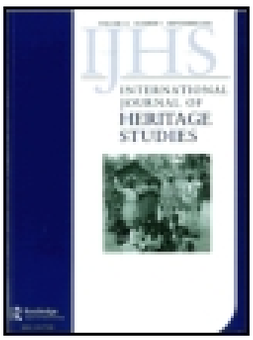

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A Framework for Sustainable Heritage Management: A Study of UK Industrial Heritage Sites

Chris Landorf

In 2002, the World Heritage Committee declared heritage to be 'an instrument for the sustainable development of all societies'. The term 'sustainable development', however, is inscribed with a complex economic, environmental and social agenda that challenges contemporary World Heritage management practice. This paper draws on a content analysis of six industrial UK World Heritage Site management plans. The analysis focuses on the extent that each plan integrates four key sustainability dimensions. Findings indicate that the planning frameworks and collaboration processes in operation at each site ensure conservation of the historical physical fabric but limit the development of a sustainable local cultural economy. A sustainable heritage management framework is presented based on the adoption of a long-term strategic orientation and extensive local community participation in decision making. The framework is relevant to other complex heritage sites such as historic towns and cultural landscapes.

Keywords: Heritage Management; Sustainable Development; Stakeholder Collaboration; World Heritage; Regional Partnerships

Introduction

The scope of cultural heritage has broadened significantly since the adoption of the World Heritage Convention by UNESCO in 1972. From initial concern with historic monuments and sites, the World Heritage List now includes historic town centres, industrial landscapes and sites linked to intangible heritage. While establishing heritage value is a highly contested and contextualised issue, debate about the impact of the frameworks used to manage World Heritage Sites is limited.[1] This is particularly

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evident in relation to complex heritage sites such as industrial landscapes where the management of heritage value is often in conflict with contemporary community life.[2] With recent references to the 'significant contribution' that the World Heritage system makes to sustainable development, this focus may be about to change.[3]

Sustainable development, however, is also a complex and contested issue. Although there have been several decades of discussion and debate, there is no universally agreed definition and practical implementation strategies remain elusive. The purpose of this paper therefore, is to examine the relationship between the frameworks used to manage complex heritage sites and the emerging sustainable development paradigm. An initial review of the conceptual dimensions of sustainable development identifies two key principles—the use of a long-term and holistic planning process, and the active participation of multiple stakeholders in that planning process. These insights are then applied in an examination of the heritage management frameworks in operation at six industrial World Heritage Sites in the United Kingdom.

The paper argues that, where heritage objectives are determined by formal collaborative partnerships, community participation in the decision-making process is limited. This ensures transmission of the physical fabric to future generations but limits the development of a sustainable local cultural economy.[4] The paper concludes with a framework for sustainable heritage management that extends McCann's guidelines for social problem-solving.[5]

Conceptualising Sustainable Development as a Social Problem

The most widely used definition of sustainable development was proposed in 1987 by the World Commission on Environment and Development (WCED). Defined as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs', the definition is founded on a state of equilibrium across three interdependent dimensions—economic, environmental and social.[6] However, despite widespread consensus about the objective of sustainable development, the concept remains contentious.

At the forefront of the criticism is that the literature on the subject is characterised by numerous definitions.[7] The term is used in diverse fields and contexts resulting in different interpretations, each reflecting specific interests and prejudices.[8] Many of the definitions are additionally criticised for using vague and ambiguous language. Such discursive ambiguity further limits common agreement on what sustainable development is and opens the interpretation process up to political manipulation by competing stakeholders.[9] A third criticism is that this politicisation impacts on achieving an equitable balance across the economic, environmental and social dimensions of sustainable development. The concept of equitable development is at the heart of the WCED definition and it remains one of the most contentious issues in the sustainable development agenda.[10] The final criticism relates to the shear complexity of achieving a balance across the three sustainability dimensions. While there are established and comparable economic and environmental performance measures, there are no such measures for social sustainability.[11] Even where appropriate

measures exist, they are inherently difficult to balance for the reasons identified by Williams:

> Sustainable development implies an understanding of highly connected and interdependent social, economic, environmental and political systems; it is grounded in multi-organisational and stakeholder environments; it is framed within a web of administrative, statutory and legal requirements; and it is difficult to disentangle problem structures and their root causes, and the attribute outcomes to specific policy interventions.[12]

McCann's definition of a social problem offers a useful framework for conceptualising sustainable development.[13] Firstly, McCann suggests that the dynamic and unbounded nature of social problems limits the development of a shared understanding of their causes and effects. In the case of sustainable development, there is no universally agreed definition and the lack of established performance measures means the three dimensions are often given different priorities and rarely integrated into a whole. Secondly, the resources needed to affect a social problem are diffused, which means any change will need to be undertaken incrementally and through negotiation with multiple actors. Some of the major issues affecting sustainable development, such as intra-generational equity, require systematic, long-term and globally integrated change. McCann's final point is that social problems lack a clearly defined authority so new institutional arrangements are needed to coordinate any intervention. Sustainable development presents a good example of this condition. Issues such as climate change and environmental degradation require entirely new public, private and third sector approaches to governance, management and collaboration.

Identifying the Principles of Sustainable Development

Despite the contentious conceptual nature of sustainable development, two key principles are consistently evident in the literature—the use of a long-term and holistic planning process, and the participation and empowerment of multiple stakeholders. The validity of these two concepts as contributors to sustainable development can be shown when tested against McCann's conceptualisation of a social problem.

Firstly, in relation to social problems being unbounded and dynamic, a holistic planning process provides the necessary methodological framework to define a social problem and establish legitimate stakeholders. A long-term and holistic planning process is further suited to dynamic environments because both the future impact of decisions and multiple situational influences need to be considered. Secondly, in relation to the diffuse resources needed to affect social problems, stakeholder participation offers a mechanism to gain a holistic understanding of a social problem and to negotiate a collective future vision. The empowerment of stakeholders is also integral to attaining a commitment to long-term incremental change. Finally, in relation to the lack of a clearly defined authority, collaborative partnerships in theory offer the necessary cross-institutional authority to coordinate any intervention.

Specific support can be found for strategic planning as a long-term and holistic planning process. Simpson suggests strategic planning 'implies a long-term perspective,

requires consideration of multiple situational influences, is … goal oriented, and can accommodate a wide variety of conflicting perspectives'.[14] This embodies many of the WCED principles of sustainable development. Further support is provided by Williams, who argues that a strong strategic planning process establishes the necessary accountability and evaluation frameworks for sustainable development.[15] Finally, the circular model of cause and effect adopted in strategic planning promotes the holistic and future oriented approach required for intra- and inter-generational equity.[16]

As an idealistic concept, the meaningful engagement of multiple stakeholders throughout the decision-making process is also widely accepted as pivotal in achieving a collective sense of responsibility for the sustainable development of a resource. In relation to heritage, this issue has been investigated by numerous authors. Aas et al., for example, investigated community participation in tourism development at the World Heritage Site of Luang Prabang in Laos.[17] A key recommendation of the study was the need to improve stakeholder negotiation capabilities. However well-meaning, this continues to underpin the role of the expert in unlocking 'valid' collaboration practice, subconsciously reinforcing a culturally dominant perspective of collaboration.[18]

A further example is Nasser's study of the conflict between tourism, conservation and sustainable development.[19] The study found support in the literature for long-term planning and community participation but it fails to confirm this with empirical evidence. Wilson and Boyle examined inter-organisational collaboration at 12 World Heritage Sites in the United Kingdom.[20] Though limited in scope, their findings suggest collaboration is under-utilised in the management process. While these authors provide useful insights, they do not explicitly consider the relationship between heritage and sustainable development.

Heritage and Sustainable Development: Conflict or Compatibility

While there has been significant academic interest in the sustainability of tourism at heritage sites,[21] debate about sustainable development per se is a relatively new phenomenon. The genesis of this has been the recent recognition of sustainable development as an underlying precept of the World Heritage system. In 2002, the Budapest Declaration on World Heritage (the 'Budapest Declaration') made reference to World Heritage 'as an instrument for the sustainable development of all societies'.[22] Further references were made to ensure that World Heritage properties contribute 'to the social and economic development and the quality of life of our communities', and to ensuring 'the active involvement of our local communities at all levels in the identification, protection and management of our World Heritage properties'.[23]

The Budapest Declaration was followed by the conference *Linking Universal Values and Local Values: Managing a Sustainable Future for World Heritage* (the 'Amsterdam Conference'). The Conference Conclusions and Recommendations:

> Acknowledged that World Heritage properties are dynamic entities where cultural and social values evolve. They should not be frozen in time for purposes of conservation. Indeed, the continuity between the past and future should be integrated in

> management systems accommodating the possibility for sustainable change, thus ensuring that the evolution of the local value of the place is not impaired.[24]

The recommendations go on to recognise the need for local participation in the inscription and management of World Heritage properties, suggest an increase in capacity-building and capacity exchange, and acknowledge the role of partnerships in sustainable heritage management. The Amsterdam Conference represents a significant commitment to the concept of sustainable development on the part of the World Heritage community. However, it does so from a discursive position that fails to penetrate the pervading values and systems that continue to dominate heritage practice. Despite commitment to the concept, neither the Budapest Declaration nor the Amsterdam Conference provides a definition of sustainable development or strategies for its implementation. It would be expected that such a definition and implementation guidance would be found in the *Operational Guidelines for the Implementation of the World Heritage Convention* (the 'Guidelines'). The first reference to stakeholder participation in the decision-making process at World Heritage sites came in the 1996 revision of the Guidelines. The use of the term 'essential' at this point is categorical and authoritative:

> Article 14
> Participation of local people in the nomination process is essential to make them feel a shared responsibility with the State Party in the maintenance of the site.[25]

This remained unchanged in three subsequent revisions. In 2005, Article 14 was amended and became Article 12, but essentially the same wording was included as Article 123:

> Article 12
> States Parties to the *Convention* are encouraged to ensure the participation of a wide variety of stakeholders, including site managers, local and regional governments, local communities, non-government organisations (NGOs) and other interested parties and partners in the identification, nomination and protection of World Heritage Properties.[26]

> Article 123
> Participation of local people in the nomination process is essential to enable them to have a shared responsibility with the State Party in the maintenance of the property.[27]

While subtle, the use of the term 'enable' rather than 'make' in Article 123 indicates a shift toward a more participatory tone in the Guidelines. At the same time, moving the stronger term 'essential' to Article 123 and including the less categorical term 'encouraged' in Article 12 indicates some difficulty with the acceptance of the principle amongst States Parties to the Convention. In addition to ten new references to 'stakeholders', the 2005 revision of the Guidelines contains the first reference to sustainable development:

> Article 6
> Since the adoption of the *Convention* in 1972, the international community has embraced the concept of 'sustainable development'. The protection and conservation of the natural and cultural heritage are a significant contribution to sustainable development.[28]

Like key World Heritage concepts such as 'authenticity', 'integrity' and 'cultural significance', however, the term 'sustainable development' remains vague and undefined. This lack of specificity is further evident in references to 'adequate long-term legislative, regulatory, institutional and/or traditional protection and management',[29] 'participatory' management planning[30] that may vary according to diverse 'cultural perspectives',[31] and a management system that includes 'a cycle of planning, implementation, monitoring, evaluation and feedback'.[32]

The essential conflict in these revisions toward greater community participation and sustainable development lies in the connection between authenticity, outstanding universal value, and the tangible manifestation of that value. This connection is one of the pervading principles of Western heritage practice. What this means is that any development that affects the tangible characteristics of a site is generally viewed as having a negative impact on heritage value. As Sullivan notes, such a focus on tangible values 'can inadvertently mummify or destroy aspects of value by disregarding the less tangible and subtler elements of continuity'.[33] For complex heritage sites where value is linked as much to living cultural heritage as it is to the physical fabric accommodating it, this is of particular concern.

This problem is exacerbated by the use of language that reinforces expert authority over community participation. Article 119 in the 2005 Guidelines, for example, applies the less categorical term 'may' to ongoing use. This implies a level of discretion on the part of those with authority while use of the term 'must' in relation to protection of outstanding universal value is categorical:

> Article 119
> World Heritage properties may support a variety of ongoing and proposed uses that are ecologically and culturally sustainable. The State Party and partners must ensure that such sustainable use does not adversely impact the outstanding universal value, integrity and/or authenticity of the property.[34]

The power of public authorities over development is further framed in the statutory instruments used by each State Party to protect and manage a World Heritage site. While reference is given to 'traditional measures' for the first time in 2005, there is still an underlying assumption that any development will be controlled by some form of statutory authority. There is also no requirement to detail the measures in place for community consultation and participation:

> Article 132
> Protection: Section 5 (of the nomination) shall include the list of the legislative, regulatory, contractual, planning, institutional, and/or traditional measures most relevant to the protection of the property.[35]

The question this raises therefore is that, given the widespread acceptance of the sustainability concept in the academic literature and increasingly in heritage discourse, are the principles of sustainable development being adopted in the day-to-day management of heritage sites. The need for a study that offered some insights into this issue was evident. As the variables acting on the management process are complex and difficult to isolate, a focussed study was called for that

would provide the foundation for a more extensive multi-dimensional study in the future.

Methodology

Evidence for the remainder of the paper comes from a qualitative content analysis of six World Heritage Site management plans. Management plans were adopted as the source of evidence because they are the primary instrument guiding the ongoing protection, conservation and presentation of a site. Progress against the goals established in a management plan also forms the basis of national and World Heritage reporting requirements. Rodwell additionally points out that, as 'promotional documents' written with the purpose of achieving and sustaining World Heritage status, management plans have a high international profile.[36] For these reasons, Wilson and Boyle consider a site's management plan to be 'the most important strategic framework for integrative site management'.[37] In the light of this and evolving World Heritage expectations, it might be expected that the principles of sustainable development would therefore be evident in any World Heritage Site management plan.

As the research utilised text based sources and existing theory in relation to the principles of sustainability had been identified, a three stage qualitative and directed content analysis approach was employed.[38] In the first stage, a review of the literature identified two key principles of sustainable development—a long-term and holistic planning process and the participation and empowerment of multiple stakeholders in that process. The literature also revealed increasing acceptance of sustainable development in heritage discourse. This was contrasted however, with embedded management practice that favoured the preservation of tangible physical values over the continuity of intangible cultural values.

The second stage identified the sample to be analysed. World Heritage sites were selected because, firstly, the inscription process is subject to independent evaluation against internationally agreed criteria, and, secondly, sites are assumed to represent the benchmark of heritage management practice. Industrial sites were identified as a representational sub-category of the World Heritage List. Of the 41 industrial sites on the List in 2008, 36 sites whose significance related to modern industrialisation were selected to further limit the sample and enhance cross-site comparison. Of the 36 sites, six fell under a consistent legal framework and had operational management plans. They also shared common management issues associated with their regional locations and complex site characteristics including diverse heritage 'attractions', extensive industrial scales, indistinct boundaries, limited perceived aesthetic value, complex ownership issues, and demands on contemporary use that did not necessarily relate to the heritage values placed on the site. The selected sites, shown in Figure 1, were the Blaenavon Industrial Landscape, Cornwall and West Devon Mining Landscape, Derwent Valley Mills, Ironbridge Gorge, New Lanark and Saltaire.

The third coding stage started with an initial document familiarisation. Each plan was then analysed using a simplified coding instrument initially constructed by Simpson and later adapted by Ruhanen. Simpson's instrument was developed to assess

Figure 1 Map Showing the Six Industrial World Heritage Sites Used in the Study.

the extent that the principles of sustainable development had been integrated into 19 New Zealand tourism management plans.[39] The instrument had been subject to considerable efforts to reduce bias in its construction, including the use of an expert panel of independent assessors and statistical analysis to verify reliability and validity. The final instrument comprised 51 coding items across four dimensions derived from the literature. A modified 46 coding item version of this instrument was adopted by Ruhanen who argued that the quantitative origins of Simpson's instrument made it appropriate for her sole assessor analysis of 30 Australian tourism management plans.[40]

Ruhanen's coding instrument was adopted for this study with modifications to incorporate differences in the research scope. The four dimensions were retained but the number of coding items was reduced to 34. Coding items were phrased to require systematic evaluations of fact and care was taken to define any subjective concepts prior to analysis. For this reason, a forced evident/not evident coding response was adopted rather than the three-point scale adopted by Ruhanen which allowed for a 'somewhat evident' finding. The coding instrument is shown in Table 1.

The *situation analysis* dimension was designed to determine whether the external and internal influences on each site were identified as a starting point in the planning process. In relation to a social problem, this dimension responds to the need to define a problem and establish a holistic understanding of the situational influences affecting a problem domain. The *strategic orientation* dimension was used to determine whether the planning process was long-term and holistic. A strategic orientation provides a framework to assess the dynamic nature of a problem domain and bring together

Table 1 World Heritage Site Management Plan Coding Instrument

Coding Dimensions	Coding Items
Situation Analysis	1. Are the tangible heritage characteristics described?
	2. Are the intangible heritage characteristics are described?
	3. Are the land use and ownership patterns identified?
	4. Are the demographic characteristics identified?
	5. Are the economic characteristics identified?
	6. Are the economic benefits of heritage identified?
	7. Are the heritage tourism activities identified?
	8. Is the capacity of tourism infrastructure identified?
	9. Are visitor numbers, length of stay and value identified?
	10. Is the integration with other planning processes identified?
Strategic Orientation	11. Does the time dimension reflect a long-term orientation?
	12. Are broad-based economic goals identified?
	13. Are broad-based environmental goals identified?
	14. Are broad-based social/community goals identified?
	15. Are broad-based heritage development goals identified?
	16. Is a range of strategic alternatives identified and evaluated?
	17. Are objectives developed that support goals?
	18. Are objectives based on supply capability?
	19. Do objectives target equitable economic distribution?
	20. Are objectives quantifiable and measurable?
Community Values and Attitudes	21. Are local values, attitudes and characteristics identified?
	22. Are critical issues for residents identified?
	23. Are community attitudes to heritage assessed?
	24. Is the quality of life in the local community assessed?
	25. Does the vision align with community values and attitudes?
Stakeholder Participation	26. Is the relationship between stakeholders addressed?
	27. Do government agencies participate in the process?
	28. Do government agencies influence strategic directions?
	29. Do non-government agencies participate in the process?
	30. Do non-government agencies influence strategic directions?
	31. Do businesses and residents participate in the process?
	32. Do businesses and residents influence strategic directions?
	33. Do relevant visitor groups participate in the process?
	34. Do relevant visitor groups influence strategic directions?

diffuse resources to tackle the problem in the most effective way. The *stakeholder values* dimension was used to establish whether stakeholder values, needs and expectations had been integrated into a strategic vision for each site. This is a key step in establishing who the legitimate stakeholders are and integral to building a holistic understanding of situational influences. The final *stakeholder participation* dimension was used to determine the breadth and depth of stakeholder engagement in the decision-making process. Stakeholder participation is critical to establishing a collective vision for the future of a problem domain. Stakeholder empowerment through this process is needed if long-term incremental change is to be effected. The relationship between the coding dimensions and McCann's social problem-solving process is shown in Figure 2, with McCann's three stage process extended to include a fourth implementation stage.

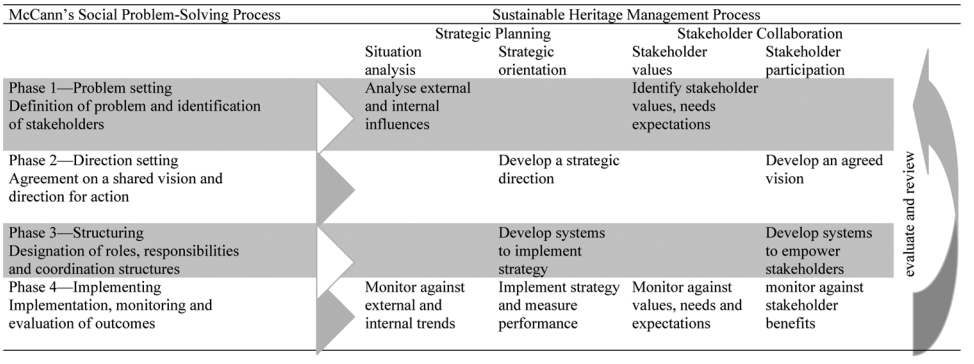

Figure 2 Comparing McCann's Social Problem-Solving Process and the Sustainable Heritage Management Process.

Findings

The initial document familiarisation revealed that for all six sites, inscription on the World Heritage List resulted from significant historical links to the Industrial Revolution and extensive surviving physical evidence. Enthusiastic local advocacy was a further contributing factor. The sites were all managed through multi-organisational partnerships supported by a full-time site coordinator. Three of the site coordinators were from a town planning/architecture background and three from a heritage management background. None of the plans detailed how partnership membership was determined and limited information was provided in relation to the plan preparation and community consultation process. The plans generally followed the three-part structure and linear planning process proposed by Feilden and Jokilehto, namely, site description, site evaluation and objectives, and site management.[41] All sites were relatively isolated from other major tourist attractions and of arguably low experiential value.[42] Despite this, an emphasis on heritage-led economic regeneration and tourism was evident in all six management plans.

The *situation analysis* included ten coding items. A situation analysis, in the form of extensive historical backgrounds, inventories and maps, was evident in all six plans. Natural features were detailed where they were integral to World Heritage Site significance. All plans identified site-specific factors such as visitor management and funding as key management issues. Two mentioned the economic benefits of heritage and one considered the capacity of local infrastructure. Critically, none of the plans provided local economic, demographic or visitor data, considered the impact of broader national or international trends, or provided a mechanism for regular ongoing evaluation of these dynamic external factors. Each site therefore, remained relatively isolated from its surrounding context and focused on site-specific conservation issues. Figure 3 illustrates the extent that a situation analysis was evident or not evident in each plan.

The *strategic orientation* dimension included ten coding items. A linear planning process was evident in all six plans. A vision, objectives and actions plan had been

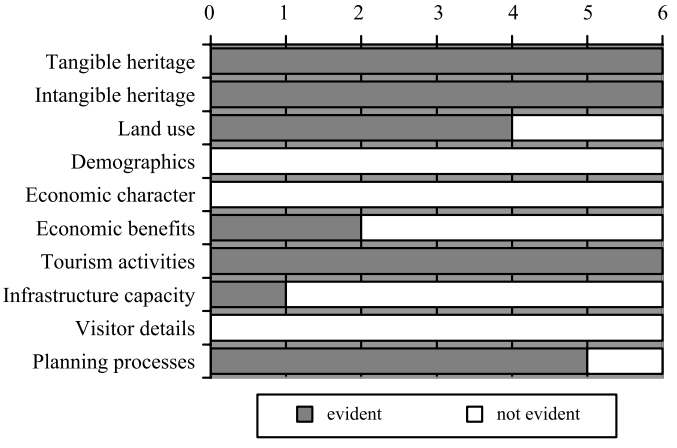

Figure 3 Situation Analysis Evaluation, $n = 6$.

derived from an initial site evaluation and some form of stakeholder consultation. There was no evidence that a range of strategic alternatives had been evaluated and only two plans defined broadly based and equitable objectives. The need to develop adequate indicators to monitor progress is mentioned as a key management issue but quantifiable measures for less tangible issues such as social well-being are notable omissions. Figure 4 illustrates the extent that a strategic orientation was evident or not evident in each plan.

The *stakeholder values* dimension included five assessment items. None of the plans adequately assessed local quality of life or community attitudes to heritage. While all six plans included some form of stakeholder consultation, only one included local community workshops in the planning process. The other five plans were prepared in draft by the major landowner groups and relevant government and non-government agencies before general public consultation was sought. Figure 5 illustrates the extent that stakeholder values were evident or not evident in each plan.

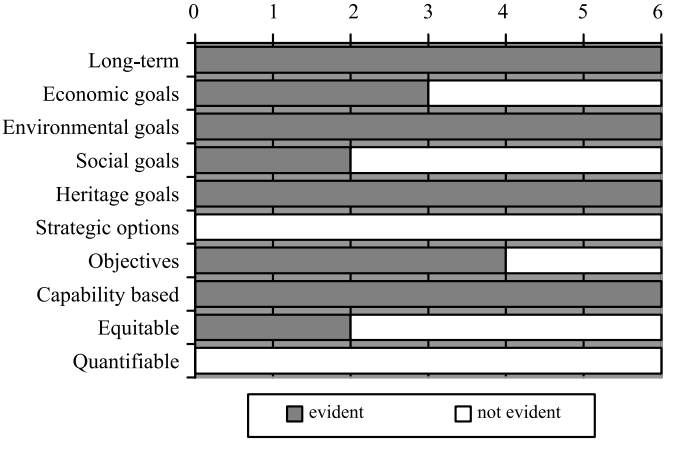

Figure 4 Strategic Orientation Evaluation, $n = 6$.

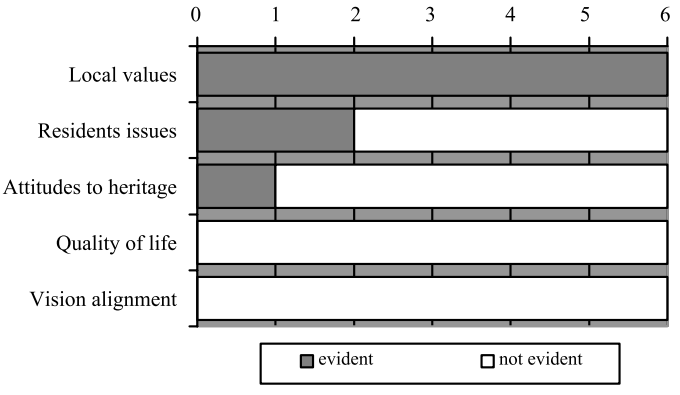

Figure 5 Stakeholder Values Evaluation, $n = 6$.

The *stakeholder participation* dimension included nine coding items. All six plans detailed a partnership structure between key stakeholders. Four plans described the consultation process. Two plans were prepared as a consultation draft by the partnership group before wider public consultation was sought. One plan conducted workshops with the local community but there was no evidence that this would be an ongoing process. A fourth plan stated only that the plan was produced in consultation with key partnership stakeholders. Figure 6 illustrates the extent that stakeholder participation was evident or not evident in each plan.

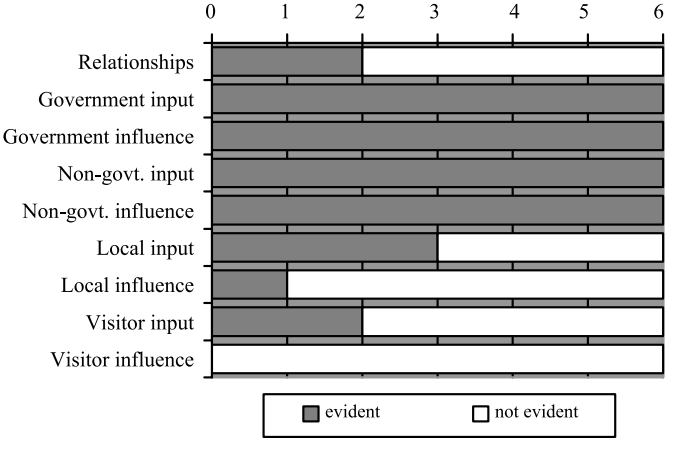

Figure 6 Stakeholder Participation Evaluation, $n = 6$.

Discussion

As the results have shown, the World Heritage Site management plans analysed in this study generally did not meet the criteria for the integration of sustainability principles into the planning process. Four primary weaknesses were identified. Firstly, an extensive

situation analysis is a foundation for holistic and long-term decision making. Despite an awareness of heritage-specific situational factors, there is no evidence in any of the plans of a broader engagement with economic and social issues or trends. This reduces the capacity to respond quickly and effectively to changes that might impact on World Heritage Sites. Such a narrow focus also limits the benefits that might otherwise flow to the broader community.

Secondly, assessing a range of strategic alternatives and developing an equitable balance of economic, environmental and social objectives is critical to longer-term sustainability. All six plans followed an established linear process of setting objectives and developing action plans to meet those objectives. However, social objectives and quantifiable measures for the less tangible values associated with each site were notable omissions.

Thirdly, a community-led vision that incorporates local values and attitudes contributes to a collective sense of responsibility for a site and enhances connections between a local community and their heritage. There is minimal evidence that the development of a community vision is addressed in any of the plans. As a result of the internalised strategic focus, there is an assumption that critical issues for the World Heritage Site are the same for the local community.

Finally, the capacity for all stakeholders to contribute to the management of a heritage resource is fundamental to empowering local communities and enhancing the equitable distribution of the benefits of that resource. It is clear that there is a commitment to stakeholder collaboration across all six sites. However, the focus is on the development of formal partnership relationships between key government and non-government organisations, rather than collaboration with informal community groups and individual citizens. Draft management plans provided for public comment limit community participation to the level of tokenistic consultation or placation at best. This approach emphasises one-way communication and limits the power to judge the legitimacy of concerns and issues to those with expert knowledge. The elements identified above have been integrated into a comparative framework for sustainable heritage management shown in Table 3.

Conclusion

This paper set out to explore the extent that the desired principles of sustainable development had been incorporated into six World Heritage Site management plans. In doing so, a consensus about the fundamental objective of sustainable development was revealed but little agreement on implementation strategies. Even so, the literature did indicate consistent support for the use of a long-term and holistic planning framework, and the active participation of a wide range of stakeholders in any sustainable development process. Similar acceptance of the principles of sustainable development could be found in recent heritage discourse, but fundamental contradictions were evident in relation to the application of sustainable development at World Heritage sites.

The study is limited in that it is based on a single source of data. It is not possible, for example, to determine how meaningful and effective the ongoing stakeholder

Table 3 A Comparative Framework for Sustainable Heritage Management

Dimension	Traditional Heritage Management	Sustainable Heritage Management
1. Situation Analysis	● Analysis based on issues of immediate concern for the conservation of heritage value. ● Specialised skills and technical expertise dominate.	● Analysis based on broad trends and issues that impact on the sustainable use of a heritage site. ● Amateur skills and volunteer capabilities encouraged.
2. Strategic Orientation	● Segmented and isolated planning process. ● Focus on linear, short-term heritage-related goals. ● Strategy based on assessment of risk to heritage value. ● Quantitative measures of heritage specific outcomes. ● Responsibility for implementation based on position or expertise. ● Segmented review process.	● Holistic and integrated planning process. ● Focus on causal, long-term sustainability vision. ● Strategic options generated and priorities negotiated. ● Qualitative and quantitative sustainability measures. ● Responsibility for implementation based on multi-dimensional value. ● Holistic review process.
3. Stakeholder Values	● Partnership member values isolated at the start of the planning process. ● Vision relates to conserving heritage value. ● Decisions made by partnership members.	● Partnership and community values isolated at the start of the nomination process. ● Vision relates to continuity of community value. ● High degree of grassroots influence on decisions.
4. Stakeholder Participation	● Formal partnership structure with influence limited to key agencies. ● Hierarchical authority based on position or expertise. ● Formalised rules and decision-making processes. ● Decisions are reactive. ● Unilateral communication. ● Benefits flow to heritage site.	● Voluntary partnership structure with extensive fluid membership. ● Delegated authority based on negotiation and contextual need. ● Minimal rules, contingent decision-making processes. ● Decisions are proactive. ● Iterative communication. ● Benefits flow to local community.

collaboration process is at each site from management plans alone. Nor is it possible to determine with certainty whether the intentions stated in the management plans are being implemented in reality. However, similar approaches have been adopted in several other studies so it is argued that management plans do form a reliable foundation for determining the strategic and collaborative approach adopted at each site.

A further four key weaknesses are identified by this study: a limited engagement with broader local, national and global trends; narrow definition of objectives and weak development of performance indicators; inadequate integration of local values and attitudes; and stakeholder collaboration limited to major government and non-government agencies. A framework for sustainable heritage management is proposed to address these weaknesses. The framework incorporates the conventional approach to strategic planning found in organisational theory. This approach is integrated with

a collaborative decision-making structure, which extends and refines the framework put forward by McCann. The framework is relevant to managers of complex heritage sites such as historical towns and cultural landscapes.

A significant finding of this research is the limited capacity for each management plan to develop as a dynamic document, evolving in response to internal and external forces and changing collaborative arrangements. It would be expected that an annual evaluation and review would be incorporated into the planning cycle, and be a requirement of any national reporting process. The capacity for each partnership to evolve in terms of membership and structure might also be expected. A further issue raised by the research is that greater attention needs to be given to decision-making processes. While establishing lines of communication is relatively simple, it does not guarantee equitable or broad participation in the decision-making process.

Finally, the research indicates that the focus of the World Heritage Site management process is restricted to a relatively narrow view of heritage value and conservation practice. This view does not align with the evident evolution of World Heritage discourse, particularly in relation to the concept of authenticity and limits of acceptable change that support a continued relationship between local communities and their heritage. Finally, it should be noted that the application of the framework for sustainable heritage management presented in Table 3 is reliant on heritage managers having complementary conservation, management and negotiation skills, in addition to access to the data to support the decision-making process.

Notes

[1] Sullivan, 'Local Involvement and Traditional Practices', 49.
[2] Furtado, 'Monitoring World Heritage', 43; Rodwell, 'The World Heritage Convention', 43.
[3] UNESCO, *Operational Guidelines* (2005), Article 6; UNESCO, *Budapest Declaration*, Article 1.
[4] Scott, 'The Cultural Economy of Cities', 325.
[5] McCann, 'Design Guidelines for Social Problem-Solving'.
[6] WCED, *Our Common Future*, 43.
[7] Williams, 'The Governance of Sustainable Development in Wales', 254.
[8] Sharpley, 'Tourism and Sustainable Development', 2.
[9] Littig and Grießler, 'Social Sustainability', 67
[10] Hunter, 'Sustainable Tourism as an Adaptive Paradigm', 854; Mowforth and Munt, *Tourism and Sustainability*, 12.
[11] Littig and Grießler, 'Social Sustainability', 67.
[12] Williams, 'The Governance of Sustainable Development in Wales', 255.
[13] McCann, 'Design Guidelines for Social Problem-Solving'.
[14] Simpson, 'Strategic Planning and Community Involvement', 12.
[15] Williams, 'The Governance of Sustainable Development in Wales', 263.
[16] Simpson, 'Strategic Planning and Community Involvement', 11.
[17] Aas et al., 'Stakeholder Collaboration and Heritage Management', 44.
[18] Waterton et al., 'The Utility of Discourse Analysis to Heritage Studies', 339.
[19] Nasser, 'Planning for Urban Heritage Places'.
[20] Wilson and Boyle, 'Interorganisational Collaboration at UK World Heritage Sites', 520.
[21] See, for example, Firat and Dholakia, *Consuming People*; Garrod and Fyall, 'Managing Heritage Tourism'; Lowenthal, *The Heritage Crusade and the Spoils of History*; Pederson,

Managing Tourism at World Heritage Sites; Selin, 'Developing a Typology of Sustainable Tourism Partnerships'.
[22] UNESCO, *Budapest Declaration*, Article 1.
[23] Ibid., Article 3(c).
[24] de Merode et al., *World Heritage Papers 13*, 167.
[25] UNESCO, *Operational Guidelines* (1996), Article 14.
[26] UNESCO, *Operational Guidelines* (2005), Article 12.
[27] Ibid., Article 123.
[28] Ibid., Article 6.
[29] Ibid., Article 97.
[30] Ibid., Article 108.
[31] Ibid., Article 110.
[32] Ibid., Article 111.
[33] Sullivan, 'Local Involvement and Traditional Practices', 50.
[34] UNESCO, *Operational Guidelines* (2005), Article 119.
[35] Ibid., Article 132.
[36] Rodwell, 'The World Heritage Convention', 54.
[37] Wilson and Boyle, 'Interorganisational Collaboration at UK World Heritage Sites', 505.
[38] Hsieh and Shannon, 'Three Approaches to Qualitative Content Analysis', 1283.
[39] Simpson, 'Strategic Planning and Community Involvement'.
[40] Ruhanen, 'Strategic Planning for Local Tourism Destinations', 243.
[41] Feilden and Jokilehto, *Management Guidelines for World Cultural Heritage Sites.*
[42] McKercher and Ho, 'Assessing the Tourism Potential', 478.

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