

# Wadden Sea Board

WSB 2  
7 October 2010  
Wilhelmshaven



---

<b>Agenda Item:</b>	9
<b>Subject:</b>	Wadden Sea World Heritage: Organizational structure and Timetable Extension
<b>Document No.</b>	WSB 2/9-1
<b>Date:</b>	9 September 2010
<b>Submitted by:</b>	WSWHG/TSG/CWSS

---

The attached document encompasses the draft Terms of Reference (ToR) for the World Heritage Task Group (WHTG) (Annex 1) and the ToR for the Tourism Strategy project and the Sustainable Tourism Task Group (Annex 2).

Furthermore, the document encompasses an assessment of the time schedule with regard to the extension of the Wadden Sea World Heritage property.

## Proposals:

The meeting is **proposed** to

- 1) Adopt the ToR for the World Heritage Task Group (WHTG) (Annex 1).
- 2) Adopt the ToR for the Tourism Strategy project and the Sustainable Tourism Task Group (Annex 2).
- 3) Discuss the issue of extension of the World Heritage property taking account of the considerations outlined and provide guidance for the further work.

## ORGANIZATIONAL STRUCTURE AND TIMETABLE EXTENSION

### 1. Objective

To decide on the new organizational structure, the preparation of the sustainable tourism strategy project, and discuss the timetable for the extension of the World Heritage Property

### 2. Organizational Structure

#### 2.1 World Heritage Task Group (WHTG)

The Wadden Sea Board is proposed to establish a steering group which shall coordinate and oversee all activities and developments with regard to the Wadden Sea World Heritage. It may be necessary to commission subgroups to work on various tasks the WHTG has to deal with.

In addition, it has to be discussed by the WSB, whether the proposed Sustainable Tourism Strategy Group (STSTG) (see section 3.5) should be installed as a task group under the WSB or as a subgroup of the WHTG.

A proposal of Terms of Reference for a World Heritage Task Group (WHTG) is in ANNEX 1.

**PROPOSAL 1:** The **meeting** is proposed to **adopt** the TOR of the WHTG.

#### 2.1 Sustainable Tourism Development Strategy

The Tourism Strategy Group (TSG) has prepared draft Terms of Reference for the Sustainable Tourism Development Strategy project and draft Terms of Reference for the proposed Tourism Strategy Task Group (attached as ANNEX 2).

The task to elaborate a Sustainable Tourism Development Strategy, as requested by the World Heritage Committee, and a follow-up by the Sylt Ministers Conference has been outlined in the form of a project for various reasons:

- The elaboration of the draft strategy is complex and involves many partners, the time schedule is critical in the development of the strategy
- External facilitation and expertise is required and additional financing and independence is required
- The elaboration cannot be done by the Task Group alone.

It is estimated that the budget contribution per region per year (over a two-year period) amounts to € 25,000. Taking account of the potential outcome of this process, adding to value of tourism in the region and the cooperation between the partners, this is good value for money.

**PROPOSAL 2:** The **meeting** is **proposed** to adopt the ToR for the Tourism Strategy project and the Sustainable Tourism Task Group.

### 3. Timetable Extension of the World Heritage Property

The secretariat has been requested to outline the timetable for the possible extension of the Wadden Sea World Heritage property with the Danish and Hamburg parts of the Wadden Sea and any other boundary corrections.

In addition to the decision to inscribe the Dutch-German Wadden Sea on the List under natural criteria viii, ix and x and the associated Statement of Outstanding Universal Value in June 2009, the World Heritage Committee also decided to encourage Denmark to nominate its part of the Wadden Sea as soon as feasible to complement the existing Property.

In response to this decision it was agreed in the Sylt Declaration (§4) “.. *to start in the forthcoming period a possible nomination of the Danish Wadden Sea in accordance with encouragement of the World Heritage Committee and the nomination of the Hamburg Wadden Sea National Park including, where necessary and appropriate, minor boundary modifications for inclusion on the World Heritage List to complement the existing property*”.

In advance of the Sylt Conference, Hamburg had decided to nominate the Hamburg Wadden National Park for inclusion on the World Heritage List at the earliest possible date and within the current legislative period, i.e. January 2012 at the latest and requested the state parties to support such a nomination. The extension of the existing property with the Hamburg part and other minor extensions is considered a minor modification according to §§ 163-164 of the Operational Guidelines for the Implementation of the World Heritage Convention. A request for such a modification must be submitted by 1 February to the Committee and can in principle be decided at the next Committee meeting in June/July. The elaboration of the request for the minor modification to the boundaries of the existing property is relatively simple and can be done, it is estimated, within a month.

An extension of the Wadden Sea World Heritage property with the Danish part of the Wadden Sea is considered a significant modification of the boundaries of the existing property according to § 165 of the Operational Guidelines. It requires the submission of a new nomination for the Danish part which will be subject to a similar evaluation as the previous nomination and be decided about 1.5 year after submission.

The basis for a possible new extended nomination are the already existing criteria viii, ix and x, the conditions of integrity and the existing protection and management regime as outlined in the existing nomination document. A technical elaboration of the nomination dossier for the Danish part of the Wadden Sea is estimated to take no more than 2 months, provided that there is approval by stakeholders to start the process and clarity on the area to be nominated. The consultations on the nomination including consultations with the other two state parties is estimated to take 2 to 4 months depending on what is required in terms of consultation.

There can be little doubt about the outcome of the nomination. The extension with the Danish part is on the request of the World Heritage Committee, and an “internal” comparison between the existing property and the Danish part has already been made as a part of the supplementary information of the former nomination as a basis for the decision of the Committee. Finally, Denmark is part of the Wadden Sea Cooperation and the Wadden Sea Plan is valid for the Danish part as well.

The parties may wish to consider whether an extension with the Danish part would also be an occasion for adding the additional criterion vii on superlative natural phenomena. In informal talks at the Sevilla meeting indications were received that this would be a criterion which would naturally also apply to the property. According to § 166 of the Operational Guidelines this request shall be submitted as if it were a new nomination.

There are hence a number of issues to be further considered and clarity to be achieved:

- The minor modification with the Hamburg part (and other minor boundary corrections) can be done as soon as possible and within the time schedule as requested by Hamburg;
- An extension with the Danish part is a separate nomination synchronized with the other parties on the basis of the existing inscription basis at any given time;
- It is a matter of careful consideration of the parties whether it would be wise to proceed in different stages in particular in light of the signal this would convey to the World Heritage Committee in terms of the intentions of the State Parties, their credibility, commitment and internal coordination, and the questions this may raise with regard to the former decision of the Committee;
- Finally, the issue of the additional criterion should be considered; the decision of the Committee must be interpreted as being an extension on the basis of the existing three criteria; whether this could complicate the process is a matter of consideration.

**PROPOSAL 3:** The **meeting** is **proposed** to discuss the issue of extension of the World Heritage property taking account of the above considerations and provide guidance for the further work.

**ANNEX 1****World Heritage Task Group  
Terms of Reference**

In June 2009, the Dutch-German Wadden Sea was inscribed on the World Heritage List by the World Heritage Committee. The Committee also adopted a Statement of Outstanding Universal Value, which forms the basis for the future protection and management of the Property. Further the Committee decided to encourage Denmark to nominate its part of the Wadden Sea as soon as feasible, to request the elaboration and implementation of a Tourism Development Strategy, to implement a strict monitoring programme to control invasive species, and, finally, to request Germany and the Netherlands to strengthen cooperation on management and research activities with States Parties on the African Eurasian Flyways.

The Sylt Declaration §§ 3-6

- Welcomes the inscription of the Dutch-German Wadden Sea on the World Heritage List and acknowledges the Statement of Outstanding Universal Value,
- Agrees to start in the forthcoming period a possible nomination of the Danish Wadden Sea and the nomination of the Hamburg Wadden Sea National Park,
- Instructs the Board to initiate and organize the development of an overall Sustainable Tourism Development Strategy for the Wadden Sea World Heritage Site, and as a first step to adopt a Wadden Sea Communication and Marketing Programme 2010-13,
- Engages in a close cooperation with the African Eurasian Waterbird Agreement (AEWA) and establish cooperation for the protection and management of migratory birds relying on the Wadden Sea.

Furthermore, the Sylt Declaration instructs the Board to develop a common strategy for dealing with invasive species until the next Conference.

The Wadden Sea Board has established the World Heritage Task Group to coordinate and oversee activities and developments with regard to the Wadden Sea World Heritage.

**Tasks**

- (1) Elaborate, coordinate and oversee the implement of the Wadden Sea World Heritage Communication and Marketing Programme 2010 – 13.
- (2) Supervise the adherence to the Statement of Outstanding Universal Value.
- (3) Coordinate and oversee the elaboration of nomination basis for the possible extension of the World Heritage property.
- (4) Coordinate the activities with regard to the information on the property.
- (5) Coordinate the international activities of the Wadden Sea World Heritage.

**Composition**

The Task Group shall consist, in principle, of one representative each of the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) and the

Federal Agency for Nature Conservation (BfN), state ministries and national park authorities in Germany, the responsible ministry and regional authorities in The Netherlands. The Task Group will be chaired by the WCSS.

**Output**

Annual Progress Report to the Wadden Sea Board on the Wadden Sea World Heritage property.

**Budget**

Communication and Marketing Programme.

**Reporting Schedule**

Progress statements to the meetings of the WSB.

**ANNEX 2****Sustainable Tourism Strategy Task Group****Terms of Reference**

Final Version 24 August 2010

On 26<sup>th</sup> June 2009, the Dutch-German Wadden Sea was inscribed on the World Heritage List by the World Heritage Committee at its 33<sup>rd</sup> Session in Seville, Spain. In its decision, the Committee requests the State Parties of Germany and the Netherlands to prepare and implement an overall Tourism Development Strategy for the property that fully considers the integrity and ecological requirements of the property and which provides a consistent approach to tourism operations in the property.

At the Sylt Conference (§5 Sylt Council Declaration), the Ministers agreed to “instruct the Board to initiate and organize the development of an overall Sustainable Tourism Development Strategy for the Wadden Sea World Heritage Site, in order to meet the request of the World Heritage Committee, the Hamburg Wadden Sea National Park, and the Danish National Park, pending formal approval by its forthcoming board, and as a first step to adopt a Wadden Sea Communication and Marketing Programme 2010-13”.

The Sustainable Tourism Strategy Task Group (STSTG) has been established by the Wadden Sea Board (WSB) in order to implement the decision of the Wadden Sea Ministerial Council and to coordinate and support relevant ongoing activities in the field of Wadden Sea tourism and related communication and marketing.

**Task**

- (1) Elaborate, coordinate and implement a project for the elaboration of a draft Sustainable Tourism Development Strategy including an Action Plan, as stipulated in the Sylt Declaration based on a participatory approach.
- (2) Promote and enhance the cooperation between the partners to further support and promote sustainable tourism including the exchange of relevant information and coordination of regional projects.
- (3) Coordinate and evaluate relevant communication and marketing activities including implementing joint campaigns and product development including further developing of the World Heritage brand with the partners.
- (4) Develop proposals for and coordinate the financing of relevant activities and seek appropriate funding.
- (5) Ensure coordination with activities in the field of tourism in the context of the World Heritage Convention and with activities of the World Heritage Task Group (WHTG).

**Composition**

The Sustainable Tourism Strategy Task Group shall be composed of representatives from relevant government authorities, the tourism sector and nature NGOs, i.e. 2 to 4 representatives per region (1-2 GO, 1-2 tourism and marketing sector depending on the regional structure) and 2 green NGOs (WWF, Waddenvereniging). Representation within

and between the regions should be balanced and a regular participation in the meetings of the group should be ensured. Additional experts can be invited, as appropriate, to support the work.

A chairperson with experience in sustainable tourism will chair the group and report to the WSB.

The CWSS will act as secretariat for the STSTG.

## **Output**

- (1) Inventory and baseline study of tourism in the Wadden Sea Region including anticipated market developments and market scenarios.
- (2) Draft Sustainable Tourism Development Strategy including an Action Plan for its implementation for approval by the WSB.
- (3) Proposals for Joint Campaigns and other marketing activities.

## **Budget**

The STSTG will operate within the regular budgets of the partners. For the elaboration of the Sustainable Tourism Development Strategy, joint campaigns and other marketing activities, separate budgets will be developed and funded.

## **Reporting Schedule**

December 2010: Inventory and baseline study.

April 2011: Draft Strategy to be discussed with stakeholders, input to 2<sup>nd</sup> draft and action plan.

September 2011: Second draft and action plan to be discussed with stakeholders in regional meetings.

December 2012: Strategy including action plan to be adopted by stakeholders and WSB.

Mid 2013: Presentation of Sustainable Tourism Development Strategy in the context of the World Heritage Convention.

Regular reporting to the meetings of the Wadden Sea Board, including status reports on the preparation of joint campaigns and the coordination of ongoing activities also covering communication and marketing.



## Terms of Reference Project (final version 24 August 2010)

### **Elaboration of a Sustainable Tourism Development Strategy for the Wadden Sea**

In June 2009, the Dutch-German Wadden Sea was inscribed on the UNESCO World Heritage List by the World Heritage Committee. In its decision, the Committee requests the State Parties of Germany and the Netherlands “to prepare and implement an overall Tourism Development Strategy for the property that fully considers the integrity and ecological requirements of the property and that provides a consistent approach to tourism operations in the property”.

In response to this request it was agreed at the Sylt Conference (§5 Sylt Declaration) to “[I]nstruct the Board to initiate and organize the development of an overall Sustainable Tourism Development Strategy for the Wadden Sea World Heritage Site, in order to meet the request of the World Heritage Committee, the Hamburg Wadden Sea National Park, and the Danish National Park, pending formal approval by its forthcoming board, and as a first step to adopt a Wadden Sea Communication and Marketing Programme 2010-13”.

Because of the status of the request in conjunction with the decision of the Sylt Conference, the importance of the industry and the opportunities a common strategy offers for the Wadden Sea Region, the many partners involved, and the necessity to develop a Strategy in a participatory process, it has been decided to elaborate the Sustainable Tourism Development Strategy in the context of a project approach.

#### **Objective**

The overall objective of the Strategy is to provide a strategic framework to further sustainable tourism in Wadden Sea Region in the framework of §5 of the Sylt Council Declaration with the aim to link conservation and tourism in a way that the outstanding universal value of the Wadden Sea will be maintained, experienced and used in a sustainable way.

#### **Strategy Development**

The elaboration of the Strategy will encompass the following tasks:

##### Task 1: Inventory baseline and market developments

Inventory and review of the current status of tourism and recreation in the Wadden Sea Region based on existing information and market research, and a.o.

- to identify opportunities for and constraints to a sustainable development of the Wadden Sea Region, by incorporating existing analyses and covering gaps in knowledge (e.g. by a SWOT analysis),
- to analyse impacts of tourism on nature values.

The strategy shall also build on ongoing international initiatives on sustainable tourism (EU, CBD, UNESCO, UNEP) such as the European Charter for Sustainable Tourism in Protected Areas (ECST), which reflects and incorporates sustainable tourism requirements and initiatives on both CBD and EU levels and experiences from other World Heritage Sites (such as the Jurassic Coast, UK, or the Great Barrier Reef).

##### Task 2: Vision, Aims and Principles

The development of a common vision, overall aims and principles for sustainable tourism in the Wadden Sea with all stakeholders in accordance with existing policies on regional, national, trilateral and EU level, e.g. national legislations and regional plans, the trilateral Wadden Sea Plan and NATURA 2000 legislation.

Furthermore, it shall address the specific position of tourism in the Wadden Sea World Heritage and the national parks, a.o. the support by tourism of nature conservation, chances and responsibilities of tourism in contributing to safeguarding the values of the property and the national parks as well as the role of tourism for economic and social welfare.

#### Task 3: Implementation

The development of common policies and management with regard to tourism to implement the Strategy based on Task 2. The strategy shall include how 'Tourism [that] takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, and host communities' (UNEP/UNWTO, 2005), respecting the protection aims and being suitable for maintaining its outstanding universal value for future generations.

#### Task 4: Partner Cooperation

The Strategy shall include partner cooperation arrangements in the field of marketing including joint campaigns, qualification, infrastructure, market research and education:

- 1) Development of joint communication, information and marketing activities, which enhance awareness for the World Heritage Site (WHS) and the national parks and its protection and promote WHS- and nature-related tourism products, and offers guidance to all cooperating partners on communication and on implementation of the strategy.
- 2) Support of qualification programs of people in the region working in tourism and nature conservation including multiplier and cooperating partners, which includes awareness rising about the opportunities through the WHS for tourism and on the responsibilities and expected support of tourism and nature conservation to safeguarding the common heritage.
- 3) Development of a joint approach for infrastructure in relation to the Wadden Sea World Heritage and national parks such as visitor guidance, transport and accommodation based as far as possible on existing structures.
- 4) Coordination of market research activities between the cooperation partners.
- 5) Further development of activities for education and interpretation related to tourism for various target groups in cooperation with regional and international partners.

#### Task 5: Action Plan

The Strategy shall include an Action Plan for actions to be undertaken by the partners either together or individually in the forthcoming period and covering the strategic elements of the Strategy including an estimate of the costs associated with its implementation per partner.

### **Approach**

The Sustainable Tourism Strategy Task Group (STSTG) shall elaborate the Strategy in a framework of a joint project. The overall coordination and oversight of the project will be done by the STSTG. The chairperson of the STSTG shall also be the project leader.

The Strategy will be developed through a participatory process facilitated by a consultancy with demonstrated expertise in the field of sustainable tourism and marketing and in an international context. The overall tasks of the consultant are to

- support the STSTG in the implementation of the project including advise on an appropriate implementation and work structure,

- design the participatory process including support and coordination of regional consultations and meetings,
- assist the project leader - secretariat in the collation of information and assessment and structuring of proposals with a view to the development of a draft Strategy,
- carry out the inventory and marketing study as a basis for elaboration of the Strategy as outlined in Task 1 with input from the STSTG,
- develop a draft Strategy including an action plan and a proposal for partner cooperation for discussion and adoption by the STSTG.

### Time schedule

December 2010: Inventory and baseline study.

April 2011: Draft Strategy to be discussed with stakeholders, input to 2<sup>nd</sup> draft and action plan.

September 2011: Second draft and action plan to be discussed with stakeholders in regional meetings.

December 2012: Strategy including action plan to be adopted by stakeholders and WSB.

### Budget 2010-12<sup>1</sup>

The budget for the development of the draft Strategy within the estimated two year period is:

Task	Description	Amount
Overall	Facilitation by external consultancy including 6-8 meetings STSTG, meetings with project leader	€ 60,000
Overall	Support by external consultancy in preparation of regional consultations and meetings, two rounds of larger consultations are anticipated, to be facilitated and financed by regional partners	€ 10,000
Task 1	Analysis of inventory & market research including SWOT-analysis and impacts on nature	€ 60,000
Task 2 & 3	To be developed by the STSTG on the basis of Task 1 and discussion with regional stakeholders	-
Task 4	Draft proposal for partner cooperation in the 5 fields based on already existing activities	€ 40,000
Task 5	Action Plan development, estimation of budget, partner involvement	€ 25,000
Overall	Other costs (STSTG meetings, catering, unforeseen)	€ 5,000
Total (2 years)		€ 200,000
Total per 4 regions/ per year		€ 50,000/ € 25,000
Overall	In kind contribution by stakeholders (preparation and participation in 6-8 STSTG meetings and 2 regional meeting, total 24 days)	To be elaborated

<sup>1</sup> Detailed budget to be elaborated as required amounting to € 200,000, proposal will be submitted asap