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# World Heritage

# 37 COM

**WHC-13/37.COM/5D**

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## UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

### CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

#### WORLD HERITAGE COMMITTEE

Thirty-seventh session

Phnom Penh, Cambodia  
16 – 27 June 2013

**Item 5 of the Provisional Agenda: Reports of the World Heritage Centre and the Advisory Bodies**

**5D: Revised PACT Initiative Strategy**

#### SUMMARY

By Decision **36 COM 5A**, and following Decision **35 COM 5A** whereby the World Heritage Committee invited the Secretariat to submit a draft of the new Partnerships for Conservation (PACT) Initiative Strategy, taking into account the results of the evaluation of the External Auditor on the PACT Initiative, the Committee requested the World Heritage Centre to present at its 37th session a revised PACT Initiative strategy that takes into account the Plan of Action proposed by the Open-Ended Working Group (OEWG) on the recommendations of the External Auditor concerning PACT (2010/2011) and the decision adopted during the 190th Executive Board session regarding the UNESCO Framework for Strategic Partnerships.

The PACT strategy presented in this Document has been elaborated in the context of the revision of UNESCO's partnerships policy and strategy for engaging with the private sector, while taking into account the lessons learnt from the partnerships established since the creation of PACT, the recommendations of the 2010-2011 External Evaluation of PACT and the recommendations of the OEWG meeting.

The Annex to this Document presents an inventory of ongoing and envisaged World Heritage partnerships as of end April 2013.

This document should be read in conjunction with Document WHC-13/37 COM/INF.5D.

**Draft Decision: 37 COM 5D**, see Point V.

## I. BACKGROUND

1. The World Heritage Centre launched the Partnerships for Conservation (PACT) Initiative in 2002 to develop sustainable partnerships whose purpose, beyond financial issues, is the development of a dialogue, an exchange, and an interaction between all stakeholders interested in World Heritage conservation.
2. The 26th session of the World Heritage Committee (Budapest, 2002) welcomed the development of a World Heritage Partnerships Initiative as a means to achieve, on an experimental basis, a new systematic approach to partnerships (Decision **26 COM 17.3**). The 7th Extraordinary session of the Committee (UNESCO, 2004) requested, among other, the Director of the World Heritage Centre to present for adoption at the 29th session a regulatory framework for PACT (Decision **7 EXT.COM 12**). At the 29th session (Durban, 2005) the document WHC-05/29.COM/13 presented a progress report on PACT including a regulatory framework which the Committee adopted (Decision **29 COM 13**). Document WHC-07/31.COM/15, submitted to the 31st session of the Committee (Christchurch, 2007), presented an internal evaluation of PACT and was followed by Decision **31 COM 15** expressing the satisfaction of the Committee with the results obtained and encouraging the Centre to continue the activities in the framework of PACT. It also requested the Centre to submit to the 32nd session of the Committee a document of reflection on the strategic orientations for partnerships. Document WHC-08/32.COM/INF.5D (Quebec City, 2008) presented a proposal for new strategic orientation for partnerships at the 32nd session of the Committee, however, there was no discussion related to this document. Following Resolution **17 GA 9**, adopted by the 17th session of the General Assembly (UNESCO, 2009), the 34th session of the Committee (Brasilia, 2010) adopted the Terms of Reference for the evaluation of PACT (Decision **34 COM 9A**) and requested to be regularly informed about the envisaged and present partnerships, including the procedures and conditions of the agreements. Decision **35 COM 5A** requested the Centre to submit a draft of the new PACT Initiative Strategy, taking into account the results of the evaluation of the External Auditor on the PACT initiative.
3. PACT was the subject of two evaluation exercises, both conducted by UNESCO's External Auditor. The first evaluation, part of the World Heritage Centre audit, took place in 2009, and the second evaluation, a result of Resolution **17 GA 9** of the General Assembly (2009), took place between December 2010 and March 2011 and reviewed 33 of the 59 partnerships carried out from 1994 to 2010.
4. Resolution **18 GA 8** of the General Assembly (2011) invited UNESCO and the World Heritage Centre to implement the recommendations of the External Auditor concerning PACT, and notably to harmonize PACT with UNESCO's development of partnership strategies in order:
  - a) To improve the traceability of funds and the concordance of partnerships with the goals and objectives of the *Convention*,
  - b) To ensure the transfer of funds to the World Heritage Fund in accordance with article 15 of the *Convention*,
  - c) To provide the General Assembly at its 19th session in 2013 with a report for approval of the work undertaken.
5. Decision **36 COM 5A.2** requested the World Heritage Centre to present at its 37th session a revised PACT strategy that takes into account:

- a) The Plan of Action proposed by the Open-Ended Working Group on the recommendations of the external Auditor concerning PACT,
- b) The decision adopted during the 190th Executive Board session regarding the Organization's Framework for Strategic Partnerships,
- c) The debates of the 36th session of the Committee.

The Open-Ended Working Group met on 1 February 2013 and focused on the recommendations of the external auditors on the PACT Initiative. This meeting resulted in the elaboration of an implementation plan based on Working Document WHC-11/18.GA/8 (ref: WHC-13/37 COM INF.5D).

## II. CURRENT STATUS OF PARTNERSHIPS FRAMEWORK AT UNESCO LEVEL

6. UNESCO works with the private sector within the common framework of the "United Nations Global Compact" while the partnerships are embedded within its core priorities and programmes. Within this overall framework, UNESCO has been continuously developing and formulating a full set of policies for enhancing its working relationships with the private sector to create innovative partnerships which contribute to sustainable development, world peace and security.
7. At the 187th session of the Executive Board (October 2011), Member States requested that Document 187 EX/6 Part XII and Annex "Strategy for engagement with the private sector" be reviewed concurrently with the finalization of the Policy Framework for Partnership document (187 EX/17 Part IV) and further improved in view of taking into account their suggestions. Notably this should concern criteria for selection, monitoring and evaluation of partnerships with the private sector and clear articulation of sunset clauses, including by giving effect to the related recommendations of the Independent External Evaluation (IEE) follow up (Strategic Direction Five - developing partnership strategy) and drawing on the report 'Approaches to Building and managing Partnerships: Contributing to a UNESCO partnership strategy' (30 November 2011). The Internal Oversight Service of UNESCO (IOS), upon request from the Senior Management and as a direct follow-up to the External Independent Evaluation, had commissioned The Partnering Initiative, a consultant company, to conduct a review of the Partnership Policy Framework of the Organization through benchmarking with other UN agencies and taking into consideration the specificities of UNESCO. The outcome of the review is available in the above mentioned report.
8. Following decision of the Executive Board 187 EX/Decision 17/IV, the draft strategy on private partnerships was developed under the overall umbrella policy framework of partnerships and submitted to the 190th session of the Executive Board for its endorsement.
9. The 190th session of the Executive Board broadly endorsed the umbrella statement of the "Policy Framework for Strategic Partnership: a comprehensive partnership strategy" (190 EX/21 Part II) and the accompanying "separate strategies for engagement with individual categories of partners" (190 EX/INF.7). The Executive Board also requested UNESCO to include in the strategy three additional categories of partner, namely the Goodwill Ambassadors, the UNEVOC network and the category 2 institutes and centres.
10. The Secretariat was requested to elaborate specific targets and expected results which take into account the specificities of each category of partner.

11. The strategies for the three additional categories of partner have been submitted to the Board in their integrity as an INF document (191 EX/16.INF.3). The Executive Board at its 191st session has requested the Director-General to present specific targets and expected results aligned with the four-year programmatic period of the 37 C/5 within a document comprising the complete comprehensive partnership strategy including all categories of partners to the 192nd session of the Executive Board, subsequently to be adapted as appropriate in the light of resolutions by the General Conference at its 37th session, and to ensure that each ensuing C/5 document will contain an annex with the targets and expected results for each category of partner covered by the Comprehensive Partnership Strategy. The Board also requested that Member States be duly informed of the development of the partnerships by submitting to the Board once per biennium from 2014 onwards a consolidated report on implementation of the global strategy for partnerships.

### **III. SUMMARY OF PACT REFERENCE DOCUMENTS (2002 – 2013)**

12. The present revised PACT strategy was elaborated on the basis of existing institutional documents related to the procedures for working with the private sector. PACT resources include:
  - a) The 2005 PACT Regulatory Framework;
  - b) UN guidelines as stipulated in the UN Business Guidelines of 2009 and the Global Compact principles;
  - c) UNESCO's dedicated section in its Administrative Manual (item 5.8, introduced in November 2009, and further updated in June 2010 and April 2013) on the Cooperation with the Private sector;
  - d) Draft strategy proposals presented at the 187th session of the Executive Board (187 EX/17 Part IV and 187 EX/6 Part XII, Annex) and at the 190<sup>th</sup> session (190 EX/21 Part II and 190 EX/INF.7): Policy Framework for Strategic Partnership: a comprehensive partnership strategy and the accompanying "separate strategies for engagement with individual categories of partners";
  - e) IOS' report "Approaches to building and managing partnerships: Contributing to a UNESCO partnership strategy" (2011).

Lastly, documents WHC-07/31.COM/15: "Evaluation of PACT" (2007); WHC-11/35.COM/9A: "Evaluation of PACT" (2011); WHC.11/35.COM/INF.5A.1: "Report on World Heritage partnerships with the private sector, envisaged and present (2011); WHC-11/18.GA/8: "Evaluation of the Global Strategy and the PACT Initiative" (2011); WHC-12/36.COM/5A.2 "Draft of the new Partnerships for Conservation (PACT) Initiative Strategy" (2012) and the Implementation Plan by the Open-Ended Working Group for the recommendations of the External Auditor on the PACT Initiative (February 2013) have been used as background documents for the preparation of revised strategy.

### **IV. REVISED PACT STRATEGY**

#### **13. Long-term vision, objectives and scope of PACT strategy**

The long-term vision for the PACT Initiative is closely associated to the Strategic Action Plan for the Implementation of the Convention 2012 – 2022 adopted by the 18th General Assembly (UNESCO, 2011). Enhanced collaboration with the private sector

and the civil society in all priority areas of World Heritage preservation will contribute to the achievement of the goals set by the Strategic Action Plan.

Keeping in mind conservation of World Heritage as the primary goal of the Convention; recognizing that “Conservation and Communication are complementary tasks, as increased awareness and knowledge of World Heritage objectives can increase commitment to conserve, engage with and support World Heritage” (Paragraph 9 of Strategic Action Plan); guided by the Convention’s strategic objectives and the goals of the Strategic Action Plan, PACT shall proactively seek to establish partnerships which lead to:

- a) Sustainable Conservation of World Heritage sites;
- b) Enhanced Credibility of the Convention;
- c) Efficient and increased Capacity-building for all World Heritage stakeholders;
- d) Improved Communication for a wide recognition of World Heritage as the highest standard of heritage and conservation (WH Goal 4.1 on Awareness raising);
- e) Increased participation of Communities in all processes of the Convention including reaping sustainable benefits of inscription on the List and allowing for sustainable development of the World Heritage sites while preserving their OUV.

Partnerships with the private sector are primarily developed to raise significant financial and in-kind contributions which are indispensable in compensating for the lack of resources dedicated to conservation, including International Assistance. Such contributions are used to help the implementation of activities dedicated to priority programmes, sites in danger, capacity building and to support the Centre’s communication, education and partnerships activities, including managing the World Heritage Centre’s website and the *World Heritage Convention’s* archives.

14. The present strategy has been elaborated to improve the development of partnerships for World Heritage with the private sector, their implementation and their evaluation through adequate tools and guidelines.

#### 15. **Principles**

The World Heritage Centre is increasingly focusing on long-term strategic partnerships and moving away from small transactional partnerships. It should be noted, however, that partnerships can grow significantly over the first years of implementation, thus the potential development of a new partnership must be thoroughly assessed before entering into an agreement.

The PACT Strategy is guided by the following principles which strictly adhere to the way in which UNESCO engages with partners (190 EX/21 Part II):

- a) Shared objectives: definition of a common purpose with mutual benefit that is consistent with UNESCO’s mandate and the mission of the *World Heritage Convention*;
- b) Equality: within the partnership, partners should have equal status;
- c) Legality: the partners with whom the World Heritage Centre engages should have an established legal status and demonstrable track record and should be validated by the State Party of their origin;
- d) Clarity: clear definition of each party’s responsibilities, roles and contributions;

- e) Transparency: both parties must be able to raise issues concerning the quality of the working relationship and the roles and contributions of each party;
  - f) Fairness: no unfair advantage to any individual partner should be provided;
  - g) Accountability: all forms of cooperation must be reality-based, action-oriented and should produce concrete measurable results;
  - h) Sustainability: the scope and results of cooperation should be sustainable beyond partnership duration, without dependence on ongoing contribution by one or both partners, thereby ensuring ownership by the end-beneficiaries.
16. Whenever it is revealed that the evolution of an ongoing partnership becomes adverse to UN principles and/or to the goals and objectives of the *World Heritage Convention*, and/or the above UNESCO principles, the partnership will be terminated. The termination clause contained in the generic templates developed by UNESCO provides a clear provision for that purpose.

17. **Ethical standards**

The selection and mobilization of partners will adhere to the level of excellency and ethical standards consistent with the UN Global Compact, UN values, UNESCO's norms and standards as well as with the goals and objectives of the *World Heritage Convention*.

Each agreement between the World Heritage Centre and its partners must contain a statement on environmental responsibility or an equivalent, which will form part of the publicly available documentation related to each partner of the World Heritage Centre.

18. **Transparency and accountability**

Clear objectives and outcomes of the partnerships, along with time-bound deliverables, will be established in a transparent manner within each partnership agreement. This will also ensure trust between the parties.

Each agreement will stipulate clearly and transparently the expected benefits of the partnership for each partner.

The partner will be required to notify the World Heritage Centre of any changes in their operations or any circumstances that might prejudice the partnership or bring discredit to UNESCO.

Partnerships are subject to reporting at every annual World Heritage Committee session, and information on partnerships, including the signed agreements, is permanently available on the World Heritage Centre website for States Parties to consult.

19. **Sound planning and goal clarity**

Measurable objectives and outputs will be monitored through progress reporting undertaken in partnership frameworks where roles and responsibilities of the parties are clearly outlined. Specific communication plans, essential for working with the private sector, are created to enhance the visibility of partnership implementation and the impact of the partnership on the goals and objectives of the *Convention*, in particular in case of the use of the World Heritage emblem. Communication tools at disposal include the *World Heritage* review, map and other publications, photo databases, World Heritage website and portals, social networks, partners' portals and networks, special events, sponsorship brochures etc.

PACT monitors the reported activities of all parties and seeks solutions should any issues or concerns arise.

In addition to establishing partnerships resulting in financial contributions, resource mobilization sources to be explored or improved are: on-line donations, grants, contributions from philanthropists, fund raising events, crowd funding, membership schemes, etc. This will be developed in line with World Heritage Goal 6, Activity 6.4.6 of the Implementation Plan of the Strategic Action Plan for exploring ways to increase contributions to the World Heritage Fund, leading to increased contribution of private sponsorship to target priorities.

**20. Traceability of funds**

Each agreement will include a clear statement on the financial and in-kind contributions and expected benefits for all parties.

Each agreement will contain clear payment instructions to identify the appropriate allocation fund (Funds-in-Trust or World Heritage Fund) upon receipt.

The World Heritage Centre will keep an up-to-date financial chart showing the amount of income expected for each partnership, the funds received and the expenditures made for ensuring essential functions and reinforcing priority activities and programmes. Income and expenditures will also be reflected in the Finance and Budget System (FABS).

Established reporting tools are used to ensure quality reporting to the States Parties and transparency.

**21. Evaluation and impact focus**

For each partnership, relevant budget is allocated for the purpose of evaluating the efficiency, effectiveness, relevance, impact and the sustainability of the partnership including an assessment of the nature of the relationship between the partner and UNESCO's World Heritage Centre. Performance indicators for such ongoing review and evaluation will be clearly elaborated at the beginning of each partnership.

A provision concerning self-evaluations and external evaluations is included in the general conditions of all the standard agreements. It indicates that all projects require a self-evaluation at the completion of the project, that mid-term self-evaluation is recommended when the project's duration is more than three years and projects greater than USD500 000 require an external evaluation.

WHC works in cooperation with the UNESCO Internal Oversight Service (IOS) to establish tools for evaluating each partnership.

**22. Attribution of credit and use of the World Heritage emblem**

Communication about partnerships should acknowledge the work or contribution of all partners, and partners should acknowledge the work or contribution of the World Heritage Centre.

The World Heritage emblem is safeguarded and valorized in conformity with the *Operational Guidelines*.

The use of the World Heritage emblem is guided by the relevant chapter of the *Operational Guidelines* and any related guidance. Expected benefits for the partner derived from their use of the World Heritage emblem will be assessed according to the indicators developed at the beginning of each partnership.

PACT, in collaboration with relevant UNESCO Sectors and external experts, will further explore the development of a clear brand strategy for World Heritage, as per Goal 4, Activity 4.2.1 of the Implementation Plan.

## 23. Implementation modalities

PACT, in collaboration with Programme Specialists and relevant UNESCO Sectors, will manage partnerships from the inception to the termination of the relationship in clear stages which form part of a partnership cycle<sup>1</sup>:

- a) Identification, selection and assessment of partners: data research, due diligence, internal and external clearances;
- b) Management and maintenance: establishing a governance structure, reporting, relationship building, and elaboration of a communication plan;
- c) Review and revision: assessment, evaluation (mid-term, end-of-term or impact), qualitative and quantitative measurement;
- d) Closure, renewal, new mechanism to sustain the partnership or the programme, communication beyond the end of the partnership.

The implementation of the PACT strategy is dependent on the availability of a dedicated PACT team, consisting of experienced professionals in the fundraising and communication domains, as well as occasional hiring of specific consultants as necessary. Two temporary staff are employed currently as Project Appointments (PAs) on P3 and P1 level within the WHC Communication, Education and Partnerships Unit, and are financed through extrabudgetary funds provided through partnerships.

## V. DRAFT DECISION

*Draft Decision: 37 COM 5D*

*The World Heritage Committee,*

1. *Having examined Document WHC-13/37.COM/5D and Document WHC-13/37.COM/INF.5D,*
2. *Adopts the revised PACT strategy to improve the development of partnerships for World Heritage with the private sector, their implementation and their evaluation through adequate tools and guidelines;*
3. *Requests the Secretariat to continue to report, in an analytic manner, on the implementation of the PACT strategy by submitting at each regular session of the World Heritage Committee a detailed inventory of on-going and envisaged partnerships as an Annex to the Report of the World Heritage Centre, using the current template.*

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<sup>1</sup> The Partnering Initiative : « Approaches to building and managing partnerships : Contributing to a UNESCO partnership strategy », 30 November 2011