

THE COMMUNITY VIEW

Heart of Neolithic Orkney World Heritage Site



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Introduction

Orkney's most famous archaeological treasures — Skara Brae, the Ring of Brodgar, the Stones of Stenness, and the Maeshowe chambered tomb — form the keystones of the UNESCO Heart of Neolithic Orkney World Heritage Site (WHS).

The site is managed by Historic Environment Scotland on behalf of Scottish Ministers, along with partners Orkney Islands Council, Scottish Natural Heritage and the Royal Society for the Protection of Birds. These organisations form the World Heritage Site Steering Group, supported by Highlands and Islands Enterprise and the University of the Highlands and Islands Archaeology Institute.

The key aims and actions that are in place to manage the site are reviewed and updated every five years and incorporated into the Management Plan for the site. To inform the next Management Plan for 2020-25, due out later this year, the Steering Group wanted to find out more about how Orcadians felt about the WHS and how the management of the site affected them.

To do this, the Steering Group commissioned an independent consultant to run a community engagement exercise.

The feedback that local people have provided will help the Steering Group to create a management plan that balances different aspects of the WHS like tourism and conservation of the monuments with the daily lives of the islanders. This report summarises the information gathered during the consultation process.

Community engagement

Overview of the process

The independent consultants did the following:

- Reviewed background information relating to Orkney and the WHS, including the previous Management Plan and the results of past community consultations
- Carried out a series of community consultation events across mainland Orkney, with feedback surveys tailored to local residents and businesses
- Held workshops with primary and secondary schools
- Held a range of smaller focus groups and individual meetings. These included farmers and landowners, community organisations with an interest in local history and archaeology, and community groups representing people who haven't actively been involved in past consultations.

What was asked?

The engagement exercise focused on three key themes:

- What the Heart of Neolithic Orkney World Heritage Site means to the Orkney community
- · How tourism impacts Orkney
- The current and future management of the Heart of Neolithic Orkney World Heritage Site

Information gathering and use

The community were engaged in three main ways:

- Community drop-in sessions held on 11th, 12th and 15th February in Kirkwall, Stenness and Dounby
- Surveys for residents and businesses, available for five weeks online and as paper copies in Kirkwall and Stromness, and at the drop-in sessions
- Engaging directly with a range of community groups, organisations, places of business and education providers, through email, meetings and on-street engagement

This approach allowed flexibility for residents and businesses to get involved, as well as ensuring that as many people as possible were reached.

The results give an insight into how local people feel about Orkney's heritage and history; the impact tourism has on the Islands, and their thoughts on the priorities for the next World Heritage Site Management Plan for Heart of Neolithic Orkney.

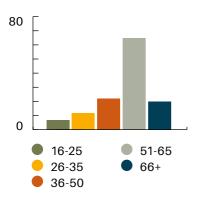


Who was engaged?

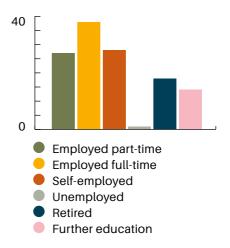
- · 55 primary school pupils
- · 40 secondary school pupils
- · 30 businesses completed the survey
- 141 residents participated through the survey and events
- 28 individuals representing various community groups and organisations including farmers and landowners, those with an interest in local history and those who haven't actively been involved in past consultations

Residents were asked:

What age bracket are you in?



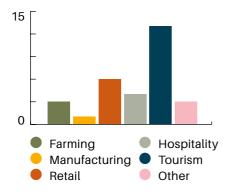
What is your employment status?



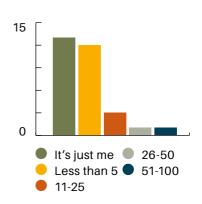


Businesses were asked:

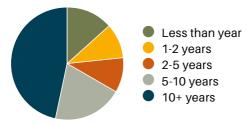
What sector does your business operate in?



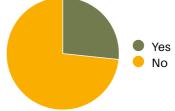
How many staff do you employ?



How long has your business operated for?



Do you employ people under 25?



What the Heart of Neolithic Orkney World Heritage Site means to the Orkney community

Throughout the community engagement, we heard that Orcadians are extremely proud of their heritage and the history of the Islands.

However, when asked about the importance of Orkney's cultural heritage versus the specific importance of the World Heritage Site to Orkney, the results reveal some interesting distinctions.

Discussing the reasons behind these responses revealed that many people see the WHS as important for bringing tourism to Orkney, but feel that concentration on these four sites can contribute to a failure to encompass the wider story of Orkney through time — potentially telling a fragmented story and leaving out important elements. Some participants connected this theme to the impact of tourism on the island, with many people feeling that a more joined-up approach to connecting other historical sites across the Islands would help reduce bottleneck situations around the WHS during peak months.

Orkney's heritage is important to the community, and it's not just the WHS designation that makes it stand out. For many businesses, the importance of Orkney's heritage is connected to the promotion and sale of local produce. From Orkney's beef and sheep industry, through to whisky production and local crafts, there's a wide selection of locally supplied Orkney branded produce which businesses are looking to capitalise on.

For residents, there was a strong connection to the history of Orkney and its people and a desire to see this fully represented and connected in order to share with the world.



"I find the landscape very powerful personally and important historically, and I am glad that this is recognised internationally and afforded some protection"

ORKNEY RESIDENT



RESIDENTS



of residents stated they feel proud of the WHS, with 63% visiting regularly



of survey respondents felt the history and archaeology of Orkney was important to them, only 63% attributed the same level of importance to Heart of Neolithic Orkney WHS

BUSINESSES



agreed the history and archaeology of Orkney was important to them, only 20% attributed the same level of importance to Heart of Neolithic Orkney WHS



"I think people probably aren't as connected to the designation, I think people would ask, what is UNESCO? What does it mean? I think some people won't understand the significance."

LOCAL FARMER

"I feel very proud — they're the same age or older and up to the same standard as the pyramids in Egypt and I think that's amazing!"

COMMUNITY GROUP MEMBER

"An exceptional cluster of amazing history, which is often underrated and not understood and appreciated enough" ORKNEY RESIDENT

"The designation puts Orkney on the global map in terms of historical importance"

ORKNEY RESIDENT

"It is core to who we are as a culture.

The cultural community keeps changing,
but the heritage site has a permanence
which secures our identity. I think the site
is crucial to retaining our links with our past
and therefore informs who we are as people"

ORKNEY RESIDENT.

"As a tour guide operator, it is very important to my business. Vast numbers want to come to Orkney to visit the UNESCO sites."

RESIDENT AND SMALL BUSINESS OWNER

How tourism impacts Orkney

When we asked about the impact of tourism on Orkney, the responses of different groups across the community were similar.

It has a positive impact, but...

Through discussions at the community events, participants felt that tourism was both positive and negative.

POSITIVES	NEGATIVES
Supports jobs — 47% of businesses and 63% of residents believe that employment opportunities have increased	Damage to sites — 88% of residents feel that visitors are negatively affecting the condition of the WHS monuments and the surrounding environment
Global recognition — 83% of businesses and 87% of residents think that tourism has raised the profile of the Orkney Islands	Lack of rural driving knowledge, increased traffic volumes and parking issues — 53% of businesses and 84% of residents feel that tourism has increased the volume of traffic and the incidence of inappropriate parking on the Islands
Brings income to businesses — 38% of businesses and 51% of residents think that spending in local shops and independent businesses has increased	A perception only the main sites are visited — many want tourists to appreciate that the Islands are covered with heritage and felt that over-focus on the "top" few causes bottlenecks that damage visitors experience and interferes with local life
57% of businesses and 60% of residents believe an increase in visitor numbers has had a positive impact on Orkney	Capacity of infrastructure and facilities — 36% of residents feel that the condition of community facilities has deteriorated over the last 5 years
Long stay tourists support the local economy	50% of residents believe that tourists lack knowledge of the Scottish Outdoor Access Code
53% of businesses and 70% of residents think tourism has a positive impact on the economy	Day visitors require better management to avoid causing bottlenecks at the most popular sites
	Increasing tourism leading to less housing available for residents/workers



think that tourism has a positive impact on Orkney overall, with many commenting that there were also negatives about tourism

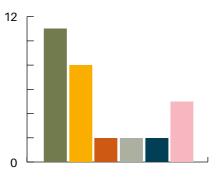


felt that tourism had a positive impact overall however 16% voted for both positive and negative

What is influencing these results?

The business survey results were very positive, which is perhaps unsurprising as the majority of respondents are part of the tourism and hospitality industry. However, when speaking with farmers at Kirkwall Auction Mart, many also responded that tourism has a positive impact on Orkney. The same theme was evident in the responses from retail businesses and even construction businesses. Overall the high profile that Orkney has for tourists, and the ability of tourism to generate income, employment and business opportunities for Orkney is very welcome.

The challenges come in when local people consider the practical side to tourism. With increasing visitor numbers, particularly day-only ones, there are several impacts that the locals have to deal with.

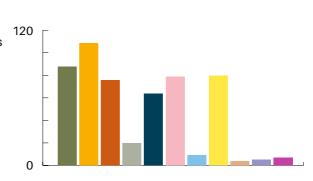


On average, what ratio of locals to tourists make up your client base?

- 100% tourists
- 90% tourists
- 70% tourists50% / 50%
- 90% locals
- N/A

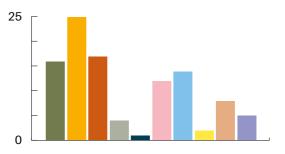
Over the past five years, which of the following POSITIVE IMPACTS do you think the management of the World Heritage Site has had on Orkney?

- The economy
- Profile of the Islands
- Visitor numbers
- Facilities
- Spending local
- Employment opportunities
- Traffic and parking
- Condition of monuments and environment
- Visitor understanding Scottish Outdoor Access Code
- N/A
- Other

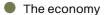


Over the past five years, which of the following POSITIVE IMPACTS do you think the management of the World Heritage Site has had on businesses in Orkney?

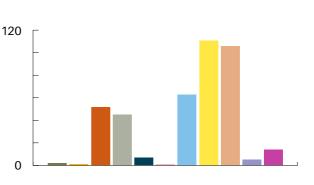
- The economy
- Profile of the Islands
- Visitor numbers
- Facilities
- Traffic and parking
- Spending local
- Employment opportunities
- Investment opportunities
- Business opportunities
- Other



Over the past five years, which of the following NEGATIVE IMPACTS do you think the management of the World Heritage Site has had on Orkney?

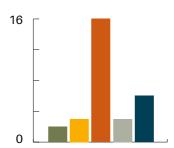


- Profile of the Islands
- Visitor numbers
- Community facilities deteriorated
- Spending local
- Employment opportunities
- Visitor understanding Scottish Outdoor Access Code
- Condition of monuments and environment
- Traffic and parking
- N/A
- Other



Over the past five years, which of the following NEGATIVE IMPACTS do you think the management of the World Heritage Site has had on businesses in Orkney?

- Community facilities deteriorated
- Visitor understanding Scottish Outdoor Access Code
- Traffic and parking
- N/A
- Other



What people said



"Positive — It's good for accommodation providers, harbours authority, jewellery producers, some local shops and food services. Negative — high footfall damages sites...prevents full access for locals all year round."

ORKNEY RESIDENT

"It brings the Islands and our towns and villages to life in the summer months. It is a huge part of our economy."

ORKNEY RESIDENT

"Tourism evokes interest in archaeology and our past, brings money to the islands and jobs, allowing people to stay here instead of moving away for better prospects, larger amount of shops and events. However, increased traffic, pollution, negative climate effects through travel, bad encounters with the minority of respectless tourists, cafes full...neighbours being replaced by Airbnb and less of a community feeling."

ORKNEY RESIDENT

"We are getting a very different type of tourist now from cruise ships. Tourists who often don't have a clue where they are or what the sights are...This makes real Orkney tourists have a worse experience here."

ORKNEY RESIDENT

"The human footprint on sites means the sites degrade quicker or are damaged as people pass through, tourism leads to an unhappy community especially when it's not regulated."

ORKNEY RESIDENT

"Increased visitor numbers make a real economic impact throughout Orkney. The influx of cruise ship passengers ruins the visitor experience for many including locals, with little return to the economy apart from harbour dues and a few of the major sites doing well out of the number coming through the gates."

LOCAL BUSINESS OWNER

"I think visitors are good, I get to meet people from around the world, we get to take them out." PRIMARY SCHOOL PUPIL

"Tourism brings in some income however they make the roads busy, they might not actually spend that much money in the shops or businesses because they're only staying for a short time"

"Farmers get a secondary income from tourists, like campsites, so it's good but volume is an issue. There's definitely access issues... there's a lack of education around interacting with livestock, parking in gateways, there's impacts on lambing and sheep worrying."

LOCAL FARMER

"We want tourism to be sustainable — there's lots of economic benefits etc. however we would like it to spread out the visiting tourists through all the sites across Orkney, not just the WHS."

ORKNEY ARCHAEOLOGY SOCIETY MEMBER

"We once had a nature walk disrupted due to issues with parking, tourists in their campervans stayed in the car park overnight which meant members had nowhere to park and couldn't enjoy the walk."

ORKNEY FIELD CLUB MEMBER



Managing the Heart of Neolithic Orkney World Heritage Site now and in the future



The role of the World Heritage Site Steering Group

Since the Heart of Neolithic Orkney was added to the World Heritage List in 1999, the monuments themselves have been managed by Historic Environment Scotland on behalf of Scottish Ministers. However, the individual sites are surrounded by a larger area known as the Buffer Zone, and management of the whole site is shared between the management partners. At the moment these are: Historic Environment Scotland, Orkney Islands Council, Scottish Natural Heritage, and the Royal Society for the Protection of Birds. Representatives of these organisations meet regularly at the World Heritage Site Steering Group, along with Highlands and Islands Enterprise and the University of the Highlands and Islands Archaeology Institute. This group oversees the delivery of the Management Plan for the site.

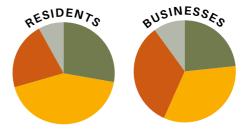


Overall, the Orkney community did not appear to have a clear understanding of what is involved in the management of the WHS and the role of the Steering Group – referred to here and in surveys as the Management Group. At the engagement events residents were often unsure who was responsible for the management of the WHS, and which historic sites are included in the Heart of Neolithic Orkney WHS designation.

Despite not reporting much knowledge of what the Management Group do, 48% of residents felt that the management of the WHS has made a positive impact through an increased focus on protecting the monuments and the surrounding environment.

Residents and businesses were asked:

Do you understand what the roles and responsibilities of the World Heritage Site management group are?



- Yes, I fully understand
- Yes. I understand a little
- I'm not sure
- No, I don't understand

"Other than promotion of the site and protection of monuments I'm unsure what their goals are, and these can be in direct conflict."

Community influence & communication

The community also highlighted that there had been limited opportunities to give their views on the management of the WHS in the past. Overall, many feel there was a lack of communication between the WHS Management Group and the wider community regarding decision making about management of the site and surrounding area.



consideration by the Management Group "Orkney businesses are largely ignored in this process — I am speaking as someone who attends any and all consultation events I can."

LOCAL BUSINESS OWNER

Vision and aims of the Heart of Neolithic Orkney WHS

During the community engagement events and secondary school sessions, people were asked to comment on the current vision and aims in the Management Plan. For many, these statements felt very generic and didn't connect with Orcadian culture and heritage.

There was a strong feeling that the vision and aims needed to be reviewed and updated.

"What do these aims mean?
There isn't any education
access on these. The language
used isn't the best...The aims
need to be communicated
better, put this information
out into the community."

ORKNEY RESIDENT

THE 2014 19 MANAGEMENT PLAN AIMS

1

Safeguard and enhance the
Outstanding Universal Value of the
World Heritage Site by managing,
conserving and protecting its
cultural, archaeological, historical,
and landscape values.

2

Promote awareness and understanding of the Outstanding Universal Value to local, regional, national and global audiences by improving intellectual, social and physical accessibility.

3

Realise the World Heritage Site's full potential as a resource for education and learning, for skills development, and for sustainable tourism.

1

Build strong structural and organisational partnerships between local and national organisations and strengthen engagement with the local community and landowners.

5

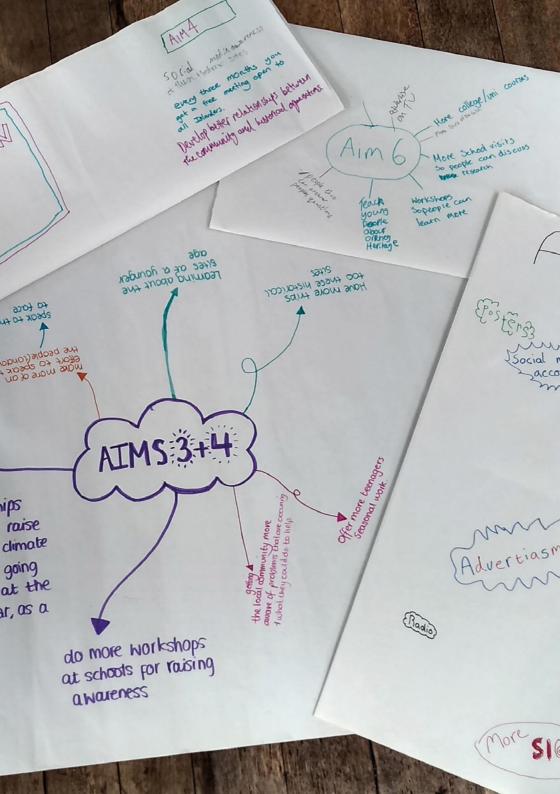
Ensure the sustainable management of the World Heritage Site by balancing wider environmental, natural heritage, biodiversity, social, and economic concerns.

6

Encourage and broaden research opportunities and use this new research to underpin work to protect and promote the World Heritage Site.

During the secondary school sessions, pupils were asked to feedback on how they felt the aims could be achieved in a practical way. Here are some of the suggestions made:





Community priorities for the next 5 years

UNESCO (the United Nations Educational, Scientific and Cultural Organisation) who award World Heritage Site status, give guidance on the management of World Heritage Sites. Over the past five to ten years they have put much greater emphasis on involving the communities local to each WHS, ensuring that the sites have a role in the lives of those who live and work in and around them. At the same time, they require that the "Outstanding Universal Value" of the site is properly protected - this is the set of attributes for which the WHS was added to the World Heritage List.

Managing the WHS can be complicated, as the sites themselves and the landscape that surrounds them are protected by different pieces of legislation or designation (for example, the Lochs of Stenness and Harray are both protected for their natural heritage value). It can also be a challenge to find the right

funding to carry out projects: each of the partner organisations has to balance many different aims and responsibilities. Working in partnership helps to make this easier, but the process is always evolving. The WHS itself is small; the much larger surrounding Buffer Zone is owned and managed by many different organisations and individuals. Issues that affect the WHS are often issues that affect a much larger area and working on these problems may need to happen at a higher level than the site Management Group alone.

Four main themes emerged from the community consultation. These are the community priorities for the next five years:

- · Communication
- Managing visitors
- Infrastructure and local facilities
- · Expanding education

Communication

Communication between the Management Group and Orkney residents and businesses regularly came up as something that needed to improve. Many locals feel there is a disconnect between management and the community and that often their views are irrelevant, although they deal with the impact of tourism day-to-day. A new approach to communication that incorporates some of the ideas below is suggested.

COMMUNITY RECOMMENDATIONS FOR THE MANAGEMENT GROUP

Make better use of local media

- Regular slot on BBC Radio Orkney
- Regular column in The Orcadian and other local press
- · Regular social media updates

Orcadians are keen to find out more about how decisions relating to the WHS are made. By using different local media outlets, the Management Group can ensure that information and updates relating to the site reach a wider local audience.

Community group meetings

- Hold an open meeting at the start and end of tourist season
- Quarterly public events to share information and get feedback

It was highlighted that communication is not a one-way process – there was a strong desire to ensure this was a conversation and exchange of views. Many people who participated were aware that the WHS previously had a coordinator based in Orkney but noted that the role is no longer here. While the coordinator role still exists, albeit not based in Orkney, the events suggested would help residents and businesses to understand better who manages the

site, how this works, and to contribute to conversations around the decision making. Public events would also be a great way to engage with more community groups, organisations and businesses across the Islands.

A dedicated WHS website

- To share the updated Vision and Aims — make these more relatable and accessible with easy access to key actions that sit below the Aims, e.g for protection of site from climate change; to manage visitor pressures, etc.
- Information relating to the WHS e.g. the designation and buffer zone boundaries; how the site is defined, etc
- A route for people to submit feedback and questions

While there is a dedicated page on the Historic Environment Scotland website about the Heart of Neolithic Orkney, people felt that having a dedicated website could improve communication and access to information in several ways.

Overall, a website was seen as a way for local people to easily locate information relating to the site and as a place that could host more detail about updates promoted through e.g. social media.

Managing visitor numbers

Increases in visitor numbers was one of the most popular discussion points raised during engagement sessions. As outlined earlier, there are some mixed views towards tourism and visitors. Overall, these split into three themes:

Physical impact and protecting the sites

With more people visiting, the damage to the sites themselves seemed obvious to respondents. It was noted that access to the Ring of Brodgar is now restricted for everyone to protect the site from further potential damage underfoot. Local people expressed that it often feels like these types of decisions are taken without considering how they will be impacted.

Local access to sites reducing as visitor numbers increase

Many of the participants felt that the sites are becoming more purely tourist attractions than something they can be a part of - despite the sites being of significant local importance to Orcadians. Residents understand that there needs to be a balance between access and protection but noted that if local people were able to visit the WHS monuments more often, they would feel more engaged with their heritage. The suggestions included:

- Discounted entry to the ticketed sites for residents to encourage more locals to visit
- Holding more than one open day for Orkney residents per year at ticketed sites



Cruise ships and day trippers or long stay tourists

Local people and businesses both valued long stay tourists as they spend more money on the Islands through travel, accommodation, eating out, visiting attractions, etc. They were keen to see these types of visitors encouraged. One of the major challenges perceived by respondents was the increasing numbers of cruise ships docking at Kirkwall. There was a strong perception that a pattern of passengers travelling by coach around a few "top" attractions, such as Skara Brae, then leaving at the end of the day needed to be better managed. Comments included:

- They are generally not spending individually on the Islands in the way long stay visitors do
- Cruise / day tripper visits were seen as contributing to deterioration of roads and local facilities, and causing traffic and parking issues
- Local people were not clear on where the money from cruise ships berthing goes — is it to the harbour, is it to the Council?
- Concerns were raised that, high volumes of day visitors could damage the experience for other visitors, which in the long term could damage the reputation of Orkney as a destination for long stay visitors

COMMUNITY RECOMMENDATIONS FOR THE MANAGEMENT GROUP

While recognising there are no simple solutions to managing visitors, the consultants recommend that careful consideration be given by the Management Group of these views.

Improving communication with the community could support a collaborative approach to addressing the challenges of managing visitors. For example, by linking with other sites and working with tour guide operators, there could be changes to routes, to reduce traffic, parking and destination bottlenecks. This could also encourage more spending in less visited parts of the Islands, potentially supporting employment opportunities across Orkney.

Infrastructure and local facilities

Over the last five years, local people have seen infrastructure and local facilities deteriorate. Comments and suggestions included:

- Improving paths on sites: Ring of Brodgar was given as an example due to drainage and footfall issues
- · Improving disabled access to sites
- Upgrading foot and cycle paths and encouraging more active travel
- Review of public transport so that coverage and times were useful for locals and visitors
- Upgrades to both roads and parking as these are not fit for the volumes of traffic during peak months
- Review parking available for local people during peak tourist times
- More public toilets needed Skara Brae was mentioned and introduction of toilets at the Ring of Brodgar suggested

COMMUNITY RECOMMENDATIONS FOR THE MANAGEMENT GROUP

The Management Group should work together to assess who could take these actions forward and understand what budget, if any, is available. When creating plans and delivering on actions, the Management Group also review existing local strategies relating to transport, infrastructure and active travel to avoid duplicating efforts. They recognise that the approach taken isn't always communicated as well as it could be which has resulted in the community being less aware of the process that is followed.

A key outcome of the consultation was to underline again the importance of communicating with the local community about what is being done to address issues with infrastructure and local facilities.





Expanding education opportunities

The feedback showed that the WHS Rangers are highly valued in the local community. Everyone was keen this valuable service continue to be supported.

Feedback from primary school teachers and pupils at the school sessions about the WHS Rangers was very positive: sessions relating to the WHS were very welcome and they noted that they loved the class visits to sites. It gave them a great sense of their culture and insight into the history and heritage of Orkney.

However, it was noted that engagement between young people and their heritage dropped off through secondary school. Some observed that education relating to local history and heritage wasn't consistent throughout the schools across the Islands. There was an appetite to see this expand and the WHS could be one route to do this. It may be worthwhile reviewing which schools participate in the education sessions and seeing how this could be expanded further, where there is appetite to include this in the curriculum.

Visits to the WHS by educational groups are currently free and participants were keen to see this continue.

Collaborative working

Many Orcadians would like to see more collaborative working between the Management Group and local groups, organisations and businesses, with the potential to increase local decision making and improve delivery of actions

By building on links with other heritage sites and interested community groups across Orkney, some might be able to support management plan actions. For example, through creating a link with other historical sites on the Islands and working with tour guide operators, changes could be made to tour routes. This could then help minimise traffic, parking and destination congestion. Additionally, spreading tourists across the Islands could help to encourage spending in less visited areas, potentially improving employment opportunities.

The key to creating a successful partnership approach with the community is improving communication as outlined above.



"We want tourism to be sustainable — there are lots of economic benefits etc. however we would like it to spread out the visiting tourists through all the sites across Orkney, not just the WHS."

COMMUNITY GROUP MEMBER

Other comments

In addition to the four main themes, a range of other points and suggestions were raised through the community engagement exercise. These included:

- Provide education on driving on single track rural roads to reduce safety concerns
- Clearer focus on the impact of Climate Change on the sites
- More opportunities for young people to gain seasonal work across Orkney, providing work experience during summer holidays
- Explore wider funding streams look beyond those traditionally accessed via public organisations
- Upgrade interpretation at the WHS monuments to bring them up to date with latest findings and link in to the wider 'Orkney story'
- A dedicated communication person based on Orkney that can act as a point of contact for local organisations as well as creating and distributing information

Next steps

2020-25 Management Plan

All of the information gathered during the community engagement process will be shared with the Management Group. The consultants will also make detailed recommendations to the Management Group. This will help to inform the new WHS Management Plan, which should be completed in autumn 2020.

Updating Management Plan Vision & Aims

Based on feedback received, the Management Group will undertake a review of the current Vision & Aims and update these. This will be available as part of the updated Management Plan, accessible online and as a published report.





Comments or questions? Get in touch:

Email: OrkneyWHS@hes.scot

Tel: 0131 662 8600



United Nations Educational, Scientific and Cultural Organization



Heart of Neolithic Orkney inscribed on the World Heritage List in 1999 From an original design by lain Ashman



