on the limits of acceptable change for development.

3.1 The World Heritage Committee has on a number of occasions questioned tourism initiatives and development.

There are many tourism challenges faced by World Heritage properties. Numbers of sites face growing visitation, leading to increasing congestion from people and vehicles. As numbers grow, and/or the sites are promoted for increased visitation, infrastructure affecting the site's Outstanding Universal Value and local values may contribute to damaging the property's sense of place. In several cases the World Heritage Convention has been used to rethink and even help to block certain activities. Much of the focus of the World Heritage Committee's questioning and concern is related to infrastructure development considered threatening to the property's value.

3.2 Historic Sanctuary of Machu Picchu (Peru) – cable car.

© UNESCO/F. Bandarin

In 1998, the Government of Peru informed the World Heritage Committee about a cable car initiative. The intention was to construct a cable car from Aguas Calientes, at the foot of the World Heritage property, to the Ciudadela, the core area containing the most iconic part of the Inca archaeological site. The initiative was intended to replace the diesel-powered buses that carry thousands of tourists up the mountain to the Ciudadela.

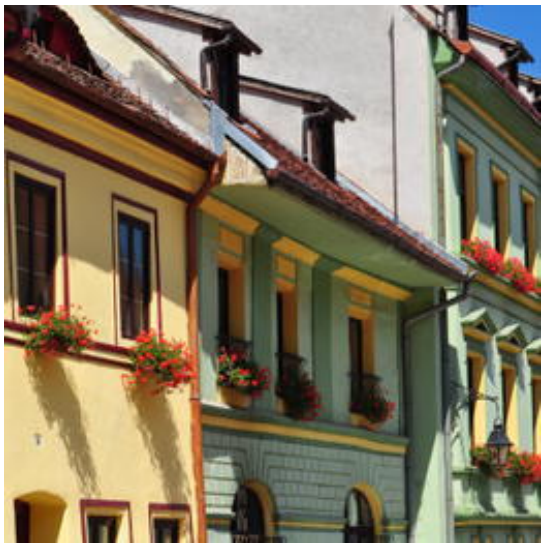
Hearing about the potential development, the World Heritage Committee expressed its concern. An ICOMOS/IUCN mission launched to the site noted high levels of tourism and population increases in Aguas Calientes, all resulting in development pressures. While recognizing the related social issues, the mission representatives concluded that the cable car intervention would seriously affect the site's Outstanding Universal Value; a cable car would mar the site's natural vistas and increase tourist traffic to an unsupportable level of at least 400,000 visitors a year. Also noted was a landslide hazard. The cable car's upper station would sit on an active landslide area and the constant vibrations during operation could trigger a disaster.

An official recommendation by the World Heritage Committee was made against the cable car construction. In 2001, Peru's Ministry of Industry, Tourism, Integration, and International Commerce suspended indefinitely the contract that the government had awarded the hotel group for the concession; opposition by UNESCO was cited as one of the reasons for the project's suspension.

3.3 Historic Centre of Sighişoara (Romania) – theme park.

In 2001, the World Heritage Centre received notice of a plan to develop a Dracula Land theme park about 1.5 km from the World Heritage site of Sighişoara, the historic Saxon town in Transylvania. Entrepreneurs saw it as a part of a possible larger tourism project which included renovation of the old castle, infrastructure improvements, construction of a golf course and a hotel school. Regional economic renewal was the justifying

argument – it was estimated the development would generate 3,000 new jobs in a community of 38,000 residents.


© Silvan Rehfeld

The project was by its very nature controversial. In addition to international and national concern for this type of development in the historic town, many local residents also felt that the town's image and sense of place would be harmed. Also, some residents, such as local religious leaders, said that by building Dracula Land the town would be glamorizing evil and thereby corrupting cultural values. (There is debate as to the historical accuracy of the original Dracula, the medieval Romanian count Vlad Tepes, actually being born in the city.)

The World Heritage Committee expressed its concern that the initiative could negatively impact the site and its Outstanding Universal Value. A reactive monitoring mission was launched to evaluate the situation and the analysis of the mission's representatives was that indeed increases in the number of tourists and vehicles would produce significant negative impacts to the site's value.

The Committee responded by expressing the need to maintain overall site integrity, maintaining the town in a rural landscape setting, free of large-scale development. It recommended the production of a management plan containing a tourism plan, and suggested establishing a World Heritage coordination team attached to the city administration. It also urged Romania to seek World Heritage technical assistance for funding the recommended planning activity.

In addition, the Committee requested the State Party not to build the park near any World Heritage sites in Transylvania and mentioned as one economic alternative the potential of a number of regional heritage sites for cultural tourism itineraries. In 2002, a decision was made to relocate the park closer to Bucharest. The Committee congratulated the State Party on the decision to relocate the park, and provided international assistance for the development of a management plan.

3.4 Maya Site of Copan (Honduras) – existing airstrip and new airport.


© Ko Hon Chiu Vincent

In 2003, a mission took place to study the possible extension of an existing airstrip that would service visitors to the famous Mayan Honduran archaeological site. The concern was that while the extension would facilitate access, in an emergency the only clear area in the vicinity for aircraft to land would be directly within the World Heritage site itself.

Taking this into consideration, along with pollution, noise, topography and the location of the existing airstrip, so near to archaeological remains and human settlements, the mission concluded that the airstrip was not well equipped to facilitate commercial aircraft and that there was no

possibility, even after extension, that it could comply with the minimum required international safety standards.

It recommended another area some 70 km from Copan that provided, in the view of the experts, the most secure site with possibilities for future expansion and increased local economic and tourism development. The World Heritage Committee then asked the State Party to reconsider the plans for airport extension at Copan and follow the recommendations made by the mission. It also recommended that no low-altitude flights should be permitted over this area.

In 2004, the World Heritage Committee was informed that although plans for the airstrip were not proceeding, there were plans to construct an airport in the archaeological area of Rio Amarillo, 17 km from the core zone of Copan. ICOMOS and independent organizations also pointed out the negative impacts that this construction would have on the landscape and on the cultural resources of local people. The Committee encouraged Honduras to reconsider these plans and the suggested airport 70 km away from the property. Decision-makers decided not to proceed with either of these constructions.

3.5 Morne Trois Pitons National Park (Dominica) – cable car.

© Evergreen

In 1998, the World Heritage Committee was informed of a private tramway construction project to take visitors to the park's most iconic attraction, the Boiling Lake, a flooded volcanic fumarole. To visit the area usually requires a three- to four-hour walking trek up the mountain.

The feasibility of the project was questioned because of several factors. Considering the heavy rains, high winds and steep terrain that characterize the site, it was thought a risk. The initiative was also questioned because the cable car, a major piece of infrastructure, was deemed inconsistent with the management plan.

Although the tramway was eventually constructed, helped by World Heritage efforts, it was designed to terminate 500 m from the boundary of the National Park. Adjoining state lands were to be maintained as a buffer zone so that the visual impact on visitors would be minimal.

3.6 Iguazu National Park (Argentina) – hot air balloon and tourism development.

© UNESCO/Ron Van Oers

In 2006 the World Heritage Centre received news of a hot-air balloon project at Iguazu Falls, on the Argentine side of the transboundary site with Brazil. A mission was sent to investigate and found that the balloon concession, part of a tourism development scheme, was to be equipped for thirty passengers and fly at a height of 150 m over the falls.

The concession had been approved by the province of Misiones, which owned the land on where the project was to be developed. The province had submitted an Environmental Impact Assessment (EIA) to the national government but the National Parks Administration considered the study incomplete – it contained no visual or social impact assessment and no study on air traffic implications. The National Parks Administration rejected the proposed project.

The local authorities however announced that they would go ahead with the project, challenging the jurisdiction of the federal government. The issue was subsequently taken to court and resolved in favour of the park, aided by the support provided by the UNESCO mission oversight. As follow up, a joint UNESCO-IUCN reactive monitoring mission was carried out with suggestions for the development of a comprehensive public use plan.

Suggested questions

- How would the concerns raised by the World Heritage Committee at the sites mentioned in this chapter influence the current or potential tourism offer at your site and the way it might be developed and managed?
- Bearing in mind your site's uniqueness, would site infrastructure development be designed to reflect this?
- What would be the best way to decide on the limits of acceptable change for infrastructure development at your site?

References

Historic Sanctuary of Machu Picchu (Peru) – cable car

Roach, J. 2002. Machu Picchu under threat from pressures of tourism. *National Geographic News*. http://news.nationalgeographic.com/news/2002/04/0415_020415_machu_2.html

World Heritage Committee. 2003. Historic Sanctuary of Machu Picchu (Peru). Decision 27 COM 7B.30, 27th session of the Committee. http://whc.unesco.org/en/decisions/612

World Heritage Committee. 2004. Historic Sanctuary of Machu Picchu (Peru). Decision 28 COM 15B.38, 28th session of the Committee. http://whc.unesco.org/en/decisions/210

World Heritage Committee. 2006. State of Conservation (Historic Sanctuary of Machu Picchu). Decision 30 COM 7B.35, 30th session of the Committee. http://whc.unesco.org/en/decisions/1121

Historic Centre of Sighişoara (Romania) – Dracula Land theme park

Kim, L. 2001. Can 'Dracula Land' put Transylvania in the black? *National Geographic News*. http://news.nationalgeographic.com/news/2001/10/1031_wiredracular2.html

World Heritage Committee. 2002. Historic Centre of Sighişoara (Romania). Decision CONF 202 21B.67, 26th session of the Committee. http://whc.unesco.org/en/decisions/909

World Heritage Committee. 2003. Historic Centre of Sighişoara (Romania). Decision 27 COM 7B.73, 27th session of the Committee. http://whc.unesco.org/en/decisions/656

World Heritage Committee. 2005. Historic Centre of Sighişoara (Romania). Decision 29 COM 7B.82, 29th session of the Committee. http://whc.unesco.org/en/decisions/439

Maya Site of Copan (Honduras) – existing airstrip and new airport

World Heritage Committee. 2003. Item 7B of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List, 27th session of the Committee. http://whc.unesco.org/archive/2003/whc03-27com-07be.pdf

World Heritage Committee. 2003. Maya Site of Copan (Honduras). Decision 27 COM 7B.93, 27th session of the Committee. http://whc.unesco.org/en/decisions/676

World Heritage Committee. 2005. Item 7B of the Provisional Agenda: State of conservation reports of properties inscribed on the World Heritage List, 29th session of the Committee. http://whc.unesco.org/archive/2005/whc05-29com-07BReve.pdf

World Heritage Committee. 2005. Maya Site of Copan (Honduras), Decision 29 COM 7B.90, 29th session of the Committee. http://whc.unesco.org/en/decisions/447

World Heritage Committee. 2006. State of Conservation (Maya Site of Copan). Decision 30 COM 7B.95, 30th session of the Committee. http://whc.unesco.org/en/decisions/1182

Morne Trois Pitons National Park (Dominica) – cable car

Bly. L. 1997. Tourism growing on low-key Dominica. *USA TODAY*, 15 June. http://avirtualdominica.com/news/usatoday.htm

Iguazu National Park (Argentina) – hot air balloon and tourism development

World Heritage Committee. 2007. Iguazu National Park (Argentina). Decision 31 COM 7B.38, 31st session of the Committee. http://whc.unesco.org/en/decisions/1419

World Heritage Committee. 2008. Iguazu National Park (Argentina) (N 303). Decision 32 COM 7B.31, 32nd session of the Committee. http://whc.unesco.org/en/decisions/1637

Chapter 4. Motivations and purpose: preliminary tourism policy goals and objectives

When setting tourism goals and objectives, the identification of motivations for seeking or using World Heritage status, and defining its purpose, can help to clarify the diversity of opinion that usually surrounds the tourism issue. Examples of goals and objectives are provided.

4.1 At both new and existing sites, defining or redefining how different constituencies wish to use World Heritage status can help to clarify where different groups stand.

There are various reasons for seeking and using World Heritage status. Constituencies may be motivated in recognizing the Outstanding Universal Value of a property. Inscription can also be motivated by threats to the site where the status can generate national and international attention for increased conservation efforts.

Other motivations might include enhancing place recognition and changing a site's image for socio-economic purposes, building community or regional pride, and improving or preserving a way of life, or quality of life. Knowing the opinion of different groups on the use of World Heritage status can contribute to a wider discussion on goals and objectives.

4.2 When generating goals and objectives, the issue of what tourism should sustain, its purpose(s), is key to engaging debate.

Concerning the use of World Heritage, reflection on the purpose of tourism helps to provoke thinking on the range of tourism ideas relating to protected area and community needs and values. This provides valuable insights into the interests and motivations of the different constituencies.
Certain site constituencies will wish to use tourism to support local economies. For example, site management may wish to provide local people with alternative livelihoods through guiding or working in tourist services, thereby helping to mitigate site threats from illegal hunting or fishing. Sites may also wish to use tourism to generate finance for unmet conservation costs. For example, the diving tourism market, as on the Caribbean island of Bonaire (on the Tentative List for the Netherlands), may provide important opportunities for generating funds for protected area management and conservation activities through dive fees.

There may be a wish to diversify the tourism offer, attracting certain markets that complement and interface with the World Heritage site and related heritage assets. For example, attracting university alumni tours interested in Pacific culture might attract proponents of local culture who wish to promote this alternative orientation.

Some in the local community may wish to consider tourism within the broader concept of public use, which may be defined as touristic, educational, interpretive, recreational and investigative activities. (Public use does not include extractive activities for commerce or subsistence, such as logging or mining.)

Some may wish tourism to be integrated into a wide range of community development needs, helping a community to become more vibrant and resilient. For this important issue a number of sample questions for exploring potential site-community tourism linkages are suggested in Figure 1.

Figure 1.

4.3 Where tourism has a purpose, it is palpable, and provides a direct pathway for substantive community and protected area discussion.

Where tourism has a purpose, it becomes a tool or a vehicle to get somewhere. When something is considered a tool it inspires an element of control, shifting the emphasis onto management and community responsibility, thereby empowering them.

The question of purpose also allows the different constituencies to focus on the details of implementation, what each one can do to make the desired goals a reality and avoid or minimize pitfalls. This makes it easier to track, to determine if tourism is doing its job, fulfilling its purpose or not.

Also, tourism can be controversial for constituencies dealing with the push and pull of conservation and development. In defining an agreed purpose, tourism is presented on more neutral ground – it is not good or bad; its utility is based on how it is used.

Example:

This is the series of questions on defining the purpose of tourism used at a March 2014 workshop in Palau (Rock Islands Southern Lagoon World Heritage site).

Workshop opening:
Take a minute to think about, and write down, what you think the purpose of tourism should be (sustain local economies, protected areas, traditions, etc.) and why?

- What are the World Heritage site's resource attributes?
  (An example of a site resource attribute includes the sites archaeological resources or traditional cultural resources and practices such as dance, food, etc.)

- What are the World Heritage site's attractions and related products or services?
  (Related to resource attributes, attractions may be a local foodstuff or a traditional local dance; products the development of dance-related festivals and local food products to sell in hotels.)

- Thinking back on the opening question, what does tourism sustain, what do we wish tourism to accomplish with each attraction and tourism product?
  (Examples included improved economic livelihoods, jobs for young people, helping to finance conservation, building pride in traditional cultural practices, financing protected areas or schools.)

- What are the specific purpose(s) of emphasizing a specific resource attribute, a related attraction and its related products?
  (Example: archaeology and perhaps the development or strengthening of a local museum or exhibition as a showcase for Palauan pottery. Purpose: to provide employment for senior citizens of a specific community.)

Additional questions:

- What are the experiences you wish to offer visitors with the above tourism offer?
  (For example, what type of museum will it be and what experiences will it provide visitors?)

- What is needed to develop the attraction and its related products?
  (For example, identification of the tourism markets that serve to produce the desired results or reaching consensus in a particular community.)

- How are these products best integrated into the existing tourism structure?
  Is the infrastructure generated by these markets compatible with the presentation of the site's Outstanding Universal Value, sense of place and local values?

- How might World Heritage be used to help accomplish the desired purpose of tourism?

4.4 Defining whether World Heritage is the best instrument for gaining the desired purpose is part of the goals and objectives process.

World Heritage may wish to be considered for a number of purposes to strengthen tourism-related efforts. For sites considering inscription, and for existing sites, it can be important to reflect on and decide if World Heritage is the appropriate or best instrument for achieving the desired outcomes. For example, World Heritage may be used as a theme in awareness-raising for a site's visitor-interpretation programme. Sites must ask if this is the most useful tool; perhaps it is only one of a number of tools that could be used.

4.5 Goals and objectives set the course for decision-making.

Clear goals and objectives give direction and provide a historical context for addressing tourism initiatives in a consistent manner. Constructing a tramway through a wilderness park, building a high-rise modern hotel near a low-lying archaeological site, installing artificial lights at a monument, and increasing helicopter traffic in a national park, are all examples of tourism initiatives that World Heritage site managers may have to face. Any new initiative can change a site. Examining initiatives within the context of goals and objectives established by legislation, with input from site constituencies, can help to determine whether they are within acceptable parameters. Without defining the goals and objectives on what tourism is to accomplish, and the visitor experiences that will be maintained, management issues will be difficult to justify and may even be ad hoc.

Goals and objectives are also needed to focus the messages that a site will communicate to the public. Messages are needed to direct visitors at a site, define interpretation, and if desired can be linked to local product development. For example, if management is interested in sending messages to the public that highlight a site's archaeological importance, then interpretation would include information for the visitor on the culture being researched and perhaps interpretation of an ongoing archaeological dig. Then product development linked to these messages and the interpretation might be generated, for example, organization of an annual international conference on archaeological research that brings leading scientists to the area as well as the high-level, up-scale market tourists that may also be attracted to the event.

Goals and objectives give direction to site management and set the agenda for defining the experiences that will be offered to visitors, as well as for determining and justifying the limits of tourism development and visitor numbers. Where this policy development process is a joint exercise, and falls within the law and the World Heritage Convention, it can unite people with different viewpoints and give direction to public and private tourism management.

4.6 It is important to be clear on goals and how they differ from objectives.

Policy goals are broad statements that set out a vision of how a site will be managed on the basis of its environmental and social conditions. There are many examples of broad policy goals relating to tourism. Here are a few:

- Generate and sustain local employment, revenue and development.
- Ensure that all experiences and activities permitted at the site are in harmony with nature and with the history of the area.
- Provide opportunities for research that will benefit society.
- Educate visitors and the local community to enhance appreciation of the site's values and local values and inspire considerate attitudes towards the natural and/or cultural environment.
- Provide infrastructure for visitor safety, the protection of the site's natural environment or the recovery and protection of threatened and endangered species.

Whereas policy goals are general, management objectives set out in more detail how a site will be managed. For example, if a policy goal is to provide local employment opportunities, then a management objective may be to encourage the use of local guides. If a goal is to maintain a sacred site in a manner ensuring respect and tranquillity, then objectives may include limiting visitation and noise levels to agreed measurable levels.

Management objectives based on broader policy goals are most often reached during the tourism planning process but with the help of this framework, it might be started immediately and later become part of ongoing planning that defines detailed standards. For some sites, goals and objectives might be re-examined and refined, within the current management plan and system, if this is deemed appropriate.

Suggested questions

- Considering World Heritage Outstanding Universal Value and other values and assets, why is your site unique, special and globally important?
- What is tourism to sustain, and what is its purpose?
- What is the reason for seeking World Heritage status? Is there agreement on this?
- Is World Heritage status the best way of achieving the desired purpose, and if so how will it be used? Is there agreement on this?
- Do legislation and policies exist (a management plan?) on the main challenges confronting management and tourism development at the site in question, or are there differences of opinion on certain issues? What must be done to reach consensus?
- Would it be useful to examine visitor planning and management at your site within the broader concept of public use?

References

The Economist, 'World Heritage Sites Ruins on the Rack', Jun 17, 2004.

McCool, S., Butler, R., Buckley, R., Weaver, D. and Wheeller, B. 2013. Is concept of sustainability utopian: ideally perfect but impracticable? *Tourism Recreation Research*, Vol. 38, No. 1, pp. 213–42. (Research Probe.)

McCool, S. F. 1999. Making tourism sustainable: Sustainable tourism and what should tourism sustain: Different questions, different indicators. Paper presented at International Symposium on Coastal and Marine Tourism, Vancouver, BC, Canada.

Moscardo, G. and Murphy, L. 2014. There is no such thing as sustainable tourism: re-conceptualizing tourism as a tool for sustainability. *Sustainability*, Vol. 6, pp. 2538–61.

Pedersen, A. 2002. *Managing Tourism at World Heritage Sites: a Practical Manual for World Heritage Site Managers*. Paris, UNESCO World Heritage Centre. (English and Spanish.)

Saarinen, J. 2014. Critical sustainability: Setting the limits to growth and responsibility in tourism. *Sustainability*, Vol. 6, pp. 1–17.

Tourism Queensland. 2014. *How Tourism Benefits Communities.* http://www.tq.com.au/resource-centre/index.cfm

1st Workshop suggested guidelines

1. If possible allow three days for a workshop to explore the purpose of tourism and to develop a preliminary set of goals and objectives.

   What was found from a World Heritage workshop on sustainable tourism decision-making held in Palau (March 2014) was that although participants from both the tourism industry and the public sector focused easily on tourism's economic purpose and benefits, time was needed to tease out other social and cultural purposes; exploring the full range of tourism's potential. In the case of Palau, what specifically was being explored was the cultural tourism offer at the mixed Rock Islands Southern Lagoon World Heritage site.

2. As an opening workshop question, ask participants to take a minute to write down what they think the purpose of tourism should be, and why. It is important from the start to begin to provoke thought and generate ideas on what tourism is to aid, local economies, protected area conservation costs, local traditions, etc., and why.

3. Presentations from all the major constituencies, protected area staff, community leaders and business representatives, among others, can be used to clarify different tourism-related interests. A semi-circular seating arrangement is recommended to create and informal and inclusive atmosphere.

4. Prepare a PowerPoint presentation on the effects, utility and potential constraints of World Heritage status as well as on any of the information on tourism use and goals and objectives found in Chapter 4.

5. Hold plenary and small-group discussions on the purpose of tourism, and the actions to implement what are thought to be priority areas. Questions relating to the four chapters can be adapted for the workshop discussions as needed.

6. A field visit to the World Heritage site can be useful so that all participants can determine at first hand what tourism efforts are to accomplish, and what is needed for their implementation. The field visit is well served if it includes discussions with protected area staff, local community representatives and local tourism business operatives.

7. Day three of the workshop can be used to develop the preliminary set of goals and objectives that can be refined throughout the course of this framework exercise.

PART B

HERITAGE TOURISM WORKING APPROACHES: CURRENT AND FUTURE

Part B discusses tourism marketing, planning and management approaches. The information can be used to refine preliminary goals and objectives and to determine any needs, such as capacity-building, that may be required for their implementation.

Chapter 5. Tourism market segments and trends

Information on tourism markets and trends is intended to aid reflection on matching goals and objectives to those tourism markets that would best aid their successful implementation.

5.1 Tourism markets and marketing need to be in line with tourism goals and objectives.

Preliminary site goals and objectives can help to determine which markets would be desirable to pursue. For example, if community development of small businesses is a goal, markets that primarily use local goods and services should be identified, sought after, planned and promoted.

If raising funds for meeting conservation costs is needed to preserve the site's Outstanding Universal Value, then those markets generating higher revenues may be desirable. At a World Heritage site on a Caribbean island, a tourism market of dedicated divers who are environmentally sensitive and willing to pay protected area fees, may be preferred over casual tourists whose preferences are less sensitive to environmental concerns and more sensitive to cost.

5.2 Discussions on general market classifications can launch the process of deciding which markets best match the site's goals and objectives.

The international tourism market comprises three general classifications: the *independent travel market*, the *speciality activity market*, and the *general package-holiday market*. The following is a brief synopsis of several elements of these markets.

Independent travellers are not part of organized groups but travelling alone or in small groups of friends. They travel either out of a general interest or because they want to practise a certain activity in a new and different environment. Most independent travellers are young, adventurous, willing to use rustic accommodation, eat traditional foods and take public transport. Independent travellers get much of their information on a tourist destination either from friends who have visited the area or through the internet, guidebooks, and newspaper and magazine articles.

Many discount these tourists because they tend to travel cheaply, falling into the category of the budget-conscious 'backpacking crowd'. In reality, independent travellers are 'explorers' who are often responsible for popularizing a destination. Their financial input is often enough to allow local businesses to expand and improve rustic accommodation for more demanding tourist groups. Such travellers are often more willing to use local goods and services, and interact more with the community outside the supervision of an organized tour, which unfortunately may cause negative social impacts.

Speciality tourism firms organize trips for clients wishing to participate in a specific activity such as bird-watching, wildlife viewing, photography or archaeological, historical and cultural tours. Also in this category are adventure travel firms offering activities such as backpacking/trekking, diving, white-water rafting, kayaking, canoeing, rock climbing and sport fishing.

Other speciality firms organize field research trips for scientists. These firms attract groups of paying volunteers who sign up to work as field assistants on projects such as archaeological digs and wildlife monitoring programmes. In addition, this market includes organizations and universities with special-interest travel programmes. For example, the World Wide Fund for Nature (WWF) and many museums organize tours for their members, which generally help to raise funds for a particular cause or project.

These groups generally subcontract other tour operators to handle the travel arrangements. Speciality tour operators commonly use host-country ground operators for in-country logistics. These national firms, based in the country in which the tour is operating, provide all services (transport, hotel accommodation, guides, etc.) from arrival to departure.

The *general package-holiday market* attracts groups wishing to see an area and its culture but without a specific interest in a defined activity or subject matter. These tourists tend to be interested in general sightseeing and shopping, and may be interested in cultural attractions such as museums, ruins or other well-known or documented historical sites. Tourists in this market tend to want the standard services and amenities offered by most general tours. They will probably not be satisfied with the services that a rural community can offer; more often than not, general international tour groups want comfort, ease of access, security and more upscale accommodation and food.

5.3 Reflection on different market segments may stimulate thinking, but segments can overlap and can be difficult to define.

Market segments are market themes divided into categories. Segments vary greatly based on who is doing the analysis and where the analysis is being done. Common tourism segments include business tourism, recreational tourism, adventure tourism, religious tourism, cultural tourism, heritage tourism, ecotourism, architectural tourism, health and wellness tourism, rural/agricultural tourism, voluntarism tourism, recreational vehicle tourism.

For this exercise, the following descriptions of market segments are only intended to aid opening discussions among the different constituencies.

The market segment of ecotourism is defined by The International Ecotourism Society as 'responsible travel to natural areas that conserves the environment' and 'sustains the well-being of the local people' (TIES, 2015). A number of activities have been labelled ecotourism, including bird- and whale-watching, helping scientists to conduct conservation research, snorkelling off coral reefs, game viewing and nature photography. Ecotourism is linked to and overlaps with heritage tourism and cultural tourism. Surveys show that ecotourists tend to be young and highly educated, with professional and managerial occupations.

Ecotourism trips are often longer, with fewer people in a typical tour group. Researchers report that ecotourists are more likely to use small independent hotels, as opposed to mass tourists who tend to stay at chain hotels. As would be expected, the ecotourist is interested in a more natural environment, preferring less-crowded destinations that are off the beaten track and offer challenging experiences. This market may hold certain advantages for sites on small islands wishing to create additional upscale markets to their current tourism offer.

At site level, the demands of ecotourists and mainstream tourists may overlap and be difficult to differentiate. Some ecotourists, for example, may demand apartments, not campsites, for lodging. People on a bird-watching cruise to Patagonia could be considered ecotourists but may have demands similar to those of tourists on an expensive Caribbean island cruise.

Some enterprises have, it is reported, not been true to following the voluntary criteria of ecotourism. Because of this, several researchers have chosen to use nature-based tourism as a less controversial, broader concept than ecotourism.

Adventure tourism includes a wide range of outdoor activities. Adventure tourists engage in activities that are physically challenging and sometimes dangerous, or perceived to be so. Examples are sports such as trekking, mountaineering, white-water rafting and scuba diving. Adventure tourism does not necessarily require expensive facilities and infrastructure, but it does require good organization, guides, transport services, basic accommodation in the field, and

opportunities for more comfortable accommodation at the end of the tour. Adventure travel is a rapidly growing sector of the speciality tourism market.

Cultural tourism is frequently used to describe certain segments of the travel market. It may be associated with visits to historical, artistic and scientific or heritage attractions. UNWTO has two definitions of cultural tourism. In the narrow sense, cultural tourism includes 'movements of persons for essentially cultural motivations such as study tours, performing arts and cultural tours, travel to festivals and other cultural events, visits to sites and monuments, travel to study nature, folklore or art, and pilgrimages'. In the broader sense it is defined as 'all movements of persons, because they satisfy the human need for diversity, tending to raise the cultural level of the individual and giving rise to new knowledge, experience and encounters'.

Heritage tourism is another broad category that embraces both natural and cultural heritage. It is a category or market segment that includes visits to historic sites, museums and art galleries, and exploring national and forest parks. Heritage tourism, because of the large number of activities it covers, is difficult to define and measure – there does not seem to be a clear definition of a heritage tourist so that may have to be left up to the site to define.

In using these themes, general questions could be asked first, such as 'Does a site want cultural tourism with all its demands on interpretation and historic preservation, or does it want adventure tourism relating to diving?', then 'Would a site want both and why?'

5.4 Concentrating on tourist behaviour and preferred experiences offers a more robust path for assessing the type of tourist desired at the site and also whether site conditions match visitor needs.

It is most useful to classify tourists according to their motivations, behaviour and desired experiences. Towards this end, researchers have developed several categories of tourist behaviour and preferences that may be beneficial. For example, tourists may be classified according to the intensity of experiences they are seeking or the ruggedness of the conditions they desire or will accept, including the kind of accommodation expected. Thus:

Hard-core tourists join tours or groups travelling specifically for educational purposes and/or to take part in environmental or cultural projects, such as wildlife monitoring.

Dedicated tourists want to visit protected or cultural areas and understand local natural and cultural history.

Casual tourists consider natural and cultural travel as an incidental component of a broader trip.

Another system, which may be useful for classifying preferences, differentiates between 'hard-class' and 'soft-class' travel. This classification relates to the ruggedness factor, mostly concerning the degree of challenge involved and the comfort level of accommodation.

These categories include:
A *hard-class* experience that is physically difficult with an element of danger. For example, walking miles into the back country, climbing a technically difficult mountain, or sleeping in rudimentary shelters.

A *soft-class* experience means lower risk and more luxurious accommodation. For example, a tented safari may involve physically challenging conditions while offering amenities such as gourmet meals and comfortable transport.

Classifying tourists according to their motivations, behaviour and desired experiences permits more detailed reflection on the type of tourist desired. For example, would a hard-core tourist who wants to participate actively in a physically challenging archaeological dig, and live with a local family, be a desired type of visitor?

This sort of thinking also helps sites to reflect whether they have the right ingredients to provide the kind of experiences and the site conditions needed to attract the desired tourist group. So in this case, does the community have local accommodation that would attract this kind of visitor? Knowing what tourists are desired leads to assessing the potential of attracting them based on existing site conditions.

5.5 Visitor data further help sites to assess whether site conditions match visitor needs.

Existing data on the visitor preferences of desired tourist groups and markets, their likes, dislikes, motivations and expectations, needs and spending behaviour, are useful in determining if the site conditions can provide these conditions and experiences. Tour operators and other tourism professionals at the ministry of tourism may be a valuable source of information about visitor preferences.

Reflections on future conditions that may be developed to attract the desired set of tourists can also be explored at this point. For example, the infrastructure and management conditions that would need to be developed for the desired tourist.

5.6 Knowledge of market trends can aid decision-making at a site.

Market trends, whether international, regional or country by country, cover a vast subject area. They may be best accessed through ministries of tourism and local and regional tourism entities. Two examples of trends are given to show their utility in policy goal implementation, one from the World Tourism Organization and the other from Tourism Australia.

UNWTO and other experts mention that more international tourists seem to be demanding authentic, environmentally and culturally sensitive experiences. It is believed there is a growing market that will pay more for these experiences.

This may influence policy-making at a site. Some experts have proposed that changing the visitor profile to attract not more but higher-value visitors could be one effective policy shift, if the volume is sufficient to offset the loss of those not willing to pay higher prices.

A UK study has estimated that a small shift of 1 per cent in the visitor profile of a potential World Heritage site such as the Lake District, with its 8–9 million visitors per year, could result in an absolute economic impact of up to £22 million pounds per year (Rebanks, 2009).

This situation has ramifications for certain protected areas with high volumes of tourism. If the tourism experiences at the site were more oriented to this higher-spending culturally sensitive market, perhaps more income could be made with fewer visitors. On small island states, with sufficient visitor numbers, this could provide additional flexibility and negotiating power for protected areas. Attracting more higher-spending tourists could make it easier to suggest visitor limits that everyone can agree, because no one loses financially.

Another potentially useful trend is the growing global tourism interest in indigenous culture. For example, in Australia this interest is stimulating demand for products involving Australia's Aboriginal and Torres Strait Islanders. Tourism Australia's 2007 visitor statistics show an estimated 830,000 international visitors to Australia experienced one or more Indigenous cultural activities during their visit, representing some 15 per cent of the total international visitor market. Indigenous tourism has become an integral, albeit niche, part of Australia's tourism industry (Whitford and Ruhanen, 2009).

In response to the demand, Australian states and territories are increasing indigenous tourism involvement to provide local opportunities and expand the tourism product and appeal to domestic and international tourists. New opportunities are being created for indigenous peoples and communities to develop enterprises in

locations where other economic prospects are limited. Aboriginal leaders report that tourism provides an opportunity for involvement in the economy, enabling young people to stay 'on country' and to share landscape knowledge with tourists. This growing market trend may offer options for other sites where rich cultural traditions are still very much alive, such as those in the Pacific.

Suggested questions

- Your site is unique, special and globally important – what are the experiences that should be offered to visitors to reinforce or confirm that uniqueness?
- What types of tourist currently visit the site?
- What are the preferred tourism markets to reinforce or start up, and why? Are the experiences, activities and infrastructure generated by these markets compatible with the presentation of the site's Outstanding Universal Value, sense of place and local values?
- Which tourism markets, with their goods and services, might fit in well with World Heritage association? What is needed to attract these markets to the site?

References

Pedersen, A. 2002. *Managing Tourism at World Heritage Sites: a Practical Manual for World Heritage Site Managers.* Paris, UNESCO World Heritage Centre. (English and Spanish.)

Rebanks Consulting Ltd and Trends Business Research Ltd. 2009. *The Economic Gain: Research and Analysis of the Socio Economic Impact Potential of UNESCO World Heritage Site Status.* http://icomos.fa.utl.pt/documentos/2009/WHSTheEconomicGainFinalReport.pdf

Spenceley, A. (ed.). 2008. *Responsible Tourism: Critical Issues for Conservation and Development*. London/Gland, Switzerland, Earthscan/IUCN.

TIES. 2015. *What is Ecotourism?* Washington DC, The International Ecotourism Society. https://www.ecotourism.org/what-is-ecotourism

UNWTO. 2012. *Challenges and Opportunities for Tourism Development in Small Island Developing States*. Madrid, World Tourism Organization. (PR No. 12038.) http://www2.unwto.org/en/publication/challenges-and-opportunities-tourism-development-small-island-developing-states-0

Whitford, M. and Ruhanen, L. 2009. *Indigenous Tourism Businesses in Queensland: Criteria for Success*. Queensland, Australia, Sustainable Tourism Cooperative Research Centre.

Chapter 6. General tourism planning and management concepts

Tourism planning and management is complicated by a number of factors. For goals and objective development, a general understanding of these concepts can be beneficial, enabling more realistic decision-making on desired planning and management approaches and capacity-building needs.

6.1 Tourism planning and management entails juggling both development and conservation at the same time.

By law, most heritage sites have to accommodate human use, perhaps a number of public uses. Tourism and visitation activities are usually mandated by national and/or local legislation, and publically owned heritage sites around the world are generally legally bound to open their doors to visitors. In the case of World Heritage, the World Heritage Convention also states the desirability of presenting the site.

This creates a dilemma. Management, by law, must accommodate public use, tourism, recreation and religious uses, educational and scientific activities, research. At the same time management must preserve the protected area's quality and conditions, in the case of World Heritage, a site's Outstanding Universal Value. Management is therefore obliged to address the situation of both having to conserve the resource and also provide and manage visitor opportunities.

6.2 Tourism has to consider a wide range of factors other than those relating only to the physical impacts on the site.

With tourism or visitation, site alteration and impacts may involve social conditions such as noise and crowds that can conflict with local values, such as undermining a sacred or spiritual experience (and eventually the site's Outstanding Universal Value). This implies that management has to deal with the many values connected with different user groups. Although management has the final word, it must engage with the key user groups to set standards in deciding how much is too much.

6.3 Tourism has numerous socio-economic and biological facets that are not easily defined, because of which they are subject to varying opinions and wide interpretation.

Socially different visitor groups have varying tolerances to crowding, noise and other factors. Many may not be bothered by a more developed approach to heritage. Neither are communities uniform, so classic models defining tourism's impacts on community social structure do not accurately depict many situations – some communities are more resilient and resistant to tourism pressures than others, some members may support tourism and others find it offensive.

The relationship between visitor numbers and many environmental impacts are curvilinear. A little use can result in disproportionately high impacts. Conversely, for areas already experiencing higher levels of visitor use, an increase may have little additional impact. For example, more people may not much add to the impact of an already impacted dirt track or campsite. Because of this curvilinear relationship, with some impacts it may be possible to increase visitor numbers without much damage, but of course this changes the visitor experience and perhaps in a negative way.

At some sites, managers can take action to accommodate more visitors without damage to the resource, such as by constructing walkways or barriers, however this changes the visitor experience.

6.4 Science and technology cannot solely address the many realities of tourism management.

Because tourism impacts and needs are so varied, with a wide range of opinions and interpretations on acceptable levels of impact and development, technical, supposedly science-driven approaches such as carrying capacity fail to deal with these value-laden, conflict-ridden issues. Nonetheless, tourism questions are often framed on the understanding that there is some definite carrying-capacity number.

Policies based on technical carrying-capacity methods also hold significant distributional consequences. If the number of visitors wanting to enter a site exceeds the designated carrying-capacity number, how do managers determine who is allowed in? Management techniques for controlling numbers, for example rationing systems such as queuing, lotteries, reservations, pricing scales and merit, all discriminate against a particular type of visitor, such as example, those who cannot wait in line or pay for a ticket. This means that the solution is to sort out and agree on values and management objectives, not on a technical formula. The result is that most tourism challenges are not disputes over scientific or technical questions but are related to conflicts in values.

6.5 Planning and management frameworks need to provide opportunities for debate to make different values explicit.

Planning and management will be strengthened if frameworks or processes facilitate dialogue between stakeholders to resolve the value-laden push and pull situations when dealing with both visitors and conservation. Realistic solutions for planning and management issues involve implementing participatory processes that help to decide the values to be expressed or preserved and the desired visitor experience.

Suggested questions

- Among the constituencies, communities, tourism industry, even World Heritage site directors and staff, is there common knowledge and agreement on the complexities of tourism and visitor management?
- Is there an understanding of the need for planning and management solutions that will produce the debates and dialogue needed to make different values explicit?
- What might be some of the blockages to this type of approach? What are some of the site factors favouring this type of approach? How will these influence the implementation of goals and objectives?

References

Eagles, P. F. J., McCool, S. F. and Haynes, C. D. 2002. *Sustainable Tourism in Protected Areas, Guidelines for Planning and Management.* Gland, Switzerland, IUCN-WCPA (World Commission on Protected Areas). (Best Practice Protected Areas Guideline Series No.8.)

Glasson, J., Godfrey, K. and Goodey, B. with Absalom, H. and Van der Borg, J. 1995. *Towards Visitor Impact Management: Visitor Impacts, Carrying Capacity and Management Responses in Europe's Historic Towns and Cities.* Aldershot, UK, Avebury.

Chapter 7. Planning approaches

Information on planning approaches allows decision-makers opportunities to generate more detail for their preliminary goals and objectives. Information on tourism planning can also aid reflection on possible needs as it relates to implementing the various goals and objectives being developed.

7.1 A number of elements are recommended for effective World Heritage tourism planning.

For a World Heritage site, planning needs to be designed to consider the preservation of its Outstanding Universal Value and how this is presented to the public. Planning also may consider other local values needed to ensure integrated conservation not covered by World Heritage. In general, planning should generate a process to monitor change, evaluate threats and opportunities, permitting management to respond to protect the site's Outstanding Universal Value and other key values.

A planning process will be well served by following these general steps:

1. Determination of goals and objectives, derived from the Outstanding Universal Value, local values, regulations, concerns of management and stakeholders, and how to achieve them.

2. Formulation of a set of performance indicators based on the goals and objectives.

3. Monitoring to determine whether these standards are being met.

4. Deciding on actions to mitigate problems if the standards are not met.

7.2 Planning effectiveness is maximized if it contributes to building management capacity.

Experience has shown that it is useful for learning to be an explicit goal of the planning implementation process, so that planning is viewed as a mechanism for building management technical capacities. In general, management plans suffer from low rates of implementation and quick obsolescence. A practical management policy and approach that increases a plan's implementation potential is a policy whereby the staff produces the plan and learns from the experience. Site staff may use the services of an external consultant but the consultant takes a long-term mentoring, facilitation approach, while site staff develop the plan.

7.3 Planning can also be considered as an adaptive management tool for updating information, allowing decision-making responsive to anticipated changes.

Complexity, change and uncertainty form today's conservation and development environment. Planning is not an event with a particular starting and ending date, rather a process of sensing, evaluating and learning about changing expectations and public values and changing environmental conditions.

7.4 Planning can take a regional destination orientation.

Considering ties to other regional or island-wide heritage assets and attractions during planning may allow opportunities for linking to satellite sites or heritage assets. This can, if all the sites are properly planned and managed (a big ask), diminish pressures on the property. It can help to maximize the complementary roles of various agencies and organizations in management and economic development issues. A regional destination orientation could also encourage use of innovative revenue-generating ideas, such as multi-property passes.

7.5 It is important to describe visitor experiences and activities in different World Heritage sites using the recreation opportunity spectrum.

The recreation opportunity spectrum (ROS) methodology is used by park services throughout the world for describing visitor opportunities and experiences. For example, if trekking is carried out in the more pristine rainforest area of Morne Trois Pitons site in Dominica, a decision could be made to provide the visitor with minimal infrastructure, little possibility for meeting others and infrequent supervision by protected area staff. In other parts of the protected area, other classes of opportunities or experiences may be generated. In the intensive zone, a decision could be made that trekkers would expect frequent interactions with other tourists, have better-developed infrastructure and direct contact with protected area staff. Once visitor experiences and activities are described, the information gleaned from the ROS classes can be overlaid on an existing zoning plan, thus providing a visual representation of different classes of experiences.

ROS is also now being used at cultural World Heritage sites. A project in Portuguese World Heritage sites and sites of Portuguese origin has used this methodology, linking it to different degrees of authenticity at a site – some areas of a site may be more or less 'restored' than others. For example, a decision may be made to leave part of an island archaeological site accessible by only a lightly maintained footpath, and the area may be left integrated into the native vegetation. Managed in this fashion, the site provides a different visitor experience than one that is completely restored and manicured.

7.6 To judge if existing conditions vary from desired conditions and experiences, standards are needed.

Once the ROS classes are described and their desired activities and experiences determined, site staff have to set quantifiable standards for infrastructure limits, management interventions, and the number of people allowed into the different areas. Limits of tourism impacts also need to be set, for example litter or graffiti. An important factor in this exercise is setting standards to prevent degradation of current conditions. To reveal the degree to which existing conditions vary from desired conditions, a simple inventory of existing conditions measured against a set of performance indicators is undertaken.

Although staff will have the final decision, standards need to be set from discussions with key constituencies. The staff could meet with a group potentially formed from this exercise for useful feedback in establishing standards and indicators.

7.7 Indicators permit regular monitoring to track trends and changes in desired conditions.

Indicators are needed to measure any changes in the protected area's desired conditions. With coral reefs, for example, standards could be set for coral damage in a certain diving area, and the indicator could be the number of damaged corals in that area. An understanding of the causes of changes in indicators can point to management solutions. These solutions are generated to restore desired conditions or even surpass specified standards. Both standard-setting and monitoring are frequently recommended as part of the limits of acceptable change (LAC) process, a management tool recommended by IUCN as well as the ICOMOS Tourism Charter.

7.8 The concept of public use planning may be considered in order to craft wider, integrated visitor management policies.

Sites may wish to consider tourism within the broader concept of public use planning (PUP), reflecting on how it integrates with related user groups. In practice, public use means that, in addition to tourism, policies may be generated for local recreation, community traditions, education, spiritual activities, the work of scientists and even the media (cinema, television). All these user groups may be seen as an integral part of the public use of the site.

Public use planning has been carried out at a number of World Heritage sites since 2002, and combines well-accepted visitor management tools such as ROS and LAC. Interpretation and business planning activities are often included.

A manual for public use managers and planners, *Site Planning for Life,* is available online at http://pupconsortium.net/programs/pup/manual/. It provides detailed information modules in a step-by-step format and has been continuously updated, so can be consulted during this framework exercise if desired.

Proposed and existing sites may have already generated information and carried out steps that feed into the planning process. The results of workshops connected to this framework exercise may provide additional useful input for facilitating further planning initiatives.

Synopsis of public use planning steps

1. Public use planning introduced	Site director, officials and stakeholders make decisions on the set-up of the planning processes and clarify roles.
2. Interpretive framework generated	Using significant aspects of the history and purpose of the site, messages to educate and motivate visitors to participate in conservation programmes are developed.
3. Tourist attractions directory created	Directory is produced of the most promising attractions with the involvement of site staff and tour operators.
4. Zones mapped	Recreation opportunity spectrum is used to zone desired conditions based on visitor experiences and resource conditions. The site is divided into sectors forming a site-wide strategy for public use.
5. Public use products developed	Visitor profiles are produced determining the demand for visitor experiences identified. Activities and services defined to support the site's goals and objectives.
6. Wider review of product proposals generated	Results of the two most important visitor profiles are further analysed to determine if they can be improved.
7. Monitoring plan developed	Indicators for activities and services are produced to protect site attractions and visitor experiences. Strategies to determine how they will be measured, by whom, how often, where, and what control.
8. Regulations developed	Minimum regulations are produced to maintain experiences. Key constituencies including regulating agencies are involved.
9. Calendar of activities developed	Specific calendar to implement the tasks proposed. The calendar must answer who, when and what.
10. Financial plan developed	The financial plan involves pricing out costs and predicting revenues. With this information, the site will make financial planning decisions.
11. Preparation for implementation	The results of the modules are presented publicly for additional input. They are written into a document which then goes through an approval process. This involves a public presentation and a review by all stakeholders.

Suggested questions

- What planning elements are needed at your site for meeting preliminary goals and objectives?
- What planning elements have already been carried out? Is there a need for more robust planning policy at the site?
- Does site management have the capacity for public use planning activities, including knowledge of the recreation opportunity spectrum and the limits of acceptable change frameworks?
- If public use is desirable, what would it take in financial and human resources to implement such a planning process at the site?

References

Alçada, M., Lisitzin, K. and Manz, K. (eds). 2013. *Selected Management Approaches and Experiences from World Heritage Sites of Portuguese Origin and Influence (TOUR–WHPO)*. Lisbon/Paris, Turismo de Portugal/UNESCO World Heritage Centre.

Graefe, A. R., Kuss, F. R. and Vaske, J. J. 1990. *Visitor Impact Management: The Planning Framework.* Vol. 2. Washington DC, National Parks and Conservation Association.

Kohl, J. 2005. Converting unseen and unexpected barriers to park plan implementation into manageable and expected challenges. *PARKS,* Vol. 15, No. 1, *Planning for the Unexpected*.

Kohl, J. 2011. Transcending barriers to plan implementation at World Heritage sites depends on new mindset. In: *Tourism Planning at Major World Heritage Archaeological Sites*. Paris, UNESCO World Heritage Centre.

Kohl, J. 2014. Module 4: Zone and Sector Planning (information on ROS used at cultural properties), pp. 170–222. In: PUP Global Heritage Consortium, op. cit.

PUP Global Heritage Consortium. 2014. *Site Planning for Life: Managing Visitors for Heritage Destinations*. *Manual for PUP Core Planning Teams.* http://pupconsortium.net/programs/pup/manual/.

Stankey, G. H. 1999. *The Recreation Opportunity Spectrum and the Limits of Acceptable Change Planning Systems: A Review of Experiences and Lessons.* In: J. Aley, W. R. Burch, B. Conover and D. Field (eds), *Ecosystem Management: Adaptive Strategies for Natural Resources Organizations in the Twenty-First Century*. Taylor and Francis, Philadelphia, PA.

Chapter 8. Management approaches

The following approaches, by no means exhaustive, provide opportunities to generate further debate and add detail to preliminary goals and objectives. They can be adapted and/or augmented during the second workshop discussions to meet specific site requirements. As with planning, these approaches may also be used to analyse any management needs.

Destination approaches

8.1 A destination approach can be useful for tourism management.

Managing tourism and visitation may be most efficiently carried out at destination level. Many World Heritage sites are located in or immediately adjacent to communities and other sites holding natural or cultural heritage values. The opportunities provided by communities and other heritage sites may be packaged with the World Heritage site visit by tour operators. In this network of sites, visitor or tourism management actions may impact visitation at World Heritage sites.

Thinking and acting regionally and island-wide, however, requires great effort and a willingness to overcome conflict of interests and potential rivalries. It requires a variety of agencies, communities, NGOs, businesses and firms, as well as individual residents, to cooperate and collaborate on a wider scale. It requires constituencies to be willing to compromise on programmes and offerings to optimize on net regional benefits.

8.2 Site management can encourage regional or island destination-level thinking and action

First, site management can encourage and support communities, tour operators and other sectors within the tourism industry to form new or sustain existing destination marketing organizations (DMOs). These organizations can develop and promote regional-level and island-wide identity and image, implement promotional cooperatives, design new products and offerings, and coordinate thematic routes. Second, site management can create alliances of the organizations that administer the principal sites and protected areas in the region to coordinate management policies, address visitation challenges and opportunities, and suggest avenues for cooperation with the DMOs. At some point, there may be potential for both organizations to merge.

Community approaches

8.3 Management efforts are well served if they seek genuine engagement for communities to take part in how challenges are defined and resolved.

Management working with communities (and tourism industry representatives) can seek appropriate locations for supporting facilities, transport and vendor locations, and building designs that do not infringe on a site's Outstanding Universal Value while at the same time considering access to community resources and values. With this approach managers will come to understand the social acceptability of projects and proposals, what will work and what will not, and how to avoid marginalizing some groups.

In the Pacific, where land ownership is communal, consultation with communities is essential. In Samoa for example, over 80 per cent of land is under customary land ownership, representing family, identity, history and security. Protected area experience shows that no lasting planning effort is possible without communal landowner consultation and support, and without some practical community gain to be had from the protection.

At Chief Roi Mata's Domain (Vanuatu) World Heritage site, community representatives of the national-level Vanuatu World Heritage

Advisory Group remain at the heart of management. The group coordinates site management and conservation, craft production and water security. It runs a community-owned cultural heritage venture, Roi Mata Cultural Tours, and a programme of bungalow development.

Chief Roi Mata's Domain © Vanuatu National Cultural

8.4 In tourism-oriented community interventions, value chain analysis is useful.

One of the common problems with community-based tourism has been that a community may be interested in tourism but the product at a given place may not interest the traveller and therefore the private sector. Value chain analysis, which focuses on tourism as a system and explores the tourism supply chain, can be used to avoid this problem.

The value chain describes the range of activities required to bring a product or service from conception, through the phases of production, to delivery to the consumer. It can identify opportunities for communities to provide desirable items, supplies and skills for tourism operators. The value chain approach starts with an assessment of the tourism economy, working out where the community already operates and where their participation can be increased.

The four main areas of analysis are generally: (1) accommodation (hotels, resorts); (2) food (restaurants, intermediaries, farmers); (3) excursions (tour operators, transport, communities); and (4) crafts (producers, vendors).

The Mekong Corridor Tourism Value Chain Analysis revealed the extent of food and beverage consumption by the hotel, resort, restaurant sector, the source of current purchasing, and the size of the market. It showed that strengthening linkages between the hotel, resorts, restaurant and agricultural sectors can drive growth in agriculture and assist communities by involving smallholder farmers.

8.5 Building on the particular character and culture of a region or island is a useful consideration in attracting visitors.

Retaining and presenting the local character and personality of a community adds an important dimension for visitors. Travellers interested in the natural and cultural values protected by World Heritage properties are also usually interested in the local context, understanding of cultures, viewing rituals, and engaging local residents. Making a community look like all the others in a highly competitive market may not be an advantage.

Indigenous managers of cultural heritage on the New Caledonian island of Lifou, for example, use dance in performances for tourists but also use the experience as a way to proclaim Kanak culture globally in order to keep it strong locally. They achieve this by carefully controlling the representation of their culture and the nature and extent of their engagement with tourists.

8.6 If there is interest for integrating tourism into a broader development strategy, venues that bring together economic and cultural interests can help create opportunities to discuss important linkages.

Initiatives that have the ability to advance social and cultural and historic values but also have ties to economic constituencies may be used in exploring the full range of tourism potential. Cultural events for example, advance the socio-cultural values but also have ties to economic constituencies. Their

strategic use could help to trigger a look at tourism's larger purpose further enabling constituencies to continue to explore the question of what is tourism to sustain. If strategically planned, they could be used to explore spin off activities, such activities as enhanced educational programmes for schools and adult learners adding to their utility of purpose.

An initiative of identifying, prioritizing and mapping regional, cultural and natural heritage tourism-related assets could help to facilitate a wider dialogue on community needs and desires. Experiences in the Douro Valley of Portugal and several areas in the United States, Mexico and South America using the National Geographic Map Guide initiative have made useful connections with a variety of constituencies. A community or region could organize similar initiatives and promote their heritage assets using their own paper or digitized map and website. Another objective of the initiative might be to plough back a small percentage of the profits from businesses associated with the heritage assets on the map into a fund to aid ongoing efforts that the community deems appropriate.

On the subject of generating community investment, heritage funders suggest that they are more willing to invest in projects if there is a strategy defining how different sites complement each other with interconnected storylines or interpretation programmes that attract a range of visitors and thus a greater potential market. Creating these shared storylines or interpretation programmes associated with the various heritage assets could be a complementary initiative that links different interests. If these messages are linked to local products and/or attractions, thinking may be extended to such broad issues as transport connections for visitors and local residents.

One of the ideas ultimately generated by the Palau Workshop was the reintroduction of a Taro Festival to the islands. The festival had at one time been a regular event promoting local culture and pride. Taro, a food staple in the Pacific islands, was consistently listed as a cultural icon that had to be recognized in a tourism product. Eventually, there was discussion of tourism's wider purpose and the usefulness of the festival as a vehicle for generating cultural pride as well as promoting marine conservation issues. The taro crop cover, grown in coastal wetlands, can help to protect coral reefs at the Rock Islands Southern Lagoon World Heritage site. This triggered a related discussion on the use of taro products in a variety of foodstuffs that could be developed as commercial products. Interestingly, the introduction of this festival theme also introduced the issue of a Palau cultural copyright law now being debated by government officials.

© UNESCO/Sachiko Haraguchi

Tourism industry approaches

8.7 There are intrinsic barriers to tourism industry and site management relationships.

Site managers frequently have little knowledge of industry. This is understandable as site managers have typically been trained in such disciplines as architecture and forestry – managing visitors and tourism is often not part of their training. Within the tourism industry too, there can be a wide gulf between those in the head offices and those working in the field. Head office staff may not understand the realities of managing visitation and may rarely be exposed to site management issues. Field personnel who are exposed to site conditions are replaced regularly and may not have the time or influence to interact with site management.

The extent to which operators and managers are unaware of each other's problems and issues will be related to the degree of interest in joint cooperation. Although certainly not easy, solutions combining industry and management interests need to be generated to begin to unblock barriers.

8.8 Consultations between the tourism industry and management may be needed to help implement goals and objectives.

There are a number of points where management and the tourism industry may come together out of mutual interest. International hotels may be interested in supplying ideas to enhance opportunities for more higher-spending, longer-staying visitors. Industry/site-level consultations could offer opportunities for industry input into such practical activities as the coordination, harmonization or implementation of acceptable visitor fee or concession policies, or the development of local goods and services that might be of more benefit to the industry and community.

The simple action of combining forces on the coordination and timing of tour groups is being proposed at a beach-front resort adjacent to Morne Trois Pitons National Park in Dominica, motivated by management concerns about crowding and industry's desire to provide a better visitor experience. Management and tour operators may also see useful collaboration in training and employing guides, discussing visitor fee policy, or creating and implementing information and education programmes to build client awareness.

8.9 Use of the tourism value chain exercise is also helpful for analysing where industry cooperation might be productive.

The value chain, in this case, can provide a visual and descriptive representation of the network of relationships making up the tourism offer. It can help to identify each step in a World Heritage site visit where the tourism industry can add experiential and monetary value. For example, tour operators could be briefed beforehand by site management on the culturally sensitive ways to visit a sacred site on an island. Passengers on a cruise ship might be given a slide show before visiting a World Heritage site and asked to contribute to a conservation fund, as happens in the Galápagos Islands.

Viewing the experience holistically can open up new ideas for building awareness, creating expectations and influencing choices and behaviour on the site. In general the value chain provides managers with information about what kind of partnerships may be formed, with whom, and for what purposes.

Site financing approaches

8.10 Transparency in decision-making about fee policy is an essential management tool.

At many World Heritage sites, how visitor fees, taxes and licence charges are set and revenue from them spent is unknown, and who pays what for access to the site for various purposes may be unclear. Site financing requires transparent decision-making processes so that local residents, tourism operators, visitors and other managers can understand what decisions were made, for what purposes, and by whom. Accountability for revenue generation and spending is critical to efficient and effective

use of funds, and is the foundation for programmes that are sustainable.

8.11 Adequate site financing requires good data on existing and projected levels of public use.

Data on patterns and levels of use, market segments, visitor preferences for various experiences, and how these patterns may impact, positively or negatively, can provide projections of revenue potential. Developing adequate and sustainable funding also requires some understanding of the policy blockages that can occur. For example, visitor fees may all return to the national treasury and sites will have no incentive for site financing schemes. With better understanding of revenue potential, such blockages can be addressed with specific data and more positive site-financing policies may be proposed.

8.12 Site financing may consider the use of tools and methods.

There are a variety of tools and methods to secure adequate site financing. Sites should make choices on which of these may be feasible. Tools include:

- use and entrance fees;
- car park charges, recreation service fees;
- special events and special services;
- donations;
- licensing of intellectual property;
- sale or rental of image rights;
- concession fees;
- equipment rental, merchandise sales (equipment, clothing, souvenirs);
- licensee contract royalties;
- taxes on local lodging, food, and transport sales;
- World Heritage passport;
- 'name' or trademark royalties.

Use patterns change over the long term, and tools and methods of revenue generation that once worked well may be less productive in the future. Revenue generation programmes should be adaptable and responsive to changing conditions and demands. Using a variety of tools and methods to generate revenue means that the programme will be more likely to result in sustainable funding levels.

8.13 Licences can be used to facilitate accomplishment of goals and objectives.

Licences involve firms, individuals and NGOs holding a contract with site management to provide a variety of services. Licences granted may be an important source of revenue for the site and may include lodging, food, transport and guiding.

Licences can be viewed as a mechanism to help preserve and present the site's Outstanding Universal Value by meeting the site goals and objectives. A public use plan should provide the overall policy framework for determining the type, amount, location and seasonality of public use to be allocated among various licensees. The plan also provides the strategy for the pricing of licence contracts or fees associated with their implementation.

Awareness-raising approaches

8.14 Increasing the level of local awareness and support for conservation efforts is an essential management initiative.

Raising local awareness generates a sense of pride and respect. Several tools are available.

As a resource for Pacific SIDS, *Our Pacific Heritage: The Future in Young Hands,* part of the UNESCO Young People's World Heritage Education Project, is available at. http://whc.unesco.org/uploads/activities/documents/activity-54-21.pdf.

For other SIDS, the *World Heritage in Young Hands* kit, published in a number of language versions (currently thirty-seven), can help to bring together young people, teachers and heritage specialists for a greater appreciation of their local and world heritage. Developed by the UNESCO World Heritage Centre and the Associated Schools Project Network (ASPnet) through the World Heritage Education Project, these kits enable both

primary and secondary school students to learn more about World Heritage and acquire new skills to help conserve these sites, as well as suggesting activities that promote involvement in the community.

In addition, experience has shown that social-marketing techniques using a symbol of community pride are effective in raising awareness. Successful symbols have been iconic animal species that people identify with. For example, social-marketing campaigns connected to animal species have been used on Palau and by the Palau Conservation Society for more than a decade. A campaign to help save the endangered hawksbill turtle, with the resolute support of a local women's group, resulted in landmark conservation/protection legislation.

Also in Palau, and also reflecting the marine environment, social-marketing campaigns have focused on promoting coastal conservation and the important giant clam. Like many marine species around the world, the clams have been over-harvested. Through social marketing and building local pride, community recognition and support was generated for a local reserve to protect the species. Now, fishermen support the area and have begun reseeding the area with young giant clams. The community also hopes to establish an underwater trail for tourists.

8.15 Training for site staff in social-marketing techniques and local pride-building tools is useful.

Although effective, pride-building campaigns are labour intensive, demanding local expertise. Generally, as practised at several World Heritage sites, a symbol of local pride is determined through a pre-programme survey. This is followed by a one-year social-marketing programme, which includes hiring and training a member of the site staff in social-marketing techniques. The training and activities are carried out in tandem and can include strategic social-marketing outputs such as grassroots advertising, intensive community relations, media outreach, and youth activities incorporating the concept of World Heritage and adapted to the site's target population and educational goals. Awareness-raising materials are generated by the site. A post-programme survey is carried out to determine the effectiveness of this educational approach. The *World Heritage in Young Hands* programme could also be part of this campaign.

8.16 The tourism industry can be used to help raise client awareness of World Heritage.

The tourism industry may play an important role in building awareness of the Outstanding Universal Value of World Heritage sites and expectations of conditions encountered on a site. Tour operators and hotels have the potential to be actively engaged in developing materials and training their staff and clients about World Heritage and the sites they visit. Some tour operators have in the past produced materials to help raise awareness of how to visit sites while limiting the environmental and social negative impact. The tourism industry could work with site management in developing both off-site and on-site interpretative programmes aimed at respecting and promoting visitor management policies and sustainable tourism practices.

Suggested questions

- Which of the approaches are of immediate concern and specifically needed to implement desired goals and objectives?

- To cross-check the realities for implementing desired goals and objectives, can a realistic analysis be developed on who would carry out the work, with definite commitments, listing how much it would cost and where the funding would be generated?

- How might these approaches, as well as any others, help to refine the preliminary goals and objectives developed in Part A?

References

Alçada, M., Lisitzin, K. and Manz, K. (eds). 2013. *Selected Management Approaches and Experiences from World Heritage Sites of Portuguese Origin and Influence (TOUR–WHPO)*. Lisbon/Paris, Turismo de Portugal/UNESCO World Heritage Centre.

Ghimire, S. and Upreti, B. R. 2011. Community participation for environment-friendly tourism: the avenue for local people. *Journal of Tourism and Peace Research*, Vol. 2, No. 1, pp. 55–69.

Hockings, M., Stolton, S. and Dudley, N. 2000. *Evaluating Effectiveness: A Framework for Assessing the Management of Protected Areas*. Gland, Switzerland, IUCN. (Best Practice Protected Area Guidelines Series No. 6.)

International Labour Office. 2010. *ILO Toolkit on Poverty Reduction through Tourism,* Switzerland, ILO Publications.

IUCN-WCPA. 2000.*Financing Protected Areas: Guidelines for Protected Area Managers*. Gland, Switzerland, Financing Protected Areas Task Force of the World Commission on Protected Areas in collaboration with the Economics Unit of IUCN.
(Best Practice Protected Area Guidelines Series No. 5.)

IUCN-WCPA. 2008. *Establishing Resilient Marine Protected Area Networks – Making it Happen*. Gland, Switzerland, IUCN-WCPA.

Lees, A. 1994. Lessons from the Pacific: linking traditional ownership development needs and protected areas.. *PARKS*, Vol. 4, No. 1, *Building Community Support in Protected Areas*.

New Zealand National Commission for UNESCO. 2004 *Our Pacific Heritage: The Future in Young Hands.* Wellington. http://whc.unesco.org/uploads/activities/documents/activity-54-21.pdf.

Pedersen, A. 2002. *Managing Tourism at World Heritage Sites: a Practical Manual for World Heritage Site Managers*. Paris, UNESCO World Heritage Centre. (English and Spanish.)

Pugh, C. and Wood, E. 2004. The strategic use of events within local government: a study of London borough councils. *Event Management,* Vol. 9, pp. 61–67.

Sofield, T. 2011. *Tourism Value Chain Analysis Presentation.* Symposium for Developing the Southern Economic Corridor, Phnom Penh, Cambodia, 9–10 March.

Spenceley, A. (ed.). 2008. *Responsible Tourism: Critical Issues for Conservation and Development*. London/Gland, Switzerland, Earthscan/IUCN.

UNEP. Sustainable Consumption and Production Branch *Sustainable Coastal Tourism: An integrated planning and management approach*. Nairobi, United Nations Environment Programme.

UNESCO World Heritage Centre. 1998. *World Heritage in Young Hands.* Kit includes six chapters supplemented with resource materials (DVD in English and French versions). Paris, UNESCO. http://whc.unesco.org/en/educationkit/

UNESCO World Heritage Centre. 2008. *Managing Public Use at World Heritage Sites*. Report from Workshop 1: Creating the Enabling Environment, held at Saline Royale, Arc et Senans, France.

UNESCO World Heritage Centre. 2008. *Engaging the Tourism Industry*. Report from Workshop 2: The Management of Public Use, Visitation and Tourism at World Heritage Sites, held at Blatten bei Naters, Vallis, Switzerland.

UNESCO World Heritage Centre. 2009. *Managing Tourism at World Heritage Sites Communities, Livelihoods and Tourism*. Report from Workshop 3: World Heritage Sustainable Tourism Initiative, held at Madikeri (Coorg district), Karnataka, India.

UNESCO World Heritage Centre. 2009. *Advancing Sustainable Tourism at Natural and Cultural Heritage Sites*. Report from Workshop, Mogao Caves World Heritage site in Gansu Province, China.

UNESCO World Heritage Centre. 2013. *World Heritage in a Sea of Islands – Pacific 2009 Programme*. (World Heritage Papers 34.)

UNESCO. 2009. *Pacific World Heritage Action Plan 2010-2015*, developed by Delegates of Pacific States Parties and territories at the World Heritage Regional Workshops of Cairns (Australia, October 2008) and Maupiti (French Polynesia, November 2009).

Waddilove, A. and Goodwin, H. 2010. *Tourism in Transition? Incorporating tourism into the transition mode*. International Centre for Responsible Tourism, Leeds Metropolitan University, UK. (Occasional Paper No. 18.)

2nd Workshop suggested guidelines

1. Allow at least two days for the workshop, which can be used to refine the preliminary goals and objectives developed in Part A. It can also be used to generate a list of elements needed for their implementation. For example, if a capacity-building programme is needed for any aspect of the marketing, planning or management approaches deemed essential for the site.

2. Confirming, with the workshop participants, their agreement on the desired visitor experiences for the site and community/destination is recommended as part of the opening workshop discussion. This could again reinforce commitment to the preliminary goals and objectives, or it might provoke additional ideas and refinement of this preliminary work.

3. So that everyone is informed, day one could include presentations on the marketing elements and suggested working planning and management approaches contained in Part B, modified as needed. This could be carried out by the appropriate responsible groups, for example, site staff would present their management approaches. Existing documents such as management plans, as well as existing management regimes, can be presented so that the workshop results might feed into these documents and practices.

4. For workshop discussions on the specific needs for implementing goals and objectives, discussions might be grouped into planning, destination/community, tourism industry, site financing, and awareness-raising issues and needs.

5. The workshop results are best served if they contain specific details on the available human and financial resources needed to carry out what participants have decided regarding planning and management approaches. Individuals can be identified, costs and the source of financing defined, all with a timeline.

.

PART C

THE LARGER CONTEXT: FINAL GOALS AND OBJECTIVES

Reflection on national tourism development structure, issues and activities can help examine and cross-check the development of final goals and objectives. The process of finalizing goals and objectives can also be aided by re-examining the full range of questions posed during this framework exercise. Assessment of the degree of consensus by the different constituencies is useful to determine if further follow-up may be needed.

Chapter 9. Assessing the larger tourism context

Larger national realities can impact the site's desired tourism and/or public use initiatives. Considering tourism within national requirements, as well as institutional and infrastructure strengths and weaknesses, makes up a third layer of analysis for goal and objective decision-making.

9.1 The tourism sector diagnostic (TSD) tool assesses the economic and management profile of a Small Island Developing State.

To help assess the larger tourism context, this chapter uses information from the tourism sector diagnostic (TSD) tool developed by the World Bank's International Finance Corporation (IFC) Advisory Services (Pacific). IFC Pacific began developing TSD in 2007 to measure the tourism investment attractiveness and development readiness of Pacific SIDS. The development of the assessment tool was motivated by the need for a more holistic, coordinated stakeholder approach in addressing tourism sector needs. TSD was first used in the Solomon Islands to identify impediments to tourism sector growth and development.

Information from TSD, much abbreviated and adapted to fit the needs of this framework, serves as a point of reference for reflection on the national scene as it relates to World Heritage sites and their surroundings. If World Heritage sites are important tourism attractions, it is thought that governments may find obvious future linkages between this World Heritage framework and the activities of a much larger national heritage tourism strategy effort.

9.2 Tourism policies and activities integrated into national development efforts can affect goals and objectives.

Having national tourism policies programmed within a national development plan can indicate ongoing and/or future support for the industry, all of which might affect World Heritage sites. Government may have a tourism satellite account (TSA) system measuring tourism's economic contribution integrated into the accounting of agencies responsible for investment promotion, transport, aviation, planning, environment, culture, community services such as health, and education. Showing tourism's economic impact in these sectors may help sites and destinations with their efforts, if integrating tourism into broader development programmes is a desired goal.

9.3 National development plans and related activities at national level may affect sites.

Sites are well served if they analyse future impacts beyond their borders. The building of a proposed airport, for example, may completely change visitation numbers and visitor profile to a site. Port development may change the profile of an island's potential tourism industry.

There may also be future tourism developments or official documentation that supports the use of specific sites for tourism development. Government may be interested in attracting a certain tourism market segment that could be at cross-purposes to the desired site markets. Whereas these projects and efforts will probably be well known, an in-depth analysis of their potential outcomes for a site could help to determine site planning and management needs and marketing opportunities.

Another ongoing challenge is staying abreast of political ideas. A president, as in the case of Palau, could declare a moratorium on foreign commercial fishing around the island. A very interesting policy for conservation and growth in fish stocks; perhaps also placing the tourism industry in the forefront for making up lost national revenue. How these activities and decisions will affect a World Heritage site are all questions worthy of analysis.

9.4 National regulations may affect site tourism development planning.

Planning at site level can be affected by national regulations relating to site tourism development activities. Setting regulations are part of the public use planning framework and existing regulations may influence this work.

National institutional capacity and funding to develop and implement effective tourism planning can aid site planning efforts if the people carrying out this work can be enlisted to cross-check site goals and objectives.

There may be policies and an enforcing agency that requires an Environmental Impact Assessment (EIA) for development of infrastructure. Other regulations may include cultural and social sustainability measures for new developments, intended to protect communities with respect to tourism development. There may be sustainability measures and regulations requiring input from communities and opportunities for local people to receive sustained tourism benefits.

Investment proposals may require consultations with community or cultural groups as a condition of approval. There may also be government or industry-endorsed standards for tourism suppliers such as global sustainable tourism criteria that, although not part of formal legislation, are advocated by the national tourism authorities. There may be guidelines for developing destination plans to be supported at local level.

9.5 A marketing agency such as a national tourist office (NTO) can help to analyse desired markets for local goods and services.

An NTO or equivalent destination marketing agency may help to provide market research to aid goals and objectives connected with marketing strategies as well as a system to monitor the results. It may also have a database containing destination tourism products and business contacts and a trade client database used to communicate destination information.

Governments may also be able to supply data on changes in national overall and regional visitor arrivals and spend. Change in the percentage of visitor expenditure per arrival may provide useful information for local tourism development and visitor management, if visitor fees to support conservation costs are a goal.

The tourism industry's thoughts on the depth of appeal of tourism products and services are important for local initiatives. National visitor satisfaction surveys may provide information on perceptions of tourism product quality. This could include perceptions of local transport services, tour operators and restaurants.

9.6 If there is a country-wide and effective destination brand strategy and identity, site constituencies may wish to determine if there is a connection to that brand that could benefit local goods and services.

The effective use of a brand strategy and identity, and distribution channels to reach the marketplace, are key elements in marketing effectiveness. Promotion of a destination's goods and services by the NTO and tour operators at trade shows can be an additional marketing tool. Marketing and promotion may be aided if there are official visitor information centres in the main points of entry or at key tourism locations.

Online access to a national destination website with a list of products and services, contacts for links to local tourism suppliers, and an online inquiry mechanism could also be of benefit. Efforts to feature the country in guidebooks (such as Lonely Planet) can be another outlet.

Linking a World Heritage site to the national tourism offer is important. The NTO may provide information on other globally or regionally significant tourism experiences for example, pilgrimage destinations, scheduled events, or recognition as a globally-ranked health and well-being destination.

9.7 Other regulations and requirements may affect site financing goals and objectives.

The ease of obtaining a leisure tourist visa is a factor in tourism development, and may be measured by the ability for leisure visitors to enter visa-free or to obtain a visa on arrival or easily prior to arrival. Taxes or charges on tourists, such as bed tax, departure tax or visa fees can generate negative visitor attitudes or are seen as inequitable – as with visitor fees they may need to be explained to visitors to be accepted.

Requirements and related taxes and charges for establishing a company may be, depending on goals and objectives, an important factor for a site and its associated communities to consider. A site and destination may be interested, for example, in expanding its diving industry and may desire foreign company investment. The ease with which business visitors can obtain a special visa is important, as are the number of procedures required to register a new business, and the time taken to complete the business registration process.

The licensing processes for commercial accommodation, restaurants, tour operations and commercial passenger transport could represent a significant addition to the cost of running a business. The conditions surrounding importing equipment, materials and supplies, and access to labour and its regulatory context, may be additional concerns.

9.8 Island-wide infrastructure can be just as important as local infrastructure in assessing the feasibility of meeting goals and objectives.

Hotel products which are in themselves globally recognized and make the destination desirable can be important for attracting visitors. A suitable range of accommodation options not only available locally but during the journey to the site may be essential. The tourism industry's perception of the availability of a sufficient number of suitable quality rooms and range of accommodation options for visitors is crucial and is usually readily available.

Transport infrastructure and associated services facilitate visitor access. Airline service frequency and reliability, with good connections between key tourism locations, maritime port and railway, can all be useful in judging tourism development and management issues at World Heritage sites. Road infrastructure requires fuel stops and safety services. Whether there is an adequate supply of local ground transport, taxis, hire cars and buses to meet tourist demand needs to be examined.

For SIDS, adequate cruise and sea transport services to and within the country may be essential. The availability of marinas with servicing facilities to meet the demand of international cruising yachts may be useful. The tourism industry's client perceptions of the relative ease of access to flight routes and convenient connections by sea, rail or road, available through national authorities, can provide clues to current conditions.

9.9 Other supporting infrastructure and services may affect local conditions.

The adequacy of energy and water services, as well as waste management and sewage systems at main tourist destinations can affect tourism demand for less-established destinations and communities. Analysis could probably be easily carried out to determine the current situation.

An analysis of supporting medical, communication, financial and security services would complement the assessment of goal and objective implementation feasibility. This includes the availability and reliability of broadband and internet services, ATM machines for accessing international debit or credit cards, and the availability of security services and police.

9.10 Tourism development and management can be impeded by civil unrest, high crime level or threat of natural disaster.

Political and security conditions are obviously an enormous influence on a country's general tourism appeal, as well as its investment potential. The degree to which tourists are subjected to serious crime, terrorism incidents, or civil and political states of emergency can be determined on consultation with the NTO. The country's level of perceived political stability can also be seen in the World Bank Worldwide Governance Indicators (WGI) and Political Stability and Absence of Violence score and via press or other reports. The investment climate is generally evidenced through published data, including macroeconomic indicators and various country performance or risk indicators, as well as anecdotal reports.

The influence of environmental conditions on tourism is important, for example, the incidence of existing or potential tourism locations being subjected to stress from the local environment. The country's susceptibility to life-threatening natural disasters and the existence of risk management strategies in the event of a potential natural disaster influence decisions by the tourism industry. Commercial activities, such as commercial fishing, may impact environmental resources relating to such tourism activities as diving or sport fishing.

Suggested questions

- What are the most important factors mentioned in this chapter that may affect the development and management of tourism at your World Heritage site?
- Based on this overview, is there sufficient information for decision-making on national concerns and actions at your site? If not what information is needed, who will generate it, and how and when can it be provided?
- Are linkages between this World Heritage framework and the activities of a much larger national heritage tourism strategy a possibility? How would this proceed beyond the scope of the three suggested workshops?

References

IFC. 2010. *State of Play Assessment for the Kingdom of Tonga*. Report for Ministry of Tourism. Washington DC, International Finance Corporation, World Bank Group.

Chapter 10. Key questions

This chapter summarizes the questions in Chapters 1 to 9 and provides a voluntary checklist to confirm consensus on key issues associated with World Heritage tourism. The questions and checklist can be used in the final workshop.

Summary of questions

Chapter 1. Effects of World Heritage status

- How do the effects of World Heritage status add to or change your perceptions of the status?
- Which of the World Heritage effects do you find has the most value and interest for your site? For example, is there an interest in routes and seeing a number of World Heritage sites or in developing a World Heritage regional itinerary?
- Has the information in this chapter changed the manner in which you will prepare a World Heritage nomination or changed any thoughts on existing tourism management or development strategies?

Chapter 2. Utility of World Heritage status

- After reviewing the examples in this chapter, do you have additional thoughts on the use of World Heritage status?
- How might you use World Heritage status to help develop and maintain the unique image and the complementary elements that can contribute to or reinforce that uniqueness?
- What are the priority areas, awareness-raising, site financing, etc., for the use of World Heritage status at your site, and why?
- What is needed to implement the actions required in these priority areas?

Chapter 3. Potential constraints of World Heritage status

- How would the concerns raised by the World Heritage Committee at the sites mentioned in this chapter influence the current or potential tourism offer at your site, and the way it might be developed and managed?
- Bearing in mind your site's uniqueness, would site infrastructure development be designed to reflect this?
- What would be the best way to decide on the limits of acceptable change for infrastructure development at your site?

Chapter 4. Motivations and purpose: preliminary tourism policy goals and objectives

- Considering World Heritage and other values and assets, why is your site unique, special and globally important?
- What is tourism to sustain, and what is its purpose?
- What is the reason for seeking World Heritage status? Is there agreement on this?
- Is World Heritage status the best way of achieving the desired purpose, and if so how will it be used? Is there agreement on this?
- Do legislation and policies exist (a management plan?) on the main challenges confronting management and tourism development at the site in question, or are there differences of opinion on certain issues? What must be done to reach consensus?
- Would it be useful to examine visitor planning and management within the broader concept of public use?

Chapter 5. Tourism market segments and trends

- Your site is unique, special and globally important – what are the experiences that should be offered to visitors to reinforce or confirm that uniqueness?
- What types of tourist currently visit the site?
- What are the preferred tourism markets to reinforce or start up, and why? Are the experiences, activities and infrastructure generated by these markets compatible with the presentation of the site's Outstanding Universal Value, sense of place and local values?
- Which tourism markets, with their goods and services, might fit in well with World Heritage association? What is needed to attract these markets to the site?

Chapter 6. General tourism planning and management concepts

- Among the constituencies, communities, tourism industry, even World Heritage site directors and staff, is there a common knowledge and agreement on the complexities of tourism and visitor management?
- Is there an understanding of the need for planning and management solutions that will produce the debates and dialogue needed to make different values explicit?
- What might be some of the blockages to this type of approach? What are some of the site factors favouring this type of approach? How will these influence implementation of goals and objectives?

Chapter 7. Planning approaches

- What planning elements are needed at your site for meeting preliminary goals and objectives?

- What planning elements have already been carried out? Is there a need for more robust planning policy at the site?

- Does site management have the capacity for public use planning activities, including knowledge of the recreation opportunity spectrum and the limits of acceptable change frameworks?

- If public use is desirable, what would it take in financial and human resources to implement such a planning process at the site?

Chapter 8. Management approaches

- Which of the approaches are of immediate concern and specifically needed to implement desired goals and objectives?

- To cross-check the realities for implementing desired goals and objectives, can a realistic analysis be developed on who would carry out the work, with definite commitments, listing how much it would cost and where the funding would be generated?

- How might these approaches, as well as any others, help to refine the preliminary objectives developed in Part A?

Chapter 9. Assessing the larger tourism context

- What are the most important factors mentioned in this chapter that may affect the development and management of tourism at your World Heritage site?

- Based on this overview, is there sufficient information for decision-making on national concerns and actions at your site? If not, what information is needed, who will generate it, and how and when can it be provided?

- Are linkages between this World Heritage framework and the activities of a much larger national heritage tourism strategy a possibility? How would this proceed beyond the scope of the three suggested workshops?

Self-assessment checklist

Question	Yes, No, Partially
1. Are expectations shared on the effects of World Heritage by the site's constituencies?	
2. Considering World Heritage and other values and assets, is there agreement on the site's unique, special and globally important elements?	
3. Is the purpose for tourism and decided use of World Heritage shared by all the site's constituencies?	
4. Is there agreement on the experiences that should be offered to visitors to reinforce or confirm the site's uniqueness?	
5. Is there agreement on the preferred tourism markets?	
6. Is there agreement, based on World Heritage and the site's current or potential tourism offer, on the way it might be developed and managed?	
7. Is there agreement on the main challenges confronting management and tourism development at the site?	
8. Is there agreement on the planning and management approaches needed for the maintenance and sustainability of tourism and/or public use goals and objectives?	
9. Is there agreement on the actions needed for their implementation and the role of World Heritage in these specific actions?	
10. Is there agreement that sufficient consideration has been given to the assessment of the national situation that may impact site tourism and/or public use development and management?	

3rd Workshop suggested guidelines

1. A two- to three-day workshop is recommended. The purpose could be to take a final view of the overall realities of the site. Infrastructure, transport, accommodation and a skilled labour force are all important determinants of tourism success. A site must be realistic about its path forward; it must gauge its way in an analytical manner, honestly addressing its resources and abilities.

2. The current national structure, policies and activities may be presented and/or reassessed in detail. Although many of these activities will probably be known by the participating local constituencies, having an NTO representative present can help to clarify details on what might be expected.

3. This workshop could then be used for a facilitated dialogue and debate among the site's constituencies on national-level concerns and needs that may influence or impact desired markets, site management, economic development and community.

4. Local governance and local support is essential, and the summary of chapter questions could provide a useful review of the topics. The self-assessment checklist could be used to confirm the degree of consensus by the different constituencies to determine if further follow-up may be needed.

5. Possible use of World Heritage status as a contributor to meeting the described needs should also be finalized.

6. The process would be well-served if workshop participants synthesize all the resources needed to help fill any identified gaps or weaknesses to be addressed, such as greater planning or management efforts or any capacity-building activities. Budgets and chronograms, indicating which person will do what and when, should accompany this information.

7. A final list of goals and objectives could be produced either during or immediately after the workshop.