



# Our Common Heritage

**For a National World Heritage Strategy 2015–2025**

Publications of the Ministry of Education and Culture 2015:15





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Generations meet in Sammallahdenmäki Bronze Age Burial Site. Photo: Ulla Antola.

## Foreword

The resolution of the Finnish Government for the National World Heritage Strategy is based on Prime Minister Katainen's Government Programme, which states that 'the Government will prepare a world heritage strategy'. The Cultural Environment Strategy adopted by the government resolution of 20 March 2014 and the plan for its implementation in 2014–2020 function together as a framework for the National World Heritage Strategy.

The Ministry of Education and Culture commenced work on formulating the strategy on 1 October 2014 by appointing architect Maire Mattinen to act as an expert in preparing the main guidelines of the National World Heritage Strategy and setting up a group of experts to support this process. The group included representatives of the Ministry of the Environment, the Ministry of Education and Culture, the National Board of Antiquities, Metsähallitus, the Governing Body of Suomenlinna, ICOMOS Association, the Association of Cultural Heritage Education in Finland and ICOMOS's World Heritage Work Group. The proposal prepared by the expert for 2 March 2015 contained 46 statements, which were then used as a basis for the strategy proposed by the Ministry of Education and Culture for further consideration by the Finnish Government.

The aim of the strategy is to outline the implementation of a national world heritage policy and a world heritage agreement so that it accommodates comprehensive examination of cultural and natural heritage and the protection and conservation of Finnish world heritage sites in a sustainable and exemplary manner. World heritage sites are a part of our mutual cultural and natural heritage and the same institutes, tools and practices are primarily responsible for conserving the sites. World heritage sites are made unique by their internationally recognised significance and status, and also the obligations related to these.

The strategy involves taking a stance on the promotion of world heritage education and awareness as well as on the role of Finland and Finnish experts in Nordic and international cooperation on the topic of world heritage. The strategy also includes examining the organisation and resourcing of tasks and responsibilities connected to world heritage and the sufficiency of the legislation currently in force.

After the government resolution, work will be continued by formulating an implementation plan, which includes setting and prioritising a concrete timetable for measures in cooperation with world heritage sites and other stakeholders, selecting implementation methods and persons responsible for the measures, and identifying the resources required.

The vision for the National World Heritage Strategy emphasises Finland's responsibly developed world heritage policy, exemplary protection, maintenance and presentation of world heritage sites, and the idea that world heritage sites are part of the shared heritage of all citizens, and thus their vitality, authenticity and integrity must be preserved for future generations. This aim applies to our entire cultural and natural heritage. At their best, world heritage sites act as examples of, and provoke interest in, our shared heritage in a wider context.

Pia Viitanen  
Minister of Culture and Housing

Sanni Grahn-Laasonen  
Minister of the Environment

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# 1 Our common heritage

## 1.1 The World Heritage Convention, supporting recommendations and plans for the future

The UNESCO's Convention Concerning the Protection of the World Cultural and Natural Heritage (henceforth referred to as the World Heritage Convention) was adopted in 1972 (19/1987).

The objective of the World Heritage Convention is to recognise and secure the value of key natural and cultural heritage sites and ensure their preservation for future generations through cooperation between the peoples of the world. The Convention sets out the duties of States Parties in identifying, protecting, conserving and presenting cultural and natural heritage within their territories and passing them on to future generations. According to the convention, there is a demand for resourced public or private bodies, research and documentation work, and educational programmes and information dissemination. Furthermore, the Convention stipulates the obligation of State Parties to aid their cooperative partners in other countries in the protection of valuable cultural and natural heritage sites.

Since the beginning, the aim of the World Heritage Convention has been to facilitate cooperation for the conservation of cultural and natural heritage. The convention highlights an ethical, comprehensive approach with the aim of promoting understanding and the cause of peace between cultures. The purpose of the World Heritage Convention is to increase understanding of the importance of cultural and natural heritage for humanity, for cultures and identities. World heritage sites function as symbols of humanity's shared aspirations. However, each state is responsible for implementing measures on the national level in order to conserve its valuable heritage, and this responsibility is not limited to world heritage sites.

The World Heritage Convention is one of UNESCO's most successful conventions of all time. It is the first and continues to be one of the few international agreements which covers equally the protection of both cultural and natural heritage. The convention has been ratified by 191 states and 1007 sites are currently inscribed in the World Heritage List (as of 2/2015).



Each member state of the World Heritage Convention is responsible for:

- Realising cooperation on the national level and aiding states in need of technical or financial support.
- Identifying world heritage sites within its territories (formulating a tentative list and recognising outstanding universal value, presenting properties for nomination, setting protected areas, modifying borders, adjusting names etc.).
- Conserving and preserving world heritage, protecting the outstanding universal value of sites, passing them on to future generations, and developing scientific research in the field.
- Taking the necessary measures for the presentation of the sites and dissemination of information on world heritage through educational programmes and provision of information.

UNESCO's conventions on cultural and natural heritage and their ratification status in Finland:

- UNESCO's Convention Concerning the Protection of the World Cultural and Natural Heritage (World Heritage Convention) was adopted in 1972 at the UNESCO General Conference. The World Heritage Convention was ratified by Finland in 1987 (Convention 19/1987).
- UNESCO's Convention for the Protection of Cultural Property in the Event of Armed Conflict with Regulations for the Execution of the Convention (1954), i.e. the Hague Convention. The convention was ratified by Finland in 1994 (Convention 93/1994).
- UNESCO's Convention for the Safeguarding of the Intangible Cultural Heritage (2003). The convention was ratified by Finland in 2013 (Convention 47/2013).
- UNESCO's Convention on the Protection of the Underwater Cultural Heritage (2001). Finland is yet to sign the convention.

Other international conventions on natural heritage:

- Convention on Biological Diversity (1992) formulated by the United Nations Conference on Environment and Development (UNCED). The convention was ratified by Finland in 1994 (Convention 78/1994).
- Conventions on the protection of species ratified by Finland include: Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) (Convention 44-45/1976), Convention on the Conservation of Migratory Species of Wild Animals, i.e. the Bonn Convention (Convention 62/1988) and Convention on the Conservation of European Wildlife and Natural Habitats, i.e. the Bern Convention (Convention 29/1986). The Ramsar Convention on Wetlands (1975) and Convention on the Protection of the Marine Environment of the Baltic Sea Area (Convention 12/1980) have also been ratified by Finland.
- The conventions of the Council of Europe relating to cultural and natural heritage which have been ratified by Finland are as follows: The European Convention on the Protection of the Archaeological Heritage, i.e. the Malta Convention (Convention 26/1995), Convention for the Protection of the Architectural Heritage of Europe, i.e. the Granada Convention (Convention 10/1992) and the European Landscape Convention, i.e. the Florence Convention (Convention 14/2006).

## Operational Guidelines and Global Strategy of the World Heritage Convention

Detailed Operational Guidelines have been formulated for the implementation of the World Heritage Convention. The document is regularly updated.

In order to inscribe sites in the World Heritage List, they must be considered to be of Outstanding Universal Value (OUV). The operational guidelines include more specific details on matters such as the processes and selection criteria for inscribing sites in the World Heritage List.

The number of properties in the World Heritage List increases annually. In 1994, the World Heritage Committee adopted the so-called Global Strategy (Global Strategy for the Implementation of the World Heritage Convention) to steer the member states in formulating tentative lists and nominating sites for the World Heritage List. Credibility is a central objective of the World Heritage List. The list must become an increasingly more representative and diverse whole, reflecting the world's cultural and natural heritage from all over the globe. The cultural heritage sites must harmoniously embody the unique accomplishments of humankind during different periods and through different cultures. The natural heritage sites can be considered to be of outstanding universal value for reasons of science, nature preservation or natural beauty. The World Heritage Committee examines the implementation of the Global Strategy in annual meetings.

In addition to the Global Strategy, the World Heritage Convention and its operational guidelines are supplemented by a number of different thematic programmes and recommendations.

## The future of the World Heritage Convention and the action plan for 2012–2022

The action plan called The future of The World Heritage Convention. The Strategic Action Plan for the Implementation of the World Heritage Convention 2012–2022 was adopted in 2011. The plan elaborates on the focus and aims of world heritage activities in the future, which have also been taken into account in the now formulated national strategy for Finland.

The theme of sustainable development has been highlighted throughout the entire action plan. Effective protection of cultural and natural heritage is at the heart of the plan. Expanding the network of stakeholders is considered an important challenge for the future. The member states are encouraged to recruit for world heritage activities those local, national and international communities that have a desire to be a positive force for cultural and natural heritage. Credibility has been determined as the most important value in planning the future and ongoing operations of the World Heritage Convention. Credibility requires relying on the best available professional competence when making any choices. Indeed, formulating a credible World Heritage List that is relevant and provides a representative selection of the most outstanding cultural and natural heritage has been set as an objective. The objectives also include the establishment of a world heritage system that will remain transparent, fair, responsible and efficient in an ever changing world.

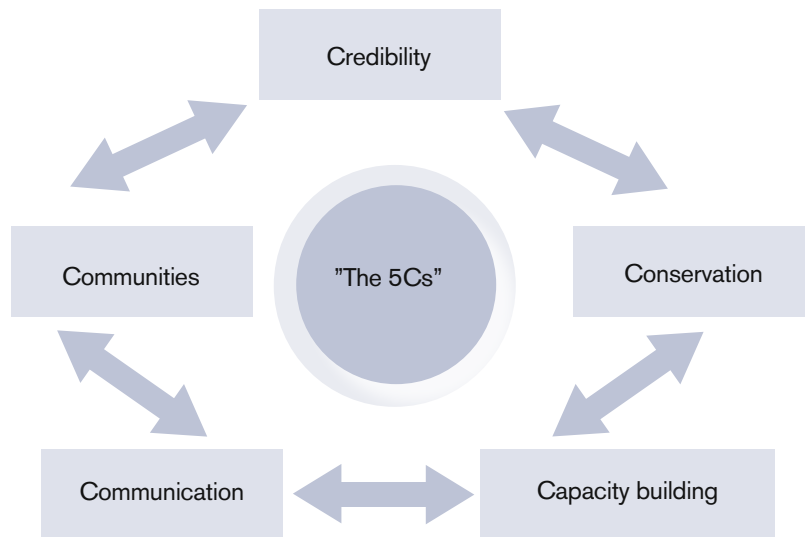


Figure: The strategic objectives known as the '5 Cs' have been internationally adopted in world heritage activities, and these have also been utilised in this national strategy.

## 1.2 World heritage activities in Finland

### Adhering to the World Heritage Convention

Finland ratified the World Heritage Convention in 1987. The first Finnish sites were inscribed on the World Heritage List in 1991.

The World Heritage Convention has not been enforced in Åland. The Åland region has autonomy in education provision, culture and protection of antiquities.

National world heritage activities were outlined for the first time in a work group convened by the Ministry of Education and Culture in 2003. At the time, the focus was to prepare the tentative list, agree on shared practices for proposing world heritage sites, and clarify the distribution of roles connected with the maintenance of sites.

Finland has been an internationally visible agent in world heritage activities on both the expert level as well as regarding its participation

in the Committee work. Finland was first a member of the World Heritage Committee in 1997–2002. Currently, Finland is serving its second term as a member of the committee (years 2014–2017).

Finns have participated in knowledge sharing through expert mobility in tasks connected with world heritage. Courses for restoring modern architecture have also been organised four times in Finland, in cooperation with ICCROM. The education projects, which have received positive evaluations, have enabled Finland to strengthen its profile as an expert in modern architecture. International cooperation projects have helped the protection, conservation and presentation of sites.

In contrast, there has been little international support provided by Finland to protect cultural and natural environments in developing countries or countries in recovery from different disasters, even though there were satisfactory outcomes from, for example, ICCROM's Africa 2009 project, which Finland supported.

## World heritage sites in Finland

Finland has worked in a reasonable and responsible manner in presenting properties for nomination to the World Heritage List. Proposals for nomination have come from sectors that, according to the Global Strategy, have been under-represented in the list or which have been considered to best represent our country strategically.

In total, the World Heritage List includes seven sites from Finland (as of 2015). Finnish cultural heritage sites in the list include Suomenlinna (1991), Old Rauma (1991), Petäjävesi Old Church (1994), Verla

Groundwood and Board Mill (1996), the Sammallahdenmäki Bronze Age Burial Site (1999) and the Struve Geodetic Arc (2005), a serial nomination site stretching across the territory of ten countries. The list also includes one Finnish natural heritage site, the Kvarken Archipelago (2006), a serial nomination site together with Sweden's High Coast. Preservation of the outstanding universal value of the world heritage sites is an imperative precondition for retaining sites on the list. The authenticity and integrity of sites must also be preserved. All Finnish world heritage sites have been given Retrospective Statements of OUV adopted by the World Heritage Committee.

Below is a list of the criteria through which the Finnish world heritage sites have been inscribed in the World Heritage List.

World heritage site and year of inscription	Criterion	Justification
Old Rauma 1991	iv and v	Criterion (iv): The town of Old Rauma constitutes one of the best preserved and most expansive examples of northern European architecture and urbanism. Criterion (v): Old Rauma is an outstanding example of a Nordic city constructed in wood, and acts as a witness to the history of traditional settlements in northern Europe.
Suomenlinna 1991	iv	Criterion (iv): In the history of military architecture, the Fortress of Suomenlinna is an outstanding example of general fortification principles of the 17th and 18th centuries, notably the bastion system, and also showcases individual characteristics.
Petäjävesi Old Church 1994	iv	Criterion (iv): Petäjävesi Old Church is an outstanding example of the architectural tradition of wooden churches in northern Europe.
The Verla Groundwood and Board Mill 1996	iv	Criterion (iv): The Verla Groundwood and Board Mill and its associated habitation are an outstanding and remarkably well preserved example of the small-scale rural industrial settlement associated with pulp, paper, and board production that flourished in northern Europe and North America in the 19th and early 20th centuries, of which only a handful survives to the present day.
Sammallahdenmäki Bronze Age Burial Site 1999	iii and iv	Criterion (iii): The Sammallahdenmäki cairn cemetery bears exceptional witness to the society of the Bronze Age of Scandinavia. Criterion (iv): The Sammallahdenmäki cemetery is an outstanding example of Bronze Age funerary practices in Scandinavia.

<p>Struve Geodetic Arc 2005</p> <p>serial nomination site stretching across the territory of 10 countries</p>	<p>ii, iv and vi</p>	<p>Criterion (ii): The first accurate measuring of a long segment of a meridian, helping in the establishment of the exact size and shape of the world exhibits an important step in the development of earth sciences. It is also an extraordinary example for interchange of human values in the form of scientific collaboration among scientists from different countries. It is at the same time an example for collaboration between monarchs of different powers, for a scientific cause.</p> <p>Criterion (iv): The Struve Geodetic Arc is undoubtedly an outstanding example of a technological ensemble - presenting the triangulation points of the measuring of the meridian, being the non-movable and non-tangible part of the measuring technology.</p> <p>Criterion (vi): The measuring of the arc and its results are directly associated with humans wondering about their world, its shape and size. It is linked with Sir Isaac Newton's theory that the world is not an exact sphere.</p>
<p>Kvarken Archipelago 2006</p> <p>serial nomination site together with Sweden's High Coast</p>	<p>viii</p>	<p>Criterion (viii): The High Coast/Kvarken Archipelago is of exceptional geological value for two main reasons. First, both areas have some of the highest rates of isostatic uplift in the world, meaning that the land still continues to rise in elevation following the retreat of the last inland ice sheet, with around 290 m of land uplift recorded over the past 10,500 years. The uplift is ongoing and is associated with major changes in the water bodies in post-glacial times. This phenomenon was first recognized and studied here, making the property a key area for understanding the processes of crustal response to the melting of the continental ice sheet. Second, the Kvarken Archipelago, with its 5,600 islands and surrounding sea, possesses a distinctive array of glacial depositional formations, such as De Geer moraines, which add to the variety of glacial land- and seascape features in the region. It is a global, exceptional and diverse area for studying moraine archipelagos. The High Coast and the Kvarken Archipelago represent complementary examples of post-glacial uplifting landscapes.</p>

The Finnish world heritage sites have retained their outstanding universal value and have been managed in an exemplary way also after their inscription in the list. The objectives of sustainable development and the principles of world heritage education have also been extensively embraced. The sites play active roles in international networks and have been included in EU development projects and other cooperative endeavours.

Risk factors have been detected, for example regarding the buffer zones of certain sites. Large construction projects may threaten townscapes and the functional structures of old areas. Developments such as wind turbine construction may also impact the preservation of buffer zones, as they change the cultural landscape.

There are differences in the ownership status of Finnish world heritage sites. Therefore, there are also differences in how the conservation of sites is funded. The state has participated in the conservation and restoration of the world heritage sites in a number of ways. As a rule, property owners are the persons primarily responsible for their possessions. Some of the world heritage sites of Finland are owned by the

state. The state is responsible for the protection, management, restoration and presentation of these sites.

Since 2003, the Ministry of Education and Culture has had a budget approximately €300,000 for world heritage site activities. The majority of the funding has been used for the restoration of properties and buildings in the world heritage sites owned by private citizens, companies and communities. A part of the budget has been allocated also to other development and cooperation activities connected to world heritage. The amount of funding allocated to the restoration of world heritage sites has been moderate, but carries a significant cumulative weight. The provision of funding results in the private property owners making their own, significant investments into renovating the buildings.

#### World heritage sites as a resource

In many ways, world heritage is a significant resource and also supports the aims of sustainable development. The sites have a positive influence on the image of Finland and have significant effects on local economies.

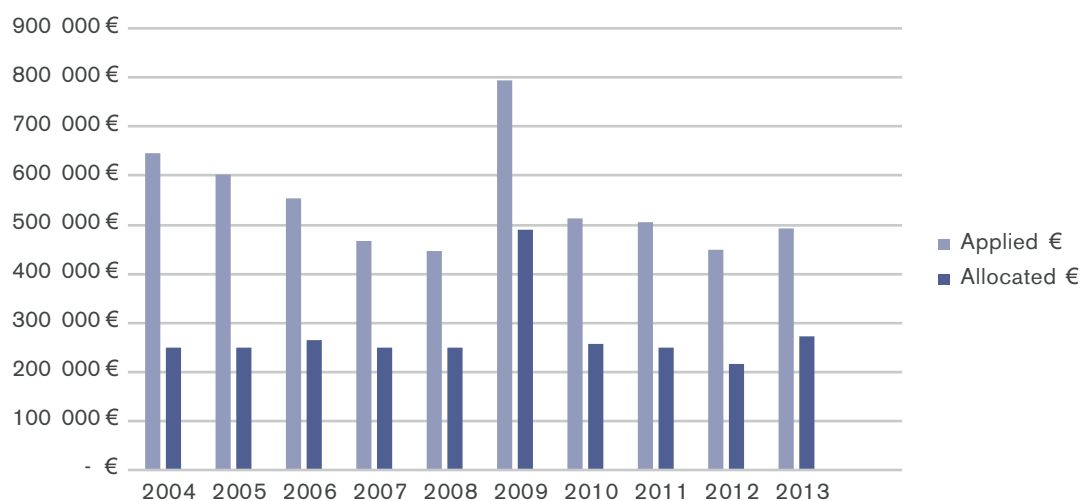


Figure: Just under €300,000 has been allocated to world heritage sites as restoration aid through the Ministry of Education and Culture in 2004–2013. The average amount of funding has been approximately half of the sum for which application was made. Most restoration aid has been allocated to the world heritage sites of Old Rauma and the Verla Groundwood and Board Mill (each has received slightly over €1 million over a ten-year-period). Source: National Board of Antiquities

Therefore, investing in world heritage even in economically scarce times can be justified.

Research on the cultural, social, ecological and economic impacts of world heritage sites is still in its infancy. In the future, there will be a need for a lot of further research in order to better identify these significant aspects and to target actions correctly.

In recent years, computational models have been developed to indicate the long-term and indirect impacts on local economies of attractive world heritage sites. For example, a report on Suomenlinna utilised a computational system developed by Metsähallitus (Laura Heikkilä, 2014). Based on the report, it can be indicated that each euro invested in the site by the state was returned to the area as a revenue increase of at least five times the amount invested, while the increase in the annual employment level was greater than 300 man-years.

World heritage sites are well-known and highly attractive tourist destinations. Tourism has both direct and indirect effects on employment and its multiplier effect on local economies has become significant. In 2014, nearly 1.8 million tourists visited the seven world heritage sites in Finland. In order to preserve the integrity and authenticity of world

heritage sites, more proactive effort must be put into the management of the number of visitors in the future.

### Legal frameworks

According to section 20 of the Constitution of Finland (731/1999), nature and its biodiversity, the environment, and cultural heritage are the responsibility of everyone.

The Finnish legislation does not include specific rules on the protection of world heritage sites, but the provisions on other valuable cultural and natural heritage are applied to them. The most central laws relating to the cultural and natural environment include the Land Use and Building Act (132/1999), Act on the Protection of Built Heritage (498/2010), Antiquities Act (295/1963), Nature Conservation Act (1096/1996) and certain special acts, such as the Church Act (1054/1993) and the Act on the Orthodox Church (985/2006).

National Land Use Guidelines (VAT) guide land use planning. Inventories of the cultural environment referred to by the National Land Use Guidelines include nationally significant built cultural environments (RKY 2009), nationally valuable landscapes (1995) and the inventory on archaeological cultural heritage (1985).

World heritage site	Visits 2013	Visits 2014
Kvarken Archipelago	336,600	339,400
Petäjävesi Old Church*	12,500	12,500
Sammallahdenmäki Bronze Age Burial Site	8,000	8,100
The Struve Geodetic Arc (in total 6 points)	5,000	5,000
Suomenlinna	828,000	858,000
Old Rauma	250,000	500,000
The Verla Groundwood and Board Mill	18,000	35,000
<b>Total</b>	<b>1,458,000</b>	<b>1,757,500</b>

\*The number of visitors in 2014 is based on an estimate

Figure: World heritage sites have become increasingly attractive tourism destinations. They have considerable economic potential in their areas. The proportion of international tourists is constantly growing.

An amendment to the Nature Conservation Act regarding the Natura 2000 network is pending. The nature directive dictates that areas belonging to the Natura 2000 network will become Special Areas of Conservation (so-called SAC areas).

National legislation enables the preservation of cultural and natural heritage. The fact that the protection is fragmented into a number of different acts creates a challenge to the comprehensive development and protection of the cultural environment.

### Strategic background

The Finnish Government adopted the Cultural Environment Strategy (2014–2020) in 2014. The aim of the strategy is to recognise the cultural environment as a cultural, economic, social and ecological resource that enables new activities. A further objective of the strategy is to support sustainable development so that the cultural environment can be renewed and adapted to the changes brought on by time while preserving its central features derived from different time periods.

There is also a goal to improve the cultural environment administration's national, regional and local capacity to serve and function effectively, and to clarify the division of responsibilities and sector-specific responsibilities in the administration. The strategy is used to create the conditions for a comprehensive cultural environment policy. The implementation plan for the Cultural Environment Strategy 2014–2020 was completed on 30 January 2015.

Saving Nature for People. National action plan for the conservation and sustainable use of biodiversity in Finland was adopted by government resolution in 2012. The primary aim of the strategy is to halt the decline in biodiversity in Finland by the year 2020.

The strategy brings the economic and cultural value of natural biodiversity into the centre of decision-making on the use of natural resources. The strategy and the implementation plan supporting it are in line with the Convention on Biological Diversity.

Achieving more together – the Roadmap for Growth and Renewal in Finnish Tourism for 2015–2025, a publication by the Ministry of Employment and the Economy published in 2015, highlights the world heritage sites as pivotal targets for the marketing of travel destinations and an increasingly strong part of the image of Finland as a tourism destination. This challenges the world heritage sites in Finland to actively cooperate with different stakeholders in the tourism industry.

### Stakeholder network

#### International network of stakeholders connected to the implementation of the World Heritage Convention

The World Heritage Convention defines the most central international stakeholders. The governing bodies are the General Conference, with representatives from the member states, and the World Heritage Committee. The convention also defines the expert bodies as The World Heritage Centre, its secretariat and ICOMOS, IUCN and ICCROM. All of these have published various recommendations and guidelines supporting the protection, management, restoration and presentation of world heritage sites in practice.



### **Focal points of the States Parties to the convention**

In Finland, the Ministry of Education and Culture is primarily responsible for the implementation of the World Heritage concerning cultural sites. The Ministry of the Environment is responsible for the implementation of the convention concerning natural heritage sites. The National Board of Antiquities and Parks & Wildlife Finland (part of Metsähallitus) are the Focal Points for world heritage activities in Finland. The ministries have delegated to them expert work related to world heritage activities and officials responsible for coordinating world heritage activities have been appointed in both units. The National Board of Antiquities and the Ministry of the Environment are the highest expert authorities for the protection of cultural and natural heritage in Finland.

Communication with the secretariat of UNESCO and its member states is conducted by the Ministry of Education and Culture, the Ministry for Foreign Affairs of Finland and the Delegation of Finland to UNESCO. The Finnish National Commission for UNESCO is attached to the Ministry of Education and Culture.

Finnish officials have participated in the activities of the Nordic World Heritage Foundation in 2002–2014. However, the foundation ended its operations in December 2014. Norway is considering establishing a new UNESCO Category II centre and is negotiating the matter with other Nordic countries.

### **Expert organisations**

ICOMOS and IUCN are expert organisations under the World Heritage Convention and have national divisions in Finland which work in close cooperation with their international



The King's Gate is the iconic symbol of Suomenlinna. Photo: The photo archives of the Governing Body of Suomenlinna/ Yrjö Tuunanen.

central organisations. The world heritage activities also touch upon the operations of other expert organisations, such as the Association of Cultural Heritage Education in Finland, the Finnish National committee of ICOM and the Association for the Conservation of Industrial Heritage.

#### **Networks of the World Heritage sites**

The World Heritage Work Group of the Finnish division of ICOMOS is one body that has been conducting cooperation with the Finnish world heritage sites, and which also includes a representative from IUCN. The work group has functioned as a forum for discussion about the sites, and has coordinated to write out management plans and joint communications of the sites. There is a desire for more resources and clarity regarding the distribution of responsibilities in the national network of cooperation. There have been discussions on establishing a national association among the world heritage sites. There is also a wish for closer cooperation with the authorities.

#### **Coordination of world heritage sites on the local level**

Nearly all Finnish world heritage sites have been assigned a Governing Body (an management board or an advisory board) which combines local authorities and other actors. The boards are represented by either the National Board of Antiquities or Parks & Wildlife Finland, depending on the site.

Site Managers responsible for matters related to world heritage have been appointed for some of the sites in Finland. However, uncertainty about responsibilities and lack of resources create communication breakdowns.

There are annual meetings for the World heritage sites of Nordic countries, which enable the exchange of experiences and discussions on current challenges. There are current efforts to strengthen the network and suggestions to establish a Nordic association.

The network of those involved in world heritage site activities is expanding and becoming more diverse.

The number of those involved in world heritage site activities has been constantly increasing. The world heritage activities touch upon a number of sectors and authorities in central administration, regional administration and local administration.

On regional and local levels, those involved in world heritage activities include officials in the regions of the sites, professionals in the museum sector, tourism industry representatives, professionals in schools and early childhood education, the business sector and a great variety of those involved in the protection, conservation, management and presentation of sites. Cooperation has been realised with several authorities, even with the Criminal Sanctions Agency of the Ministry of Justice, regarding the conservation of cultural and natural heritage. Many representatives of creative industries, entrepreneurs and volunteers participate in presenting world heritage sites and organising events connected with them. A number of world heritage sites have foundations or associations that support the activities by offering an organised forum for the volunteers. There are also international networks aimed at volunteers focused on world heritage activities (e.g. World Heritage Volunteers, World Heritage in Young Hands youth camps).

International world heritage activities are channelled through many outlets. The Ministry for Foreign Affairs is responsible for development cooperation or crisis management support offered by Finland, which may include support for world heritage sites. Exchanges of expertise are arranged through several ministries and offices (e.g. CIMO), while VisitFinland, which is subordinate to the Ministry of Employment and the Economy, is responsible for international marketing of tourism.

In the future, the aim will be to increase credible and reliable activities by engaging the

authorities and experts in cooperation with the business sector, educational institutions and representatives of the third sector, particularly local communities. One challenge is to inspire the ever expanding networks by offering thoroughly planned tasks to all volunteers who wish to help preserve the cultural and natural heritage of the world. The international world heritage family also provides an excellent framework for increasing international cooperation.



Petäjävesi Old Church.  
Photo: The Foundation of Petäjävesi Old Church.

## 2 Vision, values and strategic pillars

### 2.1 Vision 2025

The Vision 2025 of the National World Heritage Strategy comprises three perspectives, which all include both national and international dimensions:

- **Finland – Fostering the world heritage**
  - Finnish world heritage policy must be active, visible and reliable. In all activities, Finland uses its expertise and supports openness. The state, municipalities and site owners are responsible for the sites.
- **World heritage sites – Exemplary protection, management and presentation**
  - The protection, management, restoration and presentation of world heritage sites form the foundation of world heritage activities. World heritage sites lead the way in both adopting the principles of sustainable development and practical protection work. The use of the sites is planned in a flexible way so that their values and significance is retained.
- **Empowering the locals – Transmitting the (living) heritage**
  - World heritage sites are a form of living heritage shared by everyone. Sites are developed by interacting with regional stakeholders, local communities, associations and citizens. When well conserved, sites will be preserved for future generations and will bring joy, benefits and added value to their environments.

### 2.2 Strategic values

- Sustainability
- Credibility
- Enthusiasm

Sustainable development is a comprehensive aim for all world heritage activities. Protection will secure the continuity of the outstanding universal value of cultural and natural heritage. New sites will be inscribed on the World Heritage List and sites will be managed so that they represent the richness of the world's cultural and natural heritage in a credible way. The increasingly versatile world heritage activities inspire citizens to act for the good of world heritage.

### 2.3 The three pillars of the strategy

- The value of the world heritage sites
- Networks of stakeholders
- Activities creating new outcomes

The three pillars depict the resources on the basis of which the National World Heritage Strategy will be realised. The current and future world heritage sites and their universal value form a sustainable and fundamental pillar for the strategy. It is also supported by the ever-expanding, responsibly operating network of stakeholders and the increasingly diverse activities that create new outcomes.

<b>Vision 2025</b>	<b>Finland – Fostering the world heritage</b> <b>World heritage sites – Exemplary protection, management and presentation</b> <b>Empowering the locals – Transmitting the (living) heritage</b>				
<b>Strategic values</b>	<b>Sustainability - Credibility - Enthusiasm</b>				
<b>The three pillars of the strategy</b>	<b>The value of the world heritage sites - Networks of stakeholders - Activities creating new outcomes</b>				
<b>The main strategic guidelines</b>	<b>1. World heritage policy in Finland</b>	<b>2. Preservation of world heritage sites</b>	<b>3. Capacity building</b>	<b>4. Raising awareness on world heritage and presentation of sites</b>	<b>5. Communities</b>
<b>The proposed measures</b>	A visible and credible world heritage policy  An up-to-date tentative list with well-considered site proposals	National legislation that recognises World Heritage Convention  Exemplary protection and management  Up-to-date information of the sites gained through monitoring	Increased cooperation and clarified distribution of roles  Sufficient economic resources  High-quality competence	World heritage education increases understanding of the unique nature of heritage  Information enriches the experience of world heritage  The strategy for sustainable tourism supports visitor management and ensures a valuable experience  Accessibility and high-quality services for visitors	Regional and local operators commit to common goals  Versatile voluntary activities and close cooperation with companies create opportunities

## 3 The main strategic guidelines and proposed measures

### 3.1 World heritage policy in Finland

#### Objective for 2025

Finland will implement the obligations set by the World Heritage Convention and sustainably utilise the positive and significant cultural, economic and social aspects of the World Heritage Convention. Finland will strengthen its international role and expand its cooperation networks. In international contexts, Finland will emphasise its expertise and openness. New forms of activities will be developed by highlighting competences and areas of strength in our country. Finland's tentative list has been updated and proposals for nominations will be made systematically. The implementation of the World Heritage Strategy will be regularly monitored.

#### A visible and credible world heritage policy

The World Heritage Convention and participation in its implementation is a great opportunity and a favourable global obligation for Finland. Finland is a member of the World Heritage Committee for the period 2013–2017, which provides a particularly

significant opportunity for Finland to influence the development and implementation of the policies of the World Heritage Convention. Finland is represented in the committee by experts appointed by the Ministry of Education and Culture, the Ministry of the Environment and the Ministry for Foreign Affairs of Finland.

As a State Party to the Convention, Finland has the responsibility of meeting the obligations of the convention and supporting the realisation of its objectives. An active and responsible world heritage policy will make Finland a visible agent in the fields of both cultural heritage and nature conservation.

The objective is that the cultural, ecological, social and social economic importance of the World Heritage Convention and the world heritage sites will be recognised in our country. The convention and world heritage sites are valued highly.

Retaining the credibility and good reputation of world heritage activities will be a challenge for the future. Problems for credibility are caused by political, environmental and social pressures exerted on decision-making in the World Heritage Committee and the sites themselves. Recognisability and economic consequences brought on by tourism have increased interest in nominating properties for the World Heritage

List. As a member of the World Heritage Committee and through its own actions, Finland highlights proficiency, openness and goal-orientation as central quality factors for activities used to maintain the credibility of the World Heritage Convention and related activities.

The aim is to have well-known world heritage activities and sites that have been managed in an exemplary way. The positive effects of world heritage sites for their local communities, regions and states have been recognised. It is important that citizens value the world heritage activities, are aware of the significance of world heritage sites, and consider them to be shared property. Finland highlights the importance of sustainable development and its integration into all world heritage activities. The credibility of activities can be achieved through expertise, openness and interaction.

As a State Party to the World Heritage Convention, Finland has an international and visible role in the process of preserving world's cultural and natural heritage. In a reciprocal manner, the convention obliges the State Parties to participate in international cooperation to benefit world heritage. The State Parties are committed to offering their help to those State Parties requesting support in defining, protecting, preserving and presenting world heritage sites within their national territory.

International cooperation may take shape in the form of formulating reports, providing expertise, staff and specialised labour, procuring instruments or offering financial support. Supporting regional education centres is recommended, as is the realisation of different international educational programmes. Finland can lend its support to ICCROM, UNESCO's World Heritage Centre, which acts as the secretariat for the World Heritage Committee, and other institutions in the field by allocating resources and offering expertise to them. Finland also strives to promote synergy in the

implementation of biodiversity conventions. The objective is to make Finland's role even more significant in international cooperation.

#### Measure (1)

- Finland will have an active, international role and, as a member of the World Heritage Committee, emphasise expertise and openness in decision-making.
- On the national level, Finland will recognise and utilise the attractiveness of world heritage and its positive cultural, economic and social impacts in a sustainable way.
- The sites will be encouraged to engage in cooperative work to make world heritage better known during the year of celebration for Finnish Independence in 2017 and also during the 50th anniversary of the World Heritage Convention in 2022.
- Finland will strengthen its international role by providing experts for international positions in both the World Heritage Centre and other States Parties. Finland will highlight its areas of strength in ICCROM's activities. International expert meetings will be held in Finland when possible.
- Finland will encourage its world heritage sites to participate in cooperation on national, Nordic and international levels, for example through the Friends of World Heritage initiative.
- Cooperation between world heritage sites in Finland and in the developing world will be promoted.

### 3.1.2 An up-to-date tentative list with well-considered site proposals

The primary obligation for the States Parties to the World Heritage Convention is to effectively protect the sites already inscribed in the list and to ensure the realisation of exemplary management. Each State Party must also keep the national tentative list updated. Properties which are estimated to fulfil the selection criteria of the convention are included in the national tentative list. The list will be submitted to the World Heritage Centre.

The tentative list functions as a basis for the actual nomination of a property to be inscribed in the World Heritage List. The preparation and evaluation of actual nominations to the World Heritage List require extensive competences related to cultural and natural heritage from expert organisations (ICOMOS and IUCN), the international secretariat of the World Heritage Centre, and the committee making the final decision.

The tentative list for Finnish world heritage sites is out of date. The Ministry of Education and Culture is responsible for updating the tentative list in cooperation with the Ministry of the Environment. Whilst updating of the list, there needs to be a study on bringing the World Heritage Convention into force in Åland, which was not done when Finland ratified the convention in 1987. In order to secure the rights of indigenous peoples, the preparations will include engaging in cooperation with the Sámi Museum Siida, and the Finnish Sámi Parliament.

Finland has not yet ratified the UNESCO Convention on the Protection of the Underwater Cultural Heritage. No time should be wasted in ratifying the convention. Possibilities for inscribing underwater cultural heritage properties in the World Heritage List should also be explored.

The tentative list should be updated based on the following premises:

- The tentative list is to be concise (2–4 properties) and is to only include such sites that Finland is planning to nominate to the World Heritage List over the following ten years.
- The sites in the tentative list, together with Finland's current world heritage sites, form a credible, balanced and representative whole that includes the most valuable cultural and natural heritage sites in Finland.
- When selecting sites for nomination, attention will be paid to under-represented thematic groups in accordance with the Global Strategy; these may include cultural landscapes, modern architectural sites and more extensive landscapes.
- Particular attention will be paid to possibilities for proposing mixed natural and cultural sites, serial nominations comprising a number of sites, or transboundary properties.
- Possibilities for inscribing sites representing underwater cultural heritage will also be explored.
- It is a good idea to conduct comparative preparation of the tentative list in cooperation with other Nordic countries and surrounding areas (representativeness of properties in the tentative list of each country and their comparability, possible serial nominations or transboundary nominations).
- The competence of expert organisations (ICOMOS and IUCN) will be utilised in the preparation process.
- Already during the tentative list phase, attention will be paid to defining the outstanding universal value of the sites, their current state of conservation, and possible buffer zones.
- The preparation of the tentative list must be an open process which helps to ensure, together with local stakeholders, that the site is safeguarded and the buffer zone and aims for preservation are defined. This will also help to guarantee that the local stakeholders and decision-makers are committed to the duties regarding the management of the world heritage site.
- During the preparation of the tentative list, there will be a study in order to determine which properties will be nominated to the World Heritage List and which would be more suitable for other designations, such as the European Heritage Label UNESCO Biosphere Reserves, the Global Geoparks Network, or UNESCO Intangible Cultural Heritage List.



Sites can be inscribed in the World Heritage List only if they can be considered to possess outstanding universal value. In addition, they must meet the criteria for authenticity and integrity.

A cultural site might be of outstanding universal value if it represents a masterpiece of human creative genius or if it bears a unique testimony to a cultural tradition or to a civilization which is living or which has disappeared. A site may be an outstanding example of a type of building which illustrates a significant stage in human history or it may be an example of a traditional human settlement, which is representative of a culture. A site may also be associated with events or living traditions, with ideas, or with beliefs, or with artistic and literary works.

A natural site may be an example representing major stages of earth's history or may be an example representing an on-going ecological or biological process. It may represent an area of exceptional natural beauty or contain threatened species. Sufficient resources must be provided for the formulation of nomination proposals to the World Heritage List, and the preparatory work must be conducted particularly carefully. Nomination of new sites will be planned and scheduled in connection with the formulation of the tentative list.

Finland adheres to the Operational Guidelines for the Implementation of the World Heritage Convention in the process of preparing nomination proposals. Proposing a site for nomination is a process preceded by several years of preparation by experts.

#### Measure (2)

- There will be a study on bringing the World Heritage Convention into force in Åland, carried out in cooperation with the Government of Åland.
- The Ministry of Education and Culture will begin updating the tentative list of world heritage sites in cooperation with the Ministry of the Environment. The aim is to update the tentative list by the year 2017.
- The policies and operating methods recorded in this strategy will be complied with when updating the tentative list.
- Finland will show restraint in proposing new sites for nomination.

### 3.2 Preservation of world heritage sites

#### Objective for 2025

The outstanding universal value, authenticity and integrity of world heritage sites will be preserved, risks will have been anticipated and the management of the sites will be realised according to the principles of sustainable development. The preservation of sites and their buffer zones is integrated into other development plans with the help of updated management plans. The statutory basis and its interpretation will support the protection of world heritage sites. The State of Conservation of sites will be regularly monitored.

## National legislation that recognises the World Heritage Convention

As a State Party, Finland is committed to take appropriate legal actions to protect and preserve world heritage, in accordance with the World Heritage Convention. The Finnish world heritage sites differ vastly from one another. The protection and management of the sites has been realised through national legislation and a number of different statutes. There are no statutes concerning the buffer zones surrounding the actual world heritage sites. The importance and aims of the buffer zones should be included in legislation. The national statutory basis and its interpretations must safeguard the preservation of the outstanding universal value of the world heritage sites.

### Measure (3)

- The statutory basis will be assessed in terms of its sufficiency and applicability to securing the protection of world heritage sites and defining buffer zones. A study will be carried out to determine the need to include special rules regarding world heritage in legislation and construction-related regulations, in accordance with the Cultural Environment Strategy.
- It will be confirmed that the state uses the statutory basis and its interpretation to secure the preservation of outstanding universal value of world heritage sites.



The wooden house is restored in Old Rauma.  
Photo: Kalle Saarinen.

## Exemplary protection and management

As a State Party to the World Heritage Convention, Finland is committed to preserving the world heritage sites for future generations. The preservation of the outstanding universal value of sites for future generations will be secured through exemplary protection, management and restoration. The authenticity and integrity of world heritage sites must also be safeguarded. In order to accommodate the world heritage sites' role as a model for others, it is mandatory to research and constantly develop restoration and conservation methods.

For all Finnish world heritage sites, management plans either have been or are about to be formulated. The management plan must be kept updated and its implementation must be regularly monitored. The plan must be integrated into local and regional land use planning, business strategies, risk anticipation and management, and other development projects.

The built environment and cultural landscapes are in a state of constant change. The changes occurring in the surroundings of the world heritage sites can be visual transformations impacting the cultural landscape or they may influence the business activities of the world heritage site, its boundaries and buffer zones. Therefore, it is necessary to study whether there is a need to review the boundaries of the world heritage sites, and to specify the aims of the buffer zones.

The Finnish Environment Institute, the Finnish Museum of Natural History, Parks & Wildlife Finland and other centres of expertise must be consulted when collecting and using competence and information relating to the natural environment.

## Measure (4)

- All world heritage sites will take care of the formulation of a management plan and will commit to implementing and updating it. Sustainable development will be taken into account throughout the protection and management activities of world heritage sites.

## Up-to-date information of the sites gained through monitoring

The States Parties and the world heritage sites within their national territory report to the World Heritage Committee once every six years on their adherence to the convention, the State of Conservation at the sites, and current issues being faced. Additionally, the World Heritage Centre maintains an up-to-date monitoring website containing statistics and maps for the world heritage sites whose protection has been compromised. This Reactive Monitoring is founded on reports formulated by the World Heritage Centre and expert organisations, which have been prepared through consultation of the relevant States Parties. The reports are presented annually to the World Heritage Committee in the form of SoC (State of Conservation) reports.

In addition to the international monitoring, the state of conservation of properties must be followed on the national level. National monitoring may focus on current themes, which enables quick reactions to potential risks and the development of assessment and monitoring methods.

#### Measure (5)

- The implementation of management plans will be regularly monitored.
- The world heritage sites and expert authorities may work together to agree on national monitoring of the State of Conservation of the sites and themed evaluations with a cycle period of a few years.

### 3.3 Capacity building

#### Objective for 2025

Clear and open administration, sufficient resources and high-quality competence will guarantee the exemplary protection, management, restoration and presentation of world heritage sites. The conservation boards of the sites will be responsible for implementing the management plans. Conservation boards will promote the integration of the protection goals into other development plans in the area. Best practices from world heritage sites will also be widely adopted elsewhere.

#### Increased cooperation and clear distribution of roles

The Ministry of Education and Culture and National Board of Antiquities share the primary responsibility for the implementation of the World Heritage Convention regarding cultural heritage sites. The Ministry of the Environment and Parks & Wildlife Finland are responsible for this with regards to natural heritage sites. Municipalities carry the main responsibility of town planning and land use planning in the areas surrounding the world heritage sites. The Focal Points of world heritage activities, located in the National Board of Antiquities and Metsähallitus, must receive sufficient resources.

#### Cross-administrative forum

In order to engage them in increasingly close cooperation, decision-makers and sector officials from different administrative fields, those responsible for the world heritage sites, and others involved in world heritage activities must be provided with a cross-administrative world heritage forum. The forum is organised annually and includes providing information and discussing current themes, projects and endeavours connected with world heritage. The aim is to also increase dialogue with local authorities, decision-makers and other stakeholders, and thus strengthen the commitment to mutual objectives. The Ministry of Education and Culture (National Board of Antiquities) and the Ministry of the Environment (Parks & Wildlife Finland of Metsähallitus) take turns in organising the forum.

#### Expert organisations

World heritage expert organisations operate as independent expert bodies and developers of world heritage issues (the national ICOMOS and IUCN divisions).

#### Clarifying the administrative structure of world heritage sites

It is important for the protection and management of world heritage sites that each site has a broad-based conservation board (an advisory board, a board of directors) or another suitable collaborative body. Depending on the nature of the site, a conservation board should also include local sector authorities and decision-makers, regional institutions (e.g. ELY Centre, regional museums), a representative from the National Board of Antiquities/Parks & Wildlife Finland, representatives of property owners within the sites, and other stakeholders. Transboundary serial nomination sites (Struve Geodetic Arc and Kvarken Archipelago - Sweden's High Coast)

have their own special institutions similar to the conservation boards.

Each site must have a local site manager for coordinating activities. The site manager will act as the contact person for their site, be responsible for the planning, development and monitoring of tasks related to their site, and represent the site in cooperation institutions and networks.

#### **Cooperation between world heritage sites on the national and the international level**

The World Heritage Work Group of the Finnish division of ICOMOS has been a cooperation institution for world heritage sites. In addition to representatives from the world heritage sites, the division also includes a representative from the IUCN. Currently under consideration is the option of organising the Finnish world heritage sites into an association of their own, similar to the way they are currently organised in Norway and Sweden. When weighing different alternatives, the aim should be to find a functional solution for organising cooperation and flow of information between the sites.

The Finnish world heritage sites are active in the Nordic cooperation network, which is being developed to be more functional and efficient. An idea for establishing a Nordic association has also been presented.

#### **Measure (6)**

- A world heritage forum will be regularly organised. The Ministry of Education and Culture and the Ministry of the Environment will be responsible for managing the forum.
- There is an aim to strengthen the role of the two national expert bodies (the National Board of Antiquities and Parks & Wildlife Finland) as coordinators and developers of world heritage activities.

- The Finnish world heritage sites will study different alternatives for organising their cooperation. The world heritage sites will also be actively involved in the Nordic World Heritage Network.
- Opportunities will be secured for the expert organisations under the World Heritage Convention (national divisions of ICOMOS and IUCN) to have a role as experts on world heritage issues.
- It will be ensured that all world heritage sites have cross-administrative conservation boards that are suitable for their specific nature.
- The Ministry of Education and Culture/ National Board of Antiquities and the Ministry of the Environment/ Parks & Wildlife Finland agree with the conservation boards of the world heritage sites to guarantee that there is a sufficiently resourced person in all of the sites who is responsible for world heritage coordinator tasks.

#### **Sufficient economic resources**

In addition to sufficient level of expertise, the exemplary management, restoration and presentation of world heritage sites also requires financial resources. Property owners carry the primary responsibility for managing cultural landscapes and built environments. The World Heritage Convention also allocates financial management responsibilities to the State Parties.

The state must secure sufficient resources for the management of cultural and natural heritage sites and the inventorying and monitoring of sites in the areas of responsibility of the Ministry of Education and Culture and the Ministry of the Environment. This means that funding must

be reserved for sites whose conservation is the responsibility of the state (Governing Body of Suomenlinna, Kvarken Archipelago and Struve Geodetic Arc) and financial aid must be allocated to sites owned by others (restoration aid allocated through the National Board of Antiquities to private property owners within world heritage sites).

Financial aid from the state must be directed to world heritage activities also through resourcing from other state institutions (e.g. Ministry for Foreign Affairs, CIMO, Ministry of Employment and the Economy/VisitFinland, Ministry of Justice /Criminal Sanctions Agency).

Those responsible for and active in the world heritage sites are encouraged and supported so as to be increasingly active in applying for international funding, e.g. from the EU. World heritage activities are a prioritised category for EU funding decided at the national level. New financing models and means for fund raising (public-private, support associations, funds, foundations etc.) are to be investigated.

The long-term significance of world heritage sites for the image and social economy of their areas is to be highlighted. Methods are to be sought through which some of the revenue

produced as an outcome of tourism can be allocated directly to the development of world heritage sites.

#### Measure (7)

- The state and other parties involved will carry the responsibility for providing sufficient financial resources and competent staff for the exemplary protection, management, restoration and presentation of world heritage sites. Resources will also be allocated for drawing up inventories and carrying out monitoring activities.
- Aid granted by the public sector to world heritage activities will be allocated to the protection of the sites and other activities supporting world heritage in accordance with the policies of the World Heritage Strategy.
- Financial steering methods will be developed and more encouragement to develop new financing models will be provided. The world heritage sites will be encouraged to utilise EU funding efficiently. Cooperation between culture, tourism and other business sectors will be increased.



The Verla Groundwood and Board Mill. Photo: Lassi Kujala.

## High level competence

In order to actualise world heritage sites' role as an example for other cultural and natural heritage sites, the experts in charge must have a high level of competence. Education provided in universities and other higher education institution covers diverse education needs connected to cultural and natural environments. The curricula of ICCROM and several universities include supplementary studies connected to the conservation and protection of world heritage sites. The persons responsible should create networks, communicate across sector borders and interact with decision-makers, different communities and local actors. This will create awareness of the aims and quality standards for the preservation of cultural and natural heritage. Participation of Finnish experts in international supplementary education courses focused on world heritage activities will be supported and educational institutions will be encouraged to use world heritage sites as learning environments.

It is important for both natural and cultural heritage sites that those responsible for their management and restoration master traditional forms of conservation and construction skills. In the future, special competences required by the modern building tradition will also be of importance. The obtaining of specialist qualifications in traditional fields will be supported by the Finnish National Board of Education. Property owners will be given advice regarding sites where property ownership is divided between a numbers of private persons.

## Measure (8)

- Education and cooperation with experts will be used to guarantee high level of competence in the protection, management, restoration and presentation of world heritage sites. Competence related to both knowledge and skills of local cooperators and private property owners and entrepreneurs will be enhanced.
- Teaching, supplementary education, and research and development connected to world heritage activities, protection, management, restoration and presentation of sites, and management of visitors will be supported and promoted together with domestic and international education and research institutions (ICCROM etc.).

## 3.4 Raising awareness on world heritage and presentation of sites

### Objective for 2025

Citizens will be familiar with and appreciative of the Finnish world heritage sites and will know how to act for the good of world heritage. World heritage communication will be diverse and reliable information will be easily available. World heritage education will have been increased in schools and early childhood education. Research and development activities will produce new information for the preservation of world heritage. A UNESCO Sustainable Tourism Programme with accompanying criteria will guide tourism in world heritage sites, and visitors will receive reliable information. The sites will be more accessible and services for visitors will have been improved.

## World heritage education increases understanding of the unique nature of heritage

In recent years, significant development has occurred in Finland in basic education, secondary education and early childhood education; teaching materials and diverse projects have been created to increase awareness about world heritage.

Currently, there is a network of UNESCO schools in Finland guided by the Finnish National Board of Education. The network comprises over 50 educational institutions from different levels of education and also includes teacher education institutions. World heritage education is promoted as a part of other education on cultural heritage and the environment. Through global education, it is connected in particular to the ethical, cultural and eco-social competence of the world citizen. At the end of 2014, the Finnish National Board of Education confirmed the National Core Curriculum for Basic Education, where global education is strongly represented. This also provides a good basis for world heritage education.

World heritage experts have the task of producing information on both the history of sites and their preservation. Cooperation with the Finnish National Board of Education, schools, daycare centres, educational institutions, teacher education institutions and those providing instruction on natural and cultural heritage is at the forefront of the development of world heritage education. Vocational institutes, upper secondary schools, universities and community colleges are also taken into account as cooperative partners. Museums also have a central role in providing education on cultural heritage and the environment.

The Association of Cultural Heritage Education in Finland participates in

coordinating world heritage education together with other central stakeholders.

### Measure (9)

- World heritage education as a part of other education on cultural heritage and the environment will be realised according to the principles outlined in the curricula.
- World heritage education as a part of cultural heritage, environmental and global education will also be included in the curricula of local schools and supplementary education will be provided to teachers where possible. UNESCO's Associated Schools Project Network (ASP) will be supported and other schools will be informed about opportunities to act as world heritage schools. Closer cooperation will be sought between educational institutions and museums.
- Reliable sets of material will be produced for world heritage education and the activities of expert organisations will be supported. The use of world heritage sites as learning environments will be developed in cooperation with experts in the educational field.

### Information enriches the experience of world heritage

In order to raise world heritage awareness, the cooperative body for the world heritage sites will create a communication strategy comprising plans for national communication and site-specific communication. International world heritage communications will be agreed upon through cooperation between the Ministry for Foreign Affairs, Ministry of Employment and the Economy and other actors involved in the tourism industry.



The focus of communication is on increasing readily available information and the use of electronic communication devices. Information will be targeted at different focus groups, such as experts, authorities, decision-makers, property owners, entrepreneurs, tourists, and other citizens, particularly young people and children and their educators. There will be instruction on using the World Heritage emblem and its use will be promoted.

Finland will convey information to domestic parties on decisions made by the World Heritage Committee and the General Assembly, as well as completed programmes, strategies and other documents. Information on best practices and experiences from the States Parties will be actively conveyed.

In order to produce new information, there will be cooperation with universities and research institutes. Further education and supplementary education in the field will be promoted. For use in theses and research projects, world heritage sites will provide information on current topics for research, problems and ideas for development. It will be ensured that research information is utilised in practical conservation work. There will be more active involvement than at present in the more extensive national or international research and development projects and efforts will be made to find suitable national or international funding for them.

Cultural and natural heritage sites have a major impact on the regional economy, but there is not enough research information on the matter. More research will be conducted on the social economics of world heritage sites.

#### Measure (10)

- A communication strategy will be formulated in cooperation with different actors in order to raise awareness about world heritage. The communication strategy will consist of national

communication and site-specific communication plans. The objectives will take into account tourism marketing and information provision connected with world heritage education.

- Work will be done to ensure the documentation of the information about world heritage sites, the digitalisation of data sets on world heritage sites, and the open availability of this information.
- Multidisciplinary research and development activities on world heritage activities and world heritage sites will be supported with a special emphasis on research and investigation work concerned with the social economic significance of world heritage sites.

The strategy for sustainable tourism supports visitor management and ensures a valuable experience

As members of the world heritage family, the sites inscribed in the World Heritage List benefit from an internationally renowned public image and worldwide recognition. World heritage sites are internationally attractive and high-quality visitor destinations. The ever-growing numbers of tourists require strict visitor management in order to prevent the sites from losing their outstanding universal values, authenticity or integrity as a result of uncontrolled degradation. Attention must also be paid to the quality of visitor feedback so that the world heritage sites will retain their credibility.

The international UNESCO World Heritage and Sustainable Tourism Programme has created the People Protecting Places website and criteria for tourism activities according to the principles of sustainable development (the website will be made public during the spring of 2015). The

website will present multiple perspectives on the challenges and opportunities related to tourism activities at world heritage sites.

The international travel marketing of Finnish world heritage sites defines the international brand and image of Finland. The Roadmap of Tourism compiled by the Ministry of Employment and the Economy (VisitFinland, 2015) suggests that national parks and UNESCO world heritage sites should be emphasised as the top destinations in the marketing of tourism areas, and as an increasingly strong part of the image of Finland as a tourism destination. The objectives of the World Heritage Convention and UNESCO's Sustainable Tourism Programme as well as those of the tourism marketing of the Ministry of Employment and the Economy must be coordinated in cooperation with the Ministry of Employment and the Economy.

A shared sustainable development tourism strategy must be formulated for the Finnish world heritage sites in order to coordinate the objectives. Site-specific plans will be formulated on this basis in cooperation with those involved in the local and regional tourism industry. They must include objectives concerning visitor management and services for visitors. The formulation of the tourism and communication plans will complement each other.

#### **Measure (11)**

- A shared sustainable development tourism strategy will be created for the Finnish world heritage sites based on UNESCO's Sustainable Tourism Programme. The strategy will be formulated in cooperation with the Ministry of Employment and the Economy and the objectives of international tourism marketing will also be taken into account as a part of it.
- The world heritage sites will use the strategy as a basis for their own plans, which will be formulated in cooperation with representatives of the tourism industry in the sites' local areas. The plans must include objectives concerning visitor management and services for visitors.

#### **Accessibility and high-quality services for visitors**

Improving accessibility requires good public transportation connections and equal access for those with mobility or functional impairments.

The development of passageways with clear guiding signs, visitor services, and the quality of other products in the sites is part of the implementation of the tourism strategy. Particular effort must be put into guiding instructions and information content aimed at different target groups, and they must be realised in a professional way with the inclusion of experiential aspects. Highlighting the value of the sites and making history come alive is considered to be important.

Guidance and information services for the world heritage sites are to provide proficient and sufficient information on the sites, their history and significance, the management and maintenance of the sites and, more extensively, on the World Heritage Convention.

The National Board of Antiquities and Metsähallitus will investigate the need for a national information centre and the options for establishing it together with the cooperation body for the Finnish world heritage sites.

#### Measure (12)

- The accessibility and high-quality visitor services of the world heritage sites will be improved. The online availability of the services and information will also be ensured.
- It will be made sure that there is appropriate guidance or information point in all of the world heritage sites which supports their world heritage value.
- Possibilities will be investigated for creating a national world heritage centre, either in the form of a network or situated in of one of the world heritage sites.

### 3.5 Communities

#### Objective for 2025

Local and regional authorities, decision-makers, property owners and entrepreneurs will be committed to world heritage activities and the related objectives. The world heritage sites will be considered to be common heritage of all humankind. Dynamic sites will provide diverse possibilities for different communities and individual citizens to enjoy the world heritage sites and participate in world heritage activities.

#### Regional and local operators commit to common goals

The protection, management and other activities of world heritage sites are largely dependent on local and regional authorities. Land use planning

and development of operations in municipalities must be integrated into the preservation of world heritage sites.

Regional museums and councils are also important cooperative partners. It is important that decision-makers and trustees consider world heritage sites as resources and attractive assets. The aim is for local and regional stakeholders to be acquainted with the obligations of the World Heritage Convention and committed to common objectives.

#### Measure (13)

- Management boards of the sites and regional experts will take care that the authorities and decision-makers in the regions and towns are aware of the obligations set by the World Heritage Convention. The development of world heritage activities will be included in regional plans and strategies.
- The cultural environment work groups of ELY centres will be utilised in the promotion of protection, management and other activities relating to the world heritage sites.

#### Versatile voluntary activities and close cooperation with companies create opportunities

The Faro Convention of the Council of Europe emphasises obtaining the commitment of local and regional stakeholders (citizens, property owners, business sector, associations and other communities) to the process of protecting cultural and natural heritage.

World heritage sites can function as innovative examples of the ratification process of the Faro Convention. In the protection of cultural and natural heritage sites, it is essential that property owners, entrepreneurs, communities and other

voluntary stakeholders consider them as a part of their own common property, and that they are engaged in the management of world heritage sites.

One of the objectives of the World Heritage Convention is to strengthen the understanding of world heritage among people. This is promoted by diversifying world heritage work as a part of increasing among stakeholders other interaction connected with the cultural and natural environment. The aim is to increase understanding of the opportunities provided by the cultural and natural environment as a resource and enabler.

Partnerships, new operating forms, and different methods and communication devices are utilised without prejudice. Pilot projects will be developed and citizens will be informed about opportunities to participate in world heritage activities. In order to engage citizens in the activities, world heritage days, open door occasions, celebrations and open press events will be organised. Acknowledgement and rewarding systems can also be used. Cooperation between stakeholders from the public and private sectors will be enhanced and new operational concepts will be created. Civil actions supporting the world heritage activities will be supported and encouraged.

The world heritage sites should include citizen forums (e.g. a centre for guidance or information) that involve a variety of activities, and promote the understanding and preserving of the history of the site. Available local, national and international organisations will be utilised in the coordination of voluntary activities.

#### Measure (14)

- The sites will provide opportunities for local citizens, property owners, entrepreneurs, associations and other stakeholders to act for the good of world heritage. Shared goals for quality (cf. aforementioned visitor services) and visibility will be agreed upon together with the entrepreneurs operating in the world heritage sites.
- The world heritage sites are encouraged to support voluntary activities and to build networks. Possibilities are offered and citizens, entrepreneurs and stakeholders from different fields are encouraged to partake in experimental world heritage activities.

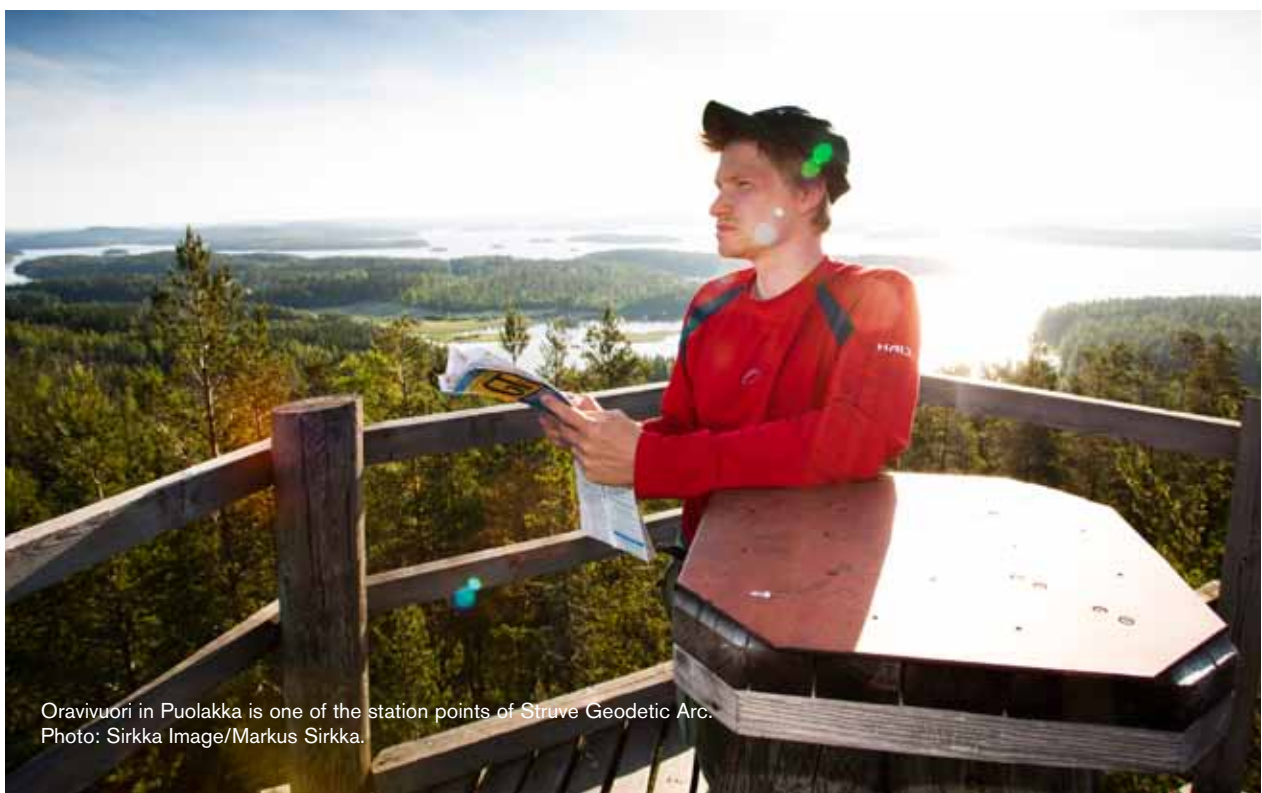


The lighthouse of Ritgrund in Kvarken Archipelago.  
Photo: Kuvapada/Ann-Britt Pada.

## 4 The implementation and monitoring of the main guidelines of the strategy

During 2015, the Ministry of Education and Culture will commence formulation of the implementation plan on the main policies and proposed measures as a further extension of the strategy. Proposed measures that accord with the strategy will be modified into practical implementation plans, which will include presenting the methods for implementation, identifying responsible parties, setting timetables

for the measures, and determining the cost effects and monitoring of the measures. The implementation plan must be formulated in cooperation with central ministries and the stakeholders responsible for realising the measures. Matters related to updating and monitoring the implementation plan must be agreed upon simultaneously with its formulation.



Oravivuori in Puolakka is one of the station points of Struve Geodetic Arc.  
Photo: Sirkka Image/Markus Sirkka.

## 5 Assessment of the impacts of the strategy

Sustainable protection, management and presentation of world heritage sites functions as an example for the preservation of all cultural and natural heritage in Finland. World heritage activities and world heritage sites strengthen the identity of Finland and increase the country's visibility on an international level.

World heritage sites have a positive impact on regional economies. They function as attractive tourism destinations. Tourism has a number of multiplier effects on other industries and provides a significant amount of employment. Tourism services in the surroundings of world heritage sites promote business activities.

The realisation of the objectives of the strategy would improve legal readiness to take world heritage sites and their buffer zones into account in land use planning and town planning. The objectives of the strategy also thoroughly support sustainable development and improve the readiness of sites to use tools such as sustainable visitor management to prevent harmful effects from tourism.

The proposed measures of the World Heritage Strategy have no immediate impact on government finances. The aim is to realise the proposals primarily within the spending limits and budget set by the government. However, due to the benefits gained by the state as a whole, allocating sufficient finances to world heritage activities and the conservation of world heritage sites can be justified.

The implementation of the National World Heritage Strategy increases appreciation for cultural and natural heritage and historical understanding, and fosters interaction between civil society and local stakeholders. A number of the measures also make public administration more efficient and increase the opportunities for people to have an impact on the management and other related activities of world heritage sites.

## Appendix: Abbreviations used

<b>Abbreviation</b>	<b>Explanation</b>
ASP	UNESCO Associated Schools Project network
CIMO	The Centre for International Mobility
ELY	Centre for Economic Development, Transport and the Environment
EU	The European Union
ICOM	International Council of Museums
ICCROM	The International Centre for the Study of the Preservation and Restoration of Cultural Property
ICOMOS	International Council on Monuments and Sites (Finnish National Committee)
IUCN	International Union for Conservation of Nature
OUV	Outstanding Universal Value
SoC	State of Conservation
SAC	Special Areas of Conservation
WHC	World Heritage Centre
WHC-Com	World Heritage Committee
WHC-GA	The General Assembly of States Parties to the World Heritage Convention





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