



Nordic Council of Ministers

Tourism Ad Hoc Working Group

Towards a Sustainable Arctic Tourism

An integrated strategy for the sustainable development of tourism in the Nordic Arctic

2003



Cover texts

Nordic Co-operation in Tourism

Tourism in the Nordic countries is based on similar prerequisites, and therefore often faces common challenges. This has resulted in a tradition of Nordic co-operation in tourism. In 1999 the Nordic Council of Ministers took the step of establishing a Tourism Ad Hoc Working Group, to support the Nordic Council of Ministers and Committee of Senior Officials in tourism issues. In addition, the Directors of the respective national tourist boards meet in the so-called Nordic Tourist Board meetings.

The Nordic Council of Ministers

Established in 1971, the Nordic Council of Ministers submits proposals in co-operation with the governments of the five Nordic countries to the Nordic Council, implements the Council's recommendations and reports on results, while directing the work carried out in the targeted areas. The Prime Ministers of the five Nordic countries assume overall responsibility for the co-operation measures, which are co-ordinated by the ministers for co-operation and the Nordic Co-operation committee. The composition of the Nordic Council of Ministers varies depending on the nature of the issues treated.

The Nordic Council

The Nordic Council was formed in 1952 to promote co-operation between the parliaments and governments of Denmark, Iceland, Norway and Sweden. Finland joined in 1955. At the sessions held by the Council, representatives from the Faeroe Islands and Greenland form part of the Danish delegation, whilst Åland is represented on the Finnish delegation. The Council consists of 87 elected members – all of whom are members of parliament. The Nordic Council takes initiatives, acts in a consultative capacity and monitors co-operation measures. The Council operates via its institutions: the Plenary Assembly, the Presidium and standing committees.

Summary

The tourism industry in the Arctic region of the Nordic countries faces a range of challenges in the future. Its products are sold using images of an unspoiled wilderness, combined with a unique living and cultural heritage. These combine to give the tourists a true adventure – the experience of a lifetime. It is therefore vital that the tourists' expectations are satisfied by a visit to the Arctic. At the same time, key markets are becoming increasingly aware of the pressures that the tourism industry can have on these values. The Nordic countries are also under pressure from the highest political levels in the international arena to develop tourism policy that takes into account the need to preserve the sustainability of these values, in other words a sustainable tourism development.

This report presents an integrated Nordic strategy for a sustainable tourism development in the Arctic region. It is based on the results of a multi-stakeholder workshop that was held to develop the strategy, as well as a desktop study conducted by the consultants.

The report remains the responsibility of the consultant and not of the national authorities.

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Foreword

Tourism plays an important role in our quality of life – it allows us to meet with new cultures and languages in the place where we live – and it also allows us to travel and experience new and exciting sights and sounds when we go on holiday ourselves.

At the same time, tourism can be big business. Recent statistics show that tourism provides some eight million jobs for the EU workforce and is the operating foundation for two million enterprises. A look into the crystal ball shows that the growth rates enjoyed in the past will continue into the future – the volume of EU tourism is expected to double again over the next quarter of a century, and tourism employment is expected to rise by 15% over the next ten years.

The Nordic Council of Ministers has recognised the need for the sustainable development of tourism in the Nordic countries. In 2001, an overall strategy for the sustainable development of tourism in the Nordic countries “Towards A Sustainable Nordic Tourism” was approved by the Nordic Council of Ministers and later published. A further report, called “Bridging the Gap”, proposed an Action Plan for the implementation of the aforementioned strategy. Realising the sensitivity of the Arctic nature to human interference and the need to involve local Arctic peoples in the development of the tourism around them on the one hand, and on the other hand the potential of tourism to contribute to the sustainable development of the Arctic region, the Nordic Council of Ministers commissioned a team of consultants to assist in the development of a Nordic strategy for the sustainable development of tourism in the Arctic. The scope of the strategy exclusively includes Greenland, Iceland and the Northern regions of Norway, Sweden and Finland.

The consultant team consisted of Ian Salter (Project Leader), Kåre Hendriksen and Stig Hirsbak from Rambøll, and Jari Laitakari from Kemi-Tornio Polytechnic. Via a desktop study, the consultants developed a situation analysis of tourism in the Arctic region of the Nordic countries, including a stakeholder review. A multi-stakeholder workshop was then held, where the Logical Framework Approach was applied to enable a prioritisation of the key focus areas for the strategy, and to develop a structured input for the strategy. The seminar gave a valuable input to the completion of the strategy, the results of which you now hold before you.

The Nordic Council of Ministers will, on the basis of the strategy document, decide possible initiatives in order to strengthen the development of sustainable tourism in the Arctic region of the Nordic Countries.

The authors would like to acknowledge the considerable input given by the participants at the multi-stakeholder workshop to the development of this strategy, and we hope that it can be carried on in the spirit of the workshop.

Summary

General information

The Nordic Council of Ministers is aware that tourism can create jobs and bring with it infrastructural improvements that can in turn benefit the quality of life of the Nordic area, and in 2000, it approved the strategy “Towards a Sustainable Nordic Tourism”. The Nordic Council of Ministers is also aware of the threat that a poorly managed tourism development poses to the Arctic environment and cultures, and therefore commissioned the Danish consultancy Rambøll, in cooperation with Kemi-Tornio Polytechnic in Finland, to assist in the development of a study resulting in a Nordic Arctic strategy for sustainable tourism, within the overall framework of the Nordic sustainable tourism strategy. The consultants, in close cooperation with the Nordic Council of Ministers Tourism Ad Hoc Working Group¹, implemented the study during 2003.

This strategy has been developed for the Nordic Arctic region, which is defined for the purposes of this study as Iceland, Greenland and the Northern regions of Norway, Sweden and Finland. Although the areas that this region encompasses display a wide variety of cultures, landscapes and stages of economic development, they do share dominating aspects, on which this strategy has been based.

The majority of this region lies on the periphery of the Nordic region, both in terms of geographical placement and socio-economic development. Even though urban agglomerations do exist in the Nordic Arctic, with an economic base that is comparable with that of other urbanised areas in the Nordic countries, these areas are predominantly sparsely populated with long distances between them, and are often dependent on one or two primary industries, for example fishing and forestry. The Arctic region also displays common environmental problems, for example the build-up of organic pollutants in the food chain, as well as severe soil erosion.

Methodology

The methodology used to develop this strategy is based on the Logical Framework Approach (LFA), which is an analytical tool to facilitate constructive dialogue and the prioritisation of issues concerning a pre-defined problem area. The LFA approach used in this study is based on four stages:

1. Situation analysis: to identify the state-of-the-art for tourism in the Arctic, and to attempt to define the problem area for application at the multi-stakeholder workshop.
2. Stakeholder review: to identify the target group for the strategy and therefore the relevant organisations to invite to the multi-stakeholder workshop.
3. Workshop: a two-day multi-stakeholder workshop held in Copenhagen, where the LFA was applied to develop the backbone for the strategy.
4. Strategy development: Development of a draft strategy document that was then put forward to consultation with the stakeholders of Arctic tourism that had expressed an interest in the strategy in stages two and three.

After the consultation phase was completed, the consultants put together a final strategy document that was put forward to the Nordic Council of Ministers Tourism Ad Hoc Work-

¹ Annex 1 presents the contact details for the members of the group

ing Group for approval. Final comments were given, which were then integrated into the strategy by the consultant.

Content

In line with the overall Nordic sustainable tourism strategy, the strategy consists of the following components: a **vision** that the strategy should aim towards fulfilling, specific **milestones** that can assist the users of the strategy in measuring progress towards fulfilling the vision, and three **thematic actions** with recommendations for long term and short term activities.

The Vision

The vision for the strategy is that:

All stakeholders of tourism at the local society level, as well as the national and international levels, actively participate in a process that realises the potential of tourism to contribute to the sustainable development of the Nordic Arctic region.

Milestones

It is common practice to incorporate landmarks in strategies, to enable the users to chart progress towards the implementation of the strategy, and its contribution to fulfilling the overall vision. Two milestones are therefore proposed for this strategy:

The physical and social infrastructure is maintained and developed in the Nordic Arctic to ensure a foundation for tourism in local Arctic communities such that, by 2020, there is a positive or neutral percentage change in the population of the local Arctic communities of the Nordic countries (using 2003 as the baseline year).

By 2010:

- *At least 85% of those that work in the tourist services within the local Arctic communities identified above, are locally resident.*
- *At least 65% of tourism businesses based in the Nordic Arctic region, are more than satisfied with the viability of their business (to be monitored nationally and include the local Arctic communities identified above).*

Thematic actions

Three thematic actions are presented below, which shall be implemented to contribute to fulfilling the vision for the strategy. Each thematic action is broken down into the following components:

- **Immediate Measures by 2005** – these actions shall be in place by the end of 2005.
- **Targets up to 2015** – these actions shall be implemented on a running basis and be in place by the end of 2015.
- **Long Term Goal 2020** – carrying out the immediate measures (2005) and targets (2015) will lead to the fulfilment of the overall long term goal for the thematic action.

Furthermore, the sectors that are anticipated as playing a leading role in the implementation of the various actions are also identified.

Long Term Goal 2020	Sector
Fully integrated coordination of tourism-related activities in the Nordic Arctic	Nordic Council of Ministers and responsible national, regional and local bodies
Targets up to 2015	Sector
Development of tourism strategies based on the principals of sustainable tourism at the national, regional and local levels	Responsible national, regional and local bodies
Integration of tourism into existing spatial planning using a participatory approach	Responsible national, regional and local bodies
Development of generic management plans for nature of scientific interest	Responsible national bodies
Immediate Measures by 2005	Sector
Establish an annual Arctic Tourism Forum	Nordic Council of Ministers

Building Capacity for Sustainable Tourism in the Nordic Arctic	
Long Term Goal 2020	Sector
Capacity has been built for a sustainable tourism in the Nordic Arctic	Nordic Council of Ministers and responsible national and regional bodies
Targets up to 2015	Sector
Prioritisation of programmes in schools to foster entrepreneurship in tourism	National education authorities
Publish guide to good practice and success stories in Arctic tourism	Nordic Council of Ministers
Dissemination of information on funding opportunities to tourism enterprises	Responsible national authorities
Encourage establishment of packaging agencies at the regional level	National and Regional Tourism Organisations and other relevant bodies
Immediate Measures by 2005	Sector
Methodology in place to measure tourism's overall impact on the sustainability of the Arctic region	Nordic Council of Ministers
Document availability of training to tourist services	Nordic Council of Ministers

Ensuring that Tourism Benefits the People of the Nordic Arctic	
Long Term Goal 2020	Sector
Tourism is of significant benefit to the people of the Nordic Arctic	Nordic Council of Ministers and responsible national and international bodies
Targets up to 2015	Sector
Prioritise teaching of local traditions at all levels of the education system	National education authorities
Definition of a minimum wage for people employed within the tourism industry	National Tourism Organisation and trade unions
Allocate funding for network projects in the affected local communities	Responsible national and regional bodies
Labelling of souvenirs and culturally related goods with country of origin and place of manufacture	Responsible national and international bodies
Immediate Measures by 2005	Sector
Investigation into leakage of resources from tourism in the Nordic Arctic	Nordic Council of Ministers

Introduction

Background

Tourism is an activity that benefits our quality of life in many different ways, and has a profound impact on our social, cultural and economic life. The Arctic region holds a particular fascination for many tourists. It is the stuff of legend, and a visit there is a once in a lifetime opportunity to explore the limits of modern civilisation. For the people of the Arctic, who are often dependent on the continued stability of one or two main natural resource-based economic activities, tourism development offers an alternative opportunity for economic growth.

The ecosystems in the Arctic are extremely fragile to human disturbance, and the sparsely populated areas, where there are often long distances between the isolated settlements, are generally serviced by a sub-optimal infrastructure. Furthermore, the entrepreneurs necessary for starting-up and driving tourism businesses are few and far between. The challenge is therefore to promote a form of tourism that is of direct economic benefit to the local economies, but does not clash with the local culture and other economic activities (for example the agriculture, forestry, and fishing sectors), or damage the natural environment that the majority of tourists have primarily come to see.

The Nordic Council of Ministers has recognised the need for the sustainable development of tourism in the Nordic countries. In 2001, an overall strategy for the sustainable development of tourism in the Nordic countries “Towards A Sustainable Nordic Tourism” was published and later approved by the Nordic Council of Ministers. A further report, called “Bridging the Gap”, proposed an Action Plan for the implementation of the aforementioned strategy. Realising the sensitivity of the Arctic nature to human interference and the need to involve local Arctic peoples in the development of the tourism around them on the one hand, and on the other hand the potential of tourism to contribute to the sustainable development of the Arctic region, the Nordic Council of Ministers commissioned a team of consultants to assist in the development of a separate Nordic strategy for the sustainable development of tourism in the Arctic.

The Scope of the Strategy

The Arctic can be defined in a number of different ways. For example, its southernmost boundary is often drawn at the southern limit of permafrost, the northern tree line or at the northern limit of the area where the average temperature for July is +10°C. The region north of the Arctic Circle is also a common definition of the Arctic.

The mandate for the scope of this study, and therefore for the strategy itself, is an area covering Greenland, Iceland and the Arctic areas of Norway, Sweden and Finland. The scope of the study is delineated by the black line in Figure 1. For the purposes of this study, the Arctic area of Norway includes Nordland, Troms, Finnmark and Svalbard. The Arctic area of Sweden covers Norrbotten and the Arctic area of Finland covers Lapland. Our definition of the Arctic areas of Finland, Sweden and Norway therefore follows the boundaries of the administrative regions in these countries. This is of particular importance for generating the tourism statistics necessary for describing the Study Framework (see Part 2). For the remainder of this strategy document, this area will be commonly referred to as the “Nordic Arctic”.

Figure 1. The Scope of the Strategy



Table one below presents basic statistics for the area that falls within the scope of the study.

Table 1. Key Figures for the Nordic Arctic

	Population	Area (km²)	Top 3 employment sectors
Greenland	56 700	2 166 000	1. Public administration and services 2. Fishing and fishing industries 3. Construction and private service
Iceland	290 600	103 300	1. Manufacture 2. Agriculture, fishing & mining 3. Construction
Lapland (Finland)	191 800	99 000	1. Community & personal services 2. Manufacturing 3. Trade, hotels & restaurants
Norrbotten (Sweden)	256 200	98 300	1. Agriculture, farming & fishing 2. Property, insurance & credit institutions 3. Trade
North Norway	453 500	113 000	1. Public administration 2. Service sector 3. Construction (NB. Finnmark fylkeskommun only)
Svalbard (Norway)	1 700	63 000	1. Coal mining 2. Public administration & service 3. Tourism

Furthermore, this strategy focuses on the peripheral areas of this region – those areas that are typically sparsely populated and reliant on one or two primary economic activities.

There are some urban areas in the Nordic Arctic, which have more in common with the Nordic region rather than with the Arctic, and these areas fall within the scope of the overall Nordic strategy for a sustainable tourism development. The reason for focussing on the peripheral areas is because these areas face the greatest challenges, and a different problem context, to tourism development.

Finally the terms “tourism” and “tourist” can be used to describe many forms of traveller and also many different types of travel experience. For the purposes of this strategy, tourism is defined as “the activities of persons travelling to, and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes²”. Three general forms of tourism are typically identified: domestic tourism comprising the activities of residents of a given country travelling to and staying in places only within that country but outside their usual environment; inbound tourism that comprises the activities of non-residents of a given country travelling to and staying in places in that country and outside their usual environment and outbound tourism that comprises the activities of residents of a given country travelling to and staying in places outside that country and outside their usual environment³.

The scope of this strategy covers the first two forms of tourism, i.e. the activities of a person resident in a given Nordic country that travels within their own country’s Arctic territory (domestic tourism), and the activities of a person resident in a given country outside the Nordic region that travels within the Nordic Arctic region (inbound tourism). It does not therefore cover outbound tourism, i.e. the activities of a person resident in a given country’s Arctic territory travelling outside of their country and/or their usual environment. The application of these terms is not straightforward in the Arctic, and it is important to further distinguish between these three types of tourism. For example tourists coming from the south of the Nordic region to the Arctic territory in their own country, and therefore per definition domestic tourists, can be seen by the local peoples to be just as much “inbound tourists” as American or Australian tourists.

A tourist is any person travelling to, and staying in places outside their usual environment for not more than one year. This strategy therefore covers business tourists as well as leisure tourists. There is furthermore an overlap in the strategy between recreation and tourism, where recreation is understood to be the activities of day visitors to an area, for example local residents visiting a local fjord to enjoy fishing and hunting opportunities. By addressing tourism, the strategy will therefore also have implications for recreation and the leisure industry.

Why Sustainable Tourism?

This strategy is developed under the overall Nordic strategy for a sustainable development called “Sustainable Development – New Bearings for the Nordic Countries”. Here, sustainable development is defined as “development that meets the needs of present generations without compromising the ability of future generations to meet their own needs (...) In the final analysis however, sustainable development is no final state of harmony but rather a process of change in which the utilisation of resources, management of investments, the

² 1999/35/EC: Commission Decision of 9 December 1998 on procedures for... collection of statistical information in the field of tourism

³ *ibid.*

direction of technological developments and the institutional changes are brought in line with the future as well as the present needs”⁴. In addition, the strategy states that a sustainable development contains three mutually dependent dimensions: an economic, a socio-cultural and an environmental dimension. A sustainable development entails that a better integration of the three dimensions is established.

The consultant has adapted the above definition to fit the circumstances facing tourism development in the Arctic. To be considered sustainable, tourism must:

- Give a reasonable source of income to the local population,
- Not come into conflict with the local population’s culture and business activities but shall have a positive effect on social development,
- Be run without significantly damaging nature and the environment and should be able to function for many generations – in principal forever.

Methodology Used

The methodology used to develop this strategy is based on the Logical Framework Approach (LFA), which is an analytical tool to facilitate constructive dialogue and the prioritisation of issues concerning a pre-defined problem area. The LFA approach used in this study is based on four stages:

1. Situation analysis: to identify the state-of-the-art for tourism in the Arctic, and to define the problem area for application at the multi-stakeholder workshop⁵.
2. Stakeholder review: to identify the target group for the strategy and therefore the relevant organisations for invitation to the multi-stakeholder workshop.
3. Workshop: a two-day multi-stakeholder workshop⁶ held in Copenhagen, where the LFA was applied in working groups⁷ to develop the backbone for the strategy⁸.
4. Strategy development: Development of a draft strategy document that was then put forward to consultation with the stakeholders of Arctic tourism that had expressed an interest in the strategy in stages 2 and 3.

After the consultation phase was completed, the consultants put together a final strategy document that was put forward to the Nordic Council of Ministers Tourism Ad Hoc Working Group for approval. Final comments were given, which were then integrated into the strategy by the consultant.

Limitations

This strategy document was developed over a relatively short period of time, as specified in the Terms of Reference for the study. This meant that there was a relatively limited amount of time available for the investigative work at the beginning of the study. The LFA is based on the results of an intense two-day workshop, where brainstorming took place in groups to identify the problem areas and propose solutions and concrete recommendations. There is a risk that not all the relevant problem areas were identified owing to the time pressure. Nonetheless, care was taken in the workshop to allow feedback to the plenum, ensuring that

⁴ Nordic Council of Ministers, Sustainable Development – New Bearings for the Nordic Countries, 2001

⁵ Annex 2 presents a complete list of the reference material used

⁶ Annex 3 presents the participant list for the multi-stakeholder workshop

⁷ Annex 4 presents the members of the three working groups at the multi-stakeholder workshop

⁸ Annex 5 presents an example of the output from the LFA process used at the workshop

there was a chance for extra comments to be given to the working groups by the other participants.

Assumptions

Although there are perhaps many more differences than similarities between the regions of the Nordic Arctic, in terms of geography, history and culture, it is assumed that they share enough common characteristics on which to build the foundation for a common strategy. These common characteristics include the types of tourism found and the challenges of developing it in a sustainable manner.

Implementing the Strategy

The strategy “Towards a Sustainable Arctic Tourism” suggests long-term goals to fulfil by 2020, targets in the form of actions that shall be implemented on a running basis and be in place by the end of 2015 and describes immediate measures, which the Nordic countries and territories should consider initiating by the end of 2005. A central principle in the strategy is the integration of sustainable tourism considerations into tourism policy areas and other areas that influence, or are influenced by, tourism. Implementation of the strategy presupposes the commitment of the political leadership and an ongoing dialogue between the authorities. Furthermore it presupposes the participation of the stakeholders of tourism in the Nordic Arctic communities. It is suggested that the Nordic countries and self-governing territories shall have the principal responsibility of fulfilling the goals, targets and immediate measures outlined in the strategy proposal. It is suggested that the Nordic Council of Ministers will be responsible for the information, reporting, evaluation and revision activities that the strategy will require. It is recommended that the follow-up to this strategy matches the follow-up process for the Nordic Strategy for Sustainable Development, of which it is proposed that this strategy should be a sub-component. It is therefore suggested that the strategy undergoes a mid-term review, which is submitted to the bodies responsible for tourism in the Nordic countries and the self-governing territories as well as the Coordination Ministers and the Ministers for the Environment for appraisal and comment. The mid-term review should include an assessment of the results and experiences from the strategy’s first period are to be assessed, leading to a revision of the strategy if needs be.

Structure and Content

Part 1 presents the main strategy. The strategy consists of a vision, milestones, long-term goals, targets and immediate measures. It is recommended that the strategy be implemented by concentrating activities within three cross-cutting issues:

1. Coordination of tourism related activities in the Nordic Arctic,
2. Building capacity for sustainable tourism in the Nordic Arctic, and
3. Ensuring that tourism benefits the people of the Nordic Arctic.

Part 2 presents the analytical framework for the strategy, and therefore consists of:

- **Sustainable Development in the Arctic** – a discussion of the issues and challenges facing the Arctic region in terms of achieving a sustainable development.
- **Tourism Situation Analysis** – an overview of contemporary forms of tourism in the Nordic Arctic region based on a breakdown of the tourism value chain.
- **Stakeholder Review** – presenting a stakeholder overview for the Nordic Arctic region and a description of the international obligations and cooperative processes that are relevant for the current strategy.

Part 1: The Strategy

Vision

The overall vision for the strategy “Towards a Sustainable Arctic Tourism” is that:

All stakeholders of tourism at the local society level, as well as the national and international levels, actively participate in a process that realises the potential of tourism to contribute to the sustainable development of the Nordic Arctic region.

The tourist image of the Arctic is a region of outstanding natural beauty and unexplored wilderness. It's a region where the tourist can experience close encounters with nature, such as whales, reindeer, seals and bird life, at a sufficient level of comfort and safety. This image of the Arctic region builds upon the mysticism that surrounds the region, and contributes to its appeal. School children from an early age learn of the Arctic's epic history, and a visit to the Arctic therefore becomes a dream, a once-in-a-lifetime opportunity for many.

The Arctic societies in the Nordic region are generally portrayed as being peripheral, and facing many challenges to their long-term survival, including depletion of the living resources that are their economic mainstay (fish stocks etc.) and depopulation, as younger generations move into larger urban areas or leave the region altogether. There is little doubt that contemporary tourism makes a contribution to the economies of the Nordic Arctic region. However, the statistics show that tourism development has been relatively stable for the region over the past few years.

If tourism is to make a more significant contribution to the economic stability of the Arctic region, then a renewed and refocused effort is needed between the Nordic countries. At the same time, care must be taken to ensure that increased tourism does not damage the Arctic nature, which is of global importance for its biodiversity, or the culture that is connected to the nature. It is also this nature, and the culture connected to it, that the majority of tourists have primarily come to see.

In other words, if tourism is to make a more significant contribution to the sustainable development of the Nordic Arctic, then it has to be sustainable itself, as reflected in the vision for the strategy. It is also important to understand that the development of a sustainable tourism, and thereby the ability to realise its contribution to the sustainable development of the Nordic Arctic region, is a continual process and not a one-off exercise. Furthermore, this process will require the commitment and active participation of all stakeholders of tourism, from the local society level in the Arctic to the national and international levels.

Milestones

It is common practice to incorporate landmarks into strategies, to enable the users to chart progress towards the implementation of the strategy, and its contribution to fulfilling the overall vision. The aim of this section is to propose two milestones for the Arctic tourism strategy, and explain the background for their selection.

Both milestones are directly related to the thematic actions proposed in the strategy, where significantly low scores are achieved, then the strategy needs to be consulted to identify relevant actions to improve the scores.

The first long term milestone is that:

The physical and social infrastructure is maintained and developed in the Nordic Arctic to ensure a foundation for tourism in local Arctic communities such that, by 2020, there is a positive or neutral percentage change in the population of the local Arctic communities of the Nordic countries (using 2003 as the baseline year).

Infrastructure is the key to realising the potential of tourism to contribute to the sustainable development of the Nordic Arctic region. A sound infrastructure has to be maintained and developed to ensure a foundation for driving tourism in the local Arctic communities. This infrastructure is both physical, in terms of roads, buildings etc., as well as social, in terms of the local people and the support that they need to continue living in the Nordic Arctic, for example education, health-care provision etc.

If the infrastructure is not maintained and developed, then it is likely that the population levels in many local Arctic communities will drop as future generations seek elsewhere, which may be detrimental to tourism. In order to realise the full potential of tourism opportunities, it's important that the diversity of the Arctic populations, both geographical and cultural, is maintained.

Each Nordic Arctic country is responsible for identifying the relevant local Arctic communities where the population levels are to be monitored for this milestone.

The second milestone is that:

By 2010:

- ***At least 85% of those that work in the tourist services within the local Arctic communities identified above, are locally resident.***
- ***At least 65% of tourism businesses based in the Nordic Arctic region, are more than satisfied with the viability of their business (to be monitored nationally and include the local Arctic communities identified above).***

A significant risk to the sustainability of tourism in the Nordic Arctic is that the labour force required to operate some of the larger establishments, is imported from outside of the Arctic region. Furthermore, some of the smaller enterprises can be owned and operated by entrepreneurs who are not locally resident. This means that the economic dividend of running the enterprise leaves the local area in the form of investments elsewhere, taxation and other forms of leakage.

Both these factors represent a large barrier to spreading the benefits of tourism to the local populations in the local Arctic communities. The first part of the second milestone therefore seeks to monitor the percentage of the labourforce that works within the local Arctic communities, that is locally resident. The local Arctic communities for use in monitoring this milestone are the same as those identified in the first long-term milestone.

To be sustainable, tourism must also offer a good quality of life to those operating tourism businesses. They should be satisfied with the viability of their businesses, in other words that it brings them a reliable source of income. The second part of the second milestone therefore seeks to monitor the percentage of the tourism businesses in the Nordic Arctic that are more than satisfied with the viability of their business.

It is recommended that this milestone is monitored by initiating a questionnaire-based survey of those that are driving tourism businesses in the Nordic Arctic. In the questionnaire, the entrepreneurs can be asked to rate their level of satisfaction with business in the foregone year, in relation to the year before. The local Arctic communities for use in monitoring this milestone are the same as those identified in the first long-term milestone.

Coordination of Tourism-related Activities in the Nordic Arctic

Keywords: *planning, awareness raising, nature conservation, division of responsibilities*

Introduction

Clear ownership of tourism issues is in general a problem when it comes to coordinating tourism-related activities in the Nordic Arctic. One reason for the vague ownership of tourism issues is its lack of definition, and a lack of general awareness of the activities related to tourism. It is relatively difficult to generate and access information on the real value of tourism to the Arctic areas of the Nordic countries, which means that tourism remains a low profile industry compared to other more traditional industries. However, the development of new statistical models, such as the Tourism Satellite Account, should facilitate this process in the future. This in turn means that tourism is not prioritised at each stage of the public administration, and that there is in particular a lack of awareness towards sustainable tourism issues. Tourism issues are therefore split into so many different organisations that it's difficult to coordinate on the ground.

The issue of overall planning is very important in terms of the development of a sustainable tourism. Individual actors in the tourism industry should be able to follow the principles of sustainability in their everyday actions. Communities, regional and national organisations can also be active in the field of sustainable development. A problem seems to be a lack of coordination at different organisational levels and between different organisations. There is a need for a division of work between the different parties.

The management of sustainable tourism issues is also important at the Nordic level. The Nordic countries all deal with Arctic tourism. The problems concerning tourism are virtually the same in every Nordic Arctic area: seasonality, a limited economic benefit for the local population, limited positive cultural interaction, the impact of tourism on the sensitive Arctic nature and the importance of nature-based activities as attractions. Creating strategic thinking in sustainable tourism would be one of the concrete cooperative issues between the Nordic countries.

The thematic action of coordinating tourism-related activities in the Nordic Arctic region was prioritised at the multi-stakeholder workshop because the issue is the type of activity area where the Nordic countries would have the best possibility for inter-governmental cooperation. It needs to be borne in mind, however, that the regulation regarding land use planning is slightly different in each Nordic country.

Long Term Goal 2020

By 2020, a fully integrated coordination of tourism-related activities in the Nordic Arctic has been realised.

There is a need to achieve better coordination of tourism related activities in the Nordic Arctic. Coordination is here used to describe the spatial planning and strategic development processes that are found at the local and regional levels, as well as communication between the players involved in tourism development.

The implementation of the targets (2015) and immediate measures (2005) will facilitate the achievement of this overall goal. The sectors that are anticipated as playing a leading role in the implementation of the various actions are therefore automatically given a leading role in the implementation of the long-term goal.

Targets up to 2015

Tourism Planning

It is recommended that by the end of 2015, tourism strategies based on the principals of sustainable tourism, will have been drawn-up at the national, regional and local (destination) levels in the Nordic Arctic using a participatory process.

A clear division of responsibility is absolutely vital for coordinating tourism activities in the Nordic Arctic and ensuring their sustainable development. Importantly, this work has to be done at all levels of administration – from the national level to the local level.

The sustainable tourism strategy is a fundamental document to planning tourism development. Examples of national and regional sustainable tourism strategies can be found on the DestiNet internet portal⁹. The Nordic NEST project (Network Evolution for Sustainable Tourism) produced guidelines for destination management, which can be of use in structuring local tourism strategies¹⁰. Furthermore, the Nordic project Tourism and Environment in the Arctic resulted in a toolkit for local municipalities to use in tourism planning, which can also be used for guidance in the development of local tourism strategies based on the principals of sustainable tourism¹¹.

At a minimum, the local tourism strategy should include the views of the local people and contain information on the type of tourism that they want to develop,

⁹ See <http://destinet.ewindows.eu.org/aEconomic/1/>

¹⁰ See <http://destinet.ewindows.eu.org/nest/>

¹¹ See <http://www.nordicinnovation.net/>

i.e. what are the preferred tourist segments, and how many of these tourists do they want to attract to their destination. The tourism strategy should then form the basis of all marketing and product development activities, ensuring that the form of tourism being implemented fits the strategic decisions made for the destination.

The implementation of this target will require the active participation of the responsible national, regional and local bodies.

Spatial Planning

It is recommended that by the end of 2015, existing spatial plans must include tourism issues and be developed with a participatory approach, including the involvement of the local populations.

Spatial planning is a common means of projecting the growth of a region, and is often done in consultation with the affected populations. A spatial plan typically lasts for five years and projects infrastructure developments in the region.

The implementation of this target will require the active participation of the responsible national, regional and local bodies.

Conserving Nature

It is recommended that by the end of 2015, generic management plans have been developed for protected and unprotected nature areas of specific scientific interest, and regulatory methods taken into use in visitor management where necessary.

Improved management plans are needed for both protected and unprotected areas of outstanding natural beauty and special scientific interest, in each Nordic Arctic region. The guidelines for using nature in commercial tourist services are unclear, and there seems to be a good deal of confusion. In Greenland, travellers who want to cross the inland ice have to have written permission from the Greenlandic Home Rule government, and visitors to Svalbard must also get permission first. There are, however, very different policies for tourism use even within individual countries. The so-called “Everyman’s Right” is a Nordic privilege that needs to be upheld. Commercial use therefore requires discussion between the landowners and the tourism providers.

The management plans should follow a specific format, which could for example be relevant EU legislation on nature protection. The management plans should cover all aspects of nature conservation, and all types of usage but there should be a special section where tourism issues are discussed. If the management plans find it necessary, regulation should be initiated to curb environmental degradation. Examples of relevant regulations could be an environmental (green) tax on motorised

activities, for example four wheel drive safaris and snow scooters, or entrance fees for national parks.

The implementation of this target will require the active participation of the responsible national bodies.

Immediate Measure by 2005

Raising Awareness

It is recommended that by 2005, an Arctic Tourism Forum (ATF) will be inaugurated and held on an annual basis.

There is considerable need to raise awareness among all Nordic Arctic tourism stakeholders of the need for a sustainable tourism. Both the public administrative bodies and the private sector need to review their approach to tourism development in the Nordic Arctic. At the moment there is no common forum where Nordic Arctic tourism stakeholders can meet to discuss important and common issues. An ATF will be established by the Nordic Council of Ministers and chaired by the Nordic country with presidency of the Nordic Council of Ministers at that particular time. The forum should be coordinated with the EU Tourism Forum, which is held at the end of December each year. Stakeholders of Arctic Tourism should have the opportunity to take part in the forum, with first priority being given to stakeholders from the Nordic Arctic region. Relevant organisations therefore include: tourist services (including accommodation, activity based products etc), tourism intermediaries and travel organisers, public authorities and NGOs.

The aims of the ATF will be to:

- Raise awareness on particular issues of sustainability that are relevant for tourism activities in the Arctic region,
- Help produce a clear division of the work to be done in the implementation of this strategy, create clearer responsibilities among the tourism sector, and enable an efficient forum for following-up on the progress made towards the implementation of this strategy,
- Improve the information process,
- Allow feedback from the marketplace to the “product place” – i.e. from the tour operators to the local communities and vice versa.

The final aim of the ATF will be to lead an overall changing of attitudes. As travel costs can be restrictive in the Arctic area, the Nordic Council of Ministers should consider paying for the travel costs of the smaller organisations to the forum, to ensure a balanced representation. At the same time, the travel costs of the key speakers should be covered. The implementation of this action will require that the Nordic Council of Ministers takes a lead role.

Building Capacity for Sustainable Tourism in the Nordic Arctic

Keywords: *innovation, entrepreneurship, training and education, marketing, product development*

Introduction

The product that the tourists purchase when they travel to the Arctic is a fusion of many different elements, which combine to form the overall experience. One essential element of that experience is that there should be sufficient tourism enterprises in a given area to provide the tourists with the services that they require and expect, and to capitalise on the presence of tourists, in terms of offering them additional services or products, for example boat trips or local handicraft souvenirs.

At the multi-stakeholder workshop, it soon became clear that there was a need to focus on the business aspects of tourism in the Arctic region¹². A range of problem areas were identified, which can be grouped into five main deficits:

- There is a lack of entrepreneurial spirit, which means that not enough people in the Arctic want to be tourism entrepreneurs. The root cause seems to be a lack of confidence among the Arctic people of their ability to earn good money from tourism.
- There are too many unrealistic tourist enterprises that are established on an unsustainable basis, and as a result the supply cannot match the demand and the quality of the expectations in particular.
- There is in general a lack of economic resources necessary for kick-starting tourism business development in the Nordic Arctic.
- The infrastructure is insufficient so it can only bear a limited number of tourists and this needs to be taken into consideration when planning tourism.
- The tourists are in general unaware of the possibilities open to them when they visit an area in the Arctic, which raises several issues related to marketing, and lack of a clear strategy.

The need to encourage entrepreneurship and innovation must in turn respect the need for a sustainable development. Tourism must not be developed at any cost but needs to be done in a manner, which balances the benefits to the economy and local society against the damage to the environment and culture – in other words, tourism must itself be developed sustainably in order to contribute to the sustainable development of the Arctic region.

¹² Annex 5 presents an example of the output from the LFA process used at the workshop.

Long Term Goal 2020

By 2020, capacity has been built to enable the continued development of a sustainable tourism in the Nordic Arctic.

The implementation of the targets (2015) and immediate measures (2005) will facilitate the achievement of this overall goal. The sectors that are anticipated as playing a leading role in the implementation of the various actions are therefore automatically given a leading role in the implementation of the long-term goal.

Targets up to 2015

Engaging Primary and Secondary Schools

It is recommended that by 2015, the national educational authorities in each Nordic Arctic territory have prioritised programmes that foster entrepreneurship in tourism over a five-year period.

Schools are a central element in shaping future societies. Initiatives should be encouraged that build links between the educational system and tourist enterprises, in order to give the pupils a taste of the opportunities that tourism can give them, and to lift its status as a prestige industry. This can for example be done via:

- Innovation projects in schools from pre-school level right through the education system. This form of learning is very much “hands-on” and the school pupils can for example learn how a tourist product is put together, and try it themselves on a small scale.
- The integration of tourism into school curricula as a means of training pupils in economic theory or geography, together with use of real cases.

There should be funds set aside at the national level for schools to apply from. These programmes should also include tourism and seek to build links between the educational system and tourism businesses.

The implementation of this target will require the national education authorities to take a lead role.

Disseminating Good Practice

It is recommended that by 2015, the Nordic Council of Ministers has published a guide to good practice and success stories in Arctic tourism, with the aim of raising awareness of young people to the opportunities that tourism can bring to local people in the Arctic.

One of the main barriers to tourism development in the Arctic is that it is not seen as a prestige industry, and there are few examples of success stories to inspire upcoming generations to get involved in tourism. Good examples do however exist, and awareness to them needs to be raised. Good practice can be disseminated at many levels of technicality but it is proposed that the main target group is younger generations, rather than the tourism industry itself. The type of good practice disseminated could include information on how to develop an idea into reality, tips on how to attract funding and how to keep reinventing the product to meet customer expectations.

The implementation of this target foresees the active participation of the Nordic Council of Ministers.

Improving Access to Funding

It is recommended that by 2015, the local authorities in the Nordic Arctic are regularly informed about the funding opportunities that are available to start a new tourism business, or for continued product development of an existing business. If this process shows that funds are lacking to support the start-up and further development of Arctic tourism enterprises, then relevant stakeholders should seek to establish these funds.

Funding is an important issue for any industry but perhaps even more so for the tourism industry, where over 90% of the tourism companies in the EU are SMEs, and in the Arctic region it is often one or two person companies. There are two items of interest in the title "Improve Access to Funding". Firstly the issue that funding is available to support tourism business development but it is not very well known in the Arctic region. This situation can be changed by better information and by better coordination of project applications. The other issue is the fact that the funding does not necessarily match the needs of the Arctic tourism businesses. Work can be done here to improve the offer to the Arctic businesses.

Awareness raising is needed to help tourism businesses identify potential sources of funding, and also to inform those that are interested in starting-up a tourism company, of the funding that they can apply for. Stakeholder networks are a means of disseminating information on funding opportunities for Arctic tourism busi-

nesses. Due to the large distances in the Arctic region, advances in information technology – for example interactive websites – can be used to engage stakeholders in this form of networking.

This target should be coordinated at the national level by the responsible national authorities. Use of Information Technology solutions should be explored, as well as the communication of information on the project application process that can be further disseminated to companies.

Improving Marketing and Product Development

It is recommended that by 2015 an information campaign has taken place to encourage the establishment of “packaging agencies” at the regional level in the Arctic. This should primarily be initiated by the National and Regional Tourist Organisations, and fall within the work of the Good Practice dissemination activity.

Marketing is an essential part of the tourism value chain, linking the products to the market. It provides pre-travel information to the tourists and creates their expectations for the holiday or business trip. The marketing therefore has to be in touch with the reality. Both in terms of what products the tourists can experience, and what type of tourist the Nordic Arctic destinations want to attract. The establishment of an Arctic Tourism Forum would boost national and transnational communication on marketing issues, in terms of clashes in the signals that are being sent through the marketing of a particular region.

Product development is closely related to marketing issues in tourism. Here the link between the products and the marketing in the Arctic are the packaging agencies. They specialise in putting together packages for the market using the existing tourist products. Packaging agencies are few and far between in the Arctic.

Special emphasis needs to be put on the high seasonality of the Arctic tourism industry, which is a significant effect on the sustainability of the tourism industry. This is likely to be a long process, whereby training initiatives can build up extra products that can boost the tourist season. Marketing then needs to take up on this and market these products to tourist segments which are more flexible in their holidaying, for example elderly people and the youth/adventure market.

The implementation of this target foresees the active involvement of the National and Regional Tourist Organisations, as well as other relevant national bodies.

One example of marketing is labelling, and the Swedish “Natures Best” labelling of ecotourism services is a recent initiative that has been developed in the field of

sustainable tourism¹³. Nature's Best is a quality label for Swedish Ecotourism, launched during the UN International Year of Ecotourism 2002, and currently has 49 labelled operators. The label guarantees to the tourist that the tour product they are purchasing meets a wide range of criteria related to the quality of the product, contributions to nature conservation and care for the cultural heritage of the destination. Nature's Best relies on the fulfilling of six main groups of criteria, within which there are a series of detailed demands that have to be met by both the operator and by those tour products the operator would like to label. In total, there are around 80 basic criteria, which all must be met, and around 50 bonus criteria, of which around 10 percent must be met. Nature's Best also presents specific demands to special activities, such as hunting, fishing, horseback riding and canoeing. This target should seek to incorporate the lessons learned by the Nature's Best scheme and the labelled operators.

Immediate Measures by 2005

Measuring the Impact of Tourism

It is recommended that by 2005, the Nordic Council of Ministers has ensured that an agreed methodology is in place for a system to measure tourism's overall impact on the sustainability of the Arctic region.

One of the main challenges to the appeal of tourism as a future growth market in the Arctic territories, on a par with for example IT, is the lack of information on the economic and social benefits that tourism brings. This means that tourism is not seen as a prestige industry, reducing the entrepreneurial spirit, and the interest of potential financiers in funding tourism businesses. More information on tourism's economic impact at the local level would aid this process. Also, tourism in the Arctic has to take place within a carefully planned and monitored framework, to ensure that the development of tourism businesses does not have significant environmental and cultural impacts. Any system gathering information on tourism's economic impacts should also be able to gather data on the environmental impacts of tourism, so that action can be taken in a case where tourism is beginning to have a significant effect on the local environment.

This system shall be able to measure (i) tourism's economic impact on the local destination, (ii) tourism's impact on the local environment and (iii) tourism's impact on the local people and their way of life. The system could be based on indicators that are measured annually and monitored over time.

The implementation of this target will require the active involvement of the Nordic Council of Ministers, which is seen as taking the lead.

¹³ See www.naturesbasta.com

Fostering Entrepreneurship

It is recommended that by 2005, each organisation with overall responsibility for tourism development in the Arctic territories, must be able to document that a full range of tourism training is available to the tourist services (part time training courses etc.), and that they regularly communicate this availability.

Professional course centres and academic institutes in the Arctic offer tourism training, but its provision is fragmented. At the same time, national and transnational tourism projects, have developed courses that are offered to the tourist service sector – for example the SMART project¹⁴. There is a fundamental need for training in basic business skills, such as the pricing of the product. It is also necessary to get an overview, at the national level, of what tourism training is being offered, and where the gaps are. The next step is then to identify how these gaps can be filled, where one promising development is the use of distance learning initiatives, which avoids the high travels costs seen in the Arctic.

In order to reach this stage, the players must have conducted a thorough training needs analysis, to identify where there are gaps in the provision of tourism training. Tourism training should be provided within a range of fields, including product innovation – i.e. how to improve the range of offers to tourists outside the traditional tourist season and thereby help counter the strong trends towards seasonality, and basic business skills – a significant help in getting the price right for tourist products.

The implementation of this target will require the active involvement of the Nordic Council of Ministers, which is seen as taking the lead.

¹⁴ See <http://www.northernperiphery.net/cp/frameset.html>

Ensuring that Tourism Benefits the People of the Nordic Arctic

Keywords: *multi-cultural society, indigenous peoples, mono-economy, leakage*

Introduction

Tourists are attracted to the Arctic region of the Nordic countries because of its uniqueness, both in terms of the natural and climatic dimensions, as well as the living conditions that these have provided, and still provide, for the people of the Arctic region.

The natural conditions have resulted in a small and widely distributed population, which has been dependent on the opportunities provided by hunting, fishing, forestry and “agricultural” (primarily in the form of reindeer herding and sheep production) activities for its welfare. In contemporary times, mining has also been carried out at specific localities. But in general, history shows that local culture has been tightly bound to the natural conditions in the Arctic.

Today’s residential patterns still reflect these historical constraints, even in the location of the large urban agglomerations that are found in the Arctic, where the population levels in many places exceed the limits of nutrition that the surrounding nature can supply. Many local communities in the Arctic continue to have a mono-economic dependency on one or several natural resources, which makes them economically vulnerable and can threaten their continued existence. These areas are typically located on the periphery of the Arctic region, and these provide the main focus for the current strategy.

Even though there is a wide diversity of Arctic cultures, representing numerous ethnic groups with different historical and ethnic backgrounds, one common feature is that they are tightly bound to the natural conditions that they have been, or continue to be, dependent on. It is therefore impossible to refer to one Sami, one Norse, or one Inuit culture but there are several cultural identities bound to the different localities. Furthermore, many Arctic communities are multi-cultural, with several different Arctic and more recent immigrant cultures living side-by-side and influencing each other.

It is also important to point out that culture is much broader than its materialistic expression via dress, tools, diet and housing styles etc. The term culture in reality covers a group’s total strategy for adapting to, and surviving in, the natural conditions, which is developed on a continuous basis via exposure to new materials and technology, as well as to different cultures and social relations – both for the good and for the bad. In terms of a sustainable tourism development, it is essential to understand that culture is dynamic, and not static. Cultures are of course influenced by tourism, and the focus should therefore be on a positive interaction.

Tourism will ultimately affect everyone in a small community. Even if the tourism takes place off the beaten track, it will still load and influence the infrastructure. When tourism takes place within populated areas, it results in an interaction between the local culture and those from outside.

It is therefore a condition for a sustainable tourism development that tourism is seen as, and managed as, a cross-cutting dimension that affects and is affected by many sectors of society, not just the tourism sector itself.

At the workshop, a series of problem areas and challenges were observed in connection with tourism's interaction with the peoples of the Nordic Arctic, which needs to be addressed in the current strategy. These are as follows:

- There is a lack of local involvement and acceptance of tourism development in some Arctic communities. This could be because tourism is very limited but more worryingly, it could also be because the decisions have been made by a minority for the majority.
- There can be conflicts with the local trade and industry whereby tourism does not function as an integrated part of the local trade and industry but rather as an isolated sector, for example importing all foodstuffs needed for a hotel's operation.
- Travel to the Nordic Arctic is often sold by agents outside of the Arctic, that are either based in the larger Nordic cities or outside the Nordic region altogether. This means that the economic dividend and the socio-economic benefits in terms of taxation are leaked outside of the Arctic region, where the tourism is taking place. This form of "leakage" means that it can be discussed whether tourism then becomes meaningless for a small community.
- Tourism in the Nordic Arctic is expected to develop and prosper on the "free market", but this term is just an illusion because many of the areas with which the Arctic destinations must compete for tourists (for example Alpine ski sport centres) benefit from a long range of EU subsidies, as well as their favourable geographic position, infrastructure etc. If tourism is better integrated into the local economy then it can also begin to redress this imbalance, for example by the purchase of local foodstuffs and game.
- Contact between the tourist and the Arctic resident is all too lacking and needs to be addressed, for example via "Meet the Locals" programmes.
- There is a tendency for the commercialisation of the Arctic culture and its rich traditions. This can be seen in the mass production of traditional survival strategies – for example the Sami knife – for tourists to purchase. This form of consumerism also includes the staging of local customs for tourists, which can at the worst result in loss of identity for the Arctic cultures.

Based on these problem areas and challenges, a series of long term and short term goals are recommended in the next section of the strategy.

Long Term Goal 2020

By 2020, tourism is of significant benefit to the people of the Nordic Arctic.

The implementation of the targets (2015) and immediate measures (2005) will facilitate the achievement of this overall goal. The sectors that are anticipated as playing a leading role in the implementation of the various actions are therefore automatically given a leading role in the implementation of the long-term goal.

Targets up to 2015

Strengthening Local Cultural Identities

It is recommended that by 2015, the national educational authorities have prioritised the education and teaching of local traditions at all levels of the education system and that this is also spread to the communities.

There is a threat that tourism can lead to a dilution of the cultural identity of the Arctic communities because it exploits these and oversimplifies them. At the same time, when done properly, tourism can also play an important role in reversing cultural degeneration by placing a value on the stories associated with culture and the unique cultural identities found throughout the Nordic Arctic.

It is important that this process is tied to the tourism strategy process at the local level, regional and national levels. The increased local awareness of history and cultural identity – and the value placed on these dimensions – should in turn have a positive effect on the “products” that the local communities can offer to the tourists – for example guided tours of the community with associated storytelling activities.

This measure foresees that the national education authorities take an active role in its implementation.

Generating Jobs

It is recommended that by 2015, the bodies responsible for tourism development in the Nordic Arctic region, have begun work to define a minimum wage for people employed within the tourism industry, if such does not exist already.

Although the tourism industry brings jobs, the type of job that it brings is not always satisfactory. Due to the highly seasonal nature of the tourism industry, the jobs are also temporal in nature, and often go to unskilled workers. Furthermore, there is a high degree of transient labour, with seasonal workers travelling up to

the Nordic Arctic from the southern parts of the Nordic region and abroad. There is little control of the working conditions and wages for these workers, which can be very unsatisfactory.

The minimum wage can be finalised via legislation or agreements between the relevant trade unions and industry representatives. Furthermore, the minimum wage should be the equivalent of the minimum wage in similar service sector industries.

The implementation of this target will require the active involvement of the National Tourism Organisations and the trade unions.

Ensuring a Positive Cultural Interaction

It is recommended that by 2015, the national and/or regional bodies that are responsible for tourism development in the Nordic Arctic have allocated funding for network projects in the affected local communities, which can work on a multi-sectoral basis with participation of local peoples and with sustainable tourism development.

Tourism affects everyone in a community, both for the good as well as for the bad. It is therefore important to ensure the best possible effect of operating tourism in a small community. The best means of ensuring a positive cultural interaction between tourism and the local cultures is by actual involvement of the local people in the planning and implementation of tourism development.

The Nordic project “Tourism and Environment in the Arctic”, financed by the Nordic Industrial Fund and local stakeholders, demonstrated that one means of involving local people, and giving them the opportunity to have an influence, is via networks of local stakeholders that include a wide category and selection of the local society.

These type of networks need to be directly involved in the municipal, regional and national tourism development planning processes for the relevant areas. These groups should also ensure the essential dialogue between, for example the tourism businesses, primary trade sectors and the local municipalities. At the same time, funding should be made available for local tourism development projects.

The implementation of this target will require the active involvement of the responsible national and/or regional bodies.

Labelling of Handcrafted Goods

It is recommended that by 2015, the responsible organisations at the national level in the Nordic Arctic region, have implemented the requirement that all souvenirs and culturally related goods are labelled with their country of origin and place of manufacture.

Partly to ensure that the local people have an economic incentive to work with local handicrafts, and can profit from their sale as tourism souvenirs, and partly to ensure that the tourists get an authentic product, it is essential to work with labelling and product declarations. This process could in turn be supported by a strategy for the promotion of locally made, competitive and non-subsidised products in relation to the tourism industry.

The implementation of this target will require the active involvement of the responsible national and international bodies.

Immediate Measure 2005

Exploiting Tourism's Economic Benefits at the Local Level

It is recommended that by 2005, the Nordic Council of Ministers has initiated an investigation into the issue of the leakage of resources from tourism in the Nordic Arctic region to outside of the Nordic Arctic region, with the aim of ensuring that a fair proportion of the tax revenue as well as the reinvestment falls out to the local communities, despite the fact that the tourism companies operating in an area are registered for taxation outside the Nordic Arctic region.

If tourism is to have a positive influence on the economic development of Arctic communities, it is a precondition that a significant part of the economic dividend from operating tourism in the Arctic actually falls out at the local community level. If this is not the case, then tourism development becomes a meaningless pursuit for the local community and its continuation can be questioned. Travel to the Nordic Arctic is often sold by agents outside of the Arctic, that are either based in the larger Nordic cities or outside the Nordic region altogether. This means that the economic dividend and the socio-economic benefits in terms of taxation and reinvestment are leaked outside of the Arctic region, where the tourism is taking place.

This target foresees a Nordic Council of Ministers-initiated investigation that also considers policy options of implementing legislation in the Nordic Arctic region to ensure a fair dispersal of tax revenue and reinvestment. This investigation should also focus on how the use of local produce can be encouraged in tourism operations to further reduce the leakage effect. The Nordic Council of Ministers may consider the policy option of recommending legislation in the Nordic Arctic region to encourage the use of local produce, for example tariffs on imported foodstuffs.

Part 2: The Strategy Framework

Sustainable Development in the Nordic Arctic

Sustainable development contains three mutually dependent dimensions: an economic, a socio-cultural and an environmental dimension. A sustainable development entails that a better integration of the three dimensions is established.

The Arctic region of the Nordic countries faces a number of challenges to its sustainability. These are described below for each of the three dimensions of sustainability mentioned above.

Economic Dimension

The peripheral Arctic areas are characterised by sparsely populated areas where the populations are dependent on one or two primary economic sectors for their livelihood. The economic situation seems to vary quite significantly across the Nordic Arctic region, ranging from relatively prosperous urban areas to small settlements in a state of economic stagnation.

To avoid depopulation some governments have implemented a system of heavy subsidisation on basic commodities such as dairy products and bread. On the other hand, luxury products such as tobacco and alcohol are heavily taxed. This principal means that for example in Greenland, a litre of milk or a kilo of flour will cost almost the same no matter where in Greenland it is bought.

The administrative regions within the Arctic areas of Finland and Sweden are eligible under Objective 1 of the EU's Structural Funds. Objective 1 areas are defined as "lagging behind in their development", and have a gross domestic product (GDP) that is below 75% of the Community average. The prime aim of Objective 1 of the Structural Funds is to narrow the gap between the development levels of the various regions. The Arctic areas of Finland and Sweden conform to Objective 1 regions because they have a number of economic signals/indicators "in the red":

- Low level of investment;
- A higher than average unemployment rate;
- Lack of services for businesses and individuals;
- Poor basic infrastructure.

A further economic problem is the depopulation of the peripheral Nordic Arctic region, which is further described in the next section on the socio-cultural dimension of sustainability. A lack of readily available workforce means that there are tourism destinations in the Arctic, where peak season employees for the most come from other parts of the country. These employees pay tax outside the tourism region; they don't necessarily represent the expertise of local nature and culture. Short-term workers might cause social problems and they cause an immense demand for seasonal quarters.

Generally it can be concluded that it is only a minority of the Arctic communities that are self-sufficient – i.e. they are able to generate sufficient capital through economic activity to cover public and social expenditure – and they therefore rely on economic intervention of one form or another to guarantee their future existence.

Socio-cultural Dimension

It is not possible to refer to one common culture for the Arctic part of the Nordic region – rather a wide range of different cultures, whose societies have developed under, and adapted to, the given natural conditions. It is even difficult to refer to one Inuit, one Norrøn or one Sami culture, instead there is a range of different cultures, as societies have specialised to adapt to the specific natural conditions at a given locality. For example there is a significant difference between the Sami peoples, dependent on whether they are primarily based in the coastal, forested or open plains areas.

The situation today is that most communities in the Nordic Arctic region are multicultural, where there is a mutual interaction between two or more Nordic Arctic cultures and/or with “immigrant” cultures.

As with any culture, the Nordic Arctic cultures are subject to a continuous development and transformation, but the Nordic Arctic cultures are subject to varying degrees of pressure – a pressure that can ultimately threaten their continued existence.

Historically, the cultures of the indigenous populations of the Nordic Arctic region have been subject to the colonisation of peoples moving northwards from the remainder of the Nordic region. The effects of colonisation on the indigenous cultures vary from country to country and from place to place, and have been the focus of much attention during the past few decades. Generally it can be observed that the indigenous populations have undergone the following changes post colonisation:

- Loss of common property rights to the natural resources and the use thereof
- Loss of freedom to practice their own religions and enforcement of Christianity
- Repression of original language and sometimes a total ban
- Dependency on low paid jobs and trade with the colonial power
- Introduction of alcohol and its corresponding social problems.

All of these aspects have influenced or undermined the indigenous cultures.

Despite the fact that the indigenous peoples in the Nordic Arctic region have been empowered via Home Rule and self rule government granted within the framework of the national sovereignty, their cultures still remain under continued pres-

sure. This pressure, is in many ways comparable with the pressures that people from other ethnic backgrounds face in the peripheral regions of the Nordic Arctic.

The greatest threat to the different populations in the periphery of the Nordic Arctic region today is that the economic foundation for maintaining a sparsely populated pattern of settlement is being undermined. A dependency on a few or even a single nature-based resource makes the small Arctic communities very vulnerable when seen from a socio-economic perspective. Furthermore, the relatively large distances and the correspondingly high transport costs mean that it is difficult for these primary industries to compete on the world market, especially in a situation such as agricultural production which is heavily subsidised in central parts of Western Europe.

The lack of job opportunities, or the fear of a future lack of opportunities, lead to a depopulation of the peripheral (marginal) areas and a migration into the larger urban areas, or completely out of the Arctic region. This trend is further encouraged by the multitude of “offers” in the larger urban areas, and here the important factors are education, hospitals and other health care services. Depopulation often results in a negative spiral where falling population levels result in the closure of schools, shops, hospitals and other public services finally resulting in the abandonment of a settlement.

There are substantial national and regional differences in how this process of centralisation effects an individual’s material life and his/her cultural point of departure but it is an historical fact that the process of centralisation often has had, and continues to result in significant social problems. The situation concerning integration is very different in the large urban areas, where an individual’s academic qualification is often more important than his/her cultural or ethnic background.

Depending on how well assimilation and integration proceed, the process of centralisation inevitable results in a cultural transformation where a culture changes from being adapted to the living conditions at a given locality to being a subculture in a big town, whereby the special features of the Arctic cultures become slowly blurred.

Environmental Dimension

The environmental threats vary from Arctic region to Arctic region, although there are some that are mutual problems. The Nordic Action Plan to Promote the Natural Environment and Cultural Heritage of the Arctic specifies the following dominant environmental threats: terrain disturbance and land use, traffic, pollution, exploitation of resources and climate change.

The disturbance of the land areas in the Arctic is caused by a variety of human activities. Terrain disturbance away from the populated areas can be caused by the construction of hydroelectric stations, road construction, excessive grazing caused

by sheep farming, reindeers, and horses, clear cutting of the forests close to touristically interesting locations, building of sewer drain lines, construction of recreational huts, construction of parking lots in the best recreation areas and the introduction of alien species. The environmental effects include severe erosion, especially in Iceland and Southern Greenland, as well as disturbance of the flora and fauna.

In the Arctic region, there can be immense distances between communities, and transport can be a major obstacle. There are basically two forms of traffic – motorised and non-motorised. Both types have their associated environmental impacts, although the impacts of motorised transport are obviously larger. These impacts are magnified where the transport takes place in the open terrain – i.e. off road. This situation is a common problem in the Arctic, where there is relatively little road. Here the motorised traffic is the greatest environmental threat, primarily snowmobiles and off-road vehicles that drive in the open terrain when there is no snow. The tracks made destroy the vegetation layer, especially on sloped surfaces, and unavoidably further the process of erosion. These relatively new forms of transport have allowed many more people to access formerly little visited cultural and natural sites, exposing them to threat of erosion.

The land and sea areas of the Arctic are affected by local and distant sources of pollution. The geographical position of the Arctic relative to the air and sea currents makes the area particularly sensitive to long range pollution from human activities elsewhere in the world. The long range pollution involves organic toxicants, heavy metals, radioactive contamination and acid precipitation. Organic pollutants are taken up by organisms at the bottom of the food chain and which accumulate in the fat of the larger animals. The animals survive periods of starvation by consuming their stores of fat but this takes the pollutants out into their body, affecting their immune system and also leading to hermaphrodite phenomenon seen among polar bears in the Arctic.

Certain biological resources in the Arctic are showing signs of overexploitation, which can have serious consequences for entire ecosystems, not just one single species. For example, the biological production in the sea considerably influences the bird and mammal populations in the Arctic, both directly and indirectly. The fishing that takes place in these waters thus not only affects the marine ecological system but also the terrestrial ecological system. As an example, scientists working in Greenland have recorded a 50% reduction in the number of Brünnich's guillemot colonies on the west coast of Greenland over the past 30 years.

Predicting climate change prediction is a complex task but there seems to be agreement that the climate in the Arctic will gradually become warmer. Signs are already evident of an alarming change in the ice formations around Greenland, with ships sailing further north than ever before in 2003. Perhaps the biggest repercussions will be for the Ice Cap itself, which is likely to shrink at a rapid pace.

Tourism Situation Analysis

The aim of this section is to present the results of the desktop study phase initiated at the beginning of the study, which analysed the state-of-the-art for tourism in the Nordic Arctic. It attempts to do this in a quantitative and qualitative manner, although data availability showed to be all too lacking.

This section is broken down into the typical units of the tourism value chain: transportation to the Nordic Arctic, accommodation, and tourist activities. It then goes on to review the most significant tourist groups to the Arctic.

Transport by Sea

Travel by sea is becoming an increasingly popular means of tourist transportation to the Nordic Arctic region. One of the most established sea routes is Hurtigruten, which sails tourists along the western and northern coasts of Norway. Hurtigruten's main product is an 11 day trip from Bergen to Kirkenes and back again. There are shorter six and five day variations of this trip. Hurtigruten also offers cruises to the Antarctic. Hurtigruten is an interesting story – starting as a shipping route mainly for residents and industry, it has developed over the years to have a dominant cruise function, sailing thousands of tourists every year. The tourists are now a vital part of the profitability of the route, especially those that buy a 11, six or five day package. In 2001, Hurtigruten sailed 447 000 passengers in total, including both tourists and residents. In 2002 that figure had expanded significantly to 547 000 passengers, due mainly to the launch of 2 new ships. Approximately 10% of the passengers are tourists that buy the package solution, which includes all food¹⁵.

In general it is difficult to find comprehensive statistics for ship-based tourism in the Nordic Arctic region. Those located are listed below:

- In 1998, a total of 17 liners visited Greenland carrying approximately 6 400 passengers.
- Large numbers of tourists visit Svalbard on cruise liners. The number of ships rose from 10 in 1975 to 31 in 1994 and passenger figures grew from 5 000 in 1975 to 24 000 in 1994¹⁶. The figure for 2001 had further risen to 43 000.

It seems that cruise tourism is an interesting area for tourists, and the growth rates seen above are likely to continue into the future.

Land Transport

It is possible to access the Arctic parts of Norway, Sweden and Finland by road. Travelling along the “Arctic Highway” has become a well-established tourist experience. Taking some two weeks, depending of course on the transport used and the level of ambition, tourists start in for example Oslo and then follow the route to

¹⁵ Information from Lofotens og Vesteraalens Dampskibsselskab ASA, 2003

¹⁶ Nordic Environmental Action Plan

Nordkapp via Fauske, Tromsø and Honningsvåg. The way back typically leads via Sodankylä and Umeå to Stockholm. At Nordkapp, a visitor centre – the North Cape Hall – was built in 1958 (with further extensions in the 1980s and 90s) to manage the tourists, which were beginning to get out of hand due to the sheer numbers. The North Cape Hall is managed by Rica Hotel Chain, and includes a restaurant, chapel and cinema. In fact the visitor numbers give an indication of how many tourists travel along the Arctic Highway, and lie relatively stable at around 200 000 visitors per year¹⁷.

Tourists can also travel to the Arctic region using the Inland Railway in Sweden (Inlandsbanan). Through June to September, a regular passenger service is provided from Kristinehamn in central Sweden to Gällivare above the Polar Circle. Special package tours are also offered to tourists in September. The Inland Railway was completed in the 1930s and has since 1993 been operated by the 15 municipalities through which the line passes. It was originally designed for freight traffic from north to south, but has since taken on a central role as the backbone of “Northern Sweden”, bringing with it tourists and infrastructure improvements. Passengers are transported in the summer months, when the freight traffic falls due to the industrial holiday, leaving excess capacity for passenger traffic. IBAB, the company that manages the Inland Railway, states on its website that it has two purposes:

1. To intensify the infrastructure of Northern Sweden especially of the inland, thus enabling conventional industrial settlement and tourism. This is a matter of national as well as international transports.
2. To make possible an environment friendly, safe and profitable transportation system concerning national and business economies, in particular for the freight transport. To provide multicultural and touristic experience for Ecofriendly- and Eurotourism

Formateret: Punkttopstilling

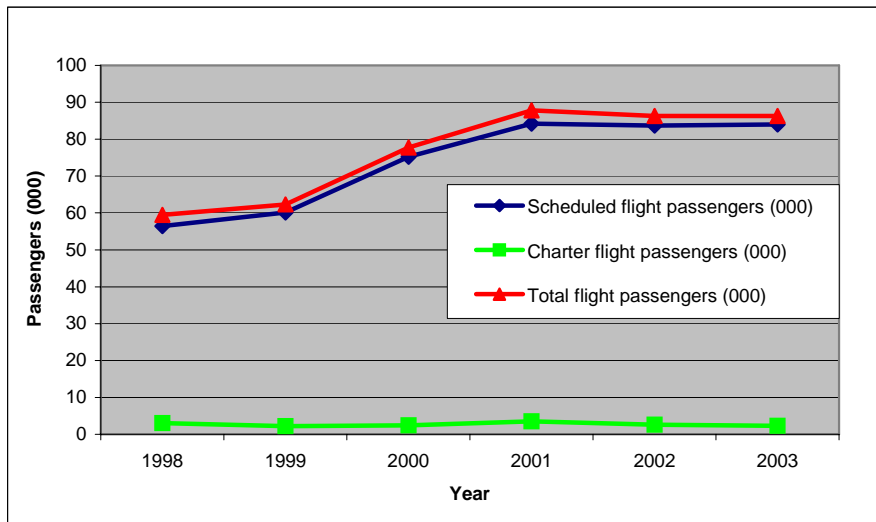
A variety of package trips are provided for tourists, including “experience packages” and “adventure packages”. IBAB does not register the number of passengers, but registers the number of trips. As each passenger may make several trips there is a difference but in 2002 the number of trips was 20 000 and this had risen to 22 500 trips in 2003. The railway seems to have been a success story, and is seeking to expand its activities, as tourism becomes more important.

Air Transport

The Nordic Arctic is relatively well serviced by air transport – including both national airlines and smaller private airlines. Due to the difficulties of accessing statistics for certain regions, and from the smaller companies, it has not been possible to get international and domestic arrivals for all areas within the Nordic Arctic region. Data on flight passenger numbers was however located for Svalbard Airport (see Figure 2).

Figure 2. Development in Passenger Traffic to/from Svalbard Airport

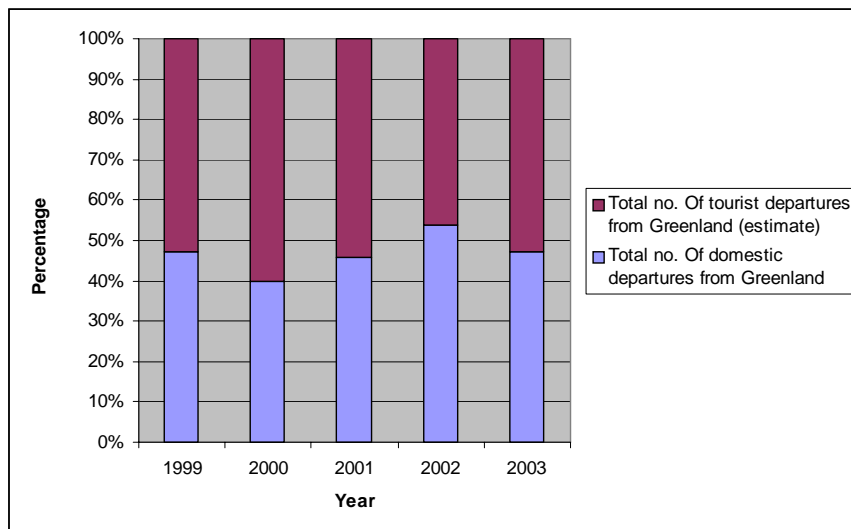
¹⁷ Information from North Cape Hall, 2003



Source: AVINOR AS, 2004

Figure 2 shows that there was a period of steady increase in passenger traffic at Svalbard Airport during the late 1990s, which peaked in 2001. The last two years have been relatively stable. Svalbard Airport is not open to international air traffic, foreign tourists therefore arrive either via a scheduled flight from elsewhere in Norway, for example Oslo, or via a charter flight. Figure 3 illustrates the importance of tourists for the aviation sector in Greenland. It is estimated that at the highest peak in 2000, tourists comprised 60% of all departures from Greenland.

Figure 3. The Importance of Tourists for Greenland's Aviation Sector



Source: Statistics Greenland, 2004

Otherwise the proportion of tourist departures seems to be quite stable for the period from 1999 – 2003, accounting for approx. 50% of all departures from Greenland, and tourists can therefore be seen as playing a crucial role in the economic sustainability of the aviation sector in Greenland.

Accommodation

Table 2 portrays the development in the number of overnights in the Nordic Arctic over a three-year period. At the regional level, there is a steady increase in the number of overnights, with close to eight million overnights being spent in the Nordic Arctic region in 2002.

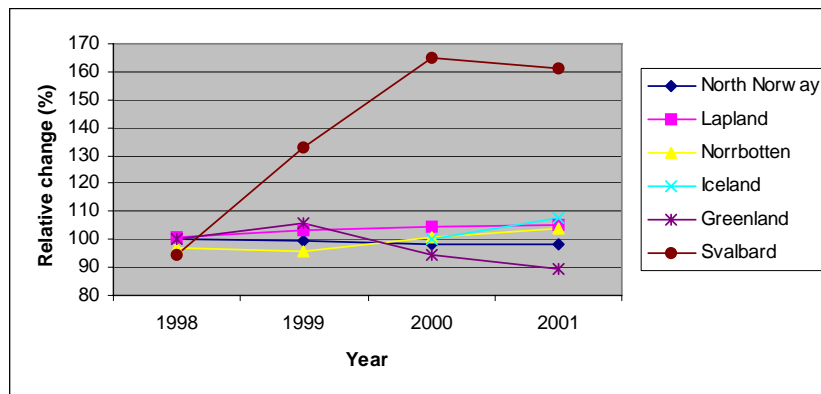
Table 2. Arctic Tourism Overnights 1998 – 2002

	1998	1999	2000	2001	2002
North Norway	2 471 130	2 468 510	2 455 867	2 428 610	2 420 959
Lapland	1 558 724	1 573 268	1 613 189	1 631 560	1 647 856
Norrbotten	1 686 000	1 638 000	1 614 000	1 700 000	1 754 000
Iceland	1 700 000	1 700 000	1 722 200	1 724 300	1 855 000
Greenland	200 573	200 303	212 434	189 463	179 349
Svalbard	46 201	43 577	61 277	76 154	74 433
Total	7 662 628	7 623 658	7 678 967	7 750 087	7 931 597

Source: Høgskolen i Finnmark, 2003

However, as can be seen from Figure 4, which portrays developments in the relative change in the number of overnights since 1998, the development in overnights has by no means been stable in the Nordic Arctic. Svalbard has seen a very significant growth in the number of overnights, which peaked in 2000. Iceland, Lapland and Norrbotten have seen a positive growth in the number of overnights over the last four years, while Greenland and Northern Norway display a negative trend. The sharpest curves are seen for Greenland (negative) and Svalbard (positive).

Figure 4. Development in Overnights in Nordic Arctic Region (1998 = 100%)

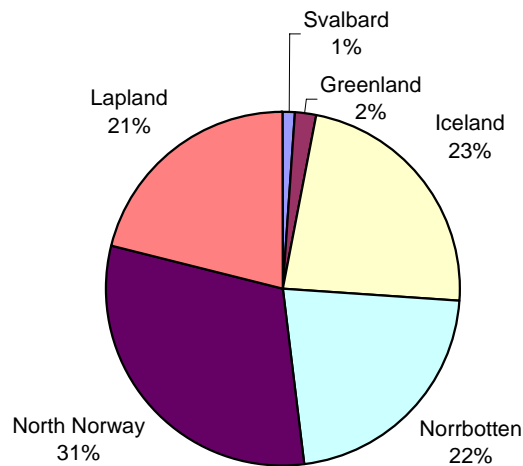


Source: Høgskolen i Finnmark, 2003

Figure 5 illustrates the percentage share of overnights between areas in the Nordic Arctic region. Here it can be seen that Northern Norway has the highest share with

30% of the overnights. Lapland, Norrbotten and Iceland have relatively the same share, with Greenland and Svalbard having the smallest shares of tourist overnights.

Figure 5. Distribution of Tourist Overnights in the Nordic Arctic Region

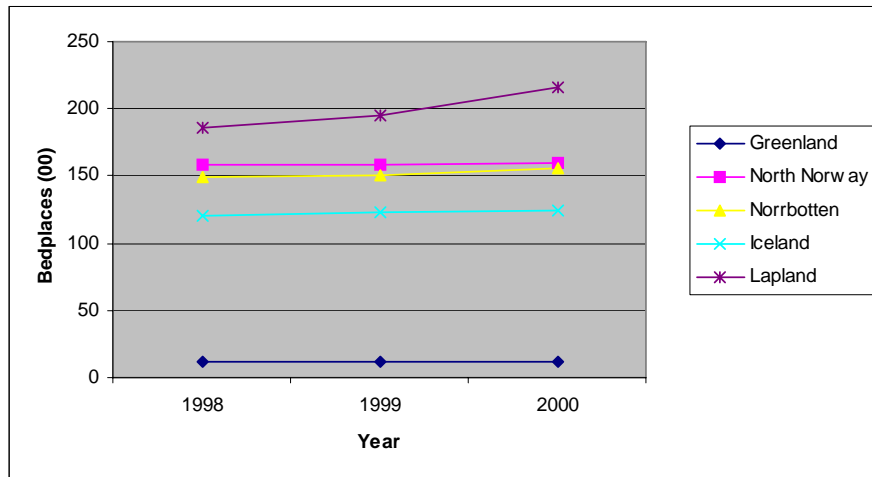


Source: Høgskolen i Finnmark, 2003

Figure 6 displays the development in the number of beds in the Nordic Arctic. It can be seen that the accommodation stock in Arctic Finland has grown significantly over the three-year period. Cabins dominate the accommodation stock in Finland, giving a total bed capacity that is more than three times larger than that of hotels. Unfortunately, most of the guest nights that are spent in cabins are not registered in the national statistics for various reasons. Figure 6 shows that Iceland was able to increase its overnights using the existing accommodation, indicating an increase in the occupancy rates and therefore a better use of the existing capacity.

It has not been possible to find statistics on the different types of accommodation units provided, which must range from hotels to recreational huts. In fact the Nordic Environmental Action Plan states that “There are almost 200 recreational huts in Svalbard. Lack of clarity as regards who is responsible, and confused practice when plans for hut building have been put forward, have meant that no one knows exactly how many such huts exist or where they are located. New regulations are however being drawn up and it is intended that new huts will be limited to specially designated areas and their construction, use and ownership will in the first place be confined to people who have their permanent address in Svalbard”.

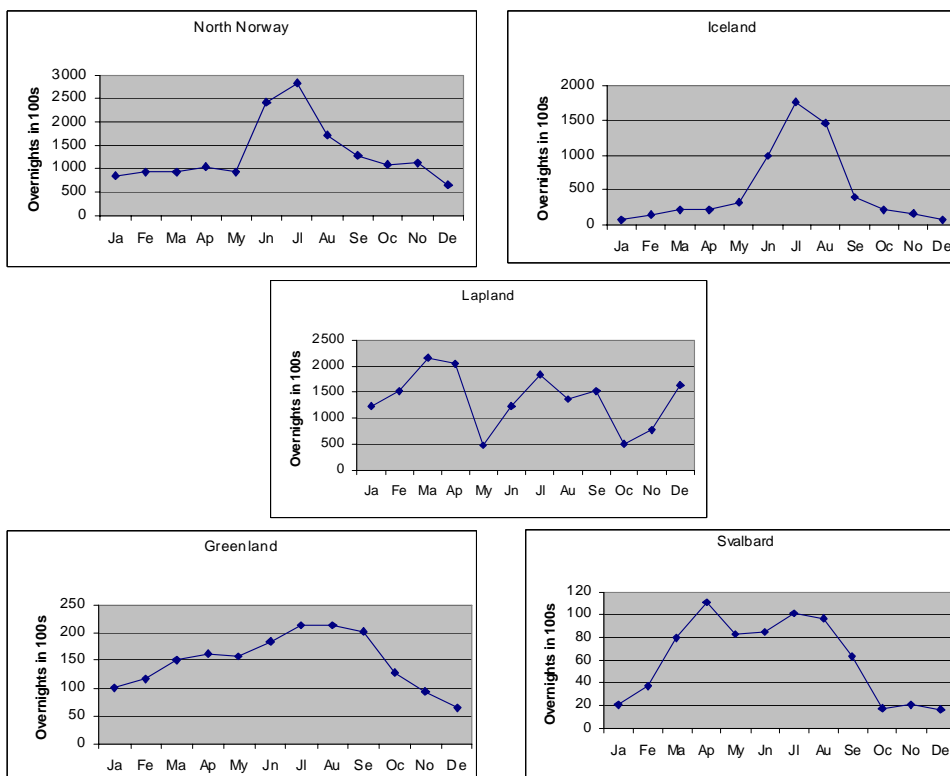
Figure 6. Development in Accommodation Stock



Source: European Commission, Tourism statistics - Yearbook data 1990, 1995, 1997-2000, 2002

The Tourist Season

Figure 7. Arctic Tourism Throughout the Year



Source: Høgskolen i Finnmark, 2003

The analysis of the tourist season for the Nordic Arctic region in Figure 7, illustrates that there is a clear summer season peak, although it is slightly less well defined for Lapland. The summer peak occurs in July for North Norway, Iceland, Greenland and Lapland, with the peak for overnights occurring in April in Svalbard. In North Norway, the number of overnights triples from May through to July, whereas in Iceland there is an increase in overnights by a factor of four between May and July, in Svalbard the tourist season is even more marked, with tourist overnights increasing by a factor of six between January and the April peak. Lapland seems to have had some success in diversifying its tourist products and encouraging tourists to come in the winter and spring, as well as during the summer. There are, however, some marked falls in the number of overnights between the winter and summer seasons.

So what are the tourists, the majority of whom come in the summer months, coming for? The Nordic Arctic region offers an extremely diverse range of products, ranging from fly-fishing to hiking and from pony trekking to cross country skiing. The remainder of this section explores some of the typical products in more detail, and their impacts on the environment.

Pony Trekking

Pony trekking is a popular activity for Arctic tourists, with ponies being used from Finland to Iceland and on a limited level in South Greenland. The horse has always played an important role in Iceland's culture, and there has recently been a vast increase in the number of horses in Iceland, with the figure now reaching some 80 000. Tourism is the main cause of this increase. The horses are used on short and long pony trekking trips so that some areas are becoming heavily trampled and overgrazed, exposing areas to severe erosion. People often undertake rides in groups of 20-30 accompanied by up to 120 horses.

Whale Watching Safaris

Whale watching has been a success story for Iceland and Norway, and is especially important taking into consideration the falling fish quotas and uncertainty facing the future of the traditional fishing communities. There are many products offered to for example North American tourists on the internet. In Iceland the tourists can for example observe Blue Whales, Killer Whales and Minke Whales in catamaran boats that sail from Snaefellsnes Peninsula during the summer months. The Norwegian whale-watching industry is based in Andenes and Tysfjord in Northern Norway. Visitors annually come from more than 30 countries to these two locations, with operators typically catering for two to six languages on the tours. At Tysfjord, the tourists can experience the Killer Whale migration that takes place in the North during the autumn months as the whales follow the Herring shoals.

As mentioned before, whale watching has grown to become an important industry in its own right. Some statistics are given below:

- Iceland's extraordinary average annual growth rate of 250% from the mid to late 1990s is one of the highest ever growth rates in whale watching. In 1994, some 200 people went whale watching from one community; by 1998, there were 30 330 taking trips from eight communities.
- Norway has experienced growth at 19% a year since 1994. In Norway, in 1998, 22 380 people took whale watch trips, spending more than \$12 million USD¹⁸.

Day Trips to the Arctic

Another type of activity on offer is the short stop overs at various Arctic locations for tourists staying at the periphery of the Arctic region. This is for example seen in Iceland where tourists can either fly for the day to Kulusuk in East Greenland, returning in the afternoon or stay in Kulusuk overnight, returning on the next day. Day trips are also offered from Iceland to Southern Greenland, where tourists can fly to Narsarsuaq. Again statistics are difficult to obtain, but it was estimated that 1 200 tourists flew for the day from Iceland to Greenland in 1997¹⁹. Often these tours come in a package combined with other activities, for example dog sledging, though much depends on the time of year and the weather.

Snowmobile Safaris

Snowmobile safaris are offered in the Nordic Arctic region, for example in the border area of Finland and Sweden. The safaris can range from a few hours to several days in duration. Accommodation is provided on route in hotels or cabins.

There are of course a range of other important tourist products such as cross-country skiing, kayak sport, angling, mountaineering and extreme sport. The above tourist products have just been given as an example.

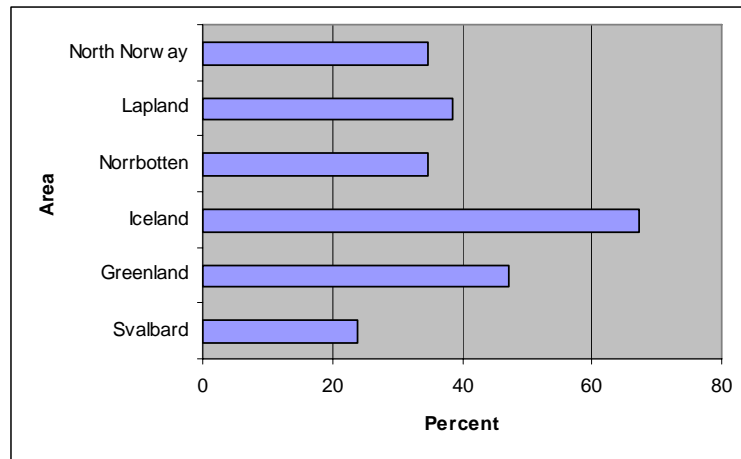
¹⁸ Whale Watching 2000, International Fund for Animal Welfare, August 2000

¹⁹ Nordic Environmental Action Plan

The Tourists

Now that the tourism value chain has been reviewed in terms of how the tourists come to the Nordic Arctic region and what the products are, it is interesting to analyse the tourists themselves.

Figure 8. International Tourist Overnights, 2002



Source: Høgskolen i Finnmark, 2003

Figure 8 above illustrates that Iceland and Greenland have the largest share of overnights by foreign tourists, at some 70% and 50% respectively. In the case of Greenland, the largest share of international tourist overnights is comprised of tourists from Denmark. The domestic market is therefore of vital importance for the Nordic Arctic tourism.

Statistics on the distribution of visitors to the Nordic Arctic region in Table 3 show that the regions of the Nordic Arctic have a different market. In Norrbotten for example, there are a majority of business tourists, whereas in Svalbard, the majority of visitors are there for leisure purposes.

Table 3. Distribution of Visitors (%)

	Business	Conferences etc	Leisure tourism
North Norway	39	13	48
Lapland	19		81
Norrbotten	52	10	38
Svalbard	20	19	61

Source: Høgskolen i Finnmark, 2003

The prices of spending a holiday in the Arctic region are typically high, acting as a natural filter on the type of tourist that comes to the Nordic Arctic region. The typical tourist profile is one of an educated tourist, that has spent time on researching the nature of the area that they have come to visit, for example via the Internet

and travel publications. Surveys conducted at the North Cape and in Svalbard confirm this.

Table 4. The Tourists' Educational Level (%)

	North Cape (Summer 1999)	Svalbard (2000)
Primary School	7	4
High school	13	11
Vocational education	27	18
Undergraduate	23	26
Graduate	20	32
PhD	6	6
Other	4	3

Source: Høgskolen i Finnmark, 2003

A look at the occupations of tourists interviewed in the Nordic Arctic, also supports the theory that the majority of tourists are relatively well positioned in society.

Table 5. The Tourists' Occupations (%)

	Iceland (Summer 2001)	North Cape (Summer 1999)
Management	20	29
Professional	35	23
Health/social service	8	25
Clerical/service work	9	
Manual work	7	8
Students	14	5
Other	6	10

Source: Høgskolen i Finnmark, 2003

Tourist Motivation

The tourists come to the Nordic Arctic for a variety of reasons. A study conducted in Iceland in 2001 showed that 75% of the tourists stated that "nature" was their prime motivation for coming, 22% stated that culture and history was their main reason for coming and the remainder came to visit family and friends and other activities including stop-overs²⁰. Another study conducted in North Norway focused more on the values that attract primarily vehicle-based tourists to North Norway. These are presented in Table 6 below.

Table 6. The Motivation for Tourists to visit North Norway

Car tourists North Norway 1997 (scale 1 – 3)	Mean	North Cape 1995 (scale 1-5)	Mean
• Nature/landscape	2.8	• North Cape	4.4
• See new places	2.4	• Midnight sun	4.3
• Travel around	2.1	• Arctic nature	3.9
• New knowledge	2.0	• Coastal communities	3.7
• Coastal communities	1.9	• Sami culture	3.2
• Relax	1.6	• Outdoor activities	1.8
(Source: Høgskolen i Finnmark, 2003)		• Visit friends/relatives	1.4

²⁰ Høgskolen i Finnmark, 2003

The spirit-of-adventure seems to be high among the tourists to the Northern part of Norway, especially the sense of having been there and experienced the nature and cultures. This can also be seen in the typical division of tourist typologies, which ranges from the nature lovers to the “conquerors” who see the Nordic Arctic region as yet another destination in their collection of destinations.

Tourist Behaviour

The tourists see themselves generally as behaving responsibly in the Arctic environment. Table 7 reflects the tourists’ perception of their own environmental behaviour, based on a study conducted in Svalbard. It shows that the tourists are well aware of the Svalbard Guidelines, and that the majority strictly followed them during their stay on the island.

Table 7. The tourists’ perception of their environmental practice (Mean score (scale 1 – 5), standard deviation, percent answers “to a great extent”, and total number of respondents)

Environmental practice	Mean	St. dev	To a great extent (5) (%)	Number
Followed the Svalbard guidelines	4.56	1.25	72.2	1 027
Avoided change of towels	4.14	1.42	50.3	1 025
Avoided or reduced consumption	3.90	1.39	34.4	1 015
Sorted litter	3.70	1.77	22.0	995
Avoided use of motorised vehicles in nature	3.68	1.66	33.7	1 020
Limited the use of water and energy	3.60	1.36	23.3	1 024
Chose providers with an environmental profile	3.27	1.80	14.5	1 003
Discussed environmental issues with other tourists	2.97	1.73	12.7	1 018
Discussed environmental issues with locals	2.82	1.85	10.5	1 013

Source: Høgskolen i Finnmark, 2003

Preliminary Conclusions

It seems that the Nordic Arctic region is experiencing different rates of tourism growth. Some areas are experiencing a dramatic growth in the number of tourists, whilst in other areas the tourist development (measured in overnights) is undergoing stagnation.

It is interesting to note that there are different approaches to tourism development in the Nordic Arctic region. Some regions have made legislative changes to allow for a planned tourism development, for example Svalbard, which has resulted in a dramatic increase in the numbers of tourists. Other areas, for example Greenland and Iceland, have had a more liberalistic approach to tourism development, which means that there are no sudden increases in tourism numbers but generally a slow upward progression.

Tourism Stakeholder Review

The aim of this section is to present the review of tourism stakeholders in the Nordic Arctic that was conducted during the desktop study phase. The stakeholder review helped to identify the relevant organisations for the strategy, and the target group for the concrete recommendations and the multi-stakeholder workshop. It was also used to identify the policy initiatives that the strategy needed to take into account. This section contains the following areas: a presentation of the stakeholder overview developed in the strategy, as well as a breakdown of international obligations and cooperative processes relevant to sustainable tourism at the following levels: global, transnational (including EU) and Nordic.

Stakeholder Overview

The aim of the stakeholder review has been two-fold. Firstly to identify who are the main actors in the Arctic tourism of today and will therefore be the target group for the strategy. Secondly to identify which organisations it is relevant to invite to the multi-stakeholder workshop. Approx. 150 organisations were identified and invited to the workshop. Single organisations were not included in the analysis, which aimed instead at identifying relevant interest associations that could represent them, for example branch associations, trade unions etc.

The stakeholder overview below presents the relationships between the different players in Arctic tourism. It is a generic model that attempts to display the decision structure.

Area	Public	Public:Private	Private	Other stakeholders
International	Nordic Council of Ministers Arctic Council European Union World Tourism Organisation United Nations	Transport services Inuit Circumpolar Conference	Hotel chains Tour operators Cruise ship bureaus World Travel and Tourism Council (WTTC)	International NGOs Consumer protection organisations Indigenous Peoples Secretariat Sámi cooperation
National	Ministries with tourism mandate Sámi parliament National municipality associations National museums	National Tourist Organisations Transport services	Branch associations Trade unions Tour operators Cruise ship bureaus	Umbrella NGOs Academic institutes Research institutes NGOs
District	County/district council Museums Sports facilities	Tourism Development Agencies Transport services	Regional tourism associations Incoming bureaus	NGOs Other economic activities, i.e. fishing Local population
Local	Local municipality Museums Sports facilities	Tourist Information Centres Transport service	Accommodation Commercial tourist attractions Leisure and recreation providers Local tourism associations Shops and retail sector Incoming bureaus	NGO departments Other economic activities, i.e. fishing Local population

Area

We have chosen to break the level of focus into four categories. The last two categories – district level and local level – are spanned by a fifth terminology “destination”. A tourist destination is an area with a distinctive identity and organisational structure in place, allowing it to be marketed as a separate entity to tourists. For this study, a destination is seen as either an area within one municipality or a co-operation between several municipalities.

Public Sector

The public sector is one of the largest employers in the Arctic region. Its mandate towards tourism is largely related to its planning responsibilities, in terms of social development and spatial planning. Tourism is a diverse industry, and its regulation is a challenge. Specific legislation does exist for certain sub-sectors, for example food safety, tour boat licenses etc. More general steering of tourism development requires an integrated approach. In the typical model, public authorities at the local level participate in networks or local tourism associations, to gather input from local tourism industry professionals, residents and other stakeholders on the future of tourism in their areas.

Public:private Sector

The public:private sector is especially strong in some parts of the Arctic region due to the existence of partially-owned or state-owned enterprises, for example airlines and shipping companies. At the local and district levels, the Tourist Information Centres and Development Agencies can be funded via a mix of public funding and sponsorship from the private sector, to drive mutual marketing.

Private Sector

The term private sector covers the entrepreneurs that drive the tourism industry. In Europe the majority of tourist enterprises (95%) are micro-SMEs, employing less than 10 people, and the same situation probably applies for the Arctic region. At the international level, a range of chains are present in the Arctic market. Other sectors also benefit from tourism, for example shops and the retail sector, although they are not traditionally thought of as belonging to the tourism industry. Especially in the small arctic societies it is important to recognise tourism as cross-sector industry that has influence on many other trades, such as the construction and primary industries.

Other Stakeholder Types

There is a range of other stakeholders at the international through to the local levels that are critical for the development of sustainable tourism in the Arctic. Examples at the international and levels are NGOs, research and academic institutions, and consumer protection organisations. Examples at the local (destination) level include the primary industrial sectors, and the local people themselves.

International Obligations and Cooperative Processes at the Global Level

United Nations (UN)

The United Nations is a key player at the global level in the process of building a common commitment to sustainable tourism. In 1992 the United Nations organised the United Nations Conference on Environment and Development (UNCED), the Rio Earth Summit, which identified travel and tourism as one of the key sectors of the economy, which could make a positive contribution to achieving sustainable development. The main output of the Rio Earth Summit was Agenda 21, a comprehensive programme of action and the global blueprint for sustainable development.

At Rio+7 (1999), the Commission for Sustainable Development which is responsible for coordinating the follow-up process to Agenda 21, adopted an international work programme on sustainable tourism development, and called on the tourism industry to work towards guiding principles and objectives for sustainable tourism and to take steps to reduce the volume of waste associated with tourist travel. The international work programme was defined in co-operation with the World Tourism Organisation, United Nations Environment Programme and United Nations Conference on Trade and Development, and the Conference to the Parties to the Convention on Biological Diversity.

In the international work programme the Commission urges Governments:

- (a) To advance sustainable development through the development and implementation of policies and national strategies or master plans for sustainable tourism development;
- (b) To consult with all major groups and local communities in the tourism development process;
- (c) To work in partnership with major groups, especially at the local level, to ensure active participation in the tourism related planning and development;
- (d) To undertake capacity building work with indigenous and local communities in order to facilitate their active participation at all levels of the tourism development process;
- (e) To create the appropriate institutional, legal, economic, social and environmental framework by developing and applying a mix of instruments, as appropriate;
- (f) To maximise the potential of tourism for eradicating poverty by developing appropriate strategies in co-operation with all major groups;
- (g) To welcome the major groups agreement to promote sustainable tourism development through music, art, and drama;
- (h) To facilitate destination specific in flight educational videos and other materials on sustainable development in relation to tourism and to encourage airline carriers to routinely screen such videos on international and long haul domestic routes;

- (i) To promote a favourable framework for SMEs, the major engine for job creation in the tourism sector;
- (j) To take strong and appropriate action, through the development and enforcement of specific legislation/measures, against any kind of illegal, abusive or exploitative tourist activity;
- (k) To participate in international and regional processes that address issues relevant to sustainable tourism development, to consider the ratification or adoption, and promote the implementation and enforcement, as appropriate, of standards or guidelines to relevant to the travel and tourism industry; and
- (l) To support appropriate measures to better inform tourists about cultural, ecological and other values and provide accurate information on the safety of tourist destinations.

It was agreed that these would be followed-up on at the next comprehensive review and assessment of progress achieved in the implementation of the outcome of UNCED to be made in the year 2002, 10 years after the original conference, hence the Rio+10 term.

The UN also provides the framework for a number of international agreements and processes that are relevant for sustainable tourism:

- Convention on Wetlands of International Importance, especially as Wildfowl Habitats (the Ramsar convention) – coming into force in 1975, this agreement aims to ensure the sustainable use of wetlands of international importance.
- Convention on international trade in endangered species of wild flora and fauna (CITES) – this came into force in 1976 and is a global convention overseen by UNESCO.
- Convention concerning the protection of the world cultural and natural heritage – this UNESCO convention came into force in 1976 and is best known for its list of cultural and natural environments of global importance.
- Convention on the conservation of migratory species of wild animals (the Bonn Convention) was in force in 1983 and its primary objective is to promote the protection of populations of migrating wild animals which regularly cross national borders.
- The Convention on Biological Diversity came into force in 1993 and covers the protection and sustainable utilisation of all biodiversity across the planet.
- International Year of Ecotourism (2002) – held last year, this event generated much debate on the future of tourism and the term “ecotourism”. The event was organised by UNEP in cooperation with WTO and IUCN.
- UNEP Sustainable Tour Operators Initiative – this initiative is coordinated by UNEP and recognises that tour operators are key players in the tourism value chain and therefore play a crucial role in setting requirements for sustainable tourism when purchasing products. So far there are 15-20 members and a regular publication is made.
- The Plan of Implementation emerging from the Rio+10 conference at Johannesburg, popularly called Earth Summit 2, calls for added efforts in the field of

sustainable tourism, in particular the transposition of policy into concrete actions.

World Tourism Organisation (WTO)

The World Tourism Organisation (WTO) is a specialised agency within the United Nations with the aim of developing responsible, sustainable and universally responsible tourism in order to promote economic development and international understanding. The WTO has 141 members representing national tourism authorities and over 350 affiliate members representing the private sector, local tourism authorities, tourism associations and educational institutes.

The WTO has various programmes intended to promote the development of tourism and the transfer of know-how to developing countries as well as boost regional tourism by leading and funding campaigns for the promotion of regional tourism. The Task Force for Destination Management is a body created to focus on issues of special concern at the destination level. As of yet Arctic tourism has not been at the forefront of WTO policy, but this is mostly due to the issue of sustainable tourism in the Arctic not having been raised in the Executive Council or the General Assembly.

The most significant document of relevance to the sustainable tourism strategy is the “Agenda 21 for the Travel and Tourism Industry”, produced by WTO, WTTC and the Earth Council in 1996. This overall document builds on the platform given by the Agenda 21, and is now scheduled for an overhaul.

International Obligations and Cooperative Processes at the Transnational Level

Arctic Council

The Arctic Council is an intergovernmental forum intended to address the common issues and concerns of the Arctic states with the objective of “*providing a means for promoting cooperation, coordination and interaction among the Arctic states, with the involvement of the Arctic indigenous communities and other Arctic inhabitants on common Arctic issues, in particular issues of sustainable development and environmental protection in the Arctic.*”

The Arctic Council is comprised of the eight Arctic states, viz. Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the USA as well as six international organizations representing the indigenous peoples of the Arctic, which have the status of Permanent Participants. This provides for active participation and full consultation on the Arctic Council for the local populations in the region. Iceland serves as the chair of the Arctic Council from 2002 to 2004.

The Arctic Council’s activities are located within six areas: Arctic Monitoring and Assessment Program (AMAP); Conservation of Arctic Flora and Fauna (CAFF); Emergency Prevention, Preparedness and Response (EPPR); Protection of the Arc-

tic Marine Environment (PAME); Sustainable Development Working Group (SDWG) and Arctic Council Action Plan to Eliminate Pollution of the Arctic (ACAP).

The dramatic increase in tourism in the Arctic and the threat of unregulated tourism to the environment and the local culture has been acknowledged by the council and an American lead report has been commissioned on tourism in the Arctic entitled 'Ecological and Cultural Tourism', conducted within the framework of the SDWG. The purpose of the project is to empower the tourism sector in the Arctic to apply the principles of sustainable tourism in business practices, promote effective nature conservation and the well being of the local people. The project involves capacity and competency building for tourism businesses and incentives, such as certification, to improve local business practices.

The programme for the Icelandic Chair of the Arctic Council states that "Iceland intends to strengthen scientific and technological cooperation for sustainable development through increased networking between scientists and research institutions. The aim is to build on existing international organisations and programmes working with issues such as sustainable agriculture, communications, tourism, construction and use of natural resources"²¹. Tourism is therefore identified as an area for increasing the transfer of know-how in the Arctic region.

Inuit Circumpolar Conference (ICC)

The ICC promotes the rights and interests on an international level of the Inuit people living in the Arctic regions of Alaska, Greenland, Canada and Chukotka, Russia. The principle aims of the ICC are to strengthen unity amongst the Inuit people of the circumpolar region, to seek full and active participation in the economic, political and social development of the Arctic region and to develop and encourage long-term policies that safeguard the environment in the Arctic.

The ICC holds its general assembly every four years where a president and executive council is elected. Policies and resolutions are developed at the ICC general assembly for the coming political term of the executive council. The ICC is a Permanent Participant on the Arctic Council as well as being a non-governmental-observer status at the United Nations.

The ICC wishes to promote economic development in the circumpolar region whilst emphasizing the importance of protecting the environment and the principles of sustainable development. Sustainable tourism at all levels is an important issue for the ICC, including sustainable tourism in the Arctic.

²¹ Program for the Icelandic Chair of the Arctic Council 2002-2004, Ministry for Foreign Affairs of Iceland

The Northern Forum

The Northern Forum is a non-profit international organization composed of sub-national and regional governments from ten northern countries. The aim of the Northern Forum is to improve the quality of life in the region by providing leaders with a forum to exchange ideas, experience and knowledge in addressing common challenges and to support sustainable development and the implementation of co-operative socio-economic initiatives in the northern regions.

There are four Northern Forum Programmes, viz. environment, sustainable economic development, society and culture and governance and policy. The Northern Forum, in recognizing the increasing importance of tourism for local economies in the Arctic, is involved in the project 'Sustainable Model for Arctic Regional Tourism (SMART). The aim of this project involves a certification programme for tourism businesses following sustainable guidelines as well as building up capacity in the region and improving knowledge transfer about sustainable tourism in the Arctic.

Conference of Parliamentarians of the Arctic States

The Conference of Parliamentarians of the Arctic Region is a parliamentary body comprising delegations appointed by the national parliaments of the Arctic states (Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden, U.S.A.) and the European Parliament. The conference also includes Permanent Participants representing indigenous peoples, as well as observers. The conference meets every two years.

Between conferences the Arctic a Standing Committee carries on parliamentary cooperation. The Conference and Standing Committee take initiatives to further Arctic cooperation and act as a parliamentary forum for issues relevant to the work of the Arctic Council. The Standing Committee takes part in the work of the Arctic Council as an observer as well as participating as a guest in meetings of the Barents Euro-Arctic Council. The Conference of Parliamentarians is mainly concerned with promoting cooperation between the Arctic states and sustainable development in the region.

The Sami Council

The Sami Council is a representative body for cooperation between the Sami people of Russia, Norway, Sweden and Finland. The Council was set up to safeguard and promote the economic, social, cultural and educational interests of the Sami. It also endeavours to support and strengthen unity and mutual understanding among the Sami, renders opinions and makes proposals on questions concerning the Sami people and furthers their political aims. The council also works towards the Sami being recognised as one people and assuring they may continue to live on their native lands.

The Sami Council is involved in international work and has non-government-observer status at the United Nations, as well as being a Permanent Participant on

the Arctic Council. The council aims to protect the environment and promote sustainable development in the Sami region, which makes them a player in policy formation for sustainable tourism in their area of jurisdiction.

The Barents Euro-Arctic Council (BEAC)

BEAC was founded in 1993 and consists of seven member countries, viz. Denmark, Finland, Iceland, Norway, Russia, Sweden and the European Commission, though the presidency only rotates between Russia, Sweden, Norway and Finland. There are also nine observer nations on the council. BEAC also consists of the Barents Regional Council, which consists of thirteen counties in the Barents region from Russia, Norway, Sweden and Finland. The reasoning behind the regional council is to ensure the participation of local people in the Barents cooperation.

The aim of BEAC is to encourage sustainable economic and social development in the Barents region and thus contribute to the development of the northernmost part of Europe. BEAC has nine working groups that are intended to improve cooperation in fields relevant for the Barents Sea region. Though none of them directly involve tourism, the issue of sustainable Arctic tourism could be raised under the environment or economy working groups.

European Union (EU)

The European Union has developed its own sustainable development strategy, simply called “SDS”, which was proposed at the Göteborg Summit in June 2001. Furthermore the Treaty founding the European Union, calls for actions in tourism where they will have a specific effect on activities within Article 2, for example a sustainable economic development.

The European Union is well aware of tourism’s potential to function as a key driver of the EU’s economic growth in the future. Tourism is already big business in the EU, employing some six million people and contributing to 5% of the EU’s GDP. At least five of the world’s most popular national destinations are found in Europe, including the number one destination – France. The EU closely monitors tourism development in Europe, by making policy recommendations and initiating studies. In 1999 the “Tourism and Employment” process was initiated, which featured six working groups including groups on sustainability and quality and IT. As a result of the Tourism and Employment process, the European Council developed a “Council Resolution on the Future of European Tourism”, which outlined activities that were to take place to realise tourism’s potential as a job creator and engine of economic growth, and at the same time maintain the quality of life of EU citizens. These activities included the development of an Agenda 21 for EU tourism and a portal for EU tourism destinations. The EU therefore initiated in 2003 a consultation phase amongst EU tourism stakeholders resulting in the Commission Communication “Basic Orientations for the Sustainability of European Tourism” of 21st November 2003.

The Northern Dimension

The Northern Dimension covers the European Union's foreign policy in the Baltic Sea region, Arctic Sea region and in North Western Russia and provides for a common framework for the promotion of dialogue and cooperation between states in the region. The Northern Dimension is implemented within the framework of the European Agreements with the Baltic States, the Partnership and Cooperation Agreement with Russia and the European Economic Area regulations. The areas for cooperation under the Northern Dimension are, amongst others, the environment, infrastructure, business cooperation and social development. Through the EU financial instruments available to the region the Northern Dimension aims to finance projects that provided added value for all parties involved.

The Northern Dimension has produced an action plan for 2004 – 2006, which emphasises the importance of sustainable development and supports the production and implementation of national and regional strategies for sustainable development. Although the action plan has no direct references to sustainable tourism it does emphasise its support for improving infrastructure in the Arctic and making funding for small and medium sized enterprises more readily available, which could enhance the possibility of establishing tourism enterprises in the Arctic. If this is the case it is essential that this financing be coupled to requirements for sustainable tourism practice and environmental protection.

International Obligations and Cooperative Processes at the Nordic Level

The Nordic Council of Ministers

The Nordic Council and the Nordic Council of Ministers are the two organs of Nordic cooperation. The Council is made up of 87 members representing the five member states and three autonomous territories. The Council meets annually, but also arranges theme sessions for the comprehensive treatment of selected issues. The Council of Ministers is a forum for government cooperation. Ministers in the Nordic countries with similar portfolios meet a few times a year to discuss policy and possibilities for cooperation. Nordic cooperation within the Trade and Industry aims to promote the competitiveness of the Nordic business sector. This dimension is formalised under the *Committee of Senior Officials for Environmental Affairs* and this area includes several working groups, including the Tourism Ad Hoc Working Group. The environmental sector has formalised its cooperation under the *Committee of Senior Officials for Environmental Affairs* through its five permanent working groups and one ad hoc working group. The Working Group for Nature and Outdoor Recreation is highly relevant for this strategy, and the group produced a Nordic Action Plan covering the natural environment and cultural heritage of Greenland, Iceland and Svalbard.

There are several processes anchored at the Nordic Council of Minister level that are of relevance for this strategy:

- Ministerial Declaration on Sustainable Development, 1998 (see text box)

- “Sustainable Development - New Bearings for the Nordic Countries” (2001) this overall sustainable development strategy for the Nordic countries has been evolved from the 1998 Ministerial Declaration (see above). The strategy contains goals and actions for a range of prioritised sectors and areas of activity. The 6 prioritised sectors are: energy, transport, agriculture, industry, fishing, aquaculture, and forestry. The cross-cutting areas for further action are climate change, biological diversity, and genetic resources, the oceans, chemicals and food safety. The strategy is now entering a process of revision via public consultation, which is planned to culminate in early 2004.
- Nordic Environmental Action Plan, 2001 - 2004
- Ministerial Declaration on Sustainable Tourism, 2003
- Towards a Sustainable Nordic tourism, 2001 – this document proposed long term actions and targets within three focus areas, and was approved by the Nordic Council of Ministers in 2001.
- In 2002, a study was commissioned to draw-up an Action Plan for the implementation of the above-mentioned sustainable tourism strategy. The Bridging the Gap report was concluded in 2002.

MINISTERIAL DECLARATION ON SUSTAINABLE DEVELOPMENT:

1. Present and future generations must be assured of life in safety and health.
2. A sustainable society must be based on democracy, openness and participation in local, regional and national cooperation.
3. Biological diversity and the productivity of the ecosystems must be maintained.
4. Emissions and discharges of pollutants into air, soil and water must not exceed the limits nature can sustain.
5. Renewable natural resources must be utilised and protected efficiently within their capacity to renew themselves.
6. Non-renewable natural resources must be utilised so as to protect natural systems, and renewable alternatives must be developed and promoted.
7. A high degree of awareness concerning the measures and processes leading to sustainable development must be created in society.
8. The principles pertaining to sustainable development should be integrated into all societal sectors on an ongoing basis.
9. The role of the indigenous peoples for the creation of a sustainable development must be stressed.
10. In the longer term, xenobiotic substances and substances that are harmful to people and nature must be eliminated.
11. Necessary innovative thinking should encourage more efficient use of energy and natural resources.

Sustainable Development – New Bearings for the Nordic Countries, 2001

The Nordic World Heritage Foundation (NWHF)

The Nordic World Heritage Foundation (NWHF) has the aim of working towards implementing the aims of the Convention Concerning the Protection of the World Cultural and Natural Heritage in cooperation with UNESCO. NWHF acts as a focal point for the Nordic countries in their attempts to fulfil the intentions of the convention. In order to do this the NWHF mobilises funds to facilitate in the assis-

tance of the preservation of world heritage sites both abroad and within the Nordic region.

With its interest in the preservation of both cultural and natural heritage in the Nordic region, the NWHF would be able to play a role in identifying and assisting in the sustainable management of sites with cultural or natural importance in the Arctic regions. Two sites have already been identified by the NWHF in and around the Arctic circle viz. the rock paintings at Alta and the Laponian region of northern Sweden.

Nordic Atlantic Cooperation (NORA)

NORA is an extension of the West Nordic Cooperation between Greenland, Iceland and the Faeroe Islands, as coastal Norway joined the cooperation as of 1st January 1996. The cooperation was established by the Nordic Council of Ministers and the Council funds the programmes and projects. The cooperation aims at improving the framework and conditions for industry, trade and development in the Nordic Atlantic region. Priority sectors for funding are:

- Marine environment and resources
- Traffic and communication
- Tourism
- Trade and industry
- Agriculture

NORA encourages projects that involve neighbouring areas such as Canada, Scotland and Northern Russia. NORA projects typically fall within four categories: technology, marketing, research and socio-cultural arrangements. So far NORA has initiated a range of concrete tourism development projects, several of which have been within the field of sustainable tourism, for example marketing of cultural products in the west Nordic region, the rigging of an Icelandic sailing ship for use as a tourist attraction on Iceland's north coast and the reconstruction of Brattahild – Erik the Red's Norse settlement close to Qaqortoq in Greenland.

Annex

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Annex 4. Working Groups at Workshop

Theme 1: Respect for, and Promotion of, the Different Arctic Cultures

- Anna Karlsdóttir
- Arvid Viken
- Berit Kaae
- Charlotte Kircheiner
- Kåre Hendriksen (facilitator)
- Valur Hilmarsson

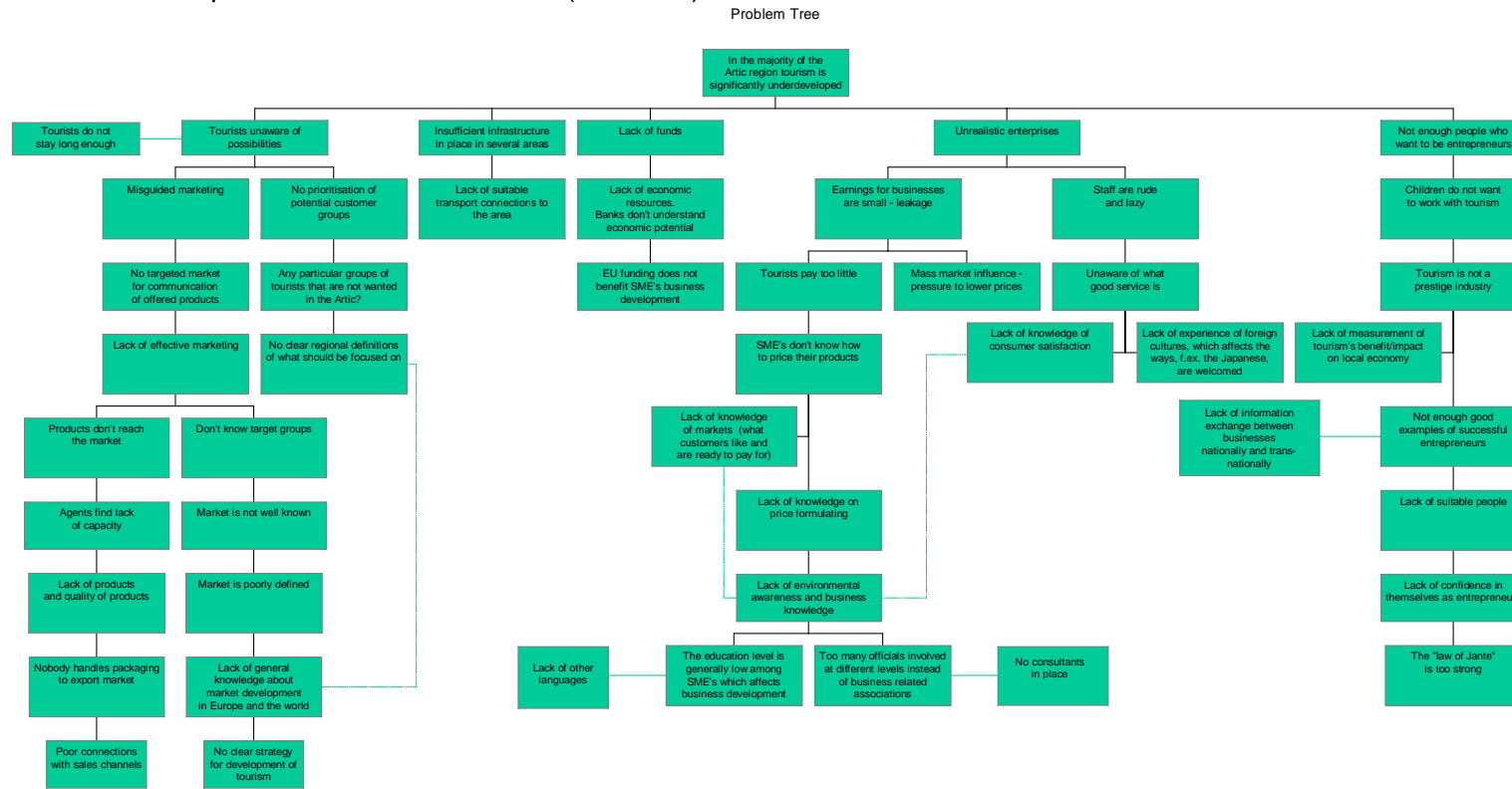
Theme 2: Encouraging Entrepreneurship and Innovation in Arctic Tourism

- Christina Rådelius
- Christopher Parker (observer)
- Helena Ylisirnis
- Ian Salter (facilitator)
- Lars Thykjær
- Peter Lugnegård
- Thuridur Magnúsdóttir

Theme 3: The Division of Responsibility of the Work to be Done

- Danniela Tommasini
- Jakob Mathiassen
- Jari Laitakari (facilitator)
- Jarl Boye-Møller
- Miriam Geitz
- Rasmus Ole Ramsussen

Annex 5. Example of a LFA Problem Tree (Theme 2)



For Your Notes