

REPORT ON THE OUTCOME OF THE SEMINAR ON

“Industrial Heritage in Tourism Policies for Sustainable Development”

The Survey

The present paper is based on a *Survey on Industrial Heritage in the European National Tourism Policies* carried out between January and March 2011 from the UNWTO Secretariat and the IDRC-IHT, an entity associated with UNWTO. The IDRC-IHT database was also used. While 15 national tourism administration (NTAs)¹ took interest in the UNWTO inquiry², only 7 entities related to industrial heritage took part in a parallel exercise carried out by the Zabrze Centre (out of 60). The response and interest rates should therefore be considered as moderate and low. It was nevertheless possible to meet the primary objectives of the survey which were announced as follows:

- To find out about tourism policies and their measures in support of tourism activities based on industrial heritage (IH)
- To share the international experience of practices
- To learn how industrial sites can form part of tourism networks
- To consider the need and potential of further international cooperation and coordination in this area.

All in all, there was an underlying objective of encouraging respondents (in particular NTAs) to view the issue in terms of tourism policies, their measures and the needs of coordination at national level for improved effectiveness.

Industrial heritage for tourism

The issue, industrial heritage for tourism, also had to be introduced. What are we talking about? There are many definitions and concepts in place with respect to the understanding of cultural heritage, which can be applied to industrial heritage. The latter has also had specific definitions by the bodies concerned (e.g. ICOMOS, TICCIH). From the UNWTO perspective, with respect to industrial heritage for tourism, we can refer to the scope defined in the Memorandum of Understanding on the establishment in Zabrze of the International Documentation and Research Centre on Industrial Heritage for Tourism (approved by the UNWTO General Assembly in Astana, in 2009).

The scope, therefore, brings into focus both past and present patrimony, to include three major areas:

- Industrial and technological monuments (sites, moveable heritage and artifacts in museums, also fortifications)
- Living industry of all types, including agriculture and food production
- Intangible heritage (largely cultural activities inspired by industrial development)

¹ From Bosnia and Herzegovina, Austria, Bulgaria, France, Greece, Hungary, Israel, Italy, Malta, Poland, Serbia, Slovakia, Spain, Turkey, Uzbekistan.

² From one country, Greece, an additional reply was also received from its national tourism organization.

There are many ways whereby the industrial heritage can be used in tourism activities, i.e. where it can become an asset of interest to visitors and thus contribute to making tourism products

- To view and enjoy collections and sights
 - In-house (the case of museums)
 - Exteriors and landscapes
- To appreciate aesthetic values of architecture and artifacts
- To house tourism facilities and activities (in adapted former industrial sites and properties)
- To enjoy intangible heritage by participation in cultural events inspired by IH

How does sustainable development fit in?

This comes primarily from the inherent meaning of heritage which amounts to the fruits and experiences of the past and present which can find continued use and enrich the present and future generations, instead of being written off and lost for development, both economic and social. All industry experience, including bad experience, is important in this respect. It can entertain, intrigue, create emotions, teach, encourage and motivate. It comes with positive economic and social implications. When used in tourism activities, industrial heritage can therefore:

- Educate
- Rehabilitate and bring back to life (bridging past, present and future)
- Make IH productive (jobs, income)
- Encourage environmental management
- Inspire innovation
- Facilitate intercultural dialogue
- Foster social integration
- Enhance the sense of community

Each of these contributions can be documented and justifies public intervention in support of IH for tourism. When it comes to living industry, the aim of company-guided tourism may be simply to promote loyalty to the company in point, in particular its brand and products, or even convince the consumer of the company ethical approach to production. Public intervention in making industrial heritage available to the public is possible from many agents:

- Central, regional and local governments
- National organizations (non – profit) at central, regional and local levels, including industry organizations
- International organizations (intergovernmental and non-governmental)

Public intervention, by means of measures, in the field of industrial heritage for tourism, is an expression of tourism policies. Meaningful tourism policies are typically expressed by specific commitments and/or rules in favour of the chosen development options or objectives in the field of tourism. Measures can be regulatory (legislation, standards-setting), economic (grants, fiscal incentives) and operational. The latter often translate into public services, such as promotion, research or statistics.

Our findings– industrial heritage on the international and European agenda

The Organization recognizes the importance of industrial heritage for tourism development, which has tacitly been gaining momentum over the past year. The hallmarks include:

- UNWTO's sponsorship of international conferences on industrial heritage and tourism, held in Zabrze (Poland) every year since 2004 (some of these conferences have been held in collaboration with the European Economic and Social Committee, the Council of Europe, UNESCO (the Polish National Committee), TICCIH and ERIH)
- Establishment of the International Centre in Zabrze (IDRC – IHT)
- A recent joint UNWTO – UNESCO study on the interpretation of industrial heritage for sustainable development
- Activities on cultural heritage, including intangible heritage (Africa) in the 2010-2011 work programme
- Consideration of a world list of industrial heritage

Under its 1972 convention the value of industrial heritage, as part of cultural heritage, has foremost been recognized by UNESCO since as early as 1978 with the entry of the Wieliczka Salt Mine in the very first World Heritage List. Today nearly 80 sites related with industry, production and technology feature the List, and many of them have become top tourism attractions. Two specialist nongovernmental organizations, ICOMOS and TICCIH, advise the World Heritage Centre of UNESCO on the selection of industrial properties to form part of the List. One of their major concerns is the preservation of authenticity.

The protection of Intangible heritage and cultural expressions has been covered by two more recent UNESCO conventions, viz. *the Convention for the Safeguarding of Intangible Cultural Heritage* (2003) and the *Convention on the Protection and Promotion of the Diversity of Cultural Expressions* (2005). The former may cover craftsmanship (e.g. gingerbread craft from Northern Croatia) or skills transmission (e.g. *compagnonnage* in France), the latter teaches on measures to promote and protect cultural expressions which are included in the Convention's operational guidelines.

The Council of Europe (CoE) refers to European cultural routes (ECR). Out of twenty identified so far, a quarter are associated with industry, technology and productive activities. The route concept engages travel, hence tourism. This has encouraged CoE and EU (as well as ETC) to work on a joint study (launched in September 2010) on ECR impact on SMS innovation, competitiveness and clustering for "sustainable and quality tourism". Industrial sites, areas and artifacts are also protected by CoE conventions on architectural and archaeological heritage (1985), and landscape (1992).

A smaller part of Europe included in the European Union has seen a significant increase of interest in the use of industrial heritage for tourism purposes. As part of the approach to diversify the offer of tourism products, a European Commission communication has referred to industrial heritage for the first time. IH is also included under the concept of cultural itineraries.³ Eventually the theme of its yearly competition for 2011 of EDEN (European Destination of Excellence) has been designated as "Tourism and regeneration of physical sites". Other EU actions featuring industrial heritage include the European heritage label (the ministers of culture initiative)⁴, the European Heritage Days (held every September in conjunction with CoE) and the European Union Prize for Cultural Heritage.

The European Commission has also helped create a nongovernmental ERIH (the European Route of Industrial Heritage). According to its webpage this virtual route features as many as 830 sites in 29 European countries and counts with "anchor points" as well as specific regional and European theme routes.

International nongovernmental organizations ICOMOS (the International Council on Monuments and Sites), founded in Warsaw, Poland in 1965, and TICCIH (The International Committee for the

³ Communication 2010/352 (final): *Europe, the world's No 1 tourist destination – a new political framework for tourism in Europe*. Section *Promoting diversification of the supply of tourist services*

⁴ It already includes the Shipyard of Gdańsk, the cradle of the Solidarity workers' protest movement in Poland in 1980

Conservation of the Industrial Heritage), constituted at Follet Stock, Cornwall, UK in 1999, are instrumental in consolidating and enhancing industrial heritage and thus preserving it for future generations. They collaborate and their main concern is to protect former industrial sites and monuments from destruction and hazards, further conserve them and preserve their authenticity. They provide advice on their adequate use once their primary raison d'être has vanished. With these objectives in mind applicable to all heritage ICOMOS has authored an International charter on cultural tourism (1999).

The International Organization for Standardization (ISO) with which UNWTO and the European Commission (through its Directorate General Enterprise and Industry) maintain a liaison relationship, has undertaken a significant step in enhancing the tourism use of industrial heritage, in one of its dimensions (sightseeing), by means of an international standard of quality of industrial tourism (to cover monuments and living industry), The move is due to a motion of the Spanish standards body (AENOR) who also hosts the ISO technical committee on tourism and related services (ISO TC/228). A working group (WG9) will start drafting the standard as of June 2011, at a meeting in Madrid⁵. TC/228 members are called upon to constitute said working group⁶. It should be noted that preparing and adopting a voluntary standard should be considered as a regulatory measure, in contrast with those established by the international conventions concerned (e.g. those of UNESCO and the Council of Europe of Europe).

Tourism policies in relation to industrial heritage according to NTAs

It comes as no surprise that NTA respondents in the survey have confirmed the existence of tourism policies in their countries. However, the understanding of tourism policies is not always clear. It is believed, for example, that a ministry of tourism may be necessary to have such comprehensive policies in place which actually doesn't need to be the case, although may be helpful, particularly with respect to the use of cultural heritage. While the same respondents also confirm that cultural heritage is addressed in tourism policies, the measures needed to articulate such policies are usually not available through NTAs albeit thanks to coordination with other competent government departments and public bodies. This notwithstanding, two-thirds identify industrial heritage as part of cultural heritage on which they may feed their tourism policies. Further findings reveal that

- All in all, NTA respondents have reported some 25 measures of regulatory, economic and operational nature enhancing their tourism policies regarding industrial heritage at national level.
- Some NTAs and industrial sites indicate that similar measures have been adopted on their countries' regional levels where there is a federal structure of government.
- Measures in some countries have been adopted without specific reference to the existence of tourism policies contemplating the use of industrial heritage.

⁵ TC/228 WG9 will be convened, on behalf of AFNOR, by André Marcon, First Vice Chairman of the Assembly of French chambers of commerce and industry (ACFCI)

⁶ The following are the TC/228 permanent members (P); Austria (ASI), Belgium (MBN), Bulgaria (BDS), Cyprus (CYS), Czech Republic (UNMZ), Denmark (DS), Finland (SFS), France (AFNOR), Germany (DIN), Ireland (NSAI), Italy (UNI), Lithuania (LST), Luxembourg (ILNAS), Malta, MSA, Netherlands (NEN), Norway (SN), Portugal (IPQ), Russian Federation (GOST R), Serbia (ISS), Spain (AENOR), Sweden (SIS), Switzerland (SNV), Turkey (TSE), Ukraine (DSSU), United Kingdom (BSI). Armenia (SARM), Croatia (HZN), Hungary (MSZT), Montenegro (ISME), Poland (PKN) and Romania (ASRO) are observer members (O).

The scope of industrial heritage addressed by tourism policy measures remains however limited. The majority refer to industrial monuments and while living industry is frequently mentioned, it is limited to the agricultural sector (e.g. wine or olive routes). Intangible heritage has not been identified.

Country by country, the legal status of industrial heritage sites for tourism varies and is responsible for different economic measures of public aid made available to them. The types of status therefore include:

- charity (e.g. UK)⁷
- cultural and commercial association (e.g. France)⁸
- cultural institution (e.g. Poland)⁹
- foundation (e.g. Germany, Norway)¹⁰
- commercial (e.g. Czech Republic)¹¹

From other European perspective, the UK case is specific in the sense that it concerns a tourism facility (accommodation establishment) converted from a former industrial property (mill) which by law enjoys a charity status and is placed on the World Heritage List.

Derived from the legal status, public economic aid is also varied including:

- Revenue grant support to meet the costs of repairs and maintenance
- Financial support from region, municipality or regional association
- Trading subsidiaries are given exemption from paying business rates
- Financial surpluses are gift-aided (retained) to be reinvested in the care and development
- Tax exemption, tax holidays
- Economic support from state heritage institutions
- Sponsorship by civil society organizations

While a few NTAs envisage that new measures may be adopted in the future, the majority are not clear about specificities. The majority also believe that international cooperation may be needed in this respect. Such cooperation is largely understood as participation in the programmes available from international organizations already holding stakes in industrial heritage for tourism.

The hopes are first of all specific with respect to EU facilities and programmes made available through the European Commission. These include the following indications:

- the European Destinations of Excellence (EDEN)
- “The Innovative Economy Operational Programme financed by the European Regional Development Fund (ERDF)”
- “Structural Funds for 2007 – 2013, in the Operational Programme Competitiveness and Economic Growth”
- “the cohesion policy of the EU for the period 2014-2020”.

⁷ New Lanark Mill Hotel. South Lanarkshire, Scotland, UK

⁸ Lewarde, Centre historique minier, Lewarde, Belgium

⁹ Historic Coal Mine “Guido”, Zabrze, Silesian Centre of Cultural Heritage, Katowice, Poland

¹⁰ Stiftung Zollverein, Essen, Germany; Norwegian Museum of Hydropower and industry, Tyssedal, Norway

¹¹ Plzensky Prazdroj Brewery (Pilsner Urquell Brewery), declares no public economic aid.

- "To be further based on the potential of the Lisbon Treaty and increased competence of the European Union".

Outside the EU, terms of reference respondents point to:

- "create "a European network of industrial sites as visitor attractions, linking public and private initiatives in an integrated way, and promote, among other channels, through ETC" (Greece)
- "networking of destinations offering regenerated sites and new tourism products connected with them would be valuable" (Italy)
- "more could be done at a European level to create networks, share best practice, avoid replication and place such heritage within a wider context of a common European Industrial Heritage" (Malta)
- "technical assistance and joint work on development on industrial heritage sites in Eastern and Southern Europe" (Serbia)
- "an exchange of experience and good practices at the European level as well as some recommendations based on the practical examples" (Slovakia)

Turkey recommends to consider:

- financial support on projects for developing tourism activities in historical-industrial sites or on the routes of wine and olive production.
- creating communication networks between wine and olive producers in Europe.
- developing regulations for classification of industrial sites and standardization of service quality.

UNWTO is also addressed. Bulgaria recommends "to enlarge the Special Field Programme (SF) of the UNWTO" and Italy "to examine ways of developing better synergies between UNWTO initiatives and EU programmes".

One of the conclusions has been that the project should be considered as an approach by which to enhance heritage for the purpose of tourism activities whereby certain requirements could feed on the experience of other organizations (in particular UNESCO).

The latter was also covered by the Survey. How do industrial sites target and bring visitors? The replies provided the following:

- Direct mailing (random)¹²
- Tour operator (small presence with TOs)
- A public national, regional and/or local tourism promotion organization (should be standard)
- City twinning (developing)
- Social networks on the internet, such as facebook or twitter (growing)
- International affinity networks, such as ERIH (promising)
- National networks (underway)¹³
- Tourism fairs (growing)¹⁴
- Promotion through chambers of commerce¹⁵

It all shows that IH distribution channels are more pronounced on the public and social side than on the commercial one, that the classical tourism sector plays a minor role in this respect. All the survey has also shown that the cultural sector plays a major role in preserving IH and at the same time takes care of its tourism use, therefore links between the two sectors at international national levels culture need to be developed and enhanced to achieve synergic effects and better use public funds.

¹² This may include targeting schools

¹³ The projects and initiatives exist in France, Greece, Poland and Spain

¹⁴ E.g. Poland, Spain

¹⁵ France, Italy, Spain

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