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SUSTAINABLE TOURISM AT WORLD HERITAGE SITES: SITE MANAGEMENT APPROACH FROM FOUR EUROPEAN CITIES

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Sustainable Tourism at World Heritage Sites: Site Management Approach from Four European Cities

Dünya Miras Alanlarinda Sürdürülebilir Turizm: Dört Avrupa Şehrinden Alan Yönetimi Yaklaşimi

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LIST OF ABBREVIATIONS

Abbreviation	Full Description
BTP	Bath Tourism Plus
CEC	The City of Edinburgh Council
CHM	Cultural Heritage Management
DMO	Destination Management Organization
DMP	Destination Management Plan
EWH	Edinburgh World Heritage
EWHMP	Edinburgh World Heritage Site Management
Plan EWHS	Edinburgh World Heritage Site
HES	Historic Environment Scotland
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites IUCN International Union for Conservation of Nature
LBT	Life Beyond Tourism
MDG	Millennium Development Goals
NWHO	New World Hope Organization
OUV	Outstanding Universal Value
SDG	Sustainable Development Goals
SMA	Site Management Authority

SMP	Site Management Plan
SoC	State of Conservation
SP	State Party
S.W.O.T.	Strengths, Weaknesses, Opportunities, Threats
TMP	Tourism Management Plan
TP	Tourism Plan
UN	United Nations
UNWTO	United Nations World Tourism Organization
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
VMP	Visitor Management Plan
WCED	World Commission on Environment and Development
WH	World Heritage
WHC	World Heritage Centre
WHL	World Heritage List
WHS	World Heritage Site
WHSs	World Heritage Sites
WWF	World Wide Fund for Nature

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ABSTRACT

The aim of this thesis is to set out how site management plans are a tool for sustainable tourism at UNESCO World Heritage Sites. Since heritage and tourism industries have inherent contrasts, seeking a sustainable balance between cultural heritage conservation and tourism development at World Heritage Sites in order to both preserve their Outstanding Universal Value and enhance tourism is crucial. By means of an all-encompassing site management plan, conservation and tourism can be done sustainably and all concerned stakeholders can be involved in the management process. This thesis covers the topic of sustainable tourism and site management plans by way of a literature review and a document analysis.

For its case studies, the thesis analyzes how the issue of tourism is covered in the site management plans of four UNESCO World Heritage Sites in Europe: Florence, Venice, Bath and Edinburgh. Besides identifying if the topics of sustainable cultural heritage tourism and stakeholder participation play a role in these site management plans, the thesis depicts the actions focusing on tourism that those site management plans include. Throughout the study, it became clear that the four case studies illustrate two different paradigms of management planning and stakeholder participation in Italy and in the UK. The study is concerned with the question, whether these two different paradigms have different outcomes in terms of achieving sustainable tourism.

Keywords: UNESCO World Heritage Site, Cultural Property, Site Management Plan, Sustainable Tourism, Europe.

ÖZET

Bu tezin amacı, UNESCO Dünya Mirası Alanlarında, alan yönetim planlarının sürdürülebilir turizm için nasıl bir araç olduğunu ortaya koymaktır. Miras ve turizm endüstrileri kendi içinde zıtlıklara sahip olduğundan, hem Üstün Evrensel Değerlerini korumak hem de turizmi geliştirmek için Dünya Miras Alanlarında kültürel mirasın korunması ve turizmin geliştirilmesi arasında sürdürülebilir bir denge aramak çok önemlidir. Her şeyi kapsayan bir alan yönetim planı ile koruma ve turizm sürdürülebilir bir şekilde yapılabilir ve ilgili tüm paydaşlar yönetim sürecine dahil edilebilir. Bu tez, literatür taraması ve doküman analizi yoluyla sürdürülebilir turizm ve site yönetim planları konusunu kapsamaktadır.

Örnek olay incelemeleri için tez, turizm konusunun Avrupa'daki dört UNESCO Dünya Mirası Alanının (Floransa, Venedik, Bath ve Edinburgh) alan yönetim planlarında nasıl ele alındığını analiz etmektedir. Bu alan yönetim planlarında sürdürülebilir kültürel miras turizmi ve paydaş katılımı konularının bir rol oynayıp oynamadığını belirlemenin yanı sıra, tez, bu alan yönetim planlarının içerdiği turizme odaklanan eylemleri tasvir etmektedir. Çalışma boyunca, dört vaka çalışmasının İtalya ve Birleşik Krallık'ta iki farklı yönetim planlaması ve paydaş katılımı paradigmasını gösterdiği açık hale geldi. Çalışma, sürdürülebilir turizme ulaşmak açısından bu iki farklı paradigmanın farklı sonuçlara sahip olup olmadığı sorusuyla ilgilenmektedir.

Anahtar Kelimeler: UNESCO Dünya Mirası Alanı, Kültür Varlığı, Alan Yönetim Planı, Sürdürülebilir Turizmi, Avrupa.

INTRODUCTION

Cultural heritage sites have existed since a long time worldwide. General protection and conservation have often been considered topics of high significance for the actors managing those sites and for the local communities living in close proximity of the heritage sites. However, since the phenomenon of mass tourism commenced at the beginning of the 1990s, new measures of protection for heritage sites have been set up. The UNESCO World Heritage List, which was set up in 1972, is one of the key world-wide programmes to address the impact of mass tourism on heritage sites. UNESCO defines sites and monuments with outstanding universal value (OUV) as "world heritage" and inscribes them on the World Heritage List. Mindful of the fact that inclusion in the "World Heritage List" may lead to global appeal and visibility and thereby increased tourism demand, ways of managing this new phenomenon in order to ensure sustainable conservation and protection of the outstanding universal value of the cultural property has become one of the key concerns. Various planning approaches have been utilized by state authorities and stakeholders to address the issue of managing tourism at World Heritage Sites, such as conservation plans, tourism plans, destination management plans and visitor management plans.

The UNESCO World Heritage Committee put into effect a management plan requirement for World Heritage Sites on the World Heritage List in 2002, which marked a turning point in terms of addressing the management of World Heritage properties in a holistic manner (WHC UNESCO, 2002, p. 12), thus taking up the issue of tourism in its relation with conservation, development and participation. Site management plans are all-encompassing plans, including many different dimensions, such as tourism, conservation, stakeholder participation, community

engagement, and social and economic development, with the aim to achieve sustainability in protecting heritage properties through sustainable tourism, economic and spatial development approaches (Smith, 2003, p. 111).

Added to that scenario of offering increasing protection for World Heritage Sites, the approach of sustainable tourism has developed. With its general framework of three pillars of environmental sustainability, economic sustainability and social sustainability, the concept of sustainability has gained a lot of international attention in the tourism industry. Sustainable tourism aims to minimize the adverse impacts of tourism, and offers durable solutions in order to maintain the values of a destination for the next generations (Bramwell & Lane, 1993). In regards to cultural heritage tourism, the concept of sustainability however takes up another meaning. Since cultural heritage sites are non-renewable resources, it is even more crucial to manage them in a way that they will be maintained sustainably, meaning for a long time, to endure for future generations. Site management plans, therefore, became a crucial step in maintaining World Heritage Sites sustainably. Stakeholder participation in the preparation and implementation of site management plans is a key dimension for sustainable heritage tourism at UNESCO World Heritage Sites.

PROBLEM DEFINITION AND RESEARCH QUESTIONS

The aim of this study is to demonstrate that through comprehensive site management planning and site management plans, a sustainable balance between heritage conservation and tourism can be developed and maintained. Numerous dimensions and techniques of site management and the site management plan are analyzed in the literature together with the concept of sustainable cultural heritage tourism, before being evaluated in the four UNESCO World Heritage Site case studies. Therefore, the purpose of this study is to show what sustainable cultural

heritage tourism means and how different the concept is from the general concept of sustainable tourism.

This thesis intends to comprehend what constitutes a site management plan, the conflict between heritage conservation and tourism, how the site management plan can alleviate that conflict and lead to a sustainable balance between heritage conservation and tourism.

Numerous research questions were developed to guide this study:

1. Why are the industries of heritage and tourism in a conflict?
2. What are the ties between the concept of sustainability and cultural heritage tourism?
3. In what ways does the site management plan help to achieve sustainable tourism at World Heritage Sites?
4. How do Florence, Venice, Bath and Edinburgh address the topic of sustainable heritage tourism in their site management plans?

This study evaluates how each of these four site management plans addresses the issue of tourism, what organizational structures there exist to implement and monitor the decisions regarding tourism.

METHODOLOGY

In this thesis, the research methodology relies on qualitative analysis and uses case studies from four European cities as evidences to evaluate the theoretical findings.

In the research study, the secondary data has been collected through desk-based research and literature review from books and academic articles, including both unofficial and official documents. Unofficial sources encompass media reports,

reports and documents generated by NGOs. Official sources comprise site management plans, the UNESCO Convention text, the Operational Guidelines of the UNESCO Convention, the State of Conservation (SoC) reports, and the WH Committee Decisions. Thus, the methodology for this thesis is not based on field work, interviews or survey methods, but on the analysis of unofficial and official documents.

The selection of the four case studies of Florence, Venice, Bath and Edinburgh has been based on the following criteria:

- A World Heritage Site in Europe, because of the language skills of the thesis author
- A cultural property and not a natural or mixed property (There exist 869 cultural properties in total in the World Heritage List)
- A cultural property located in an urban environment
- A World Heritage Site with a site management plan focusing on tourism

Site	**Cultural**	**Urban environment**	**Latest SMP/ with a focus on tourism:**
			Yes or No
New Lanark (UK)	Yes	No	2019-2023/ Yes
Historic Centre of Florence (Italy)	Yes	Yes	2016 & 2018/ Yes
Old and New Towns of Edinburgh	Yes	Yes	2017-2022/ Yes

Jelling Mounds, Runic Stones and Church (Denmark)	Yes	No	2017-2020/ Yes
Rock Carvings in Tanum (Sweden)	Yes	No	2017/ Little mention of tourism
The Causses and the Cévennes, Mediterranean agro-pastoral Cultural Landscape (France)	Yes	No	2015-2021/ Little mention of tourism
Strasbourg, Grande-Île and *Neustadt (France)*	Yes	Yes	2014/ Yes
Fortress of Suomenlinna (Finland)	Yes	No	2014/ Yes
Fortifications of Vauban (France)	Yes	No	-
Curonian Spit (Lithuania/ Russia)	Yes	No	-
Fortress of Suomenlinna (Finland)	Yes	No	-
Episcopal City of Albi (France)	Yes	Yes	2014/ Yes
Villages with Fortified Churches in Transylvania (Romania)	Yes	No	-

Jurisdiction of Saint-Emilion (France)	Yes	No	-
Historic Site of Lyon (France)	Yes	Yes	2014 – 2019/ Yes
University of Coimbra – Alta and Sofia (Portugal)	Yes	Yes	2013/ Little mention of tourism
Cornwall and West Devon Mining Landscape (UK)	Yes	No	-
Venice and its Lagoon	Yes	Yes	2012 – 2018/ Yes
Old town of Regensburg with Stadtamhof (Germany)	Yes	Yes	2012/ Yes
The Loire Valley between Sully-sur-Loire and Chalonnes (France)	Yes	No	-
Ancient City of Tauric Chersonese and its Chora (Ukraine)	Yes	No	-
Wieliczka and Bochnia Royal Salt Mines (Poland)	Yes	No	-
City of Bath (UK)	Yes	Yes	2010-2016/ Yes

Historic Centre of Oporto, Luiz I Bridge and Monastery of Serra do Pilar (Portugal)	Yes	Yes	2010/ Little mention of tourism

Table x. 24 European cultural World Heritage Sites with a site management plan not older than 2010, in an urban or rural environment, with a site management plan focusing on tourism or not. Source: Author.

Out of these 24 cultural World Heritage Sites, only 7 fulfill all the criteria: Edinburgh, Strasbourg, Albi, Lyon, Venice, Regensburg and City of Bath. The author of the thesis then decided to choose 2 cases from one country and 2 cases from another country, because it is easier to compare. Since the list includes 2 sites from the UK, those have been chosen first. Secondly, the author chose the 2 other cases from Italy, since the cities of Venice and Florence are known to have a substantial tourism issue. Then, the author looked at the four latest site management plans of those 4 cities in detail, and studied their State of Conservation (SoC) reports and relevant publications issued by stakeholder institutions, in order to comprehend the tourism threats that the WHSs face and how they tackle them. The four case studies chosen for this thesis are worldwide leading examples of site management tools for sustainable tourism.

Concerning the time limit for this research, the timeframe of the 10 last years has been chosen. Only the site management plans published between 2010 and 2020 have been analyzed in the case study part of this thesis, in order to understand the current management of sustainable tourism at those four World Heritage Sites. The threat of tourism at World Heritage Sites has in fact become an expanding issue in the last ten years. After having focused mostly on their conservation,

World Heritage Sites have become tourist destinations and have articulated the issue of tourism during the last 10 years.

However, when each of the four site management plans is analyzed in Chapter 5 of this thesis, all previously existing site management plans of those four World Heritage Sites, even if formulated more than 10 years ago, are also brought up in order to comprehend if they already mention the issue of tourism. Nevertheless, this thesis is not a historical analysis which looks at how the tourism issue at those World Heritage Sites has evolved over time.

THESIS STRUCTURE

This study consists of six chapters.

Chapter one focuses on the concept of cultural heritage tourism, by defining what cultural tourism is and what the difference is to heritage tourism. This chapter also deals with the topic of World Heritage Sites as cultural tourism destinations and what requirements a site must fulfill in order to be listed on the UNESCO World Heritage List.

Chapter two depicts the relation between the two industries of heritage and tourism. It lays out the reasons for conflict between tourism development and heritage conservation. The chapter also defines the commodification of heritage which can occur through the development of cultural heritage tourism. This chapter outlines two frameworks for defining the relation between heritage and tourism as well.

Chapter three addresses the topic of sustainable heritage tourism. Firstly, it provides the definitions of sustainable development and sustainable tourism.

Secondly, the ties between sustainability and cultural heritage tourism are explained. Lastly, this chapter lays out the development of the World Heritage Sustainable Tourism Programme.

Chapter four focuses on site management planning at World Heritage Sites. It firstly depicts what site management planning means and what mechanisms can be used for implementing it. It then explains the preparation and execution stages of a site management plan. The chapter also lays out how the issue of tourism is integrated in site management plans. Lastly, it explains the cruciality of a site management plan for a sustainable balance between conservation and tourism, and how stakeholder collaboration plays a role in that.

Chapter five looks at cases of site management plans which integrate the issue of tourism and more precisely the topic of sustainable heritage tourism. The chapter analyzes two cases from Italy (Florence and Venice) and two cases from the United Kingdom (Bath and Edinburgh), and concludes in what ways both countries are similar or different in regards to site management planning and sustainable tourism.

Chapter six, the conclusion of the thesis, evaluates the case study findings along with the findings of the theory, and lays out propositions for further research.

1. THE RISE OF CULTURAL HERITAGE TOURISM

This chapter first lays out the concept of cultural tourism, before thematizing cultural heritage tourism with its diverse resources. Then, it covers the concept and components of cultural heritage. Lastly, it treats the designation process of World Heritage Sites by UNESCO, the meaning of the World Heritage List and the UNESCO Convention created in 1972, as well as how World Heritage properties have turned into cultural heritage destinations.

Cultural Tourism and Cultural Heritage Tourism

According to Richards (2001, p. 7), cultural tourism is not merely about "the consumption of the cultural products of the past, but also of contemporary culture or the 'way of life' of a people or region". Thus, it includes both heritage tourism (related to old relics) and arts tourism (related to present-day culture) (Smith, 2003, p. 29; Zeppel & Hall, 1992).

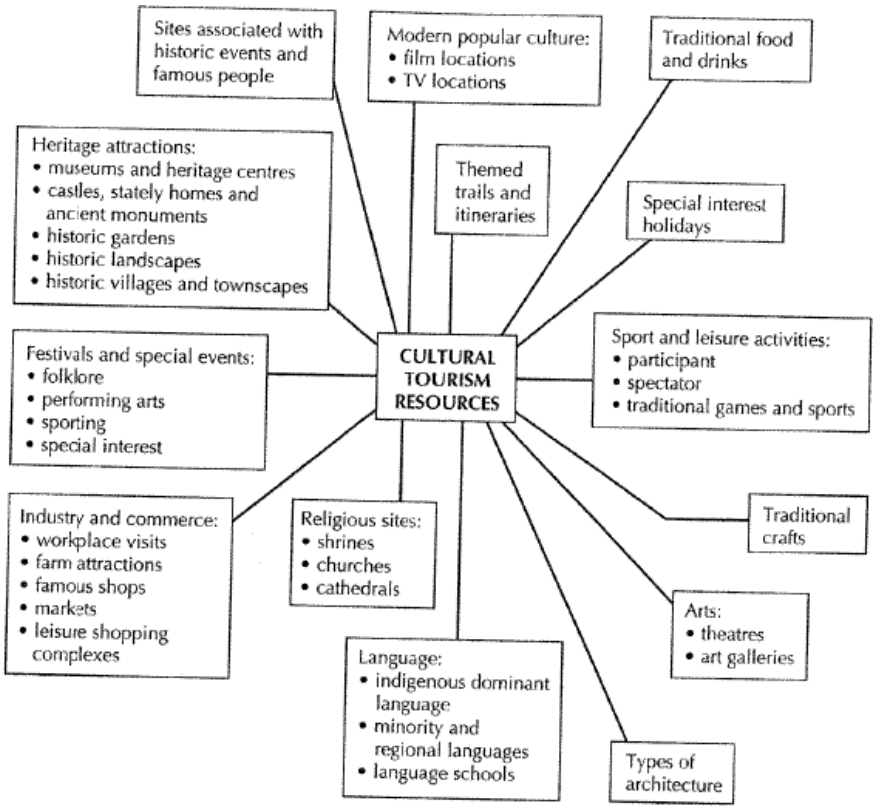

Figure 1.1 Cultural Tourism Resources. Source: Swarbrooke, 1999, p. 307.

Cultural tourism includes "heritage tourism, cultural thematic routes, cultural city tourism/ cultural tours, traditions/ ethnic tourism, event and festival tourism, religious tourism/ pilgrimage routes, creative culture and creative tourism" (Pop, 2016, p. 220).

Besides Figure 1.1 by John Swarbrooke (1999, p. 307) depicting all resources of cultural tourism, an extensive list of cultural tourism types exists:

- "Heritage sites (e.g. archaeological sites, whole towns, monuments, museums);
- Performing arts venues (e.g. theatres, concert halls, cultural centres);
- Visual arts (e.g. galleries, sculpture parks, photography museums,

architecture);

- Festivals and special events (e.g. music festivals, sporting events, carnivals);
- Religious sites (e.g. cathedrals, temples, pilgrimage destinations, spiritual retreats);
- Rural environments (e.g. villages, farms, national parks, ecomuseums);
- Indigenous communities and traditions (e.g. tribal people, ethnic groups, minority cultures);
- Arts and crafts (e.g. textiles, pottery, painting, sculpture);
- Language (e.g. learning or practice);
- Gastronomy (e.g. wine tasting, food sampling, cookery courses);
- Industry and commerce (e.g. factory visits, mines, breweries and distilleries, canal trips);
- Modern popular culture (e.g. pop music, shopping, fashion, media, design, technology);
- Special interest activities (e.g. painting, photography, weaving)" (Smith, 2003, p. 31).

Since cultural heritage tourism is a part of cultural tourism, the concept of cultural tourism ought to be comprehended (du Cros, 2001, p. 165). Rooted in the Grand Tour of the 17th century, cultural tourism is "arguably the original form of tourism" (Richards, 2003, p. 1). Numerous definitions of heritage refer to the concept of culture and cultural tourism (Robinson, 2012, p. 95), and the latter is complex to conceptualize (Pop, 2016, p. 220; Smith, 2003, p. 29). The Cultural Tourism Charter by the International Council on Monuments and Sites (ICOMOS, 1976) states that cultural tourism chiefly aims to discover monuments and historical places. This pioneer definition clearly points out "the closeness of cultural and monumental tourism", even though cultural tourism also embodies "activities and experiences other than visiting monuments and historical and

artistic sites" (Jovicic, 2016, p. 605). Greg Richards (2002; 2007) states that cultural tourism consists of persons visiting cultural assets outside of their residence place, for receiving knowledge to meet their personal cultural interests.

A broad variety of "destinations and cultural activities" (Adams, 2008, p. 201) are contained in cultural heritage tourism:

- "visits to UNESCO World Heritage Sites;
- tours of historic cities, architectural sites, cathedrals, and battlefields;
- excursions to museums;
- trips to sample typical regional foods;
- tours of ethnic neighborhoods;
- travel to local music festivals and cultural performances;
- visits to indigenous villages or distinctive cultural landscapes" (Adams, 2008, p. 201).

Finding a universally approved definition of heritage tourism is ambiguous because of many different interpretations (Sigala & Leslie, 2005, p. 4). Marc Balcar and Douglas Pearce (1996, p.203) assert that this type of tourism is "largely characterised by an expanding range of concepts and definitions, by a mix of individual case studies and more general discourses. Little specific agreement exists on what heritage tourism is, if indeed it is a separate phenomenon or how it should best be studied". It is known though that heritage tourism is mostly about "the interpretation and representation of the past" (Smith, 2003, p. 37).

For Dallen Timothy and Stephen Boyd (2006, p. 1), heritage tourism "falls under the purview of cultural tourism (and vice versa)". Travels to see historic and cultural sites have already been done thousands of years ago (Towner, 1996).

Yaniv Poria, Richard Butler and David Airey (2003) interpret cultural tourism as heritage tourism, the consumption of historical and cultural heritage and manifesting the past. Heritage tourism encompasses "visits to sites of interest because of their heritage value" (Robinson, 2012, p. 95) and "visits to sites of historical importance, including built environments and urban areas, ancient monuments and dwellings, rural and agricultural landscapes, locations where historic events occurred and places where interesting and significant cultures stand out" (Timothy & Boyd, 2006, p. 2). It uses historical and cultural elements of a place as resources in order to entice visitors (Chang, 1999).

Heritage tourism comprises historic cities and built heritage, world heritage, archaeological sites, diaspora tourism, religious tourism, living culture as well as ancient monuments (Salazar & Zhu, 2015, p. 241; Pop, 2016, p. 220). Formerly, cultural heritage solely involved tangible heritage, particularly monuments (UNESCAP, 2008, Module 1 p. 8). At present, "the definition of cultural heritage is much broader and encompasses all creative expressions of people's existence in the past, near past and present that have been passed on to the present generation by past generations" (UNESCAP, 2008, Module 1, p. 8).

Consequently, as with tourism in general, there exist no universally accepted definitions of cultural tourism or heritage tourism (Sigala & Leslie, 2005, p. 4). Indeed, there have been discussions and dissents among researchers trying to differentiate both types of tourism (Sigala & Leslie, 2005, p. 4). The expressions cultural tourism and heritage tourism have been "used interchangeably", hence invoking the same segment of tourism (Sigala & Leslie, 2005, p. 6; Kaufman, 2017, p. 2). In fact, the interrelatedness of cultural and heritage tourism makes it "difficult to define them both as two unique entities" (Kaufman, 2017, p. 2). Since there exist "more similarities than differences", they are "both under the same umbrella of cultural and heritage tourism" (Kaufman, 2017, p. 2). In the words of

Timothy and Boyd (2003, p. 5), cultural and heritage tourism "goes beyond the visitation of sites and monuments, to include consuming the way of life of places visited". Heritage and cultural tourism or cultural heritage tourism comprise visiting places that are "significant to the past or present cultural identity of a particular group of people" (McNulty & Koff, 2014, p. 6; Erasmus+, p. 5).

Nevertheless, there is one main discrepancy between cultural tourism and heritage tourism (Kaufman, 2017, p. 2). While the latter has its focal point on the place and the built environment ("the landscape, historic sites, architecture, and artifacts that make a place distinctive"), the former is "more experience-based with the focus on the art, stories, music, and culture that makes a community unique" (Kaufman, 2017, p. 2). Whereas historic preservationists are more inclined to utilize the word heritage tourism, arts organizations usually adopt the term cultural tourism (Kaufman, 2017, p. 2).

Cultural Heritage

The word 'heritage' is commonly affiliated with the term *inheritance*, as in "something transferred from one generation to another" (Nuryanti, 1996, p. 249), or "something that has been received from the ancestors or past generations by the present generation" (UNESCAP, 2008, Page D). As "the 'buzz' word of the 1990s" (Palmer, 1999, p. 315), it is one of the most notable and fastest thriving tourism segments (Alzua & O'Leary & Morrison, 1998; Herbert, 1995). Thus, heritage requires to be managed (Cheung, 1999). The United Nations Educational, Scientific and Cultural Organization (UNESCO, n.d.) designates heritage as "our legacy from the past, what we live with today, and what we pass on to future generations". This definition is applied to the conservation movement which protects the heritage sites (Robinson, 2012, p. 95).

Although diverse definitions of heritage exist, the most commonly accepted one

focuses on the "contemporary uses of the past" (Ashworth, 2003, p. 80; Graham et al., 2000). This interpretation is deliberately extensive, encompassing "both tangible and intangible features of the cultural landscape" (Timothy & Boyd, 2006, p. 2). In its definition of World Heritage Sites, UNESCO covers both cultural and natural heritage (UNESCO, 2019, p. 19).

Furthermore, cultural heritage (Fig. 1.2) can be divided into two groups. Firstly, there is tangible or material heritage, which is further split in three categories (UNESCO 1, n.d.). The first category, movable cultural heritage, includes paintings and sculptures (UNESCO 1, n.d.). The second category, immovable cultural heritage, encompasses archaeological sites and monuments (UNESCO 1, n.d.). Movable heritage issues are dealt with by different conventions and institutional setups than the immovable ones. The third category, underwater cultural heritage, includes shipwrecks (UNESCO 1, n.d.). Secondly, there is intangible or non-material cultural heritage, which encompasses rituals for instance (UNESCO 1, n.d.).

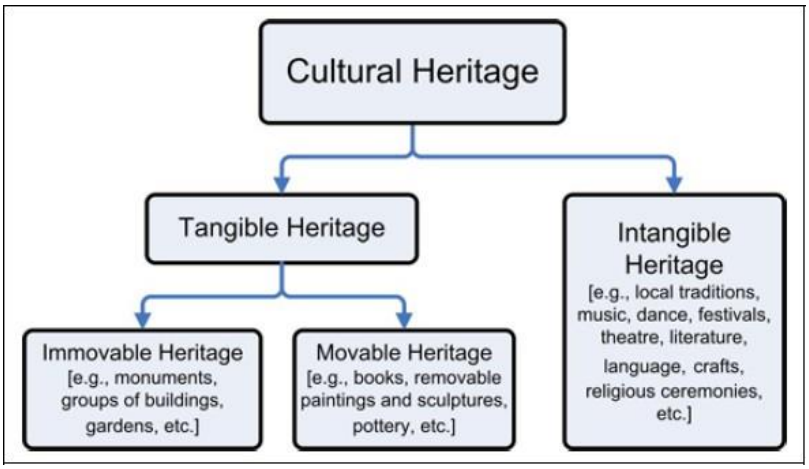

Figure 1.2 Different Forms of Cultural Heritage. Source: UNESCAP, 2008, p. 7.

The first is “the physical manifestation or symbol of cultural expressions or traditions of the societies that are living or lived in the area” (Ruoss & Alfarè, 2013, p 9). Examples include archaeological sites, monuments, traditional buildings, temples as well as historic cities (Ruoss & Alfarè, 2013, p. 9). Tangible heritage is also divided into immovable and moveable heritage (Ruoss & Alfarè, 2013, p. 9). The first category embodies tangible heritage objects which cannot be moved, for instance archaeological sites and temples (UNESCAP, 2008, Page D). Moveable heritage however can be physically displaced, and comprises unattached statues and artifacts like ceramics, furniture or musical instruments (Ruoss & Alfarè, 2013, p. 9). The second type of heritage encompasses “non-physical manifestation of cultural expressions and traditions of a society that has its roots in the cultural values and practices of the previous generations” (Ruoss & Alfarè, 2013, p. 9). Examples are social practices, music, traditional ways of life, festivals and craftsmanship (Ruoss & Alfarè, 2013, p. 9). Even though material and non-material heritage are mostly interlinked, this dual categorization is favorable for comprehending the diverse manifestations of cultural heritage (Ruoss & Alfarè, 2013, p. 9). What distinguishes a heritage property – whether tangible or intangible – is that it is non-renewable. If destroyed, for instance by tourism-linked overconsumption and commodification, it cannot be replaced.

Overall, diverse types of cultural heritage exist:

- Cultural heritage sites (including archaeological sites, ruins, historic buildings)
- Historic cities (urban landscapes and their constituent parts as well as ruined cities)
- Cultural landscapes (including parks, gardens and other modified landscapes such as pastoral lands and farms)
- Natural sacred sites (places that people revere or hold important but that

have no evidence of human modification, for example sacred mountains)

- Underwater cultural heritage (for example shipwrecks)
- Museums (including cultural museums, art galleries and house museums)
- Movable cultural heritage (objects as diverse as paintings, tractors, stone tools and cameras

  – this category covers any form of object that is movable and that is outside an archaeological context)
- Handicrafts
- Documentary and digital heritage (the archives and objects deposited in libraries, including digital archives)
- Cinematographic heritage (movies and the ideas they convey)
- Oral traditions (stories, histories and traditions that are not written but passed from generation to generation)
- Languages
- Festive events (festivals and carnivals and the traditions they embody)
- Rites and beliefs (rituals, traditions and religious beliefs)
- Music and song
- The performing arts (theatre, drama, dance and music)
- Traditional medicine
- Literature
- Culinary traditions
- Traditional sports and games (Harrison, 2012, pp. 5 – 6).

The "pervasiveness of heritage resources" led heritage tourism to be "at the forefront of the industry" worldwide (Timothy & Boyd, 2006, p. 2). As "a global growth sector" (Smith, 2003, p. 101), it attracts millions of tourists on a yearly basis (Timothy & Boyd, 2006, p. 2).

WORLD HERITAGE SITES AS CULTURAL TOURISM DESTINATIONS

The term of World Heritage is different from the notion of cultural heritage, as it refers tocultural and heritage assets which are included in the UNESCO World Heritage List, thus benefitting from more international appeal and management. The growth of World Heritage Sites since the first UNESCO listing in 1978 concurred with the expansion of global tourism (Salazar, 2010, p. 246). As noted by Michael A. Di Giovine (2008, p. 71), "World Heritage is a global phenomenon", and all World Heritage Sites (WHSs) exhibit a global tourist infrastructure. The globalization of heritage can be materialized in the production of the World Heritage List (Smith, 2003, p. 38). The "honorific title" of World Heritage Site is itself an outcome of globalization (Di Giovine, 2008, p. 71). In the opinion of Melanie K. Smith (2003, p. 99), the World Heritage List has prompted a universalization of heritage.

In order to protect World Heritage Sites from the devastations of mass cultural tourism, which occurred at the start of the 1990s after having been an alternative form of tourism, numerous measures have been set up (Smith, 2003, p. 104; Jovicic, 2016, p. 605). The most notable was the creation of the World Heritage List by UNESCO (Smith, 2003, p. 104). The initial aim of WHS designation was to assist with the sites' preservation and management, as well as "to encourage the development of management plans" (Salazar, 2010, p. 134). The process of World Heritage Site designation is lengthy and convoluted, encompassing "nomination, evaluation and inscription" (Smith, 2003, p. 105). After the responsible government submits a portfolio for a specific site, the latter has to "produce detailed historical and archaeological records" and a management plan (Smith, 2003, p. 105). The concept of the management plan for a World Heritage Site (WHS) will be laid out in depth in Chapter 4.

After a State Party makes a Tentative List for its cultural properties, the World Heritage Committee can consider a nomination for inscribing the site on the World Heritage List (WHC UNESCO, n.d.). The State Party prepares a nomination file, which is then evaluated by the Advisory Bodies ICOMOS, IUCN and ICCROM which then provide their evaluations to the World Heritage Committee (WHC UNESCO, n.d.). After the site has been nominated and evaluated, the World Heritage Committee makes the final decision on its inscription (WHC UNESCO, n.d.).

Since the establishment of the Convention in 1972, World Heritage sites have turned into the nucleus of heritage tourism worldwide (Shackley, 1998). "UNESCO adopted the World Heritage Convention in order to protect cultural and natural heritage" globally, and to "provide organised international support for the protection" of WHSs (Smith, 2003, p. 104). Therefore, the primary aim of the Convention (UNESCO, 1972, Art. 4, p. 3) is to assure "the identification, protection, conservation, presentation and transmission to future generations of cultural and natural heritage", which has to be done by the States Parties. The World Heritage Convention is responsible of "identifying and protecting sites deemed to be of importance to the history and culture of the human race" (Di Giovine, 2008, p. 75). In other words, it preserves heritage sites of outstanding universal value (OUV) (Smith, 2003, p. 104).

The criteria of outstanding universal value (OUV) are noted in Article 77 of the Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, 2019, pp. 25- 26). In order to be of OUV, the properties have to satisfy at least one of the following criteria:

"(i) represent a masterpiece of human creative genius;

(ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

(iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;

(iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

(v) be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;

(vi) be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. (The Committee considers that this criterion should preferably be used in conjunction with other criteria);

(vii) contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance;

(viii) be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features;

(ix) be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals;

(x) contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of Outstanding Universal Value from the point of view of science or

conservation" (UNESCO, 2019, pp. 25-26).

As World Heritage Sites are "designated for their universal significance", they can rapidly turn into tourist destinations (Robinson & Picard, 2006, p. 18). In fact, this is the primary reason why some countries pursue inscription, besides motives of protection of sensitive sites, and global prestige (Robinson & Picard, 2006, p. 18). It is evident that UNESCO-listed sites are "provided with global exposure which generates a discourse of both interest and tangible concern" (Robinson & Picard, 2006, p. 19). The listing can lead to future preservation of the site instead of abandonment, and thus to increased engagement with the past (Robinson & Picard, 2006, pp. 18- 19). Numerous heritage sites have become "increasingly popular" because of their World Heritage status (Smith, 2003, p. 111). It is commonly believed that the status brings additional publicity and tourists (Feilden & Jokilehto, 1998).

However, the link between World Heritage designation and higher visitor numbers is not definite (Patuelli et al. 2013). Even though a substantial rise in tourist numbers after the inclusion on the World Heritage List is inexorable, the site's means of access play a substantial role too (Shackley, 1998; Buckley 2004, p. 71). World Heritage properties often attract a high number of visitors by displaying "the cultural heritage of a group or groups of people", which "supports the importance of access to heritage sites" (Robinson, 2012, p. 95). The matter of access is crucial and convoluted (Smith, 2003, p. 109), as set forth by Borley (1995, p. 187) in the following words: "There is always tension between the need to protect the ambiance or environment of a cultural site and the need to provide access. The latter, whilst important and desirable for education of the public, must never be allowed to diminish the site itself." UNESCO's Convention in 1972 made World Heritage Sites "available to the widest possible public", which also led to

the ever-growing movement to safeguard the sites from "excess visitation" (Smith, 2003, p. 109). As claimed by Mike Robinson and David Picard (2006, p. 19), "recognising the 'heritage of the world'" can lead both to "a wider sense of responsibility towards our common past" and to "opportunities for public access to, education about, and the experience of, such important sites". In order to achieve what Article 4 of the 1972 Convention (UNESCO, 1972, p. 3) declared, the States Parties have to "provide access to the site for the general public" (Labadi, 2013, p. 96). The 1980 version of the Operational Guidelines has also demanded comprehensive information on "the state and level of a nominated site's accessibility to the general public" (Labadi, 2013, p. 96). The complex balance between conservation and access is treated in Chapter 2 of this study. The "increased exposure and popularity with tourists" could engender considerable lucrative profits for World Heritage Sites and their surrounding (Robinson & Picard, 2006, p. 19). For this reason, it is crucial to efficiently manage "increased touristic activity", so as to guarantee a sustainable functioning of the site and the residents (Robinson & Picard, 2006, p. 19).

2. HERITAGE AND TOURISM - COLLABORATORS OR COMPETITORS?

This chapter covers the inherent conflict between cultural heritage conservation and tourism development. The commodification of heritage, which oftentimes occurs due to high tourist pressure at a World Heritage Site, is also covered. The chapter then specifies the diverse types of relationship which can occur between cultural heritage conservation and tourism planning.

2.1. THE CONFLICT BETWEEN CONSERVATION AND TOURISM - COLLABORATORS OR COMPETITORS?

By virtue of the increasing popularity of heritage tourism since the 2000s, the matters regarding the convergence between heritage and tourism have received abundant academic attention, focusing on either the supply or demand sides, as in the managing bodies or the tourists (Apostolakis, 2003; Fonseca & Ramos, 2012). Most academic papers however focus on the supply standpoint, as in the management of heritage tourism places, which encompasses matters like conservation and visitor management (Timothy & Boyd, 2006). As an unavoidable outcome of the convergence of heritage and tourism, heritage tourism places mainly have to tackle physical deterioration of the site because of soaring visitor numbers, maintain the historical integrity of the site, as well as assemble needed funds to guarantee protection and sufficient visitor management practices (Timothy & Boyd, 2006).

Although this study is not about the conservation plan of cultural heritage sites, such a plan still ought to be understood, as it is one of the many plans which are in use at many cultural heritage sites. Conservation and preservation are the main issues for heritage places, because their tourism activities use unique historical

resources (Kaminski et al., 2014). Since the conservation of tourism destinations is necessary before all else, each WHS has to attain its heritage conservation plan (Jimura, 2019, p. 45; Du Cros & McKercher, 2015, p. 185). The latter is a prerequisite in the nomination dossier to become a part of the UNESCO World Heritage List (Jimura, 2019, p. 45). The conservation plan is "a document that is produced to outline what is significant about a tangible heritage asset to enable that significance to be retained in its future use and development" (Du Cros & McKercher, 2015, p. 240). Ideally taking place before site management, conservation should be followed by a tourism development plan (ICOMOS, 1993, p. 2). Only in case of conservation planning being fruitful, "acceptable, dignified and profitable tourism" can take place (ICOMOS, 1993, p. 2). After the conservators determine the "limitations of visitor access" to a property, tourism actors aim at bringing visitors, which in turn generates revenues which will be used for the property's "continued conservation, protection, interpretation and maintenance" (ICOMOS, 1993, p. 2). After an efficient conservation plan is established for a site, long-term and efficient tourism can take place and be managed with a tourism management plan.

Furthermore, tourism can lead to the commodification of heritage. In accordance with the Cambridge Dictionary (n.d.), commodification is "the fact that something is treated or considered as a commodity (= a product that can be bought and sold)". The development of heritage sites for tourism functions can lead to the commodification of culture. Ashworth (1994, p. 16) delineates heritage as "a contemporary commodity purposefully created to satisfy contemporary consumption" and "[t]ourism is essentially a commercial activity" (du Cros & McKercher, 2002, p. 26). Smith (2006, p. 75) emphasizes that "heritage had to be experienced for it to be heritage". Thus, historical resources have always been very profitable commodities in the tourism industry (Timothy, 1997). There exist different perspectives regarding the concept of

commodification of heritage. According to one perspective, by virtue of a process of commodification, historical monuments turn into "heritage products", hence, heritage tourism, "a form of economic use of heritage is an arena operationalized by commodification" (Bui & Lee, 2015, p. 187). Heritage hence "becomes used for contemporary purposes", and as a form of tourism, engenders economic benefits to the site's region (Robinson, 2012, p. 95). Graham et al. (2000) even claim that heritage cannot only be used for economic outcomes, but is itself an economic sector. As an industry, heritage "uses resources, produce products and generates returns" (Günay, 2014, p. 99). Heritage tourism destinations are often "packaged and developed as specific products for tourism consumption" (Alvarez et al., 2016, p. 4). Through tourism, heritage turns into a commodity which "embodies notions of romanticism, local pride, nationalism, mythology and nostalgia" (Robinson, 2012, p. 95). "Tourists satisfy their personal needs by consuming enjoyable experiences" (Urry, 2002), and cultural tourists just like any other tourists seek to consume experiences (McKercher & du Cros, 2015, p. 107).

Although tourism is seen as "one of the core income-generating activities for many heritage sites" with its activities engendering proceeds for conservation of heritage (Aas & Ladkin & Fletcher, 2005, p. 34), preservation of sites does not always depend on tourism revenue, and can be maintained without it. Some managers are reluctant to "accept that heritage can be given an economic value" and "have touristic appeal" (Aas & Lakin & Fletcher, 2005, p. 33; du Cros & McKercher, 2002, p. 32). Putting a price tag on heritage essentially leads to commodification and according to these managers, heritage should not have a lucrative value (Newby, 1994). Managers perceive that putting a price tag on heritage excludes some people from visiting the heritage sites (Curtis, 1998; Leask & Golding, 1996). Nevertheless, only a few sites are able to exist without economic support provided by tourism development (Smith, 2003, p. 109). In

many cases, “the high costs involved in the conservation of cultural heritage” can call for the necessity of tourism revenue (Aas & Lakin & Fletcher, 2005, p. 33). According to Alvarez et al. (2016, p. 4), resources like heritage have a lucrative value. The term *resources* hints that the heritage asset can be used for profit (du Cros & McKercher, 2002, p. 44). Nevertheless, that can conflict with site conservation (Garrod & Fyall, 2000; Malcolm-Davies, 2004). Over-commodification and standardization of a site for touristic consumption carry the risk to undermine its integrity (Jansen-Verbeke, 1998). The commercialization of heritage often lays the focus on visitors and the tourism sector (Salazar & Zhu, 2015, p. 243).

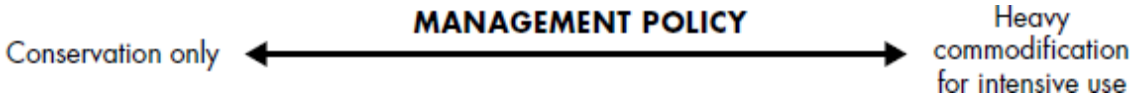

Figure 2.1 Management Option Continuum. Source: du Cros & McKercher, 2015, p. 79.

As claimed by Du Cros and McKercher (2015, p. 79), the level of visitor access has to be determined by the site’s stability and its traditional uses. Setting management priorities between conservation and use or commodification are very crucial (Fig. 2.1). On one side, heritage sites “guided by a conservation only ethos” have to take up methods to curtail visitor numbers and impacts (Du Cros & McKercher, 2015, p. 79). On the other side, sites “with high use potential” should be managed in a manner that stimulates visitation (Du Cros & McKercher, 2015, p. 79). Commonly, a management which balances use and conservation takes place (du Cros, 2000).

2.2. THE RELATION BETWEEN HERITAGE AND TOURISM

Global tourism to heritage sites is increasing and both sectors "have become inextricably linked and mutually dependent upon each other" (Di Giovine, 2008; Sigala & Leslie, 2005, p. 4), with their relationship thoroughly recorded (Ashworth, 2000; Garrod & Fyall 2000; Prentice, 1993). Even though it is impossible anymore to consider World Heritage without thinking about tourism, the Convention in 1972 and the original Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, 1977) do not bring up the topic of tourism (Salazar & Zhu, 2015, p. 246). Whereas the following versions of the guidelines merely speak of tourism as "a potential threat to heritage, linked to poor management and mounting visitor pressure, the latest versions are progressively recognizing the importance of tourism for heritage" (Salazar & Zhu, 2015, p. 246). Already prior to UNESCO including tourism into its work on heritage, its advisory bodies established tools to link heritage and tourism (Salazar & Zhu, 2015, p. 246). For instance, ICOMOS published a Charter of Cultural Tourism in 1976 (Drost, 1996), which aims to stimulate and guarantee the conservation and development of heritage, considering both the beneficial and adverse impacts of tourism (Salazar & Zhu, 2015, p. 246).

The primary challenge of cultural heritage tourism is the intrinsic contradiction between conservation and change related to tourism development (Li, 2003). One dilemma that World Heritage Sites face is to retain the sensitive balance between conservation and tourism (Smith, 2003, p. 38; Shackley, 1998). The relation between conservation and tourism development at World Heritage Sites is often not harmonious (Boniface, 1995; Shackley, 1998). As UNESCO intends to "increase access" to WHSs, a conflict between conservation and tourism can occur (Smith, 2003, p. 111). Tourist numbers and behavior also have to be supervised and regulated, both for conservation and for a better visitor experience

(Smith, 2003, p. 111).

"In planning and developing cultural heritage places as tourism attractions, successful integration of cultural heritage management and tourism concern should recognize that there will be different priorities for each" (du Cros, 2001, p. 167). Whereas cultural heritage management focuses on durable maintenance, tourism concentrates chiefly on economic prosperity (Canbolat & Erbey, 2020). Both sectors share the same resource, but other than that have very little common ground (Du Cros & McKercher, 2002, p. 13). They "evolved independently with different core ideologies and values, to serve different sets of stakeholders", have distinctive aims and roles (Du Cros & McKercher, 2002, p. 13). While tourism industry actors "value cultural assets as raw materials for their products to generate tourism activity and wealth", cultural heritage management experts "value the same assets for their intrinsic merits" (Du Cros & McKercher, 2002, p. 13). The word heritage is usually correlated with the term inheritance, as in "something transferred from one generation to another" (Sigala & Leslie, 2005, p. 4). It aims to "carry historical value from the past" and encompass it in the cultural tradition of society (Sigala & Leslie, 2005, p. 4). Tourism, however, is "a form of modern consciousness": "Tourism's fundamental nature is dynamic, and its interaction with heritage often results in a reinterpretation of heritage" (Sigala & Leslie, 2005, p. 4). In spite of the existing relationship between heritage and tourism, "the ideological and institutional context of heritage tourism" is perceived to be intrinsically different from the context of general tourism (Garrod & Fyall, 2000). Heritage organizations seek to "preserve and protect", whereas tourism aims at being a lucrative business (Aas & Lakin & Fletcher, 2005, p. 33). Thus, the management oftentimes includes a myriad of clashes "where conservationists perceive heritage tourism as compromising conservation goals for the benefit of profit" (Nuryanti, 1996).

The relation between cultural heritage and tourism involves various challenges (Aas & Ladkin & Fletcher, 2005). The major challenge for cultural tourism is "to integrate cultural heritage and tourism management needs in a process that will result in a product that is appealing to visitors, while at the same time conserving cultural and heritage values" (du Cros & McKercher, 2002, p. 171). Formulating a balance between conservation and tourism is arduous, particularly since both are contrary endeavors (ICOMOS, 1993, p. 2). Table 2.1 below depicts the contrasts between cultural heritage management and tourism. Conventionally, cultural heritage management (CHM) has been in charge of the conservation of the sites, whereas the tourism sector has laid the focus on product development and promotion (McKercher & Ho & du Cros, 2005, p. 539). On the one side, cultural heritage management seeks to preserve and protect heritage assets for future generations, for the broader public good (McKercher & Du Cros, 2002, p. 14). It mainly encompasses not-for-profit organizations or public sector, with community groups or representatives of ethnic or indigenous groups as stakeholders (McKercher & Du Cros, 2002, p. 14). On the other side, tourism is fundamentally a commercial activity which is led by the private sector and constantly seeking for economic profit (McKercher & Du Cros, 2002, p. 14). Whereas cultural heritage management focuses on the assets' existence value, tourism concentrates on their use value (McKercher & Du Cros, 2002, p. 14).

	Cultural Heritage Management	Tourism
Structure	Public-sector oriented Not for profit	Private-sector oriented Profit making
Goals	A broader social goal	Commercial goals
Key stakeholders	Community groups Heritage groups Minority/ethnic/indigenous groups Local residents Organizations for heritage professionals/local historical groups/religious leaders	Business groups Nonlocal residents National tourism trade associations, other industry bodies
Economic attitude to assets	Existence value Conserve for their intrinsic values	Use value Consume for their intrinsic or extrinsic appeal
Key user groups	Local residents	Nonlocal residents
Employment background	Social science/arts degrees	Business/marketing degrees
Use of asset	Value to community as a representation of tangible and intangible heritage	Value to tourist as product or activity that can help brand a destination
International political bodies/NGOs	ICOMOS/ICOM/UNESCO (promote conservation of culture)	WTO/WTTC (promote development of tourism)
National/regional political/bureaucratic bodies	National, state, and local agencies and some museums concerned with heritage management, archives	National, state, regional tourism bodies

Table 2.1 Comparing Cultural Heritage Management and Tourism. Source: McKercher & Du Cros, 2002, p. 14.

The link between heritage and tourism is oftentimes regarded as problematic "rather than harmonious and symbiotic" (Smith, 2003, p. 103; Mc Kercher & Ho & du Cros, 2005, p. 539). As noted by Graham et al. (2000, p. 238), "[t]his close symbiosis between heritage and tourism is not new. The desire to conserve and the desire to visit have always mutually stimulated the history of the heritage conservation movement in an inextricable relationship of cause and effect". As Boniface (1995) mentions, the partnership between the tourism and the heritage sectors is complex and incompatible.

There exist different perspectives on the incompatibility or compatibility of

heritage conservation and tourism development. On the one hand, numerous sources point out incompatibility and unavoidable clash (Berry, 1994; Boniface, 1998; Jacobs & Gale, 1994; Jansen-Verbeke, 1998). A conflict liaison is the inevitable result of this incompatibility according to McKercher, Ho and du Cros (2005, p. 539). Heritage proponents like John Urry (2002), Yvonne Payne Daniel (1996) and ICOMOS (1999) claim that cultural values are oftentimes compromised for commercial profit, whereas tourism advocates find tourism to be compromised because of the management approaches which "consider any tourismification" as having a corrupting influence" (Hovinen, 1995; Fyall & Garrod, 1996). As asserted by Gregory Ashworth (2011, p. 5), an accord between preservation and development is unconceivable, since a raise in one inevitably leads to the diminishing in the other. In his words, they are "opposites, one being the prevention of change, or at least mitigation of the effects of change, with its objective being to maintain what exists now into the future, and the other being the deliberate encouragement of a particular and desirable type of change" (Ashworth, 2011, p. 5). Conflict is very probably to happen when an alteration of the "power balance between stakeholders" takes place, "empowering one and disempowering the other" (McKercher & Ho & du Cros, 2005, p. 540). Tourism is oftentimes viewed as the conflict causer, as an influential and novel stakeholder with distinct values to existent players (McKercher, 1993). Subsequently, tourism "can out compete" them in regards to use and access of the assets (McKercher & Ho & du Cros, 2005, p. 540), which frequently happens in cultural tourism (Jamieson, 1995). Kerr (1994**)** hence notes that "what is good for conservation is not necessarily good for tourism and what is good for tourism is rarely good for conservation".

On the other hand, the cooperation proponents believe that sharing the same resource constitutes partnership opportunities, through which jointly good results can be obtained (McKercher & Ho & du Cros, 2005, p. 539; Loulanski &

Loulanski, 2011, p. 841). According to Barbara Kirshenblatt Gimblett (1998, p. 151), "heritage and tourism are collaborative industries". Since heritage tourism "reintroduces people to their cultural roots" (Donert & Light, 1996; McCarthy, 1994) and invigorating their interest in culture and history (Squire, 1996; Tourism Canada, 1991), it actively calls for the need to preserve cultural heritage assets as tourist attractions (Loulanski & Loulanski, 2011, p. 841). It is possible to merge both sectors by means of "developing the concept and practice of comprehensive planning" of the WHS (ICOMOS, 1993, p. 2). Even if Ashworth (1995, p. 71) doubts the hypotheses of harmony of those who claim heritage and tourism to have a symbiotic relation, he acknowledges the reciprocal advantages of heritage tourism development: "Tourism makes use of the conserved artefacts of the past, thereby acquiring a patina of artistic patronage and educational worth, while the conservation lobby acquires justification and political support, as well as the possibility of a much-needed financial contribution". "Tourism is used as an economic justification for heritage preservation" (Sigala & Leslie, 2005, p. 4), while also ensuring the preservation of artifacts (Timothy, 1997). In other words, tourism can engender funds which enable preservation (NWHO, 1999). ICOMOS (1999, paragraph 5) states that "[t]ourism can capture the economic characteristics of heritage and harness these for conservation by generating funding, educating the community and influencing policy". In the best of circumstances, "conservation can contribute to the financial and social progress of a country in partnership with tourism" (ICOMOS, 1993, p. 2). The past can be utilized for the development of tourism (Marquart, 2014, p. 7).

Managing cultural assets is difficult due to the distinct needs of stakeholders (du Cros & McKercher, 2002, p. 171). Tourism and cultural heritage management have to work in partnership, but the latter does not always have to be equal or balanced (du Cros & McKercher, 2002, p. 171). Oftentimes, cultural heritage management (CHM) principles are the lead consideration, with tourism being

worked on later (du Cros & McKercher, 2002, p. 171).

All in all, heritage and tourism should be regarded as "a process and performance, which are constantly negotiated and renegotiated in both global and local contexts" (Park, 2014, p. 4).

Cooperation/partnership ◄——————————————————————► Conflict

Full Cooperation	Working Relationships	Peaceful Co-existence	Parallel Existence/Blissful Ignorance	Mild Annoyance	Nascent Conflict	Full Conflict
True partnership for the mutual benefit of both sectors	Realization of common needs and interests	Sharing of the same resource	Separate and independent	Goal interference attributable to one stakeholder	Problems defying easy solutions emerge	Open conflict between stakeholders
Likely imposed or heavily managed	Begin dialogue	Derive mutual Benefits from its use, but still largely separate and independent.	Little or no contact	Lessened satisfaction	Changing power relationships with emergence of one dominant stakeholder whose needs are detrimental to the other established stakeholder	
	Work to ensure that both interests are satisfied	Some dialogue, but little cooperation or recognition of need to cooperate	Out of sight, out of mind	One stakeholder exerts adverse effects, but little real conflict		
				Lack of understanding between stakeholders		

Figure 2.2 Seven Possible Relationships Between Tourism and Cultural Heritage Assets. Source: Du Cros & McKercher, 2002, p. 16.

Bob McKercher and Hilary du Cros (2002, p. 15) state the existence of 7 potential relations between tourism and cultural heritage management "on a cooperation/conflict continuum from full partnerships to open conflict" (Fig. 2.2):

Whereas easy to attain at tourism purpose-built facilities like museums, true partnerships between stakeholders are more complicated to attain at non-purpose-built facilities, since there needs to be "a mutual agreement among all stakeholders" (du Cros &McKercher, 2002, p. 17). Buildings developed for touristic use will be managed in a manner to "facilitate its consumption", whereas historic buildings used primarily for its inherent values will allow consumption only if it does not intrude the conservation of the cultural values (du Cros

&McKercher, 2002, p. 17). For *full cooperation*, all stakeholders have to agree "on a clearly defined set of management objectives" (du Cros & McKercher, 2002, p. 17).

In working relationships, tourism and cultural heritage management stakeholders acknowledge that they both have genuine interests in the resource, but also that they have their divergences (du Cros & McKercher, 2002). Every stakeholder accepts to make compromises in order to assure the other's needs, and management structures are aimed at maintaining the relation (du Cros & McKercher, 2002).

Peaceful coexistence happens if both stakeholder sets "share the resource but feel little need to cooperate", with low visitation levels or many tourists responsibly consuming (du Cros & McKercher, 2002, p. 19). It can also occur when cultural heritage management activity is limited or when management does not impede tourism use (du Cros & McKercher, 2002). Here, tourism might be seen as a justification for the site conservation, and management structures employ hardly any restrictions on tourists (du Cros & McKercher, 2002).

Parallel existence takes place if tourism and cultural heritage management "operate independently" (du Cros & McKercher, 2002, p. 19). It is *"b1issful ignorance"* or an "out of sight, out of mind" attitude toward the other stakeholder set, and most likely to happen when not much tourism activity exists or when that activity is formed on the destination's other features than cultural heritage (du Cros & McKercher, 2002, p. 19). Thus, cultural tourism is not perceived as one of the region's product attributes, is not advertised, and assets are meagerly used (du Cros & McKercher, 2002).

Mild annoyance, possibly leading to conflict, occurs when the actions of one stakeholder hinder the other set's objectives (du Cros & McKercher, 2002, p. 20).

Here, stakeholders believe that the situation is starting to unfold in a disadvantageous direction (du Cros & McKercher, 2002). For instance, changing management plans could affect the fulfillment of a stakeholder's goals (du Cros & McKercher, 2002).

Nascent conflict occurs when one stakeholder's actions have an unfavorable effect on the other, and the emerging problems cannot be solved easily (du Cros & McKercher, 2002, p. 21). Here, "a stable system is pushed out of stasis due to external factors" or "the power relationship between stakeholders changes fundamentally" (du Cros & McKercher, 2002, p. 20). Modifications to a management plan which benefit one stakeholder while disadvantaging the other can lead to nascent conflict (du Cros & McKercher, 2002).

Full-scale, open conflict occurs between heritage and tourism stakeholders when real or perceived differences of the assets exist between them (du Cros & McKercher, 2002, p. 21). It happens if an influential new stakeholder seeks to radically alter the usage of a cultural asset, which can be seen as a menace to the asset's continuing integrity (du Cros & McKercher, 2002). An alteration in power relationships between stakeholders can also trigger this, for instance if tourism emerges as the dominant user without considering the asset's intrinsic values and hence cultural heritage management (du Cros & McKercher, 2002). Contrarily, the imposition of inflexible management plans which restrict numerous touristic uses may also lead to this (du Cros & McKercher, 2002).

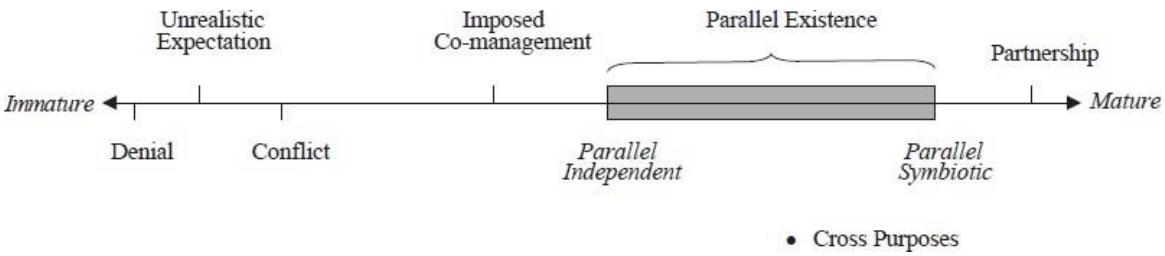

Figure 2.3 Relationships between Tourism and CHM (cultural heritage management). Source: McKercher & Ho & du Cros, 2005, p. 543.

McKercher, Ho and du Cros (2005, p. 546) indicate that "tourism and CHM are neither natural allies nor natural enemies". The relationship which develops between both at a cultural heritage resource "depends on the level of maturity, knowledge and good will each brings to the relationship" (McKercher & Ho & du Cros, 2005, p. 546). Cultural tourism is successful if the two stakeholder sets "have a realistic appreciation of the tourism value of the asset, the need to conserve its core cultural values, an overriding acceptance that each stakeholder has a legitimate interest in the asset and each has a clearly defined role to play in promoting cultural tourism. In other words, both sets of stakeholders enter into a mature relationship" (McKercher & Ho & du Cros, 2005, pp. 546-547).

McKercher & Ho & du Cros (2005, p. 543) propose a different framework of relationships, reaching from immature to mature relationship (Figure 2.3):

Denial usually happens at the start of cultural tourism activity, when asset managers don't recognize it as tourism (McKercher & Ho & du Cros, 2005, p. 543). Increased visitation can commence unconsciously, but can also be brought about by the tourism industry (McKercher & Ho & du Cros, 2005, p. 543).

Unrealistic expectation relationships can be instigated by the tourism industry or the site manager who has unrealistic expectations of "the market appeal of the asset or the benefits tourism will bring" (McKercher & Ho & du Cros, 2005, p. 544). Such expectations are "a product of a well- intentioned, but naive belief that any cultural heritage asset must, by right of its age or local cultural value, be a viable tourism product, when in reality, the asset does not possess the attributes required to become a viable attraction" (McKercher & Ho & du Cros, 2005, p. 544). Usually, "the end result is a failed tourism product" (McKercher & Ho & du Cros, 2005,

p. 544). There exist plentiful examples in which "excessive and inappropriate tourism use has led to the destruction of tangible and intangible heritage assets", thus *conflict* seems to be "the most likely outcome of the tourism/CHM interaction" (McKercher & Ho & du Cros, 2005, p. 545).

In case of substantial conflict, the two sectors may not be able to find a solution by themselves (McKercher & Ho & du Cros, 2005). Then, third parties ought to "impose artificial solutions to resolve ongoing disputes", known as *imposed co-management* (McKercher & Ho & du Cros, 2005, p. 545). It is most probable to happen when a crucial "publicly owned asset or an asset owned by traditional custodians has been subjected to intense tourism development that threatens its cultural integrity" (McKercher & Ho & du Cros, 2005, p. 545).

Parallel relationships take place "when each sector assumes a clearly defined role in cultural tourism" (McKercher & Ho & du Cros, 2005, p. 544). Generally, the CHM sector is in charge of the ownership and daily management of the resource, whereas the tourism industry takes over product development (McKercher & Ho & du Cros, 2005). Those roles usually stay put and there is only slight communication between the stakeholders (McKercher & Ho & du Cros, 2005).

True *partnerships* are scarce, but can happen in purpose-built cultural heritage attractions which mainly intend to "provide quality visitor experience in a culturally sensitive manner" (McKercher & Ho & du Cros, 2005, p. 545). These attractions may be in private ownership or in the hands of non-profit community groups (McKercher & Ho & du Cros, 2005).

Another peculiar form of heritage-tourism liaison is the *cross-purpose* relationship (McKercher & Ho & du Cros, 2005, p. 545). It happens when tourism is "used to justify the adaptive re-use" of heritage buildings by virtue of safeguarding them

(McKercher & Ho & du Cros, 2005, p. 545). Nevertheless, the intangible heritage values along with the resource's original character are destructed in that case (McKercher & Ho & du Cros, 2005). Cases can include "the conversion of old churches, buildings, warehouses, markets and residential districts into restaurants" (McKercher & Ho & du Cros, 2005, p. 545).

3. SUSTAINABLE HERITAGE TOURISM

This chapter starts by introducing the concepts of sustainability, sustainable development and sustainable tourism, before putting the foci on the meaning of sustainable cultural heritage tourism and the link between sustainability, cultural heritage tourism and World Heritage Sites.

3.1. THE CONCEPT OF SUSTAINABLE DEVELOPMENT

The concept of sustainability originates in forestry, meaning to not harvest "more than what the forest yields in new growth" (Wiersum, 1995). The German word for sustainability, *Nachhaltigkeit*, was first employed in this sense in 1713 (Wilderer, 2007). The strong devotion for economic development and change was evident after the war, with the common thinking that industrial and population growth would lead to "economic take off" (Bramwell & Lane, 1993, p. 1). However, after the mid-1960s, "the conventions of continuous growth began to be questioned" (Bramwell & Lane, 1993, p. 1). Growth was perceived as a potential to "damage the natural environment" irrevocably, and hence the movement of environmentalism emerged (Bramwell & Lane, 1993, p. 1).

During the 1980s, environmentalism's novel concept of sustainable development appeared (Bramwell & Lane, 1993, p. 1). According to Stanley P. Johnson (1993), the concept of sustainable development is entrenched in two core publications, the Brundtland Commission Report in 1987 and *Agenda 21* in 1992. The Brundtland Report, also called *Our Common Future* by the World Commission on Environment and Development designated sustainable development as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (WCED, 1987, p. 16). The

Brundtland Report further developed and propagated the ideas of sustainable development, by identifying four key elements of sustainability: "Sufficient growth of energy supplies to meet human needs (which means accommodating a minimum of 3 per cent per capita income growth in developing countries);

- energy efficiency and conservation measures, such that waste of primary resources is minimized;
- public health, recognizing the problems of risks to safety inherent in energy sources; and
- protection of the biosphere and prevention of more localized forms of pollution." (WCED, 1987, p. 170).

The 1991-publication *Caring for the Earth: A Strategy for Sustainable Living by* the collaboration of UNEP, IUCN, and WWF, describes sustainable development as "improving the quality of human life while living within the carrying capacity of supporting ecosystems" (UNEP & IUCN & WWF, 1991, p. 10). This definition puts the focus on using environmental resources sustainably, in order to respect the resources for the future generations' needs (Legrand & Sloan & Chen, 2013). In the aftermath of the Earth Summit in Rio de Janeiro in 1992, Agenda 21 added two novel elements to the environmentally-focused definition of sustainable development: the economic and the socio-cultural (Legrand et al., 2013). Agenda 21 is the international agreement on sustainable development framed at the 1992 United Nations Conference on Environment and Development (Johnson, 1993). Thus, sustainable development has derived from its environmental viewpoint to encompass economic and social issues, with more than hundred different definitions (Stabler, 1997).

Since becoming popular, sustainable development has gained a lot of support from non- governmental agencies, the government, the public, as well as from the academic field (Mc Donald, 2004, p. 75). Nevertheless, "the uncertainty and

ambiguity over the meaning has created difficulties in its application" (Butler, 1998; Hall & Lew, 1998; Stabler, 1997). As the Nordic World Heritage's Office's report *Sustainable Tourism and Cultural Heritage* (NWHO, 1999) indicates, the simplicity of WCED's definition leads to a myriad of debates about sustainable development, as in "who defines sustainability and what exactly is sustained". Indeed, "the generality of the concept has allowed it to be applied to any purpose thought appropriate" (Mc Donald, 2004, p. 75).

In 2000, the United Nations Millennium Declaration signed by 191 UN member states introduced the Millennium Development Goals (MDGs). They are eight interdependent and universal goals to reduce poverty and famine, improve health and eliminate diseases, promote education, empower women, and protect the environment. Building on these MDGs, the 2030 Agenda for Sustainable Development was set up by the UN and adopted universally in 2015. The agenda aims that to achieve sustainable development globally until 2030, that nations share a global vision and collaborate towards attaining 17 Sustainable Development Goals (SDGs). These goals aim to improve humans' environmental, social and economic problems. Besides goals to eliminate poverty and fight global warming, SDG 17 "Partnerships for the Goals" is crucial for this thesis's topic on sustainable tourism at World Heritage Sites, for which stakeholder collaboration plays a fundamental role. Multi-stakeholder partnerships in order to achieve sustainable development and to share knowledge play a crucial role in the fulfillment of SDG 17 (Joint SDG Fund, n.d.).

3.2. SUSTAINABLE TOURISM

Published in 1995, the European Charter for Sustainable Tourism in Protected Areas by the EUROPARC Federation intended to improve tourism in protected

areas, safeguard natural and cultural heritage values, and respect the distinctive needs of residents and visitors (EUROPARC Federation, 2010). Just like sustainable development, the expression sustainable tourism has received diverse definitions, depending on the perceptions and backgrounds of the user (Garrod & Fyall, 2000, p. 683). Thus, sustainable tourism is an "essentially contested concept" (Hall, 1998), with numerous debates about its definition and interpretation (Garrod & Fyall, 2000, p. 683; Harrison, 1996). Brian Garrod and Alan Fyall (1998, p. 200) state that "defining sustainable development in the context of tourism has become something of a cottage industry in the academic literature of late, which lacks consensus on its meaning and operationalization".

After merely evolving around the issue of the environment, the pivotal concept of sustainable tourism aims at preserving a durable socio-cultural, economic and environmental well-being (Cooper et al., 2008, pp. 218-219). The UNWTO (2013, p. 10) delineates sustainable tourism as "tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host community". The same document indicates that sustainable development in tourism is about the three sustainability objectives: "environmental protection, social equity and cohesion and economic prosperity".

Sustainable tourism seeks at curtailing the "tensions and friction created by the complex interactions between the tourism industry, visitors, the environment and the host communities" (Bramwell & Lane, 1993, p. 2). Moreover, it aspires to boost visitor satisfaction, since satisfied tourists tend to be caring for the visited places (Bramwell & Lane, 1993, p. 2). If values are protected by way of specific management measures, it is possible to keep them undamaged for the benefit of the next generations. That is the core goal of sustainable tourism.

Butler (1999) claims that sustainable tourism is an ambiguous concept which can be interpreted differently by every stakeholder involved, which in turn leaves it complex to give a universally accepted definition of sustainable development. Whereas Dumbraveanu (2007, p. 78) delineates sustainable tourism as "the opposite of mass tourism" and as a type of alternative tourism, David Weaver (2006) asserts that the term sustainable tourism is used to apply the idea of sustainable development in the tourism industry to describe all types of tourism. Zhenhua Liu (2003) states that sustainable tourism focuses on meeting the needs of every stakeholder involved: the tourists, local businesses, residents and the environment.

In the domain of cultural heritage tourism, the concept of sustainability can also take several distinct understandings. The common understanding of sustainable tourism can be applied to the domain of cultural heritage tourism, in the sense of environmental, social and economic sustainability of cultural heritage tourism. Tourism can generate numerous adverse impacts on the environment, the society and the economy of a World Heritage Site. Even though the concept of sustainable tourism commonly invokes the environmental, social and economic dimensions of sustainability, as mentioned in the guidebook titled "Making Tourism More Sustainable" (UNEP & UNWTO, 2005), this thesis focuses on one crucial component of sustainable heritage tourism: the balance between tourism development and cultural heritage conservation at World Heritage Sites. If cultural heritage tourism is managed in a sustainable way, as in leading to long-lasting conservation of the cultural heritage site, then it will be maintained sustainably for many generations to come. Indeed, by applying sustainability to cultural heritage tourism, one mainly focuses on the sustainable conservation of the heritage site, while at the same time offering tourism. For this to happen on a sustainable basis, an equitable balance between tourism and conservation of the cultural heritage values ought to be established. In the words of Diane Barthel-

Bouchier (2012, p. 157), "[f]or the heritage organizational field, the discourse on sustainable tourism helped legitimize the ever-closer bonds formed between heritage organizations and the tourist industry". The next subchapter will discuss in detail what the subject of sustainability means in cultural heritage tourism.

3.3. THE SUSTAINABILITY CHALLENGE FOR WORLD HERITAGE SITES – WHAT IS THE ISSUE?

In heritage management, a myriad of issues has occurred, especially "in the 1990s when the concept of sustainability was at its height" (Smith, 2003, p. 38). This subchapter analyzes in detail the link between sustainability and cultural heritage tourism management.

3.3.1. Sustainable Cultural Heritage Tourism: The Link Between Cultural Heritage Tourism and the Concept of Sustainability

Sustainability is even more compelling for World Heritage Sites, because the heritage values they are built upon have OUV which need to be protected (Worboys & Lockwood & Kothari & Feary & Pulsford, 2015). Sustainability has often been linked to the notion of intergenerational equity (Labadi, 2013, p. 99). States Parties are encouraged to protect WHSs situated in their territory and are "discouraged from compromising the ability of future generations to enjoy them" (Labadi, 2013, p. 99).

As claimed by Landorf (2009, p. 53), there exist two main principles of the sustainable heritage tourism practice: "a planning process that is long term and holistic, and multiple stakeholder participation in that planning process". These principles ought to be integrated into the tourism planning process at WHSs (Landorf, 2009, p. 53). Landorf (2009, pp. 53-54) also indicates that "sustainable

tourism is a desirable goal, strategic planning is an appropriate framework within which sustainable tourism can occur, and extensive and empowering stakeholder participation in the planning process is essential for tourism to be sustainable over the long term". Thus, the majority of models of sustainable development include stakeholder collaboration, especially community empowerment (Landorf, 2009, p. 55). The topic of stakeholder collaboration is further discussed in chapter 4 of this study.

Sarah Nicholls, Christine Vogt and Soo Hyun Jun (2004, p. 44) also state that heritage tourism can "be tied into the notion of sustainability". When mentioning long-term preservation or conservation planning, cultural heritage managers seek to maintain the heritage asset at a sustainable level (du Cros & McKercher, 2002, p. 56). However, tourism developers and professionals often plan without keeping in mind to maintain the heritage site in a sustainable way. Besides aiming to construct roads closely around heritage sites in order to make them more accessible to tourists mostly, they also plan urban construction developments. All of the latter tend to eliminate the site's authenticity and harm the environment. The term "heritage industry" describes very well the economic exploitation of heritage (Günay, 2014, p. 98). Chapter 2 of this study further depicted the effect of commodification on cultural heritage sites.

Heritage tourism has been regarded as "tourism centred on what we have inherited, which can mean anything from historic buildings, to art works, to beautiful scenery" (Yale, 1991, p. 21), thus the common concept in both definitions is that of inheritance (Garrod & Fyall, 2000, p. 683). According to Fyall and Garrod (1998, p. 213), "[h]eritage and sustainability share a common theme of inheritance. Heritage tourism is, as an economic activity, predicated on the use of inherited environmental and socio-cultural assets in order to attract visitors. Sustainability requires that those assets are carefully managed to ensure

that future generations inherit a resource base that is sufficient to support their needs and wants."

Frank Matero (2001, p. viii) mentions about the meaning of the sustainability issue for cultural heritage as "sustainability in this context means ensuring the continuing contribution of heritage to the present through the thoughtful management of change responsive to the historic environment and to the social and cultural processes that created it" (Matero, 2001, p. viii).

Nevertheless, heritage management is not merely interested in "conserving the past", but has evolved into a "dynamic and forward-thinking process", emphasizing both past and future generations (Smith, 2003, p. 116). Heritage tourism can cultivate the appreciation of the past and develop stronger connections between past, present and future (Nuryanti, 1996, p. 258). Sustainable tourism development necessitates the "adoption of planning strategies to mitigate the negative impact of tourism without sacrificing its benefits" (Drost, 1996, p. 479). Considering that heritage is an essential component of tourism, more actions need to be executed at sites to lessen the threats posed by tourism and to "improve economic benefits to be derived from tourism" (Leask & Fyall, 2006, p. 287). Moreover, it is necessary to develop novel concepts which "reconcile tourism and preservation with the need for sustainable development" (Salazar & Zhu, 2015, p. 253). The World Heritage Convention (UNESCO, 1972) states that World Heritage Sites ought to have a function in present community life while being preserved for transmission to future generations.

3.3.2. World Heritage Sustainable Tourism Programme

Recognizing the link between World Heritage Sites and tourism, UNESCO conceived the "World Heritage and Sustainable Tourism Programme" in 2001. The UNESCO World Heritage Committee authorized the World Heritage Center to establish a 10 year long Sustainable Tourism Program, in partnership with its advisory bodies (ICOMOS, IUCN, and ICCROM), UNWTO, UNEP and the UN (Salazar & Zhu, 2015, p. 251). Although this was the first coordinated attempt to tackle tourism, cooperations between large international organizations from the heritage and tourism sectors already existed before (Salazar & Zhu, 2015, p. 251).

In 1993, ICOMOS and the World Tourism Organization jointly published a manual for World Heritage site managers (Garfield, 1993), which argued that conservation has to come before tourism. The programme established in 2001 aims to "facilitate the management and development of sustainable tourism at World Heritage properties through fostering increased awareness, capacity, and balanced participation of all stakeholders in order to protect the properties and their Outstanding Universal Value" (UNESCO, 2010). It grew out of the requirement to balance the preservation and the use of the sites (Adie, 2019, p. 56), especially because tourism is oftentimes not adequately planned (Job et al., 2017). This program was inaugurated to assist the State Parties in setting up policies for environmental impact assessments and monitoring to promote sustainable tourism at cultural and natural heritage properties worldwide, besides aiming to establish and evolve connections between sustainable tourism and conservation (Pandey, 2015, p. 18). The Sustainable Tourism Programme intends to "enhance the quality and effectiveness of the management of sustainable tourism at World Heritage properties through practical instruments, capacity building activities, and pilot demonstration projects to identify good practices" (Salazar & Zhu, 2015, p. 251). This led to the publishing of a *World Heritage Paper* on tourism management (Pedersen, 2002) and a *World Heritage Review* special issue on sustainable tourism (WHC, 2010).

The WH Committee ratified a second World Heritage Sustainable Tourism Program in June 2012 (Salazar & Zhu, 2015, p. 251), which further established "an international framework for the cooperative and coordinated achievement of shared and sustainable outcome related at World Heritage Sites" (UNESCO, 2014-2015, p. 2). This Programme specifically focuses on a comprehensive stakeholder consultation process (WHC, 2012). The document for the Programme ratified in 2012 by the WHC (WHC, 2012, p. 3) notes that the absence of comprehension of the distinct stakeholder needs and of dialogue between

stakeholders is a major challenge for World Heritage properties. Whereas the first World Heritage Tourism Programme focused on property- specific projects, this new programme applies "a holistic and strategic approach to World Heritage properties and destinations that will include bottom-up as well as top-down measures to ensure sustainability" (WHC, 2012, p. 4). The Programme encourages heritage conservation and tourism planning do be done in a balanced manner (WHC, 2012, p. 6). It also aims to stimulate far-reaching stakeholder engagement in the management of sustainable tourism (UNESCO World Heritage and Tourism Programme, n.d., p. 4).

In the framework of the World Heritage and Sustainable Tourism Programme (WHSTP), the UNESCO World Heritage Centre (WHC) has developed a capacity building tool for site managers. The "How To" Guides aim to help site managers to manage tourism at their WHSs more sustainably. The toolkit consists of 10 guides in total. Guides 1 to 4 establish the basic foundations for sustainable tourism (WHC UNESCO 1, n.d.). Guide 1 intends to find out how sustainable tourism is done at a WHS (WHC UNESCO 1, n.d.).

Guide 1 claims that four crucial issues have to be measured and comprehended by site managers. The first issue is the supply side, as in the assessment of the WHS's tourism assets and attractions. The second issue is the demand side, for which the site managers have to understand the needs and interests of tourists visiting their WHSs. The third issue focuses on the positive or adverse impacts on the community. In the fourth issue, it is clearly noted that a site management plan should be present and be "clear about the impacts and opportunities that result from tourism, as well as the areas of concern and issues to be addressed" (WHC UNESCO 1, n.d.). The fourth issue also states that "liveability" as well as the tourist experience are crucial to manage (WHC UNESCO 1, n.d.), which is part of the challenge to find a balance between the needs of the tourism industry and the needs of the local people. The Toolkit recommends site managers to execute

interviews and collect data from tourism businesses and tourists. Guide 2 is about "developing a strategy for progressive change", putting the focus on stakeholder participation (WHC UNESCO 1, n.d.). It recommends to identify the key stakeholders of the destination as well as define their roles and responsibilities. This guide claims that listening to both businesses and community is fundamental, and that this can be done through interviews and forum or online consultation. It also asserts that stakeholder participation forms a very significant step in managing a sustainable destination. Guide 2 recommends to generate a strategy which lays out the issues affecting the WHS, opportunities for change, and to "set out the steps required for delivering those future solutions" (WHC UNESCO 1, n.d.). Guide 3 is about destination management and the role and responsibilities of a DMO (destination management organization). Guide 4, the final guide on the topic of tourism, is about "engaging local communities and businesses", and recommends to focus on building relationships between the local community and the tourism organizations.

4. SITE MANAGEMENT PLANNING AT WORLD HERITAGE SITES FOR SUSTAINABLE HERITAGE TOURISM

This chapter focuses on World Heritage Site management and the site management plan. Following the definition of site management and the related mechanisms, it lays out the framework of the site management plan, and concentrates on what authority should prepare the site management plan and who executes it. This chapter also describes in which ways the site management plan needs to integrate tourism planning. It lays out how the production of a site management plan is crucial for sustainable cultural heritage tourism as well. The chapter lastly describes the need for stakeholders to collaborate in order to ensure a sustainable balance between cultural heritage and tourism management.

4.1. THE SITE MANAGEMENT CONCEPT AND ITS RELATION TO WORLD HERITAGE SITES

Cunliffe (1996, p. 266) defines site management as "a comprehensive planning and management process which ensures that the conservation, enhancement, and maintenance of a heritage site is deliberately and thoughtfully designed to protect its cultural significance for present and future generations". Thus, site management combines all aspects of the heritage site: conservation, preservation, tourism, access issues, risk mitigation, adaptation as well as interpretation (Smith, 2003, p. 111).

Site Management

The management of World Heritage Sites was first addressed as in 1998 by Bernard M. Feilden and Jukka Jokilehto in the Management Guidelines for World

Cultural Heritage Sites. This manual is the document talking about the essence of WHS management planning. Both authors point out the relevance of giving heritage a function in the life of the community, discussing objectives with local authorities and tourism boards and the need for a comprehensive tourism development strategy for individual sites (Feilden & Jokilehto, 1998). Chapter 10 of the Guidelines focuses on the visitors to World Heritage Sites, about what they appreciate and how they are welcomed (Feilden & Jokilehto, 1998). It also covers the topic of site maintenance, stating that sites and places around such as parking lots should be kept clean (Feilden & Jokilehto, 1998). Another big section of Chapter focuses on visitor management, listing diverse ways to reduce excessive visitor pressure (Feilden & Jokilehto, 1998). A code of practice, included in the section on visitor management, aims to "establish a balance between the development of tourism and conservation of World Cultural Heritage and to coordinate efforts for their mutual benefit" (Feilden & Jokilehto, 1998, p. 104). As noted by Feilden and Jokilehto (1998), "[t]he first requirement of site management is the conservation and protection of its cultural resources and, where possible, the enhancement of features of special Interest". Site management is "the key to proper preservation of the values, tangible and intangible of heritage sites", especially from the peril of overflowing tourist numbers (UNWTO, 2015, p. 34). It principally concentrates on the "strict adoption of the precautionary principle that implies prevention of damage and preventive maintenance of heritage assets" (Loulanski & Loulanski, 2011, p. 853). Thus, the control of tourism development should be instigated by manifold "growth management tools used by public and private managers, including site management and demand management" (Loulanski & Loulanski, 2011, p. 851).

Site management includes numerous elements:

- "Estimation of site development thresholds (e.g. carrying capacity, limits

of acceptable change);

- Site sensitivity and stress indicators;
- Area management (zoning);
- Visitor research and management (before, during and after the tourism experience);
- Culturally sensitive access management;
- Flow management;
- Visitor education;
- Price management;
- De-seasoning measures;
- Revenue management;
- Visitor impact evaluation and management" (Loulanski & Loulanski, 2011, p. 853).

According to Tammy Kaufman (2017, p. 7), visitors should not be perceived as one unified mass with similar inclinations and motivations for travel, and sites attracting tourism need to "differentiate themselves in order to market to heritage travelers effectively" (Kaufman, 2017, p. 7). Although conventional heritage management's focal attention is on the heritage resource, visitor experience and the focus on customer service must be at the core of the heritage management system (Kaufman, 2017, p. 7). In other words, conventional management's focal attention on the heritage resource is considered insufficient due to not including the relevance of visitors in heritage management (Hall & McArthur, 1993).

4.2. SITE MANAGEMENT PLANNING AS MANAGEMENT APPROACH TO ADDRESS CULTURAL TOURISM AT WORLD HERITAGE SITES

For World Heritage Sites, a rather novel planning instrument exists, known as the site management plan. This plan ought to incorporate and collaborate with the

previously used plans like the conservation plans and or tourism or destination or visitor management plans. Many World Heritage Sites may still have these separate plans in action, and site management and the site management plan aim to provide a coherent and overarching perspective on the conservation of a site's OUV. The production of a site management plan is a requirement since the 2002 Operational Guidelines of UNESCO World Heritage Convention (WHC UNESCO, 2002, p. 12).

The Preparation and Execution of The Site Management Plan

Also designated as business plans, site management plans are commonly generated "at larger purpose-built cultural tourist attractions", particularly if "funding from public sector organizations" is to be pursued (du Cros & McKercher, 2015, p. 214). Such plans can also be applied to other types of heritage sites (like archaeological sites, museums, castles as well as country parks), hence sites which are not on the World Heritage List (Leask & Fyall & Garrod, 2002, p. 249).

Regarding site management plans for WHSs, the World Heritage Centre (WHC) founded in 1972 as "the UNESCO coordinating body for World Heritage matters", is more and more "involved with management issues" in relation to tourism at the sites, as well as "supporting the elaboration of management plans" in order to tackle the tension caused by visitors (Robinson & Picard, 2006, p. 19). The most prevalent mechanism of cultural heritage management is the development of "a management document describing the management objectives and process" (Ruoss & Alfare, 2013, p. 18), commonly known as site management plan. The latter term, which puts the emphasis on the management planning outputs, is more commonly employed than the notion of management planning (Kapetanović, 2016, p. 26). In fact, the whole management planning process

results in the creation of a site management plan (Makuvaza, 2018, xix).

The Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, 2005) state that a management plan with stakeholder participation is mandatory for nominating a site. The Operational Guidelines for the Implementation of the World Heritage Convention specify that:

"108. Each nominated property should have an appropriate management plan or other documented management system which should specify how the outstanding universal value of a property should be preserved, preferably through participatory means.

109. The purpose of a management system is to ensure the effective protection of the nominated property for present and future generations.

110. An effective management system depends on the type, characteristics and needs of the nominated property and its cultural and natural context. Management systems may vary according to different cultural perspectives, the resources available and other factors. They may incorporate traditional practices, existing urban or regional planning instruments, and other planning control mechanisms, both formal and informal.

111. In recognizing the diversity mentioned above, common elements of an effective management system could include:

a) a thorough shared understanding of the property by all stakeholders;

b) a cycle of planning, implementation, monitoring, evaluation and feedback;

c) the involvement of partners and stakeholders;

d) the allocation of necessary resources;

e) capacity-building; and

f) an accountable, transparent description of how the management system functions.

112. Effective management involves a cycle of long-term and day-to-day actions to protect, conserve and present the nominated property" (UNESCO,

2005, paras 108–12).

Necessary for guaranteeing the protection of the World Heritage Sites' Outstanding Universal Value (OUV), management planning comprises "assessing management objectives" of the properties and "creating realistic detailed plans of action for achieving the objectives" (Makuvaza, 2018, xix). Management planning has become a core tool for safeguarding OUV(Kapetanović, 2016, p. 26). As the only mechanism to manage a WHS (Makuvaza, 2018, xix), the site management plan (SMP) commonly holds three functions. Firstly, it sets up the "overall vision for long-term management of the site", then it communicates the property's management requirements to all the "involved or related" bodies, and lastly it yields instructions on the property's ways of management and protection (Ruoss & Alfarè, 2013, p. 18). Hence, the plan meticulously stipulates in what ways the OUV will be maintained by means of conservation and protection, and proclaims "practically effective measures for achieving on-ground conservation outcomes" (Kapetanović, 2016, p. 27).

Conforming to the World Heritage Convention, a State Party (SP) is obliged to safeguard the cultural sites which are of OUV, by managing the site (ICOMOS, 1993, p. 10; Wijesuriya & Thompson & Young, 2013, p. 4). According to Aleksandra Kapetanović (2016, p. 26), "[m]embers of the World Heritage Committee and the Advisory Bodies" adopt the site management plan as the mechanism to evaluate the commitment of the State Party to sustain a site's OUV. In the course of the inscription procedure, the SP has to lay out in what ways it will supervise the property's OUV by "responding to issues raised in the nomination format and by demonstrating the existence of a management plan, or other management system", which is sufficient for protecting the property (Wijesuriya et al., 2013, p. 4). The site, which has been nominated by its State Party, has to be in possession of an exhaustive management plan along with a

substantial legal scheme, which is a core component of the needed papers for nomination (Shackley, 1998a). Properties must be in possession of a site management plan "with adequate long-term legislative, regulatory, institutional or traditional protection" (Fyall et al., 2003, p. 207), since a site's inscription on the World Heritage List (WHL) encompasses both the "recognition of its Outstanding Universal Value" and a firm accountability in safeguarding it (Badia, 2018, p. 26). As pointed out by the World Heritage Center (WHC), all properties have to be in possession of a site management plan or a management system which details how OUV is maintained (Canbolat & Erbey, 2020). Initially, both natural and cultural UNESCO World Heritage properties had to deliver management plans, but the stipulations were ambiguous and more laborious for cultural heritage sites (Makuvaza, 2018, p. 4). Even though WHS management plans are absent in a myriad of countries all around the world (du Cros & McKercher, 2015, p. 185) and each country adopts distinct approaches to CH management (Ruoss & Alfare, 2013, p. 18), UNESCO obliges each site on the WHL to prepare a site management plan or any alternative management scheme (Makuvaza, 2018, xix).

Although contents of a site management plan can be different for every site and country, its most common components are the following:

- "Site description: location, boundaries, components, users/owners, etc., of the site;
- Historical development and cultural significance of the site;
- Existing management system;
- Management vision and objectives;
- Conservation and management issues and needs assessment;
- Expertise needed to manage the site;
- Funding;

- Training;
- Action plan and maintenance schedules" (Ruoss & Alfarè, 2013, p. 18).

The UNESCO Guidelines in 2016 clearly state what the key elements of the site management plan (or system) should be:

"(a) A thorough shared understanding of the property by all stakeholders, including the use of participatory planning and stakeholder consultation process;

(b) A cycle of planning, implementation, monitoring, evaluation, and feedback;
(c) An assessment of the vulnerabilities of the property to social, economic, and other pressures and changes, as well as the monitoring of the impacts of trends and proposed interventions;
(d) The development of mechanisms for the involvement and coordination of the various activities between different partners and stakeholders;
(e) The allocation of necessary resources;
(f) Capacity-building;
(g) An accountable, transparent description of how the management system functions" (UNESCO, 2016, para. 111).

Different steps need to be taken into action during the generation of a site management plan (Fig. 4.1). First of all, the property's boundaries need to be clearly outlined, and if possible, a coherent buffer zone should be designated for the site (ICOMOS, 1993, p. 26). The buffer zone has to be included in the SMP in order to further safeguard a cultural heritage site (Martin & Piatti, 2009, p. 29). Other than that, the first stage also includes detecting the property's circumstances and the consequent needs (Gültekin, 2012, p. 239). The following step includes a S.W.O.T. (strengths, weaknesses, opportunities, threats) analysis of the site. The third step is the definition of the management goals, followed by the generation of detailed plans for the site. The fourth step is to implement the plan, while the last step is to monitor and the process.

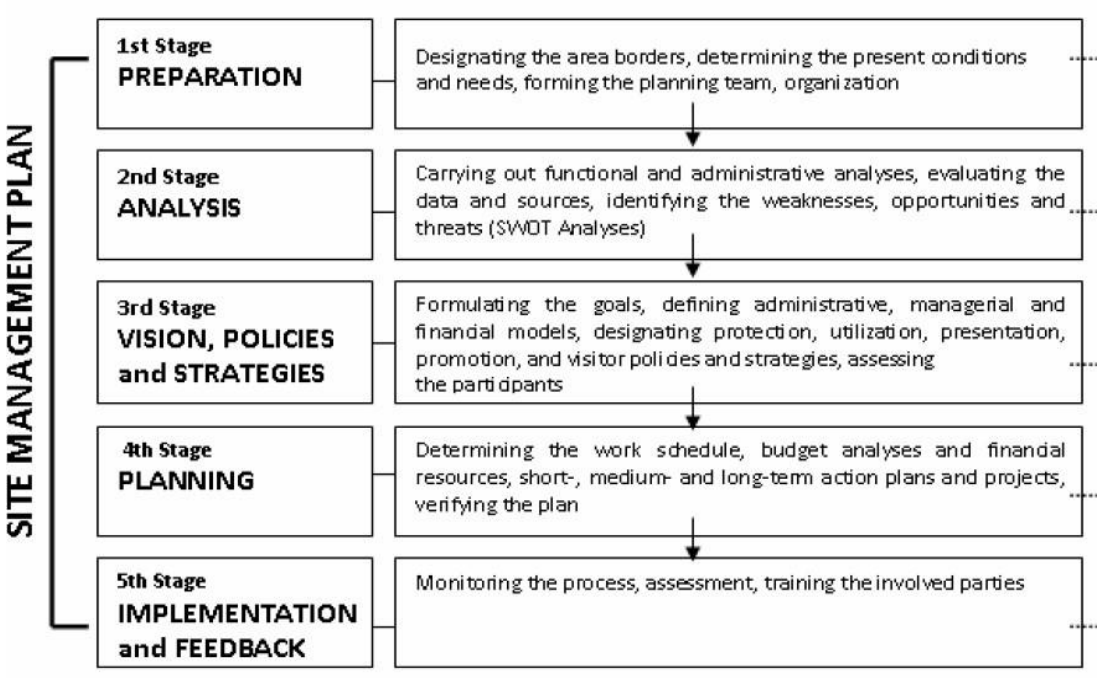

Figure 4.1 Stages of the Site Management Plan. Source: Gültekin, 2012, p. 239.

However, "[t]he completion of the management plan is only a step in ensuring that a World Heritage property is managed effectively" (IUCN, 2008, p. 14). After the creation of the site management plan, its proposed actions must take place and its outcomes monitored (IUCN, 2008, p. 14). Beside reporting the management system or systems at a heritage site, a site management plan also serves as a guidance to pinpoint inconsistencies in the current system and thus leads to possibly enhancing or altering it (Kapetanović, 2016, p. 23). Therefore, the plan is a state-of-the- art means "developed through a planning phase and then used in implementation and monitoring" (Kapetanović, 2016, p. 23). After the UNESCO World Heritage Listing, the conservation and management of a site are supervised by UNESCO (Shackley, 1998) in order to detect any possible impairment to its OUV (Jimura, 2019, p. 149). After the inscription, the SP is required to comply with "its commitment to safeguarding the Outstanding Universal Value" of the site, by means of adequate durable management and numerous World Heritage

procedures which check the safeguard (Wijesuriya et al., 2013, p. 4). Thus, the SP is obliged to adopt "appropriate protective measures" as defined in its nomination script (ICOMOS, 1993, p. 11). The monitoring system set up by the World Heritage Centre is vital for a property's conservation (WHC, 2017a). Local authorities and site managers need to repeatedly aspire to manage, monitor and preserve their property, in adherence with the reporting and monitoring scheme (WHC, 2017a). Continuous reports of a site's qualities thus have to follow the generation of a site management plan, with the purpose of guaranteeing that the values which led to its listing are still preserved (Fyall et al., 2003, p. 212). Even after the designation as a UNESCO WHS, the site ought to keep enhancing its management plan (Bianchi, 2002; Smith, 2002). The "process of developing, implementing and monitoring" of the SMP, as mentioned by Kapetanović (2016, p. 23) hence plays a crucial role in site management.

Management planning is "a continuous process – a circle with three main elements": the preparation, the implementation and the monitoring of the site management plan (Thomas & Middleton, 2003, p. 23) (Fig. 4.2). After the monitoring, feedback is given and the site management plan should be updated according to those feedbacks.

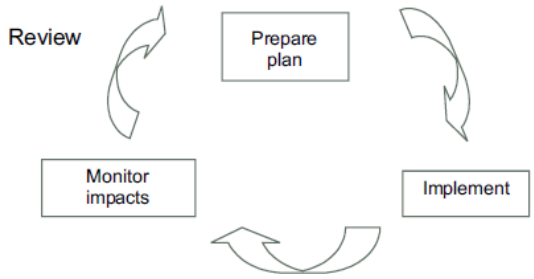

Figure 4.2 Management Planning. Source: Thomas & Middleton, 2003, p. 23.

The conservation of the site also must be checked. This is done through SoC (State of Conservation) reports which are updated regularly and published by the sites' State Parties. Those reports define the threats and general issues that the World Heritage Site is currently facing. They are then reviewed by the World Heritage Committee, which publishes its conclusions and recommendations in order to further conserve the sites' OUV. Thanks to these reports, it is possible to check if the State Parties and site management plans consider the threats and implement specific actions which aim at tackling the issues.

As stated by Birgitta Ringbeck (2018, p. 22), there does not exist an official UNESCO pattern for a SMP. Nonetheless, there is a "proposal for a possible structure", as illustrated in Table 4.1 (Ringbeck, 2018, p. 22). The elements of the table of contents can be used to spot the significant factors and to set up a distinctive management plan (Ringbeck, 2018, p. 22). Aiming to be treated as a non-exhaustive guide, it also intends to simplify the development of management plans (Ringbeck, 2018, p. 22).

Modules for a Management Plan
1 Fundamental concern—content and objective
2 Statement of Outstanding Universal Value
2.1 Brief synthesis
2.2 Justification of criteria
2.3 Statement of integrity
2.4 Statement of authenticity
2.5 Requirements for protection and management
3 Subject of protection, protection goal and instruments of protection
3.1 Subject of protection
3.2 Protection goal
3.3 Instruments of protection
3.3.1 The World Heritage Convention
3.3.1.1 Recommendation concerning the protection, at national level, of the cultural and natural heritage
3.3.1.2 Recommendation on the historic urban landscape
3.3.2 Other international conventions and charters
3.3.3 National law and planning system
3.3.4 Statutes and contracts
4 Protected area
4.1 Boundaries of the World Heritage Site
4.2 Buffer zones
4.3 Protection of view perspectives, silhouette and panorama
5 Management system
5.1 Management structures
5.1.1 Authorities and procedure
5.1.2 Ownership structure and responsible bodies
5.1.3 Co-ordination
5.2 Basic principles for planning and action
5.2.1 Objective, targets and strategies
5.2.2 Master plan and catalogue of measures
5.2.3 Inventories
5.2.4 Science and research
5.3 Threats and preventive protection
5.3.1 Development pressure
5.3.2 Climate change

		5.3.3 Natural disasters
		5.3.4 Tourism pressure
		5.3.5 Overpopulation
		5.3.6 Security of buildings
		5.3.7 Miscellaneous
	5.4	Monitoring and quality control
		5.4.1 Key indicators
		5.4.2 Impact assessment
		5.4.3 Advisory boards and commissions
		5.4.4 Conflict management
	5.5	Mediation
		5.5.1 Education and information
		5.5.2 Tourism and visitor guidance
		5.5.3 Events
		5.5.4 Networks and international co-operation
		5.5.5 Use of the World Heritage and UNESCO emblems
6		Sustainable development and use
7		Resources
	7.1	Staff
	7.2	Budget
8		Format and appendix

Table 4.1 Non-exhaustive Table of Contents of the Site Management Plan. Source: Ringbeck, 2018, pp. 22-23.

There currently exist 194 States Parties, as in "countries that adhere to the WH Convention" (WHC, 2017)**.** In regards to a site's conservation and management, "the national government of a State Party" needs to comply with the stipulations stated in the World Heritage Convention. Nonetheless, as noted by Takamitsu

Jimura (2019, p. 3), regional and local governments can have certain responsibilities for their properties as well. As indicated by ICOMOS (1993, p. 27), even though the respective national government is obliged to submit the management plans, the administration of the World Heritage Site "should actively participate in its preparation".

"Site management planning and implementation" need to be executed "in coordination with local governments and civil society organizations" (Alvarez et al., 2016, p. 58). The Ministry responsible of culture or tourism chooses a site manager, who brings together "a team of heritage professionals and consultants prepare a draft plan" (Alvarez et al., 2016, p. 59). Stakeholders along with the local community deliberate in the course of minimum two publicly accessible sessions which take place "before and during the management planning process" (Alvarez et al., 2016, p. 59). The site manager should designate "a site management advisory board, a board of coordination and supervision, and an auditory unit" (Alvarez et al., 2016, p. 59). In the case of the board of coordination and supervision approving and inaugurating a plan, "local governments, municipalities and key partners" are in charge of the application of the management procedures. (Alvarez et al., 2016, p. 58).

4.3. THE INCORPORATION OF TOURISM PLANNING IN THE SITE MANAGEMENT PLAN

In the words of Kapetanović (2016, p. 27), the site management plan "balances and coordinates the cultural heritage needs with the needs of the 'users' of the heritage and the responsible governmental and/or private/community bodies". The 'users' of the heritage are the local community and the tourists. Site managers have to conceive a site management plan that "will ensure the needs, wants, and desires of tourists visiting the assets are satisfied, while at the same time ensuring

that the cultural value and integrity of the asset is maintained" and that the local community is not neglected in any way (du Cros & McKercher, 2015, p. 110).

After developing a conservation plan for a WHS, every property is required to be in possession of a site management plan (Jimura, 2019, p. 45). A tourism management plan should also be developed congruently with the site management plan in order to manage the sites' tourism activities (Canbolat & Erbey, 2020). In the best case, regulations regarding tourism planning are set forth in form of a major chapter in the site management plan, or as a separate plan connected to the site management plan (Canbolat & Erbey, 2020). Nevertheless, as pointed out by Jimura (2007), having exquisite conservation and management plans does not invariably ensure valuable conservation and management of the sites, unless there is a tourism or visitor management plan in place. As an illustration, a diminishing level of conservation could be provoked by "extensive and rapid tourism development" following the WHS designation (Jimura 2011, p. 294). The sites have to be amply sustained and cared for on a day-to-day management basis (Jimura, 2019, p. 26; Shackley, 1998, p. 7). In other words, site managers are expected to adopt systems which curtail erosion, yield exemplary interpretations for tourists and grant suitable amenities for the latter, for instance lavatories, catering as well as a litter-free property (Shackley, 1998c).

All in all, tourism management planning concepts ought to be set up in alignment with the site management plan in order to administer and arrange tourism activities on those properties and to guarantee that all players cooperate (Canbolat & Erbey, 2020). Tourism planning is decisive in order to guarantee sustainable outcomes (Job et al., 2017), especially since over-tourism affects the stakeholders and the property in an adverse way (Adie, 2019, p. 56). Hence, site management is perceived as a mechanism which can bring a balance between cultural heritage

and tourism (Canbolat & Erbey, 2020). In other words, a balance has to be found between preservation, conservation and the touristic use of the site (Adie, 2019, p. 56; Cochrane & Tapper, 2008, p. 98), to "avoid unnecessary damage due to overtourism" (Adie, 2019, p. 56). By defining a cultural heritage site's management and tourism issues, that balance can be established and sustained for future touristic development (McKercher & du Cros, 2002, p. 196). Both tourism planning and tourism management plan are potent ways to attain this balance (Canbolat & Erbey, 2020).

4.4. THE SITE MANAGEMENT PLANNING PROCESS AS A NEGOTIATION PROCESS BETWEEN CONSERVATION AND UTILIZATION: STAKEHOLDERS, PARTICIPATION AND FINDING A BALANCE

A site management plan for a UNESCO World Heritage Site ought to be based on various participation strategies (Kloos & Alberth, 2018, p. 209). It has to acknowledge "the desires, opinions, and voices of all the stakeholders" and balance their needs with the protection of the cultural heritage site (Comer & Willems, 2019, p. 69). Moreover, stakeholders ought to cooperate, in order to "identify potential problems and generate appropriate solutions as challenges arise" (Comer & Willems, 2019, p. 69). Victoria Rewcastle Bell (2013) claims that site management plans can in fact be a way to promote stakeholder collaboration. Through stakeholder participation, sustainable tourism can be achieved.

4.4.1. The Site Management Plan and the Need to Find a Sustainable Balance Between Conservation and Use of the Site

As stated by Loulanski and Loulanski (2011, p. 848), "site management is one factor for the sustainable integration of cultural heritage and tourism". The unchecked development of tourism at World Heritage Sites endangers the sustainability of the site's value (Canbolat & Erbey, 2020). "Uncontrolled tourism can make World Heritage Sites victims of their own success" (Ringbeck, 2008, p. 47), thus more competent and sustainable site management triggering effective communication with many different stakeholders ought to be set up (Jimura, 2007; Comer & Willems, 2019, p. 5). The latter has to be done in a way that it leads to tourism without unnecessary damage and to the ongoing future protection of the property (Drost, 1996). As a parallel to sustainable development, Cunliffe (1996, p. 266) defines site management as "[a] comprehensive planning and management process which ensures that the conservation, enhancement, and maintenance of a heritage site is deliberately and thoughtfully designed to protect its cultural significance for present and future generations" (Smith, 2003, p. 111). The latter definition complies with those of sustainable heritage tourism, which mainly focus on "preserving cultural heritage for both present and future generations" (Smith, 2003, p. 111).

During the forging of a site management plan, it is crucial to acknowledge the fundamentals of sustainable development (Smith, 2003, p. 112). A SMP is a decisive document intended to "integrate sites into their surroundings based on principles of sustainability" (Alvarez et al., 2016, p. 58). In this plan, tourism can be considered a crucial component contributing to "the sustainability of cultural values, preservation, development and transmission to future generations" (Canbolat & Erbey, 2020, p. 148). The plan "determines and establishes the appropriate strategy, objectives, actions and implementation structures to manage and develop cultural heritage in an effective and sustainable way so that its values are retained for present and future use and appreciation" (Kapetanović, 2016, p.

27). “WHSs are inherited from the past, are utilized in the current context and must be passed on to future generations” (Jimura, 2019, p. 149). In the words formulated by Hilary du Cros and Bob McKercher (2015, p. 185), a site management plan has to be generated to guarantee the site’s sustainability and future preservation. As noted in Article 4 of the UNESCO Convention (UNESCO, 1972, p. 3), each State Party to that Convention “recognizes the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage situated on its territory”.

4.4.2. Stakeholder Collaboration and its Significance in Sustainable Cultural Heritage Tourism

The site management plan is not a single document prepared by an authority or one group of people. Besides including numerous elements like visitor management plans and conservation plans, a sustainable SMP engages all stakeholders to the planning process. While there exist manifold definitions of the terms of stakeholder and collaboration, stakeholder collaboration in the tourism industry can be seen as a process of decision-making between independent stakeholders in tourism to manage or tackle planning issues (Jamal & Getz, 1995, p. 188). Generally, a stakeholder has been defined as an individual who is rightful and capable of involving in the procedures and who is impacted by other persons’ actions (Gray, 1989). According to Bryson and Crosby (1992, p. 65), a stakeholder is “any person, group, or organisation that is affected by the causes or consequences of an issue”. In the context of tourism and conservation, a stakeholder is deemed to be anyone who is impacted on by heritage and tourism development positively or negatively (Swarbrooke, 1999; Bramwell & Lane, 1999).

Cultural heritage tourism involves various stakeholders, which are divided in two groups by Du Cros and McKercher (2015, p. 179), as depicted in Table 4.2 (du Cros & McKercher, 2002, p. 180). For the heritage part, there are educational institutions, arts, conservation and heritage NGOs, government agencies, museums, indigenous groups/ ethnic minorities, religious groups. For the tourism part, there are local, national, state government tourism organizations, tour operators and local guides. The primary ambition is to involve all people who are "affected by the proposed tourism development within the planning process" (Jamal & Getz, 1995; Mowforth & Munt, 1998; Wahab & Pigram, 1997). Amassing diverse interests constitutes the first step in setting up an efficient collaborative process (Timothy, 1998). Thus, one crucial challenge in managing cultural heritage assets is the necessity to content a large number of stakeholders (du Cros & McKercher, 2002, p. 57). Whereas it is oftentimes assumed that there are only a few stakeholders like traditional owners and user groups and the tourism industry, the majority of cultural heritage assets have various stakeholders with "differing degrees of connectivity to the asset, differing levels of legitimacy in being considered as a stakeholder, and, also, widely differing viewpoints about how assets should be managed" (du Cros & McKercher, 2002, p. 57). Moreover, stakeholders may have formed formal or informal alliances which might lessen the opportunity of problem resolution (du Cros & McKercher, 2002, p. 58).

Theme	Common Considerations	CHM Considerations	Tourism Considerations
Stakeholder identification and consultation	Identifying all relevant stakeholders as early as possible in the process Inviting their participation throughout the process Being aware that there are dominant stakeholders with controlling interests in the asset Understanding their different involvement expectations and capabilities Noting any history of conflict or collaboration	Listening to stakeholders' concerns and incorporating feedback into day-to-day management once the asset has been fully developed as an attraction Understanding the perspective and agenda of the tourism sector and associated stakeholders	Listening to stakeholders' concerns and incorporating feedback into product development, marketing, and business strategies Understanding the perspective and agenda of the CHM and conservation sector and associated stakeholders
Types of stakeholders		Educational institutions, conservation and heritage NGOs, government agencies, museums, indigenous groups/ ethnic minorities, religious groups, others	Local, national, state government tourism organizations, tour operators, local guides
Key stakeholder issues	Power and power relationships between stakeholders Agreement by controlling stakeholder(s) to allow the asset to be presented to visitors Awareness of impacts of tourism Ownership and copyright issues are addressed Commitment to an ongoing conservation	Controlling stakeholders and owners agree to visitation and conservation measures Designing interpretation that is culturally appropriate and suits visitors' needs CH manager understands and takes into account the role of volunteers and sponsors Robusticity and carrying capacity of the asset	Controlling stakeholders and owners support visitation and development Design and marketing of a viable product that is culturally appropriate and sustainable Ongoing costs of stakeholder consultation Potential of a long lead time to approvals given by other stakeholders to tourism ventures

Table 4.2 Cultural Heritage Management and Tourism Stakeholders. Source: du Cros & McKercher, 2002, p. 181.

Stakeholder participation and community involvement are perceived as a

prevailing approach for heritage management (Rössler, 2012). In that way, management plans for World Heritage Sites ought to be formulated through a joint comprehension of a site and the "involvement of partners and stakeholders" (Kloos & Alberth, 2018, p. 209). Site management plans should also display how the OUV of WHSs can be maintained, preferably by means of participation (UNESCO, 2012, p. 27). Pedersen (2002, p. 42) claims that rather than publishing draft management plans for public comment, planners should start by "identifying what is needed from the public, and what a site can offer them in return". Plans ought to be formulated "slowly, be dynamic and adaptable, and be concise rather than lengthy" (Pedersen, 2002, p. 42). Most of all, site management plans should be inclusive of all stakeholders (Pedersen, 2002, p. 42).

4.4.3. Collaboration, Participation and Partnership in Cultural Heritage Tourism Management

Many distinct stakeholders play a part in cultural heritage tourism, hence the necessity to develop coordinated and collaborative planning processes (Hall, 1994; 2000; Roberts & Simpson, 1999; Ladkin & Bertramini, 2002). Stakeholder consideration is perceived as a crucial "part of the sustainable management of any asset developed for tourism" (ICOMOS, 1999; AHC and TCA, 1999). In the tourism domain, a myriad of notions is "used to infer inclusivity or participation, including alliances, coalitions, forums, and task forces" (Maiden, 2008, p. 25). Collaboration, cooperation and partnership have been extensively used in tourism resources (Boyd & Timothy, 2001, p. 48), as they are interrelated and related to sustainable tourism development (Timothy, 1999). While slight differences exist between every notion, they are often "used interchangeably within the literature" (Boyd & Timothy, 2001, p. 48).

Collaboration between stakeholders is seen as a way to achieve jointly acceptable

results by way of negotiation (Bramwell & Lane, 2000). WHS management is based on the significance of both conservation and stakeholder collaboration (Aas & Ladkin & Fletcher, 2005; Millar, 2006). The UNESCO World Heritage Convention (UNESCO, 2015) also stimulates a collaborative approach, underlining that nations should assure the participation of a large range of stakeholders, including site managers, local and regional governments, NGOs, residents as well as any other actors and bodies who have an interest in the protection of the WHS. Stakeholder involvement is essential to the management of a WHS (Nicholas et al., 2009; Willis, 2009). Nevertheless, a concerted approach is difficult because of the various organizations managing WHSs (Nicholas & Thapa, & Ko, 2009). Stakeholder engagement and the clashing agendas and tensions it brings can lead to complex management (Lefeuvre, 2007; Wager, 1995).

As significant matters for the planning of cultural heritage tourism, collaboration and cooperation have been related to the concept of sustainable tourism development (Bramwell & Lane, 1999; Hall, 2000; Selin, 1999). Indeed, stakeholder collaboration is seen as a way of achieving sustainable development and sustainable cultural heritage tourism (Aas, Ladkin, & Fletcher, 2005; Jamal & Getz, 1995; Landorf, 2009; Selin, 1999; Simpson, 2001). The majority of cultural heritage assets include various stakeholders, and all interests and opinions need to be acknowledged (du Cros & McKercher, 2002, p. 180). “Fundamental to developing a successful symbiotic relationship between heritage and tourism is the need to involve all stakeholders in the development of the cultural resource” (Aas & Ladkin & Fletcher, 2005, p. 33). A long-term and holistic approach to tourism planning and stakeholder participation is indispensable in order to balance cultural heritage management and tourism management (Boniface, 1995). Tazim B. Jamal and Donald Getz (1995) state that all entities and organizations affected by a World Heritage Site should be engaged in a process of decision making in

relation to the site's future, in form of "joint ownership" and "collective responsibility". Gray (1989, p. 11) defines collaboration as "a process of joint decision-making among key stakeholders of a problem domain about the future of that domain". His definition has often been used to assess inter-organizational relationships in the domain of tourism, especially for community participation in decision-making (Aas et al., 2005; Jamal & Getz, 1995; Selin, 1999). The concept of inter-organizational coordination aims to lead to the merging of knowledge and expertise, a better coordination, as well as more efficient implementation (Pretty, 1995). Intersectoral collaboration is also a crucial element of inclusive heritage tourism development.

There are numerous reasons why collaborative methods suit the fundamentals of sustainable development and sustainable cultural heritage tourism well:

- "Collaboration among a range of stakeholders including non-economic interests might promote more consideration of the varied natural, built and human resources that need to be sustained.
- By involving stakeholders from several fields and with diverse interests, there may be greater potential for integrative/holistic approaches to policy development, which may advance sustainability (Jamal & Getz, 1995).
- If multiple stakeholders affected by tourism development were involved in the policy making process, then this might lead to a more equitable distribution of the resulting benefits and costs. The idea is that participation would raise awareness of tourism impacts on all stakeholders, and this heightened awareness should lead to fairer policies.
- Broad participation in policy-making could help democratize decision-making, empower participants and lead to capacity building and skill acquisition amongst participants" (Bramwell & Lane, 2000, p. 4).

Managers can adopt specific strategies in order to stimulate collaborative environments that encourage harmonious relationships (Chiabai & Paskaleva & Lombardi, 2011), such as identifying and involving all potential stakeholders (González & Medina, 2003), stakeholder representation in decision-making proceedings (Evans, 2002; Hitchcock, 2002; Xu & Dai, 2012) as well as open communication (Aas et al., 2005). Opinions regarding site issues can also be openly discussed, for instance by way of e-participation zones on which the site's stakeholders can freely deliberate ideas and matters concerning site management, while also granting more democratic decision- making and planning (Chiabai et al., 2011; Lask & Herold, 2004). Moreover, as claimed by Bell (2013), site documentation, like management plans, can be a way of stimulating stakeholder collaboration.

Landorf (2009) proposes a framework for the evaluation of site management plans, through the evaluation instrument of stakeholder participation. As a World Heritage Site management plan evaluation instrument, stakeholder participation evaluates the following:

- "The relationship between stakeholders is detailed
- Relevant government agencies participated in the process
- Government agencies influenced strategic directions
- Relevant non-government agencies participated in the process
- Non-government agencies influenced strategic directions
- Local businesses and residents participated in the process
- Local businesses and residents influenced strategic directions
- Relevant visitor groups participated in the process
- Relevant visitor groups influenced strategic directions" (Landorf, 2009, p. 63).

It is also crucial to understand the notion of partnerships. This concept is closely related to the notion of collaboration (Bramwell & Lane, 2000), and has become especially widespread since the 2000s (Maiden, 2008, p. 25). It is notably used by the government and professionals "to describe regular, sometimes cross-sectoral, interactions between groups who aim to achieve a set goal or policy objective" (Maiden, 2008, p. 25). In the words of Presas (2001, p. 208), a partnership is perceived as a "long-term relationship based on a common cause and mutual respect for each stakeholder's mission and values". Partnerships can boost dialogue, exchange, negotiation, and the forging of jointly acceptable schemes about cultural heritage tourism (Hall, 2000; Healey, 1997). Moreover, they can display and help to maintain the interdependence between heritage and tourism (Butler, 1999a). Partnerships can also lead to obtaining collaborative advantage, which is the accomplishment of an objective that could not be attained by one organization alone (Huxham, 1993). According to Mackintosh (1992), there exist three major reasons to form partnerships: to cultivate *inclusivity*, to assure more *efficiency* in the offer of cultural heritage tourism, and to bring about *integration* of dividing matters. Partnerships can lead to successful heritage tourism, as they "help build support, and tourism often requires resources that no one organization can offer" (Australian Heritage, 2001, p. 18). They may for instance occur between site managers and tourism operators or tourism operators and communities (Australian Heritage, 2001, p. 18).

A partnership is basically a collaboration in which both bodies have advantages. It is most probable to occur when stakeholders comprehend the others' interests and needs and "appreciate that both tourism and cultural heritage management stakeholders have a legitimate interest in the cultural heritage asset being used by tourism" (du Cros & McKercher, 2002, p. 23). Tourism players need to be aware of cultural heritage management concepts, processes and ideals (du Cros & McKercher, 2002, p. 24). Similarly, cultural heritage management actors ought to

understand what tourism is and how it functions (du Cros & McKercher, 2002, p. 24). By means of reciprocal understanding, both sets of stakeholders "can work to build on their shared interests in the asset and work to resolve differences" (du Cros & McKercher, 2002, p. 24). Generally, a partnership involves continuing collaboration between organisations or stakeholders which possess their own independent identities, a sense of shared purpose with clearly identified and agreed objectives, shared decision-making (Bristow et al., 2003).

In order to ensure a balanced relationship between heritage and tourism, it is necessary to institute channels of communication between the two stakeholder sets, otherwise uncontrolled and detrimental development can follow (Aas & Ladkin & Fletcher, 2005). As noted by Du Cros & McKercher (2002, p. 13), there oftentimes is an absence of communication between tourism and cultural heritage stakeholders. "This lack of cross communication leads to a lack of cross-fertilization of ideas and lack of an understanding of the legitimate needs of each stakeholder. Ignorance breeds suspicion, which breeds mistrust" (Du Cros & McKercher, 2002, p. 14). It is assumed that numerous issues occur because of a lack of interaction (Hall & McArthur, 1998). Management needs to involve "creating a dialogue" (Adie, 2019, p. 56). Comprehensive exchange has to expose a mutual interest between stakeholders, otherwise sites should not be nominated as WHSs (Human, 2015, p. 166). In the ideal situation, developing a site management plan is the outcome of stakeholder participation (Kapetanović, 2016, p. 27). The central government of the State Party (SP) has to use the plan based on the "advice from WH Centre, advisory bodies within the SP, IUCN, ICOMOS, regional authorities, local government, local trusts and experts" (Leask, 2006, p. 9). As pointed out by McKercher and du Cros (2002, p. 196), cultural tourism planning is a "consensus-building" albeit challenging task, aiming to alleviate the players' concerns, beside forming alliances between distinct bodies.

5. EUROPEAN CASES OF SITE MANAGEMENT PLANNING AT WORLD HERITAGE SITES FOR A SUSTAINABLE BALANCE BETWEEN HERITAGE CONSERVATION AND TOURISM

Following the Operational Guidelines for the implementation of the WHC, many countries have been developing SMPs for their properties on the WHL. One of the issues that these site management plans should cover, as argued in preceding chapters, is tourism or visitor management. This issue concerns itself with the question of how to find a balance between heritage conservation and tourism development.

This study identifies four cases where the issue of tourism management is made an explicit and integral part of the site management plan: Two from Italy and two from the United Kingdom. This chapter focuses on those cases of site management plans incorporating the issue of tourism. Each of the four analyzed cities in this study welcome at least 1 million visitors each year. It is crucial to clarify that all WHSs need to have a SMP. This study aims to see how the tourism issue is handled in the SMPs. One common planning process is that TP, TMP, VMP or DMP will be separate plan(s) prepared by tourism stakeholders separate from the SMP. The SMP can refer to that separate plan or not. Another model of addressing tourism by the SMP is to undertake an extensive tourism planning process itself regarding the WH property, without the presence of a separated plan like TP, TMP, VMP or DMP.

While a TMP is solely focused on touristic development and thus intends to set out how to promote tourism, a DMP can be seen as a business plan for creating and managing the entire visitor economy for a touristic destination. There also exist sites which only have a conservation plan or visitor management plan (VMP), and no SMP or tourism plan. The following cases all have a SMP. Edinburgh has a SMP and a TP, while and Bath has a SMP and a DMP. The two Italian World

Heritage Sites do not possess any such plans beside their SMP, but their SMPs include the matter of tourism planning very extensively. Table 5.1 shows which plans each of the four analyzed WHS has, while Table 5.2 lists the current and previous site management plans of Florence, Venice, Bath and Edinburgh.

WHS/ Plans	SMP with tourism	DMP	TP	VMP
Florence	Yes	No	No	No
Venice	Yes	No	No	No
Bath	Yes	Yes. "B&NES Destination Management Plan" Undertaken and prepared by B&NES Council, SouthWest Tourism, Bath Tourism Plus (BTP).	No	No

Edinburgh	Yes	No	Yes. "Edinburgh 2020: The Edinburgh Tourism Strategy" Undertaken and prepared by Edinburgh Tourism Action Group.	No

Table 5.1 The four World Heritage Sites and the Presence or Absence of Different Plans. SMP: Site Management Plan; DMP: Destination Management Plan; TP: Tourism Plan; VMP: Visitor Management Plan. Source: Author.

Current and previous site management plans	First site management plan	Second site management plan	Third site management plan
Florence	2006-2008	2016	None
Venice	2012-2018	None	None
Bath	2003-2009	2010-2016	2016-2022
Edinburgh	2005-2010	2011-2016	2017-2022

Table 5.2 Current and previous site management plans of Florence, Venice, Bath and Edinburgh. Source: Author.

In this Chapter 5, the four site management plans are analyzed according to the following six main criteria:

- Is tourism already mentioned as an issue in the site's previous site management plans?
- What are the aims of the SMP?
- How does the SMP address the issue of tourism?
- What actions does the SMP include which focus on tourism, and how do those actions comply with the recommendations formulated in the State of Conservation (SoC) reports?
- How are the objectives regarding tourism implemented?
- How does the SMP address the topic of stakeholder collaboration?

5.1. FLORENCE – THE SITE MANAGEMENT PLAN AND THE ISSUE OF TOURISM

In 1982, the Historic Centre of Florence has been added on the UNESCO World Heritage List (Comune di Firenze, 2016). Until 2005, there was no awareness that the Historic Centre of Florence had been added to the World Heritage List (Comune di Firenze, 2016). Florence approved its first Site Management Plan in 2006 and its second in January 2016 (Comune di Firenze, 2016). The Site Management Plan 2006-2008 includes an action plan for tourism, with the notion of mass tourism (Comune di Firenze, 2006). One of the action's objectives is to achieve a shared management of the site, including the project called "Prince's Walk", which is also included in the latest SMP of Florence (Comune di Firenze, 2006, p. 71). Another objective of that tourism action is to stimulate quality tourism, notably through the museum card, which is also mentioned in the latest SMP (Comune di Firenze, 2006). The Site Management Plan 2016 is defined as "an operational tool capable of combining the different realities and situations which exist in the historic centre and of coping with site threats" (Comune di Firenze, 2016, Introduction). It describes objectives and strategic actions shared by the city's residents and stakeholders (Comune di Firenze, 2016). The SMP of

the Historic Centre of Florence got approved by the City Council in 2016 (Comune di Firenze, 2016). Regarding the topic of sustainability, the Site Management Plan 2016 states that "[s]ince this heritage belongs to the whole of humanity, then clearly we have to think and act in a conscientious manner so that it can be preserved and passed on to future generations" (Comune di Firenze, 2016, Introduction).

5.1.1. Aims of the Site Management Plan

The aim of Florence's SMP is the management of the site in order to maintain its Outstanding Universal Value (OUV) (Comune di Firenze, 2016, p. 58). It intends to do so by focusing on the criticalities which materialized from the Periodic Report (Comune di Firenze, 2016, p. 62). With the intention to curtail "the factors of vulnerability and exposure to risk", the SMP precisely evaluates the major risk factors through projects (Comune di Firenze, 2016, p. 62). In total, 21 projects address mass tourism as a criticality. 7 projects are part of the SMP's action known as "Management of the tourist system" (Comune di Firenze, 2016, p. 81).

5.1.2. Management and Implementation of the Site Management Plan

Florence's first SMP, accepted in 2006, named the Municipality of Florence as the responsible party for the WHS (Comune di Firenze, 2016, p. 20). The need to draft a document for the protection and improvement of the site and "the obligation to adhere to the provisions of the World Heritage Convention" moved the Culture Department of Florence's Municipality to set up "a special office devoted principally to the sustainable management of the Historic Centre and the drafting and monitoring of the related Management Plan" in 2005 (Comune di Firenze, 2016, p. 30). The "UNESCO Office" of the Municipality of Florence has to draft

and monitor the Site Management Plan, establish and organize efficient links between all stakeholders, determine the action projects of the SMP, and communicate any changes to the SMP or its action plans (Ufficio Centro Storico di Firenze Patrimonio Mondiale UNESCO, 2006).

There also exists a Steering Committee which is crucial for the management of Florence's WHS. The Steering Committee is responsible for monitoring "the updating and implementation" of the SMP (Comune di Firenze, 2016, p. 30).

5.1.3. The Site Management Plan and the Issue of Tourism

The substantial tourist flow along the main tourist attractions causes overcrowding (Comune di Firenze, 2016, p. 47). That increasing tourist pressure "threatens to become intolerable", mostly for the local community who can barely use this area (Comune di Firenze, 2016, p. 47). In fact, the Italian-originated nonprofit worldwide portal called Life Beyond Tourism (LBT) aims to find a sustainable balance between heritage preservation and tourism development. The Site Management Plan also clearly notes the impact of mass tourism as one of the threats to the world heritage area, beside other issues of conservation, gentrification, flooding, mobility and pollution (Comune di Firenze, 2016). There is no specific TP, VMP or DMP for Florence's WHS, but the SMP addresses the issue of mass tourism very extensively through its many actions. It has one action on the "management of the tourism system", which contains 6 different projects, which are outlined in detail in the next section.

5.1.4. Action Plan Regarding the Tourism Issue and Evaluation of the SoC Report and Recommendations

The entire Action Plan of the SMP consists of 24 actions aiming to eliminate

different threats which affect the WHS, formulated for the period of 2016-2020 (Comune di Firenze, 2016). As the tangible application of the SMP, the Action Plan points out the projects to be done to both safeguard and develop the WHS (Comune di Firenze, 2016).

The thematic area and Action regarding tourism is the Action "Management of the tourist system" (Comune di Firenze, 2016, p. 81). All seven projects of this action state mass tourism to be their criticality (Comune di Firenze). The general objectives of this action are to "define new instruments to manage the tourist flows", to "promote innovative activities for visitor information and reception" and to "develop areas external to the Historic Centre and implement strategies for decentralization of the cultural offer" (Comune di Firenze, 2016, p. 92).

According to the 2016 Site Management Plan, the city of Florence registered an inflation in tourists of 26.34% in 2014 in comparison with 2000 (Comune di Firenze, 2016). Because of this growing pressure facing the historic city, it is fundamental to establish instruments which have the potential to alleviate the adverse effect of mass tourism and the deterioration of the WHS (Comune di Firenze, 2016). Even though Florence harbors places, historic premises and artworks which are popular worldwide, "the inscription of the Historic Centre of Florence in the UNESCO World Heritage List is also due to the presence of places that are less well-known and frequently visited by tourists" (Comune di Firenze, 2016, p. 81). "These places have an equally exceptional value and deserve to be visited and frequented by both citizens and visitors" (Comune di Firenze, 2016, p. 81). Therefore, the Site Management Plan's central objective "is to succeed in communicating and enhancing the Historic Centre in its entirety, investing in ulterior noteworthy points of attraction the potential of which has not yet been fully exploited" (Comune di Firenze, 2016, p. 81). Thereby, it is crucial for the City Council to develop a closer relation with private stakeholders, namely tour

operators and tour guides, so as "to make visitors more fully aware of the city they are visiting and the entire heritage which it possesses" (Comune di Firenze, 2016, p. 81).

An essential element of the SMP is the monitoring phase of the macro-emergencies of the WHS and the projects of the Action Plans (Comune di Firenze, 2016, p. 62). An efficient monitoring system has to be created in order to examine the efficacy of the projects, by means of using "indicators of results (figures, estimates, percentages, rates of increment, documented appraisals) to monitor whether the actions being carried out will achieve the target objective over time; the efficiency of the projects"; "the effects generated by the actions and operations carried out in the territory" (Comune di Firenze, 2016, p. 62).

"TOURIST DESTINATION MONITORING CENTRE" (OTD)

The first project included in the action "Management of the tourist system" is called "Tourist Destination Monitoring Centre (OTD)", and promoted by the "Municipality of Florence – Economic Activities and Tourism Department, the Centro Studi Turistici di Firenze, and the University of Florence" (Comune di Firenze, 2016, p. 92). This action was started in 2012 before the formulation and implementation of the SMP, and is still ongoing (Comune di Firenze, 2016). This project aspires "to empower the local tourism networks, following the model proposed by NECSTouR, the network of European Regions for a Sustainable and Competitive Tourism, actively promoting appropriate consultation tools to ensure participatory processes related to the issues of sustainable tourism" (Comune di Firenze, 2016, p. 92). The project aims to stimulate dialogue between the City Council and tourism operators (Comune di Firenze, 2016). The project focuses on the impact of transport, the life quality of the locals and tourists, the "protection of the cultural heritage", and "the reduction and management of waste" (Comune

di Firenze, 2016, p. 92). This project intends to set up a system of sustainable tourism indicators and a permanent Monitoring Centre, which assesses the tourist reception system and focuses on sustainability. "Periodic monitoring and estimation of the monthly tourist flows" are being executed (Comune di Firenze, 2018, p. 40). The indicators used for monitoring this project are the creation of the Site Management Plan, and the number of involved authorities (Comune di Firenze, 2018).

"FIRENZE GREENWAY"

The second project concerning the action of the management of the tourist system is named "Firenze Greenway", and promoted by only one body: "Fondazione Parchi Monumentali Bardini e Peyron, Municipality of Florence – Culture and Sport Department, Environment Department" (Comune di Firenze, 2016, p. 92). The project is developed to establish a touristic itinerary in the UNESCO WHS (Comune di Firenze, 2016). The project commences with the drafting of a Masterplan of the Greenway.[1] The project intends to maintain the itinerary, set up a signage system and generate information tools (Comune di Firenze, 2016). It aims to offer an "alternative to the traditional routes through the historic centre" and the high visitor pressure on the traditional museum route, for both locals and tourists to enjoy (Comune di Firenze, 2016, p. 92). The indicators used for monitoring this project are the creation of both the Greenway itinerary guide and the signage project (Comune di Firenze, 2016). The development of "Firenze Greenway" simply aims the decentralization of visitor flows and the enhancement of tourism areas which are less visited. This project was started in 2011 and is still ongoing (Comune di Firenze, 2018).

"STUDY ON THE LOAD CAPACITY OF THE HISTORIC CENTRE"

[1] "Greenway" is a tour proposed in the city of Florence.

The third project concerning the Site Management Plan's action of the management of the tourist system is called "Study on the load capacity of the historic centre", and promoted by "UNESCO Office of the Municipality of Florence, CIRT – Inter-university Centre for Tourism Research (Universities of Florence, Pisa, and Siena) DISEI – Economic and Business Science Department (University of Florence)" (Comune di Firenze, 2016, p. 93). Due to the massive tourism pressure, this study assesses the capacity of the Historic Centre and how many visitors the WHS can accommodate (Comune di Firenze, 2016). The research maps the flows of the Historic Centre and aims to initiate "pilot tests on alternative routes to reduce congestion and permit the redistribution of tourist flows" (Comune di Firenze, 2016, p. 93). This project 3 aims to assess the tourist flows "and the sensitivity of the pilot tests for relief of congestion, to forecast future scenarios of tourist development, to implement a strategy for visitor management through the use of detection techniques, to ensure that the tourist pressure does not hamper the access of residents to the city's cultural heritage, and to ensure the sustainability of the site, maintaining the balance between the assets on offer and the conservation" of the site (Comune di Firenze, 2016, p. 93). The project commenced in 2017 and is still ongoing (Comune di Firenze, 2018). The indicators used for monitoring this project are the "number of meetings with operators for the performance of the project pilot tests", the number of involved operators, as well as the number of installed sensors (Comune di Firenze, 2016).

"THE PATH OF THE PRINCE"

"The Path of the Prince", promoted by "Uffizi Gallery, UNESCO Office of the Municipality of Florence", aims the "enjoyment and enhancement of the secret route known as the Path of the Prince" (Comune di Firenze, 2016, p. 93). The itinerary combines three historically significant buildings (Comune di Firenze,

2016). The route was explored in 2010, but is presently accessible solely on special occasions (Comune di Firenze, 2016). Nevertheless, the historic-artistic route can be virtually explored (Comune di Firenze, 2016). This project also aims to confirm the ambition for collaboration between the tourism operators and the institutions (Comune di Firenze, 2016, p. 93). Project 4 started in 2016 and is still ongoing (Comune di Firenze, 2018). The indicators used for monitoring this project are the realization of the itinerary, the number of downloads of the virtual itinerary, as well as the number of days open per month (Comune di Firenze, 2016).

"FIRENZE CARD AND FIRENZE CARD PLUS"

Project 5, the last project for the management of the tourist system outlined in the 2016 Site Management Plan, is called "Firenze Card and Firenze Card Plus" and advocated by the sole body of the "Municipality of Florence – Culture and Sport Department, Economic Activities Department" (Comune di Firenze, 2016, p. 94). Firenze Card is the pass for Florence's museums. The project was developed to offer one museum system which allows the visit to 72 cultural venues, like museums and historic gardens (Comune di Firenze, 2016, p. 94). Sold for 72.00€, the card can be used for 72 hours (Comune di Firenze, 2016). The Firenze Card 'Plus' is a special pass, which includes transportation and products of local operators (Comune di Firenze, 2016). This project aims to encourage "a redistribution of tourist flows by directing visitors to less crowded museums" (Comune di Firenze, 2016, p. 94). The basic card project has been in use since 2011, and the special pass since 2015/2016 (Comune di Firenze, 2016). The first card has attained considerable success, and is planned to receive new setups like the possible raise in the time duration (Comune di Firenze, 2018, p. 53). The indicators for monitoring this project are the number of included museums, the number of visitors to the museums (Comune di Firenze, 2016). The Firenze Card

has led to more visits to the less popular cultural venues of Florence (Comune di Firenze, 2018). Project 5 commenced in 2011 and is still ongoing (Comune di Firenze, 2018).

"DESTINATION FLORENCE"

During the review of the 2016 SMP, the project "Destination Florence" was included to the action of the Management of the tourist system. The two responsible bodies for this project are the "Florence Convention & Visitors Bureau and the Municipality of Florence – Directorate of Economic Activities and Tourism" (Comune di Firenze, 2018, p. 54). This project focuses on leisure tourism, particularly "the governance of operators and tourist flows, the promotion of the destination Florence as a destination for quality tourism, and the sale of tourism services" (Comune di Firenze, 2018, p. 54). The project is done through online marketing and promotion on social media, and aims to be executed through various international business-to-business (b2b) promotional actions (Comune di Firenze, 2018). The platform exists since 2017 with a version only for tourist information (Comune di Firenze, 2018, p. 55). The "Destination Florence" project commenced in 2016 and is still ongoing (Comune di Firenze, 2018).

So far, there exist four SoC (state of conservation) reports for the World Heritage Site of Florence. The latest one was published in 1999, 17 years before the last site management plan got published. In that report, the World Heritage Committee stated that one of the factors affecting the property has been the possible impact of the construction of a high-tension power line (WHC UNESCO, 1999, p. 65). The Delegate of Italy replied that the Ministry for Cultural Properties and Activities, the Ministry of Industry and the electricity company were consulting in order to alleviate this issue (WHC UNESCO, 1999, p. 65). However, the Site

Management Plan 2016 does not include any mention about this issue.

5.1.5. Public and Private Stakeholder Participation in the Management Process

As the Site Management Plan clearly states, an integrated concept to the management of the WHS is fundamental (Comune di Firenze, 2016, p. 50). A strong continuing cooperation between local, national and international institutions is a crucial component for generating actions (MiBACT, 2005). The 2016 SMP has been generated through numerous phases (Comune di Firenze, 2016, p. 62). The first phase intended to analyze the values which led to the World Heritage List inscription (Comune di Firenze, 2016). The second phase was marked by significant processes of sharing and participation (Comune di Firenze, 2016). In 2013 and in 2014, three meetings were held: focus group with the main institutions and stakeholders implicated in the safeguarding and enhancement of the WHS (Comune di Firenze, 2016). The participatory process implicating the local community happened in 2015 by way of a Consultation Marathon on the topic of the Site Management Plan (Comune di Firenze, 2016). In the third phase, the proposals for intervention and design actions were identified (Comune di Firenze, 2016). The participation of a myriad of social, public and private stakeholders and the participation of the locals form a crucial cultural process (Comune di Firenze, 2016).

Public Stakeholders: The Authorities And Academic Institutions

The UNESCO Office (Special Office) of Florence's Municipality has stated the need of a joint management of the WHS (Comune di Firenze, 2016, p. 50). Therefore, it is crucial to determine private and public stakeholders who have a common perception of the protection and development of the Historic Centre (Comune di Firenze, 2016, p. 50). For this, 3 levels exist (Comune di Firenze,

2016, p. 50). “At local level, in addition to the Municipality of Florence: the Tuscan Regional Authority, the Metropolitan City of Florence, the peripheral offices of the MiBACT, the University of Florence and its Transdisciplinary UNESCO Chair for Human Development and the Culture of Peace, the UNESCO Centre of Florence, the foreign Institutes, the research institutes, the Associations, the Foundations, the *Fabbricerie*, the Trade Associations and the Chamber of Commerce, the Arno River Basin Authority, and the Civil Defence Department” (Comune di Firenze, 2016, p. 50). “At national level: the Ministry of Culture and Tourism (MiBACT), the Italian National Committee for UNESCO and the Association of Italian World Heritage sites” (Comune di Firenze, 2016, p. 50). “At international level: the UNESCO World Heritage Centre and the Offices, Associations and Foundations that deal with the management of the sites inscribed in the World Heritage List through the development of shared projects” (Comune di Firenze, 2016).

The UNESCO Office of the Municipality of Florence stimulates the participation of even more private and public stakeholders, by propagating the Site Management Plan’s central values (Ufficio Centro Storico di Firenze Patrimonio Mondiale UNESCO, 2006). Since 2006, the UNESCO Office has established and accomplished a myriad of projects regarding the Historic Centre through the collaboration with other institutions (Comune di Firenze, 2016). The process of propagating the SMP with the stakeholders took place in 4 meetings (Comune di Firenze, 2016, p. 67): the presentation when the SMP was first worked on in 2013, two focus groups with the institutions in 2013, the presentation of Action Plans, as well as a focus group with the institutions in 2014.

Collaboration with academic institutions is another way of public and private stakeholder collaboration for Florence’s SMP (Comune di Firenze, 2016).

Moreover, the Office has boosted its affiliations with academic institutions. Thus, the project Destination Florence has been done through the collaboration with an academic institution (Comune di Firenze, 2016).

Private Stakeholders: The Local Community

The management of Florence's World Heritage Site is not delimitated to the stakeholders working for the safeguarding and enhancement, but also aims at the collaboration of the local residents (Comune di Firenze, 2016, p. 52). This is done in order to instill a bigger awareness regarding the WHS (Comune di Firenze, 2016). The MiBACT (the Ministry of Culture and Tourism) intends to forge collaboration which implicates the local citizens of the Historic Centre of Florence and, encouraging them to participate in the protection and enhancement of the WHS and in implementing the Site Management Plan (Comune di Firenze, 2016, p. 67). Thereby, beside those consultations with the private and public stakeholders of the Historic Centre of Florence, the local community participatory procedure was executed through two consultations with the residents: The Ideas Forum in April 2014 and the Consultation Marathon in November 2015 (Comune di Firenze, 2016).

In April 2014, the Ideas Forum was held (Comune di Firenze, 2016, p. 73). This initiative was advocated by the UNESCO Office in collaboration with other private and public stakeholders (Comune di Firenze, 2016). The method used "planning for real" was done through assembling the proposals using suggestion cards, identifying and recording the citizens' opinions on various issues, determining the needs of the San Lorenzo district (Comune di Firenze, 2016). The Ideas Forum intended to inform about the SMP, to boost the participation of the residents in the safeguarding of the WHS, to assess any issues and ways to improve them, and to determine novel indicators for the monitoring of the site

conservation (Cantieri Animati, 2014).

The Consultation Marathon began in 2015, through seven discussion meetings (Comune di Firenze, 2016, p. 75). Seven round tables were summoned to talk over the WHS's criticalities, in order to compile proposals on how to clear them up and to assemble creative ideas from the citizens (Comune di Firenze, 2016). Special significance was placed on "the perceived obstacles, the solutions and the ideas" (Comune di Firenze, 2016, p. 75). The Consultation Marathon intended to make all stakeholders aware of the major themes of management, safeguarding and development of the WHS, to come up with joint resolutions to the perils affecting the OUV, to comprehends the needs of the locals and to assess achievable actions (Comune di Firenze, 2016, p. 75). One round table was held around the topic of instruments for a sustainable management of tourist pressures (Comune di Firenze, 2016). Another round table was held around the significance of private entities in tourist decentralization (Comune di Firenze, 2016).

The UNESCO Office is in charge of examining the ideas and actions proposed by the residents, in relation with the Site Management Plan's objectives, and encourages the City Council to materialize those suggestions (Comune di Firenze, 2016). At the meetings, it was also suggested to develop a digital platform for communicating on the results of the consultation (Comune di Firenze, 2016, p. 77). Moreover, the Consultation Marathon is planned to be done regularly, in order to monitor the application of the SMP with the participation of locals (Comune di Firenze, 2016, p. 77).

5.2. VENICE AND ITS LAGOON – THE SITE MANAGEMENT PLAN AND THE ISSUE OF TOURISM[3]

In 1987, the Site Venice and its Lagoon was added on the World Heritage List

(City of Venice, 2012, p. 22). There has only been one site management plan for the World Heritage Site of Venice and its Lagoon, which got published in 2012, for the period of 2012 to 2018.

5.2.1. Aims of the Site Management Plan

Overall, the principal aim of the SMP is to generate "more active and effective forms of coordination between the bodies responsible for the Site" (City of Venice, 2012, p. 90). This aim aligns with one of the main principles of sustainable tourism at World Heritage Sites: to encourage multiple stakeholder participation.

Out of the Site Management Plan's 12 objectives, 3 address the issue of tourism (City of Venice, 2012, p. 80). Objective 4 consists in rationalizing tourist pressures, by setting up alternative tourism forms, like sports tourism and farm tourism, Objective 7 intends to stimulate rural tourism, and Objective 8 consists in generating an extensive awareness of the site values, and engagement and participation of stakeholders, such as residents, visitors and commercial operators (City of Venice, 2012).

5.2.2. The Site Management Plan and the Issue of Tourism

Venice's first Site Management Plan has been accepted for the period of 2012-2018, and is known as the "Venice and its Lagoon UNESCO World Heritage Site: The Management plan 2012-2018" (City of Venice, 2012). For Venice, tourism constitutes a significant economic resource and development opportunity (City of Venice, 2012, p. 41). Nevertheless, the extent of tourism has substantial impacts on the WHS and even discomfort to the local citizens and could bring about detrimental environmental impact, "to the point of jeopardizing the Site heritage" (City of Venice, 2012, p. 41). Tourism pressure is included in the list of the most urgent management issues (City of Venice, 2012, p. 31), thus the SMP prioritizes a sustainable tourism approach (City of Venice, 2012, p. 31).

5.2.3. Action Plan Regarding the Tourism Issue and Evaluation of the SoC Report and Recommendations

The Site Management Plan is the result of numerous steps. The consultation step involved different tasks (City of Venice, 2012). First of all, the definition and analysis of themes and priorities led to the drafting of the SMP (City of Venice, 2012). This phase enabled the pressing matters of the WHS to be determined, to address solutions to them and proposals for more actions, with specific reference to the four themes materialized as the four Action Plans of the Site Management Plan (City of Venice, 2012, p. 90. The consultation step aimed to build a joint and sustainable vision (City of Venice, 2012, p. 90). The next phase was the definition of S.W.O.T. (Strengths, Weaknesses, Threats, Opportunities), which included the tourist system and cultural heritage as major themes to be taken into consideration (City of Venice, 2012, p. 90):

The definition of macro emergencies followed the consultation process, along with strategic objectives, 4 Action Plans as well as projects (City of Venice, 2012). Thus, the consultation phase led to extensive discussion of the most crucial matters for the WHS, called "Macro Emergencies" in the Site Management Plan (City of Venice, 2012, p. 90). Those are the major elements which have a negative impact on the safeguarding of the WHS (City of Venice, 2012, p. 90). Those Macro Emergencies are being dealt with through the development of actions and projects which aim at the protection of the WHS (City of Venice, 2012, p. 90). One so-called macro emergency outlined by the Site Management Plan is the pressure of tourism (City of Venice, 2012, p. 110). The SMP aims to alleviate the tourist pressure on the WHS by promoting alternative tourism forms (such as rural tourism and sports tourism), by monitoring tourist flows to museums, by offering alternative ways of mobility and better accessibility to the WHS (City of Venice, 2012, p. 110). Some initiatives to manage tourist flows are already implemented, like the website veniceconnected.it, on which visitors can book major public services at lower prices (City of Venice, 2012, p. 31).

Then, the assessment of the WHS's Macro Emergencies led to determining the Strategic Objectives for the WHS's safeguarding and development (City of Venice, 2012, p. 90). Based on the results of the numerous consultation processes, the S.W.O.T. examinations, the Macro Emergencies and the discussions within the Steering Committees and stakeholders in charge of the WHS management and safeguarding, the SMP identifies twelve Strategic Objectives to be accomplished by means of four Action Plans and the projects they encompass (City of Venice, 2012, p. 91).

The Site Management Plan's four Action Plans contain both system projects and hoc projects (City of Venice, 2012, p. 91). On the one hand, system projects are

projects regarding actions which affect the management of the entire site, engaging numerous bodies and entitled institutions (City of Venice, 2012, p. 91). On the other hand, ad hoc projects are submitted by singular institutions and authorities concerning particular heritage areas they are in charge of safeguarding and developing (City of Venice, 2012, p. 91). Therefore, system projects are prioritized (City of Venice, 2012, p. 91).

The Action Plans and their projects form a crucial component for carrying out the SMP. Three of the 4 Action Plans are about the safeguarding of the WHS (City of Venice, 2012, p. 116). Action Plan 2 is on the topic of the "sustainable use of the Site" (City of Venice, 2012, p. 115), with the following strategic objectives:

- "Rebuild the social and economic fabric of historic centres and increase the resident population;
- Rationalize the tourist flows by developing forms which are complementary to traditional tourism (with accents on minor cultural tourism in Venice, the lagoon, the countryside, agritourism, ecology, sports, etc.);
- Preserve and support the productive activities leading to increased employment and traditional productive activities and promote new activities compatible with the characteristics of the Site;
- Improve accessibility, mobility and the transport system in the Site, fostering slow mobility alternatives" (City of Venice, 2012, p. 115).

The Site Management Plan's Action Plan 2 includes 7 different system projects, and 13 Ad hoc projects. Two of those seven system projects specifically address the issue of tourism. One is known as "Diversified proposals of visits to encourage a more complex appreciation of the Site" (City of Venice, 2012, p. 120). This project calls for a different exploitation of the WHS in order to overcome the congestion of tourist flows (City of Venice, 2012). It does so by creating

alternative tourism forms, like angling tourism and bird-observing tourism (City of Venice, 2012). The responsible bodies for this project are the "Municipalities of the Site, the Veneto Region, the Provinces of Padua and Venice", as well as private bodies (City of Venice, 2012). The indicators used for monitoring this project are the number of stakeholders working for the development of the study, and the number of created routes (City of Venice, 2012).

The other system project linked to the issue of tourism is known as "Venice Lagoon Visitor Centre", and is led by the responsible body of the "Municipality of Venice - Establishment of the Lagoon Park" (City of Venice, 2012, p. 120). The aim of this project is to set up a visitor center dedicated to the WHS and situated on an island (City of Venice, 2012). It intends to grant information such as maps and services to visitors, with the wider aim to enlighten locals and visitors (City of Venice, 2012, p. 120). The indicators used for monitoring this project are the number of implicated locals, the number of tourists, as well as the degree of visitor satisfaction (City of Venice, 2012).

One of the ad hoc projects of the action "Sustainable use of the Site" regarding sustainable heritage tourism is named "Network for access to and enhancement of Everyday Venice" (City of Venice, 2012). It aims to create alternative, less-frequented itineraries for visitors, in order to discover traditional Venetian activities and local culture (City of Venice, 2012). The responsible bodies for this ad hoc project are the following: "Regional Department for the Cultural and Landscape Heritage of the Veneto Region, Municipality of Venice, Private bodies" (City of Venice, 2012).

The last phase for drafting the SMP consisted of the monitoring process (City of Venice, 2012). As the monitoring of the macro emergencies and the projects of the Action plans isa fundamental element of the Site Management Plan, 3 types of indicators have been used for monitoring in Venice's SMP: status, pressure and

result (City of Venice, 2012). The impacts of human actions have been examined (City of Venice, 2012, p. 129). Those indicators also aim to verify the efficiency of the actions in the Action Plans, and can lead to the implementation of any needed alterations or enhancements (City of Venice, 2012, p. 129).

So far, six SoC reports have been published on Venice and its Lagoon. The latest one has been created by the State Party in 2019. It addresses the topic of tourism in various ways. It states that the 'Project of Territorial Governance of Tourism', approved in 2017 by the City of Venice Municipal Executive Committee is being implemented with regards to sustainable tourism management (SOC Venice, 2019, p. 8). The project concerns urban planning and residency policies among other factors (SOC Venice, 2019, p. 8). Planning regulations to limit new tourist accommodation are also included in the SoC report, which mentions that the Municipality of Venice solicited the government to create a legal regime of short-lets (SOC Venice, 2019, p. 58). Moreover, the SoC report puts a high emphasis on tourism flow management, in order to make visitors explore the less-crowded places in Venice. In fact, it states that the tourist tax is merely required from overnight-visitors and not from day trippers (SOC Venice, 2019p. 62).

As a reaction to that SoC report, the World Heritage Committee stated various issues affecting the property, such as the impacts of tourism and the management plan (WHC UNESCO, 2019). The updated Management Plan including management of the buffer zone, ought to be published by the end of 2019 (WHC UNESCO, 2019). The World Heritage Centre and the Advisory Bodies concluded that the 'Project of Territorial Governance of Tourism in Venice' concerning reservation and tourism card systems is being implemented, with progress reported regarding visitor counts, revision of urban planning rules and other interventions to support residency, instigation of revision of tourist rental regulations, and a global awareness campaign on sustainable tourism (WHC

UNESCO, 2019). They concluded that the SMP is an essential tool for sustaining the site's OUV (WHC UNESCO, 2019). The Committee recommends the State Party to primarily focus on the issue of tourism pressure which may lead to threats, to improve the conservation in order to safeguard the site's OUV and to not be added on the List of World Heritage in Danger, and to submit an updated report on the site's state of conservation by 1 February 2020 (WHC UNESCO, 2019). However, neither an updated Management Plan nor an updated SoC report has been published yet.

5.2.4. The Management System and Stakeholder Participation

The management of Venice's WHS necessitates joint action and collaboration (City of Venice, 2012, p. XIII). Indeed, the Site Management Plan 2012-2018 for the "Venice and its Lagoon" Site is the product of a long-term and convoluted system of consultation and planning between the institutions and the residents (City of Venice, 2012, p. 90). The Site Management Plan for Venice's WHS is endorsed by the 21 responsible bodies for the site's conservation and management, which include numerous Regions, Municipalities, Regional Departments as well as Superintendencies (City of Venice, 2012, p. 31). The generating of the SMP is built on a participatory concept engaging the responsible stakeholders and the local groups (City of Venice, 2012, p. 31). They form the Steering Committee which convenes frequently, with the Municipality of Venice as the coordinating stakeholder (City of Venice, 2012, p. 31).

The SMP 2012-2018 outlines how the responsible bodies and numerous actors are implicated in the site management (City of Venice, 2012, p. 134). The structure of the site management consists of 2 main bodies (City of Venice, 2012, p. 134). Firstly, the Steering Committee, which is responsible of guiding, programming and supervising activities linked to site management (City of Venice, 2012, p.

134). Secondly, the Office of the WHS, inaugurated at the Department of Territorial Development of the Municipality of Venice, is intended to coordinate the activities linked to the site management (City of Venice, 2012). The Office of the WHS "coordinates the activities of the bodies responsible for the Site's heritage assets, disseminates and promotes sustainable development, enhancement of the environment and of the cultural, landscape, artistic and monumental heritage" (City of Venice, 2012, p. 135). It regularly checks "the consistency between the planning and programming instruments of the various bodies involved with respect to the obligations undertaken in the area of conservation and sustainable management of the Site" (City of Venice, 2012, p. 135). It also monitors, updates and implements the SMP in order to maintain, enhance and sustainably manage the WHS (City of Venice, 2012). It periodically coordinates the institutional bodies in charge and the private and public stakeholders (City of Venice, 2012). It is also in charge of the management of future government funding for the planning and application of the actions in the Action Plans (City of Venice, 2012).

Actors and stakeholders have been mapped in order to determine the major stakeholders implicated in managing and implementing the SMP 2012-2018 (City of Venice, 2012). They can be divided in three groups, including in total 22 bodies and institutions (City of Venice, 2012, p. 66). Firstly, there are public institutions and local authorities, like the Municipalities and Provinces, and "peripheral institutions" such as the Superintendencies. Secondly, there are "organized groups" such as pressure groups and territorial associations. Lastly, "unorganized groups" include the residents (City of Venice, 2012, p. 66).

In order to assure that the WHS's values will be "preserved for the current and future generations", a unification of all relations between institutions, the Steering Committee and community participation in decision-making mechanisms has to

take place (City of Venice, 2012, p. 90). Since the SMP's objective is to generate more effective forms of coordination between all responsible bodies, it includes numerous projects aimed at the active participation of all stakeholders (City of Venice, 2012, pp. 31 & 99).

5.3. THE CITY OF BATH – THE SITE MANAGEMENT PLAN AND THE ISSUE OF TOURISM[4]

In 1987, the Bath World Heritage Site was added to the UNESCO World Heritage List (Bath North & East Somerset Council, 2016). The Site Management Plan 2016-2022 of Bath is the third SMP in the history of the city. The first Bath World Heritage Site Management Plan was produced for the period of 2003 to 2009 (Bath North & East Somerset Council, 2016, p. 7). The "City of Bath World Heritage Site Management Plan 2003-2009" already states that Bath is an international tourist destination, welcoming around 3.7 million visitors yearly, and around 2.75 million day-trippers (Bath North & East Somerset Council, 2003, pp. 1 & 23). Moreover, it states that tourism is one of the main industries of the city's economy, employing thousands of people (Bath North & East Somerset Council, 2003, pp. 14 & 23). That economic wealth also aids in supporting heritage conservation (Bath North & East Somerset Council, 2003, p. 23). Furthermore, Bath's first SMP includes a section on visitor management, which intends to balance the need to maintain the WHS and the needs of the city's inhabitants and businesses (Bath North & East Somerset Council, 2003, p. 68). As stated by Aylin Orbasli (2010, p. 23) in her paper about the economic development appraisal of the City of Bath World Heritage Site, numerous authorities in the city are "working to increase local awareness of World Heritage and seeking ways in which to realise tangible social and economic benefits that reach all parts of the local community". Bath's second Site Management Plan, for the period of 2010 to 2016, mentions the

significance of tourism in the same way than the city's previous SMP**.** Aylin Orbasli (2010, p. 9) also states that tourism is the largest economic sector and that cultural heritage is the most-visited tourist attraction. This second SMP already mentions the issue of coach parking, which is also discussed in Bath's latest plan (Bath North & East Somerset Council, 2010, p.59). The third and latest SMP for Bath has been published in 2016.

5.3.1. Aims of the Site Management Plan

The aims of Bath's Site Management Plan 2016 are to:

- "Promote sustainable management of the Site;
- Ensure that the Outstanding Universal Value of the Site and its setting is understood, protected and sustained;
- Maintain and promote Bath as a living and working city which benefits from World Heritage Site status;
- Improve physical access and interpretation, encouraging all people to enjoy and understand the Site;
- Improve public awareness of, and interest and involvement in, Bath's heritage, achieving a common local, national and international ownership of the Site's management" (Bath North & East Somerset Council, 2016, p. 9).

5.3.2. The Site Management Plan and the Issue of Tourism

The SMP of the City of Bath 2016-2022 assesses the issue of tourism in many ways. In the chapter of SMP focusing on "issues, challenges & opportunities", one issue is that of visitor management. It notes that tourism is a leading industry for the City of Bath (Bath North & East Somerset Council, 2016). In 2013, 5.8m

tourists have been to the Bath and North East Somerset district, with the City of Bath attracting most visitors (Bath North & East Somerset Council, 2016). The SMP states that there is a connection between income generated by tourism and financial means to conserve the WHS (Bath North & East Somerset Council, 2016). Bath's tourism is managed by Bath Tourism Plus, an independent company and one of the partners of Bath's Destination Management Plan prepared by Bath Tourism Plus, B&NES Council and SouthWest Tourism. Bath Tourism Plus, which is known under the name of Visit Bath anymore, is the Destination Management Organization (DMO) for the city of Bath. B&NES Council is the Council of Bath and North East Somerset, and SouthWest Tourism is a tourism information association. Bath's SMP also gathered information about tourism from Bath Tourism Plus, and through the stakeholder consultation event in April 2015, which was attended by many stakeholders from the tourism industry (Bath North & East Somerset Council, 2016).

The SMP further states that Bath is a sustainable tourism centre (Bath North & East Somerset Council, 2016). The majority of the listed buildings are still fully used (Bath North & East Somerset Council, 2016). Numerous city hotels and guest houses are in those buildings, thus tourist overnight stays financially provide for the conservation of those buildings and the entire WHS (Bath North & East Somerset Council, 2016). For instance, the building of Bath Abbey collected visitor donations in 2013, for the church's conservation (Bath North & East Somerset Council, 2016). Called "one-off" gifts, the official website of Bath Abbey encourages visitors to make a one-off donation in order to support the upkeep of the church (Bath Abbey, n.d.). The website even encourages UK taxpayers to do a Gift Aid envelope, which allows the church to get tax back from the government, and heightens the donation value (Bath Abbey, n.d.).

In order to identify Bath's SMP's objectives and respective actions, the issues that

the WHS is facing had to be assessed (Bath North & East Somerset Council, 2016, p. 30). Firstly, items were identified from the previous Site Management Plan published in 2010 (Bath North & East Somerset Council, 2016). Secondly, issues were determined through risk assessment during the period of the previous plan (Bath North & East Somerset Council, 2016). Thirdly, a big stakeholder consultation event in 2015 led to even more proposed issues (Bath North & East Somerset Council, 2016). Finally, issues have arisen through full public consultation (Bath North & East Somerset Council, 2016). Valid issues are then linked to objectives, and objectives are picked up under a specific action (Bath North & East Somerset Council, 2016).

The SMP's theme of visitor management includes one objective, objective 15: "*Ensure that visitor management is sustainable in that it benefits the Site and does not harm OUV"* (Bath North & East Somerset Council, 2016, p. 37).

Tourism in Bath is mainly managed by Bath Tourism Plus (BTP), a destination management organization which is in charge of marketing, operation of the Visitor Information Centre and the website visitbath.co.uk. The organization is also a member of the WH Steering Group. The Council and other Steering Group members have a role in tourism as well. Even though a Destination Marketing Strategy is in place, it is deemed necessary to develop a Sustainable Tourism Strategy for Bath, in order to diminish any issues and increase benefits (Bath North & East Somerset Council, 2016, p. 37).

As stated in the SMP (Bath North & East Somerset Council, 2016, p. 17), tourism is managed by the independent company and destination management organization for Bath known as Bath Tourism Plus (BTP) at the publishing time of the SMP. Nowadays, this DMO is known under name Visit Bath.

5.3.3. The Tourism Plan

The WHS of Bath does not hve a Tourism Plan (TP), but a Destination Management Plan (DMP) published in 2007 (The Tourism Company, 2007), as a cooperation between the three following entities: B&NES Council, SouthWest Tourism, Bath Tourism Plus (BTP).

It aims "to ensure that the world heritage area of Bath continues to flourish a successful leading visitor destination in the years to come and continues to derive benefit from tourism" (The Tourism Company, 2007, p. 3).

For completing this DMP, the three entities closely worked together (The Tourism Company, 2007). They consulted numerous organizations and persons in Bath, organized two workshops to examine issues, did a survey of tourism businesses and performed novel market research (The Tourism Company, 2007). Evaluating relevant statistics, research reports and strategy documents was also done (The Tourism Company, 2007). This DMP is the final report, which delineates major recommendation and conclusions (The Tourism Company, 2007).

The Destination Management Plan contains numerous action points, including one named "Making history live" (The Tourism Company, 2007, p. 60). This action point amongst other ambitions intends to "highlight the synergies with WHS Management Plan", which is led by Bath Tourism Plus (The Tourism Company, 2007, p. 63).

Moreover, concerning Action 42 of Bath's SMP, concerning the issue with coach parking within the WHS, the DMP aims to "[d]evelop a proactive coach management strategy" as part of its Action Point "Infrastructure and Environment" (The Tourism Company, 2007, p. 69). The same action point also intends to "[p]roduce more information for visitors on public transport" (The Tourism Company, 2007, p. 79). Both these actions are led by B&NES. This

Destination Management Plan complements the Objective 15 of the SMP.

5.3.4. Action Plan Regarding the Tourism Issue and Evaluation of The SoC Report and Recommendations

In this SMP, there is one objective concerning the topic of visitor management (objective 15), which is linked to 3 different actions, which serve as a clearly-defined evaluation step for the tourism-related decisions in Bath's SMP:

Action 40: *Continue to explore options for a 'visitor contribution' & use proceeds to safeguard & interpret the fabric & economy of the WHS* (Bath North & East Somerset Council, 2016, p. 37). In order to actualize Action 40, Bath's Council delved into the concept of visitor tax in 2014. That concept is commonly seen in European cities such as Venice where a Daytripper Tax has been implemented in 2019 (Bath North & East Somerset Council, 2016, p. 37; Gennaro, 2019). Although it was not proceeded with due to restrictions under UK tax regulations, such a tax or voluntary contribution prevails an aspiration (Bath North & East Somerset Council, 2016, p. 37).

Action 41: *Encourage & support the production & adoption of a Sustainable Tourism Strategy for the WHS* (Bath North & East Somerset Council, 2016, p. 37).

Firstly, according to the SMP, the welcome and facilities offered by Bath are good. The interpretation depends on a myriad of volunteers who enhance the tourist experience (Bath North & East Somerset Council, 2016). This offers an opportunity to make sure these 'ambassadors' have detailed and coherent knowledge that they can disseminate to tourists (Bath North & East Somerset Council, 2016).

Action 42: *Engage with proposals to address coach parking within the WHS, and seek to ensure that sustainable solutions are delivered which maximise the benefit and minimise any harm to the WHS* (Bath North & East Somerset Council, 2016, p. 37).

Bath is a well-known destination for tourists travelling by coach (Bath North & East Somerset Council, 2016). Coach traffic can be an issue, notably in the matter of parking (Bath North & East Somerset Council, 2016). Since 2016, novel options are being tested to focus on this matter, including drop-off and pick-up points (Bath North & East Somerset Council, 2016).

So far, three SoC reports have been published on the City of Bath. The latest SoC report, published in 2009, includes two issues: housing and visitation facilities (WHC UNESCO, 2009). An extensive re-development of a residence area in the center of the World Heritage Site has been proposed, which has led to opposition because of the adverse effect it could have on the site. Moreover, the Bath & North-East Somerset (B&NES) Council also intended to build an extensive project for a new school (the Dyson Academy) which would destroy a listed building. That latter project was finally officially withdrawn, whereas a first phase for the first project got approved (WHC UNESCO, 2009).

As a reaction to that SoC report, the World Heritage Committee wanted the State Party to present to the World Heritage Centre and ICOMOS, an updated plan for the second and third phases of the first project, in order to not negatively affect the site's OUV (WHC UNESCO, 2009). Concerning the first project, Bath Site Management Plan 2016-2022 states that the two further phases are planned (SMP, 2017). The apartments of Bath Western Riverside have been built in 2015 (SMP, 24). The SMP also contains an entire action concerning the riverside development, including 2 objectives and 4 actions.

5.3.5. The Management Structure

The Steering Group encompasses representatives of local and national organizations which are responsible for the WHS and its management, and others from many sectors (Bath North & East Somerset Council, 2016, p. 68).

It includes the following bodies:

- Bath & North East Somerset Council
- Department for Culture, Media and Sport (receive papers but do not attend)
- Historic England
- ICOMOS UK
- The National Trust
- Bath Federation of Residents' Associations
- Bath Chamber of Commerce
- Bath Preservation Trust
- Bath Business District
- Bath Primary Schools
- University of Bath
- Bath Spa University
- Bath Tourism Plus
- Bath Charter Trustees
- Avon Local Councils Association
- CURO Housing Association (Bath North & East Somerset Council, 2016, p. 68).

The Steering Group is the main body to guide implementation of the SMP (Bath North & East Somerset Council, 2016, p. 68). This steering committee also includes Bath Tourism Plus, an entity from the tourism industry who also prepared the Destination Management Plan for Bath in 2007. The plan states that the Group

will supervise any progress made on the implementation of the plan (Bath North & East Somerset Council, 2016, p. 68).

In 2014, Steering Group focused on determining the actions to be done in the following 6 years of the plan period (Bath North & East Somerset Council, 2016, p. 5). The 2015 Stakeholder Workshop also helped to identify the main priorities for the WHS, which included managing development, transportation and interpretation (Bath North & East Somerset Council, 2016, p. 5). This is the third Site Management Plan for the site of Bath. "The issues and objectives of the previous (2010) plan have been reviewed to respond to current risks and opportunities" (Bath North & East Somerset Council, 2016, p. 9). The Council, as the main administrator of the WH, "has taken the lead role in preparing the Plan through its World Heritage Site Manager" (Bath North & East Somerset Council, 2016, p. 9). This work has also been supervised by the WHS Steering Group (Bath North & East Somerset Council, 2016, p. 9).

Furthermore, monitoring for Bath's WHS falls into two categories (Bath North & East Somerset Council, 2016). Firstly, there is monitoring of the site's condition and secondly monitoring of the implementation of the Plan actions (Bath North & East Somerset Council, 2016). UNESCO monitors the condition of all sites through Periodic Reporting, which has been done in 2005 and 2013 (Bath North & East Somerset Council, 2016). Monitoring indicators include tourism statistics (collected by Bath Tourism Plus), listed buildings at risk (collected by Historic England and the Council's Planning and Conservation Team), shop vacancy and traffic counts (Council Highways) (Bath North & East Somerset Council, 2016).

Nevertheless, none of the core priorities identified during the 2015 Stakeholder Workshop directly address the issue of tourism management at the WHS (Bath North & East Somerset Council, 2016). Moreover, the SMP does not include

information on the decisions regarding tourism management, and on their implementation (Bath North & East Somerset Council, 2016).

5.3.6. Ensuring Stakeholder Participation

The City of Bath aims to be a centre of excellence for urban heritage management and conservation, founded on efficient partnerships of local, national and international communities and organizations (Bath North & East Somerset Council, 2016). The City of Bath's SMP is a partnership document, as "it represents the consensus view of the members of the City of Bath World Heritage Site Steering Group" (Bath North & East Somerset Council, 2016, p. 9). "The successful implementation of the Plan and achievement of its objectives" broadly relies on participation and partnership (Bath North & East Somerset Council, 2016, p. 9). This SMP was composed from material assembled at the Stakeholder Workshop in 2015 and was done through full public consultation in 2016 (Bath North & East Somerset Council, 2016, p. 9). Resulting from both exercises were 231 answers and changes were made accordingly (Bath North & East Somerset Council, 2016, p. 9).

5.4. THE OLD AND NEW TOWNS OF EDINBURGH – THE SITE MANAGEMENT PLAN AND THE ISSUE OF TOURISM

The Old and New Towns of Edinburgh have been added on the UNESCO World Heritage List in 1995 (CEC, 2017). The first Site Management Plan for the site called the "Old and New Towns of Edinburgh", implemented for the period of 2005-2010 and published in 2005, focused on setting up a joint comprehension of the Outstanding Universal Value and the collaboration between different stakeholders (CEC, 2017, p. 73). The second plan mentions tourism as a crucial economy sector of the city (CEC, 2005, p. 2). The second SMP for the Old and New Towns of Edinburgh World Heritage Site was launched for the period of 2011-2016. It mentions that Edinburgh is at the core of the Scottish tourism industry and the second largest tourist destination in the UK (CEC, 2011, pp. ix & 10). The latest SMP for Edinburgh has been published for the period of 2017-2022.

5.4.1. Aims of the Site Management Plan

The main aims of Edinburgh's Site Management Plan 2017-2022 are to:

"1. Promote a sustainable approach that integrates conservation with the needs of all communities and visitors to the site

2. Build and maintain strong partnerships between local, regional and national organisations to help deliver the actions of the Plan

3. Interpret and present the history and significance of the Old and New Towns of Edinburgh to the highest quality and promote equality of opportunity to access and enjoyment

4. Ensure that the Outstanding Universal Value of the Site and its setting is understood, protected and sustained" (CEC, 2017, p. 9).

These four aims align with two main principles of sustainable tourism at World Heritage Sites: to stimulate a multiple stakeholder participation approach and to maintain the sustainability of the OUV.

5.4.2. The Site Management Plan and the Issue of Tourism

The Old and New Towns of Edinburgh World Heritage Site Management Plan 2017-2022 states that besides being a crucial and popular city for business, retail, education and government, Edinburgh is a major tourism destination (CEC, 2017). Finding a balance between different the needs of the city and the need to protect the heritage is fundamental, as the link between OUV and economic development needs to be maintained (CEC, 2017, p. 19). Tourism is an element of the city's economic development (CEC, 2017). In fact, one of the subchapters of the Site Management Plan 2017-2022 focuses on the issue of visitor management, thus a tourism-related topic (CEC, 2017). In detail, visitor management forms one element of the SMP's action plan. In total, the plan contains 6 key challenges or objectives, each comprising numerous "actions" or themes (CEC, 2017). Those 6 themes of the management plan directly relating to the WHS are the following: care & maintenance, control & guidance, contribution of new developments to city centre, awareness of the WHS status, visitor management, influence & sense of control (CEC, 2017, p. 23).

Under the SMP's theme of visitor management, one of the objectives is to encourage sustainable tourism, "to advocate for sustainable tourism within the World Heritage Site and the city" (CEC, 2017, p. 41). When questioned about visitor management and tourism's impact, many participants in the consultation process have claimed that a sustainable balance between local inhabitant and tourist needs is necessary (CEC, 2017, p. 41). Particularly 3 goals are stated in the SMP:

- How to deal with the concentration and volume of visitors on the Royal Mile
- Need for more informative street signage
- Better balance between tourist shops and shops for those who live and work in the area (CEC, 2017, p. 41).

5.4.3. The Tourism Plan

Besides Edinburgh's SMP with its theme on "Encouraging Sustainable Tourism" and visitor management, the WHS also benefits from a separate plan addressing tourism specifically. Edinburgh's Tourism Plan is not an integral part of the SMP, but can serve as an additional informational plan for tourism planning in the city. This Tourism Plan for the Old and New Towns of Edinburgh is named "Edinburgh 2020: The Edinburgh Tourism Strategy" and was published in 2012 (ETAG, 2012). It addresses the issue of tourism generally, without specifically focusing on the city's cultural heritage tourism. The Tourism Strategy aims to "increase the value of tourism to the city and to its tourism industry: creating a thriving, profitable tourism industry and delivering high levels of economic, cultural and social benefit to Edinburgh and Scotland as a whole" (ETAG, 2012, p. 1), and to "enhance the city's image and reputation: developing tourism in ways which will greatly strengthen perceptions nationally and internationally of Edinburgh as an outstanding city - truly a world class city - in which to live, work, study and invest, as well as to visit" (ETAG, 2012, p. 1).

The process used for preparing this Tourism Strategy was done through stakeholder engagement. Public institutions and organizations which were involved in the development of Edinburgh's Tourism Strategy include the following for example: Edinburgh World Heritage (EWH), Royal Botanic Garden Edinburgh, Creative Scotland as well as The City of Edinburgh Council (ETAG, 2012). Examples for stakeholders from the private sector include The Rezidor Hotel Group, The Royal Yacht Britannia, Scottish Tourism Forum as well as The Scottish Tour Guides Association (ETAG, 2012).

5.4.4. Action Plan Regarding the Tourism Issue and Evaluation of the SoC Report and Recommendations

The 4 actions for "Encouraging Sustainable Tourism" (CEC, 2017, p. 41) and visitor management are the following:

Action 31 of the SMP concerns the topics of interpretation and engagement, and consists of explaining the value of WH to the tourism industry and the business community (CEC, 2017). The monitoring process for this action is to involve those actors in the respective meetings and follow- up actions (CEC, 2017).

Actions 32 and 33 concern the topic of operational management. Action 32 consists of encouraging the cleanness of the city's streets by way of actions configurated in the Waste and Cleaning Improvement Plan (CEC, 2017). The monitoring for this action is to research the survey called "Edinburgh People Survey" to identify if that plan has been successfully put into place (CEC, 2017, p. 42).

Action 33 consists of examining what guidance is needed to "support a balanced mix of uses and a diverse social mix in the city centre" (CEC, 2017, p. 42). One example is to fend off the over- provision of short-stay commercial tourist accommodation (CEC, 2017). The monitoring of this action is done by measuring and outlining places used for short-stay commercial tourist accommodations, and providing guidance to manage this situation (CEC, 2017).

Action 34 concerns the topic of research and best practice. It consists in comprehending what sustainable tourism means and promoting best practice (CEC, 2017). Monitoring this action is done through thinking about conservation systems in other WHSs, by engaging with the WH community, as well by engaging with the academic stakeholders to grasp its point of view (CEC, 2017). As mentioned in the chapter on "Encouraging Sustainable Tourism" of the SMP,

each of the actions concerning the sustainability and visitor management have a corresponding monitoring process (CEC, 2017). For instance, in order to explain the value of World Heritage to the tourism industry and the business community, respective meetings and follow-up actions are being organized (CEC, 2017). Lastly, in order to comprehend what sustainable tourism is and promote best practice, reflection is done on conservation practices in other WHSs, engagement with the WH community is done, and engagement with universities is executed to figure out the academic view (CEC, 2017).

So far, five SoC reports have been published on the Old and New Towns of Edinburgh. The latest SoC report, published in 2011, includes the topics of OUV protection, buffer zone establishment and stakeholder participation. In that SoC report, the State Party states that the creation of a buffer zone is encompassed in the review of the SMP, but Edinburgh World Heritage (EWH) decided that a buffer zone is not a necessity for the protection of the site's OUV because efficient protection measures like the "Guidance on the Protection of Key Views" are already in place (SOC Edinburgh, 2011). The State Party also mentions that the SMP, which is under revision, encompasses initiatives to expand the comprehension of the OUV (SOC Edinburgh, 2011). Moreover, the report states that consultations on the SMP have been done with two stakeholder workshops (SOC Edinburgh, 2011).

As a reaction to that SoC report, the World Heritage Centre and the Advisory Bodies embrace the implementation of measures concerning site conservation (WHC UNESCO, 2011). However, they want the State Party to think about creating a buffer zone in order to further safeguard the site. Moreover, the World Heritage Committee appreciates the State Party's aim in raising awareness about the OUV during the revision of the SMP and animates the State Party to deepen that aspect together with stakeholders (WHC UNESCO, 2011). Finally, the World Heritage Centre and the Advisory Bodies embrace that a participatory approach

has been done for revising the SMP (WHC UNESCO, 2011).

5.4.5. The Management Structure

This section aims to understand how the SMP is implemented and managed, and how the tourism sector stakeholders are involved in the planning and monitoring processes.

The day-to-day management of Edinburgh's World Heritage Site and the monitoring of the Site Management Plan's actions are supervised by a Steering Group that consists of members from Historic Environment Scotland (HS), City of Edinburgh Council (CEC) and Edinburgh World Heritage (EWH) (CEC, 2017, p. 69). The latter three entities are the management partners for Edinburgh's WHS. They all "have taken the lead role in preparing the Plan" (CEC, 2017, p. 7). The CEC is the Planning Authority, and generates the planning framework which governs the WHS (EWHS, 2017, p. 2). The HS is "the lead public body established to investigate, care for and promote Scotland's historic environment" (EWHS, 2017, p. 2). The EWH is an independent charity. It "coordinates action, through the Management Plan, to protect and enhance" the OUV of the WHS. Those three organizations, also known as "The Management Partners", are involved in the long-term management of Edinburgh's WHS (EWHS, 2017, p. 2).

There exist 3 levels regarding the governance for Edinburgh's WHS: Local, national and international (CEC, 2017, p. 69). On the local level, the so-called Oversight Group was established to guarantee a substantial governance of the Site Management Plan (CEC, 2017, p. 69). That group consists of the "convener and vice convener of the planning committee, representatives of the community councils within the Site, ICOMOS UK, the Chamber of Commerce and the management partners" (CEC, 2017, p. 69). It "considers the outputs of the

Steering Group and checks if the reports and outputs provided have met the project objectives" (CEC, 2017, p. 69). At the national level, it is the DCMS (Department for Culture, Media & Sport) that is responsible for managing WHSs (CEC, 2017). In fact, the DCMS acts as the State Party[2] to UNESCO, and is also in charge of nominating sites in the UK for the UNESCO inscription (CEC, 2017). Lastly, at the international level, it is on the one hand the UNESCO that is in charge of protecting cultural heritage worldwide (CEC, 2017). On the other hand, ICOMOS are UNESCO's advisors on cultural WHSs (CEC, 2017).

There are 6 consecutive biennial monitoring reports for the WHS of Edinburgh, which has led to evaluate the site's condition over time (CEC, 2017, p. 52). Beside those reports, the progress of this SMP's 39 actions is also reported to the Steering Group (CEC, 2017, p. 52).

5.4.6. Ensuring Stakeholder Participation

The local community, the institutions and the businesses are in charge of the management of Edinburgh's WHS (CEC, 2017, p. 70). Edinburgh's SMP gathered the information regarding tourism and visitors through a process of public consultation.

Various stakeholders participated in elements of the management of Edinburgh's WHS (CEC, 2017, p. 70). Local inhabitants, politicians and community councils did public comments on the planning applications (CEC, 2017, p. 70). Local inhabitants, politicians and the three management partners (CEC, HES, EWH)

[2] Regarding the management of the WHS, "State Parties for World Heritage Sites are bound by the Operational Guidelines to monitor the State of Conservation of a Site. State Parties are expected to inform UNESCO of their intention to authorise or undertake any major restorations or constructions which may affect the OUV of the World Heritage Site" (Edinburgh, 2017, p.19).

assessed the impact of development on the OUV. Lastly, local inhabitants, the three management partners and UNESCO were responsible of monitoring the condition of the WHS. The Site Management Plan 2017-2022 puts a high emphasis on the topic of stakeholder consultation and participation. By doing a process of public consultation, the SMP not only involved the key organizations for the management of the WHS, but also the site's users, such as the local inhabitants, tourists and broader stakeholders (CEC, 2017, p. 23).

Prior to formulating this SMP, a comprehensive programme of public engagement was realized (CEC, 2017, p. 23). Consultation was done in order to determine the main challenges (CEC, 2017, p. 23). This was in the form of online public consultation in 2016 and 2017, and through social media and public events (CEC, 2017, p. 23). The feedback from the consultation was analyzed in workshops with the World Heritage Site Oversight Group. The public consultation was done through the Place Standard methodology[7] (CEC, 2017, p. 23). The Place Standard methodology brings together many different recommendations. With this methodology, out of 14 themes, 9 themes with the according questions were formulated to better reflect World Heritage issues, and the results have been put in the form of the SMP's actions (CEC, 2017, p. 23).

The 9 selected themes of the Place Standard were the following:

- "Moving around
- Natural space
- Facilities and amenities
- Work and local economy
- Housing and community
- Identity and belonging
- Feeling safe
- Care and maintenance

• Influence and sense of control" (CEC, 2017, p. 88).

The focus here lies on building efficient partnerships, as "the Management Plan's success will be dependent upon careful co-ordination of partner organisations to ensure that collective effort is possible and resources are used to best effect" (CEC, 2017, p. 45). The management partners ought to communicate the significance of the WHS to all sectors, including the tourism industry (CEC, 2017, p. 45).

Three actions aim at building efficient partnerships. Action 35 consists of actively engaging stakeholders to help with the site management (CEC, 2017). This is monitored through implicating the stakeholders in the execution of the actions (CEC, 2017). Action 36 consists of developing a program to implicate businesses in site management (CEC, 2017). This is done through engaging on WH issues with the tourism, digital, finance industries (CEC, 2017). Action 37 consists of involving proper delivering partners to supervise the advancement in site management (CEC, 2017). This is done by the WHS Steering Group and Oversight Group in order to assure the delivery of the SMP (CEC, 2017).

Part of the same theme of "influence and sense of control" is the objective of "advocacy and communication" (CEC, 2017, p. 46). The SMP states that it can only be successful if it includes the opinions of various people. This objective includes two actions (CEC, 2017, p. 47). Action 38 consists of auditing the available information which supports the implementation of the management site's management in order to inform a research agenda (CEC, 2017). The monitoring of this action was firstly done by examining and storing research data, for instance assembling pertinent data from the "Edinburgh People Survey" (CEC, 2017). Monitoring was also executed by cooperating with research partners on specific topics, like tourist tax (CEC, 2017). Action 39 consists of consulting extensively and providing precision on how decisions were achieved. Monitoring

for Action 39 is executed by generating "a news bulletin to report back on the actions taken to address the issues that emerged at consultation-stage" (CEC, 2017, p. 46).

In order to ensure stakeholder participation, public consultations in 2016, discussions at the oversight group workshops, as well as feedback from awareness raising events in 2015 and 2016 have been executed (CEC, 2017). Visitor management was one of the themes addressed at the public consultation (CEC, 2017). During the public consultation, the public's opinion was asked (CEC, 2017). Then, by way of a tailored Place Standard, numerous workshops and focus groups were organized to generate concrete actions to deal with the issues which were collected from the consultation (CEC, 2017). Both the workshops and the results of the consultation were rewritten into actions to deliver (CEC, 2017).
Some of those issues were put forward from the 2005–2010 and 2011–2016 Site Management Plans of Edinburgh (CEC, 2017). Other issues have emerged through risk assessment during the execution period of the 2011-2016 SMP, through the online consultation in 2016, and through full public consultation (CEC, 2017). For the latter, a consultation exercise was executed to allow the public to share their opinion on how the WHS ought to be run. It gathered feedback from almost 600 respondents in the summer of 2016 (CEC, 2017). Visitor management was one of the themes which received most negative comments from those consultation processes (CEC, 2017). The balance between resident and tourist needs is perceived as an issue (CEC, 2017). The Royal Mile attracts most visitors, but is not perceived to bring enough benefits to the local community (CEC, 2017). Nevertheless, Edinburgh's SMP does not provide any information on what they decided to do regarding the issue of tourism management.

5.5. COMPARISON OF THE FOUR CASE STUDIES IN REGARDS TO SUSTAINABLE CULTURAL HERITAGE TOURISM

This section aims to compare the four case studies analyzed in this study, so as to assess their commonalities and disparities in how they manage tourism at their World Heritage Sites.

For this comparison, the following 4 issues concerning sustainable heritage tourism at the four WHSs are analyzed:

- Is the TP part of the SMP or are they separate? Is tourism dealt with entirely by the Site Management Authority, or is there a separate tourism planning and management authority in place?
- How is the stakeholder participation conceptualized and how is it put into action?
- What are the main aims of the SMP regarding sustainable tourism, and how do these aims reflect the stakeholder objectives?
- What are the actions to achieve these aims?

5.5.1. The Tourism Plan and the Site Management Plan

This section aims to set out if the tourism plans and site management plans of each of the four analyzed WHSs are a part of each other or separate plans. Florence's WHS does not have any type of separate tourism plan. However, Florence's SMP published in 2016, extensively addresses the topic of tourism. Thus, Florence's SMP encompasses numerous actions which aim at tackling the criticality of mass tourism. Most actions concern the topic of flow management. The WHS of Venice also does not have any type of tourism plan separate from the city's SMP. Although, similar to Florence's SMP, Venice's SMP includes the comprehensive sustainable tourism-related Action Plan 2, which encompasses 7 different system projects, and 13 Ad hoc projects, mostly addressing the topic of tourism flow management, how

to create alternative, less-frequented itineraries. The first and recent DMPs for the city of Bath, one from 2007 and one for the period of 2017-2022, known as "B&NES Destination Management Plan" and "Destination Management Plan for Bath and North East Somerset 2017-2022" are also not a part of the "The City of Bath World Heritage Site Management Plan 2016-2022". As the SMP states, its action 41 regarding visitor management, which aims to stimulate the development of a sustainable tourism strategy for the WHS (Bath North & East Somerset Council, 2016, p. 47), was intended to be developed between 2016 and 2017, "most likely as part of a destination management plan" (Bath North & East Somerset Council, 2016, p. 47). Regarding the WHS of Edinburgh, the Edinburgh Tourism Strategy 2020 is not a part of the SMP 2017-2022. Both plans also have separate action plans, with specific actions addressing the issue of tourism. Part of the Tourism Strategy's aim "World Class Management" is the need to execute coordinated day-to-day management at the WHS. The same topic of day-to- day management is also mentioned in Edinburgh's SMP, but not in the form of an action. As depicted in Table 5.3, two different site management planning paradigms exist. In Italy, site management is centralized, and tourism is planned and executed by the Authorities, like municipalities and regions. In the United Kingdom, site management is decentralized, and tourism is planned and executed by both the Authorities and tourism stakeholders. Whereas tourism stakeholders in Italy do not formulate their own separate plan, tourism stakeholders in the United Kingdom prepare their own separate plan.

Country	**Italy**	**United Kingdom**
Site management	Centralized	Decentralized
Tourism Planning and Management executed by	Authorities (e.g. municipalities and regions)	Authorities and tourism stakeholders

Tourism stakeholders	No formulation of their own separate plan	Formulation of their own separate plan

Table 5.3 Two different site management planning paradigms in Italy and the United Kingdom. Source: Author.

5.5.2. Stakeholder Participation in Planning and Management

This section aims to outline how stakeholder participation in general is conceptualized, how it is put into action in all four analyzed SMPs, and how the tourism stakeholders participated. In fact, all four plans put a high significance on the concept of stakeholder participation, in order to produce an efficient and comprehensive site management plan, and to manage issues such as tourism sustainably at their WHSs.

Florence's SMP also clearly affirms that a collective approach to the management of the WHS and participation are crucial. The 2016 SMP is actually the result of three meetings with the Focus Groups of the major institutions and stakeholders implicated in the protection and development of the WHS. Then, implicating Florence's residents occurred through a Consultation Marathon and Ideas Forum on the topic of the city's SMP. Regarding stakeholder participation, a strong cooperation between local, national and international institutions forms an essential element of Florence's WHS management. Moreover, collaboration with academic institutions was crucial in the production of Florence's SMP, by way of research and participation in some of the SMP's actions. One significant stakeholder from the tourism industry also had a role in the management of Florence's WHS for the 2016 SMP: the Tuscan Regional Department of the Ministry of Culture and Tourism (MiBACT). The latter entity was part of the stakeholders of the Focus Group 3, which concentrated on the criticalities and risks for the historic centre, and is thus a part of the management committee.

The actors responsible for Venice's WHS management are categorized into three groups. The first group consists of public institutions and local authorities, the second of pressure groups and territorial associations, and the third of the local community. As the SMP intends to generate more effective forms of coordination between all responsible bodies, it encompasses a myriad of projects aimed at stakeholder participation in the safeguarding and development of the WHS. The development of Venice's SMP itself is built on a participatory system implicating all stakeholders. The Steering Committee convenes frequently with the Municipality of Venice as thecoordinating body. Besides, the Office of the WHS coordinates the activities linked to the site management. One member of the Steering Committee for Venice's SMP is the MiBACT, the Ministry of Cultural Heritage and Tourism.

The City of Bath aims to have efficient participation of local, national and international stakeholders, and thus its SMP intends to be a partnership document. Bath's SMP was generated through data collected at a stakeholder event and public consultation. The Steering Group includes representatives of local and national organizations who are responsible for the WHS or its management, and others from various sectors, like Bath Tourism Plus (BTP) from the tourism industry. The Steering Group guides the implementation of the SMP (Bath North & East Somerset Council, 2016, p. 68). Hence, the WHS of Bath has Bath Tourism Plus as one stakeholder from the tourism industry as a member of its management committee. Besides, Bath Tourism Plus is one of the three entities that put together the Destination Management Plan for the WHS of Bath.

Edinburgh's Site Management Plan clearly states that the participation of all the stakeholders of the city center is fundamental for the management of its WHS. Taking stakeholder involvement very meticulously, the Site Management Plan of Edinburgh 2017-2022 assembled the information regarding tourism and visitor management by way of a large-scale process of public engagement, before being

finalized. In this way, the residents and tourists, as well as the main organizations for the management of the site are engaged in the development of the SMP. The evaluation from the consultation was evaluated in workshops with the WHS Oversight Group. Three actions included in the Action Plan of Edinburgh's SMP also directly address the topic of building efficient partnerships between all stakeholders. Consultation was done in order to identify the key challenges for the SMP to address. Both online and public consultation took place at 2 occasions and public events. Resulting from these forms of public engagement, 14 themes have been identified, and the results have shaped the SMP's actions. No tourism stakeholders were directly involved in generating Edinburgh's SMP, but only entities responsible for heritage and heritage conservation, like EWHS, CEC and HES. However, Edinburgh's Tourism Strategy was prepared by the tourism stakeholder Edinburgh Tourism Action Group (ETAG). Only EWHS, CEC, HES are part of the Management committee.

Thus, all four SMPs analyzed in this study have been generated by way of processes of stakeholder consultation and local community involvement, and all four WHSs aim a management by way of stakeholder participation and involvement. All four SMPs also incorporated tourism stakeholders in the process. It can be concluded that different approaches to stakeholder participation are being done in the two Italian cases and the two cases from the UK. Whereas stakeholders in Florence and Venice are involved in the management process and site management planning in one-off events, stakeholder participation in Bath and in Edinburgh is an ongoing process, in which all concerned stakeholders meet regularly and give regular feedback.

5.5.3. Aims of the Site Management Plans Regarding Sustainable Tourism

This section intends to identify the major aims of the four analyzed site

management plans regarding sustainable tourism, and how these aims reflect the tourism stakeholder objectives. On the one hand, there is the tourism industry as a stakeholder group whose objective is to increase tourism revenue. On the other hand, the local community forms a stakeholder group which commonly wants to keep their livability and the city's heritage protected. This section aspires to analyze how each of the four SMPs deals with the objectives and aims of both the tourism industry and the residents, in order to identify how each SMP finds a balance between the competing aims and demands of the two stakeholder groups.

The aim of the 2016 SMP of Florence consists in the management of the WHS in order to maintain its OUV, by addressing mass tourism, beside many other criticalities. The SMP outlines Florence's vision for sustainable development very clearly, by stating that sustainable development centered on intercultural dialogue will lead to "a living, thriving and welcoming city" (Comune di Firenze, 2016, p. 32). Florence's SMP intends to content the needs of both the tourism stakeholders and the residents. It does address the demand of the tourism industry by generating novel instruments to manage the visitor flows, which are thematized in many of the SMP's projects. With the aim to satisfy the residents' needs, the SMP focuses on developing areas outside of the Historic Centre and launch strategies which enable the tourists to discover parts out of the city's center, which then can have a beneficial impact on the residents' livability.

The major aim of the 2012-2018 SMP of Venice is to set up more efficient coordination between the stakeholders responsible for the WHS. That objective is an element of sustainable cultural heritage tourism, by way of forming effective ways of stakeholder collaboration and participation. Since the large amount of tourist pressure presents a big threat to the city of Venice, one of its SMP priorities is a sustainable tourism strategy. Venice's SMP addresses the needs of both the tourism industry and the residents. On the one hand, the demands of the tourism stakeholders are taken into consideration by the SMP stating to promote

alternative forms of tourism, for instance rural or sports tourism. On the other hand, Venice's SMP addresses the demands of the local community by aiming to manage and monitor visitor flows, alleviate the tension on the historic centres by promoting alternative forms of tourism.

Bath's Site Management Plan 2016-2022 sets its main aim of sustainable tourism, by stating that the city's OUV will be preserved and developed for the current and future generations. The SMP's theme of visitor management includes objective 15, which intends to assure sustainable visitor management which does not pose any harm to the OUV. Bath's SMP thus tries to find a harmony between the competing aims of the tourism sector and the residents.

Two of the aims of Edinburgh's SMP are to stimulate a sustainable approach which incorporates WHS protection with the needs of the local residents and tourists, and to guarantee that the OUV of the WHS is comprehended, safeguarded and maintained. In order to balance the competing aims and demands of the residents and the tourism industry, Edinburgh's SMP clearly states that a sustainable balance between the needs of locals and tourists is necessary. The SMP states it necessary to find a better balance between shops destined for tourists and those destined for locals, and to address the high flow of tourists on the Royal Mile. Both are demands of the residents. Regarding the tourism stakeholders, the SMP encompasses Action 34, which is about making tourism stakeholders comprehend the meaning of sustainable tourism and promoting best practice. This action is clearly a demand of the tourism indsutry, trying to comprehend how to sustainably grow. Besides stating diverse other aims, the four site management plans have one core aim in common: addressing the needs of both the tourism stakeholders and the residents.

5.5.4. Actions Regarding Sustainable Tourism Aims

This last section analyzes what the actions are to achieve the aims regarding

sustainable tourism. The majority of the four Site Management Plans' actions address the issue of tourism flow management, by generating a myriad of projects intended at relieving the overcrowded or most popular tourism hotspots.

The city of Florence counts 21 projects addressing on mass tourism as a criticality, including 7 which are part of the Plan's action called "Management of the tourist system". Innovative instruments are developed for managing high visitor flows at major museum attractions. The 6 analyzed actions of Florence all address the topics of visitor flow management or carrying capacity. Venice's SMP's Action Plan 2 encompasses 7 different system projects and 13 ad hoc projects about sustainable cultural heritage tourism. The analyzed actions of Venice's SMP are addressing the topics of visitor flow management and visitor education. The Site Management Plan of Bath includes 3 concrete actions regarding sustainable tourism aims: One concerning visitor tax, the second for encouraging the production of a sustainable tourism strategy for the WHS, and the last action regarding coach parking within the WHS. The theme visitor management of Edinburgh's SMP aims to stimulate and promote sustainable tourism at its WHS. Beside the need to build a sustainable balance between the local community and tourist needs, the most urgent objectives are to manage the high tourist flow on the Royal Mile, the necessity for more informational street signaling, and to have an enhanced balance between touristic shops and shops destined for the city's residents and workers. Edinburgh's SMP contains 4 specific actions in regards to sustainable tourism and visitor management. Table 5.4 depicts the core tourism actions of the four site management plans.

World Heritage Site/ Tourism Actions	**Florence**	**Venice**	**Bath**	**Edinburgh**

Visitor taxation	No	Yes	Yes	No
Improvement of tourism mobility and transport	No	Yes	Yes	No
Museum Cards	Yes	No	No	No
Development of alternative tourism forms	No	Yes	No	No
Creation of alternative tourism itineraries	Yes	No	No	No

Table 5.4 Core tourism actions of the four site management plans. Source: Author.

6. CONCLUSION

Tourism is naturally occurring at cultural heritage sites, especially at UNESCO World Heritage Sites because of their global renown. High tourism flows and pressure at those properties of Outstanding Universal Value call for a sustainable management of tourism to maintain the OUV of the WHSs. It is crucial to comprehend what "sustainable heritage tourism" means. The way how all four site management plans analyzed in this study address sustainable heritage tourism proves the point made in Chapter 3 of this study: On top of the 3 dimensions of sustainability (economic, environmental, social), there is an added dimension in WHS, regarding the sustainable conservation of the OUV of the site. All of the dimensions have to be balanced against the prerogative to conserve the OUV. Sustainable tourism at WHSs means to seek a sustainable balance between heritage conservation and tourism development, in order to have positive outcomes for both domains. As depicted in this study, sustainable heritage tourism at World Heritage Sites can be ensured by generating a site management plan. Since the heritage and tourism industries often find themselves in a situation of conflict because of differing demands, the SMP aims to act as an all-issue-covering site management tool.

As claimed by Canbolat and Erbey (2020), regulations regarding tourism planning should be set forth in form of a major chapter in the SMP, or as a separate plan connected to the SMP. That can be in form of a Tourism Plan, Tourism Management Plan, Tourism Strategy or Destination Management Plan. This study aimed at assessing sustainable heritage tourism at four different World Heritage Sites, by analyzing their site management plans. Edinburgh and Bath both address the challenges of tourism in their Site Management Plan. In the cases of Florence and Venice, there are no separate plans regarding tourism, but the SMPs both

integrate the topic of tourism very extensively, with numerous corresponding actions.

If left unchecked and unregulated, it would not be surprising to see the tourism industry focused exclusively on the profit of the business operations and less concentrated on its impact on World Heritage Sites and their conservation requirements. However, by participating in the development of site management plans, the tourism industry is required to take on board conservation-focused considerations. The SMP sets out how to manage a WHS so that there are benefits for all involved stakeholders. Sustainable heritage tourism and the consensus-building between all involved stakeholders at a WHS is also assured through the use of participatory means. As Landorf (2009,p. 53) indicated, one major principle of the sustainable heritage tourism practice is the participation of various stakeholders in planning. Stakeholder participation ought to be fundamental for tourism planning at World Heritage Sites (Landorf, 2009, p. 53), and should be a part of the site management plan. All four site management plans presented in this study have been developed through extensive processes of stakeholder consultation and local community involvement. Moreover, the four SMPs successfully maintain the sustainability of the OUV through the implementation of their actions.

Thus, this thesis confirmed that the four analyzed SMPs address the issue of tourism and involve stakeholders in formulating their tourism actions. This seemingly simple outcome of the desk- based research based on secondary literature points to a crucial point: tourism is no longer left to its own development trajectory, but is pulled towards site management planning and monitoring. Site management planning emerges as a planning-regulating-monitoring framework for the tourism industry where the aim is to curb and manage the short-term interests of the industry with a view to align it with the public interest of conserving the OUV of the site. This is an important development that is taking

place in World Heritage Sites across the globe. The tourism industry can no longer dictate but has to align itself with the broader public aims of sustainable conservation of natural and cultural heritage properties.

This thesis aims to be understood as a preliminary study on sustainable cultural heritage tourism at World Heritage Sites. More Site Management Authorities at World Heritage Sites should assess the site management plans of the four leading examples of Florence, Venice, Bath and Edinburgh in order to follow their lead by also generating a SMP and addressing sustainable heritage tourism. As the four case studies analyzed in this thesis showed, two different heritage policy regimes regarding site management planning and stakeholder participation exist, one in Italy and one in the UK. As these perspectives are beyond the scope of this thesis study, a suggestion for further research is to analyze the issues related to cultural policy issues, in order to illustrate how the participatory approaches are different in both countries. Another proposal for future research is to examine if it makes any difference in tourism planning to have a centralized municipal system like in Italy or a decentralized system with multiple agencies in charge of management issues like in the UK. Another proposal for future research can be to do a field research, by executing interviews with the various stakeholders at the four analyzed World Heritage Sites. Thanks to those interviews, that research could then also include the types of relationships that exist between the heritage and tourism industry at the World Heritage Sites in Florence, Venice, Bath and Edinburgh. A further proposal for future research can be to analyze other UNESCO World Heritage Sites which face similar tourism issue than the ones illustrated in this study, and to assess how their site management plans address this issue.

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