



United Nations
Educational, Scientific and
Cultural Organization

Organisation
des Nations Unies
pour l'éducation,
la science et la culture

World Heritage

34 COM

Distribution Limited

**WHC-10/34.COM/INF.5F.3
Brasilia, 25 July 2010
Original: English/French**

**UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANIZATION**

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

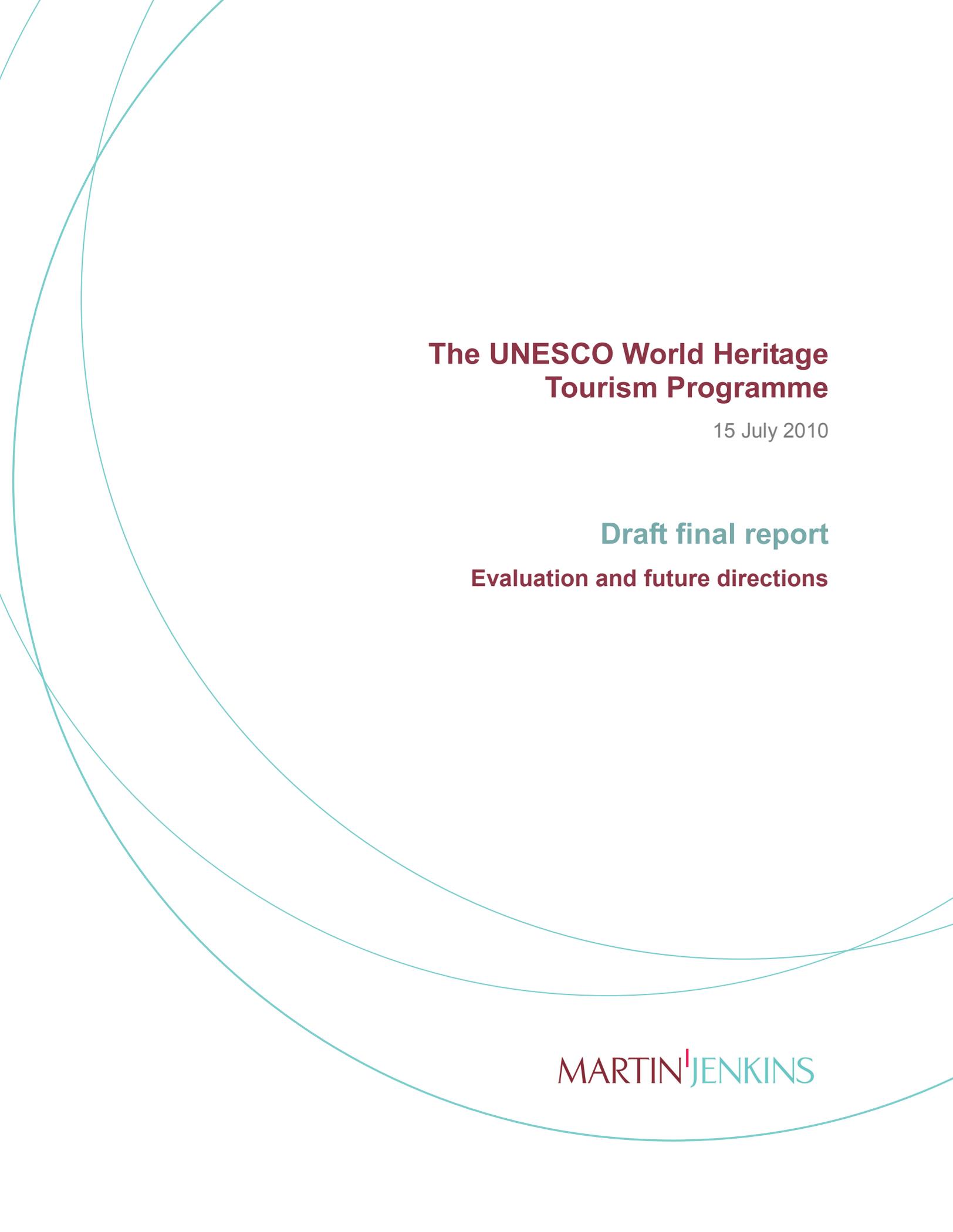
WORLD HERITAGE COMMITTEE

Thirty fourth session

**Brasilia, Brazil
25 July - 3 August 2010**

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

**INF.5F.3: Draft final report of the UNESCO World Heritage Tourism
Programme evaluation**



The UNESCO World Heritage Tourism Programme

15 July 2010

Draft final report
Evaluation and future directions

MARTIN^IJENKINS

Preface

This report has been prepared for the United Nations Foundation by Paul Clarke with assistance from Lindy Fursman both from MartinJenkins (Martin, Jenkins & Associates Limited). Quality assurance was provided by Nick Davis.

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Executive Summary

The UNESCO World Heritage Tourism Programme was established in 2001. Its specific objective was to address ‘growing threats on World Heritage sites from tourism which, if sustainably managed could offer socio-economic development opportunities’. The programme was to build capacity at sites with a view to obtaining lessons that could then be used to improve conservation methodologies.

This evaluation was commissioned with the dual purposes of assessing overall programme effectiveness, and providing recommendations as to how the UNESCO World Heritage Centre should engage in tourism in the future. In discussions with the UN Foundation and the Centre it became clear that the second purpose is the most critical.

Background and programme activities

The Tourism Programme was one of four thematic programmes¹ established by the World Heritage Committee in 2001. It has been implemented as a series of extra-budgetary funded projects summarised in Table 1.

Table 1: Component projects and activities of the Tourism Programme

Project	Dates	Expenditure US\$ m	Donor
Linking Conservation of Biodiversity and Tourism: support for site tourism planning and management, and for community enterprise development. Implemented at sites in Central America by the RARE Centre for Tropical Conservation.	2001 to 2006	2.25	UN Foundation
Promoting Conservation: (1) development of five demonstration sites in Latin America and China, including building visitor management capacity and helping local communities benefit from tourism, implemented in the field by The Nature Conservancy; (2) support for the development of learning platforms; (3) support for the World Heritage Sustainable Tourism Initiative.	2005 to present	0.90	UN Foundation
Guide training, public use planning and management training, development of site financing materials, and the Danube Delta showcase project.	2005 to 2010	0.10	Netherlands Fund
Education outreach and site restoration in Vietnam.	2004	0.10	Grand Circle

¹ The other programmes were Conservation of Forest Sites, Conservation Management of Cities, and Conservation of Earthen Structures.

Project	Dates	Expenditure US\$ m	Donor
			Foundation
Preserving natural World Heritage and cultural landscapes in SE Europe: capacity building in tourism planning and management.	2009 to present	0.10	Flemish Government
Other smaller projects mostly providing technical assistance on capacity building and support for international meetings.	2004 to present	0.31	various
	Total	3.76	

Of the total project expenditure of US\$3.8 million to date, US\$3.1 million has been provided by the UN Foundation, mainly channelled to NGO partners. The number of activities has been large and varied. Based on expenditure patterns, overall the programme has principally operated at the site level, mainly in middle income countries in Central America and Asia with more recent activity in south-eastern Europe. The emphasis has been on natural rather than cultural sites.

In 2007, although site level activities continued, the focus of the programme moved to leading a partnership of international agencies under the World Heritage Sustainable Tourism Initiative (WHSTI). WHSTI is intended to create regional networks within which World Heritage properties will be the centres for learning and information, but most recently the focus has been on the development of a set of principles for sustainable tourism at World Heritage sites together with implementing approaches.

Issues and challenges

The potential and actual adverse impact of tourism on World Heritage sites is widely accepted. However, the rationale and design of the programme as a whole, including the outcomes it was intended to achieve are not clear. They are not sufficiently documented to enable wider consideration and debate by key stakeholders. A particular challenge in the approach adopted is that working at a site level necessarily limits scale of impact unless there are significant demonstration effects. However there are a number of obstacles to realising such effects in practice.

In 2006, the Committee approved a set of performance measures for the programme as part of a wider performance measure setting exercise. The measures are very much at the activity or output level (eg numbers of workshops, numbers of staff trained) and do not form a basis for assessing impact. There has only been limited reporting against these measures to the Committee. Other reporting (such as to donors) has predominantly focused on the activities of projects carried out under the programme, with some reporting on outputs.

Impact

There is little evidence of significant impact of the Tourism Programme in terms of limiting the adverse impacts of tourism on sites or in providing socio-economic development opportunities. It is clear that any impact is limited to a small number of sites. This finding is driven by the lack of monitoring information and reporting at the output and impact levels, and the small number of sites which were cited as valuable examples of programme activities. At other sites, programme investments in building capacity for public use planning, and in planning itself, have not been shown to contribute to sustainable tourism or to managing its impacts.

Lessons learned

Underlying this finding is the fact that the programme moved from an initial idea to a bundle of activities without due attention to the critical elements of programme life-cycle management: understanding the problem, developing a strategic response, implementing the solution, and monitoring and evaluation, all in close collaboration with stakeholders. As a result a number of difficult challenges in programme design, funding and execution were not adequately addressed. This is particularly important given the reliance on extra-budgetary funding.

The programme is not consistently aligned with the functions of UNESCO. The World Heritage Centre does not have a comparative advantage in site level activities and such work should not be included in any future World Heritage tourism programme, unless it directly supports upstream activities.

A way forward

There was general agreement amongst the stakeholders we spoke to that there is a role for the Centre to play in sustainable tourism but that there is a need for the programme to be much more strategic in future. While stakeholders have a range of different priorities, there is ample common ground on which to reach agreement. Based on our discussions, we have identified the following functions that the Centre could potentially play, with the overall objective of incorporating the principles of sustainable tourism into the management of World Heritage sites including their surrounding areas.

- 1. Adopt and disseminate standards and principles relating to sustainable tourism at World Heritage sites**

Complete the work of WHSTI and formally adopt and disseminate a set of standards and principles, with guidance on their application. This could mostly be done online at relatively low cost.
- 2. Support the incorporation of appropriate tourism management into the workings of the Convention**

Consider whether there are opportunities to build off existing mechanisms and whether any new opportunities are presented by the current discussion on the future of the

Convention to ensure appropriate arrangements at sites and their surroundings are in place to manage tourism.

3. **Collation of evidence to support sustainable tourism programme design and to support targeting**

Use existing mechanisms (such as periodic reporting), supplemented as appropriate, to develop a better understanding of the critical tourism management issues. This may also allow more considered targeting of support to sites, though that support would most appropriately be provided by other agencies.

4. **Contribution of a World Heritage perspective to cross agency sustainable tourism policy initiatives**

Contribute to existing and future multi-stakeholder sustainable tourism initiatives led by other agencies, such as the UN World Tourism Organisation.

5. **Strategic support for the dissemination of lessons learned**

Some specific roles targeted at UNESCO, Tier 2 Institutions and States Parties:

- identifying issues where a meta-level review may be helpful, based on the needs of the World Heritage Centre and States Parties
- identifying whether there are any lessons that are critical to the management of tourism that should formally be adopted, perhaps in the operational guidelines
- discussing with stakeholders where there are gaps in the arrangements for the collection and dissemination of lessons learned and opportunities to fill them
- providing reference to sources available from other agencies.

6. **Strategic support for the development of training and guidance materials for national policy agencies and site managers**

There is a particular need for materials providing advice on specific topics (eg managing visitor flows) on a standalone basis (eg not as part of comprehensive manual on public use planning). There are potential roles for the World Heritage Centre in:

- working with stakeholders to identify needs and priorities
- commissioning the development of material
- ensuring there is adequate review of content
- publishing and disseminating the product, which might include e-learning tools.

7. Provision of economic advice on the cost benefit impact of World Heritage inscription

A potentially scaleable role ranging from retaining a database of existing studies to commissioning a meta-level study on the factors which determine impact in practice.

8. Provision of advice on UNESCO World Heritage branding

Support the tourism potential of a site, and awareness of its conservation status, by providing advice to States Parties on appropriate use of branding. This would be an advisory role – not an attempt to impose a particular level of brand use.

We have not included fundraising from the tourism industry for the Centre's operations amongst the programme elements. There are opportunities to fund raise from industry, but there is no need to tie this to the elements listed above, and some potential advantages in not doing so.

As the Centre operates in a complex institutional environment of overlapping roles and initiatives with respect to sustainable tourism, it will be important that there is discussion among stakeholders about these potential elements before they are adopted and developed further.

Critical to the success of any future tourism programme, will be strengthening of the Centre's capability to manage key elements of the standard programme life-cycle. Until this happens, any programme will carry an unacceptable risk of not being effective. There are limited incentives on the Centre to put the necessary capability in place until sustainable tourism is more integrated into the workings of the Convention, and of the Centre itself.

Accordingly, we recommend that in the first instance the Centre concentrate on the first four elements proposed above. These support the integration of the Programme into the workings of the Convention and can be undertaken by someone with policy skills and experience of working with a range of international agencies. They could be delivered by someone on a fixed term contract.

Any programme will require funding. The first four elements, lacking field activities, could be undertaken at relatively low cost in comparison with the programme to date. Nonetheless, it is not clear that such funding would be available and this can only be resolved in discussion with potential donors.

There is a further problem with funding. The elements proposed are core UNESCO functions. As such they require sustainable funding if problems of discontinuity and loss of institutional knowledge and networks are to be avoided. In other words, a high degree of reliance on extra-budgetary sources is not ideal and carries a risk of reducing the standing of the programme.

Next steps

In summary, we propose a dynamic process by which the Tourism Programme evolves, starting with a set of core elements. This means three parallel actions initially:

- consultation with stakeholders on the programme objective, role, principles, and functions
- discussion with potential donors regarding the possibility of funding the four highest priority elements, including the possibility of sustainable mechanisms
- strengthening of the World Heritage Centre's capacity for life-cycle management and oversight of the tourism programme.

If the outcome from these is positive, there may then be a possibility of expanding the programme at a later date. Any such decision should also take into account whether actions had been taken to increase the extent to which sustainable tourism is incorporated into the workings of the Convention.

Part 1: Introduction

Purpose

MartinJenkins was commissioned by the United Nations Foundation (UNF) to undertake an evaluation of the UNESCO World Heritage Tourism Programme. The evaluation was undertaken in consultation with, and with the support of, the UNESCO World Heritage Centre (WHC).

As outlined in the Terms of Reference, the purpose of the evaluation is twofold:

- 1 Assess the overall effectiveness of the Tourism Programme and the extent to which the programme stated objectives have been met.
- 2 Provide concrete recommendations on how the secretariat to the World Heritage Convention should engage with tourism as a vehicle for the conservation of, and community development surrounding, World Heritage sites taking into consideration the relative roles of key partners and processes focusing on sustainable tourism.

In discussion with UNF and the World Heritage Centre it became clear that the evaluation is primarily future focused and that the second purpose is therefore the most critical. Understanding the effectiveness of the programme to date is important to provide a basis for a recommended way forward.

In practice, for reasons that are expounded throughout this report, it became clear that before a future tourism programme can be determined, a first principles discussion about the programme by stakeholders, not least the World Heritage Committee, is required. This report has been written with a view to supporting that discussion.

Work done

The work done comprises:

- interviews with the stakeholders set out in Appendix 1
- review of available reports and documentation, including Committee papers and decisions, internal papers of the programme, project documents, and key strategies of the World Heritage Centre and other stakeholders
- analysis and drafting, including provision of a Draft Report to the World Heritage Centre for comment.

It should be noted that not all the activities envisaged when planning this evaluation were able to be carried out:

- planned country visits (to Montenegro and Vietnam) were cancelled due to lack of availability of key stakeholders and absence of arrangements to visit field sites (as opposed to UN country representatives and national authorities.)
- a proposed visit to the UNESCO regional office in Bangkok (in May 2010) was cancelled due to security concerns reflected in travel advisories
- a proposed web-based survey proved impractical due to the lack of a clear set of respondents
- some potential interviewees were unavailable owing to travel schedules.

Perhaps more significantly, there were constraints on the evaluation resulting from issues with programme design and the absence of a robust monitoring framework including the lack of any baseline data. We discuss these in our findings below.

Whilst these constraints have significantly limited our ability to assess the quality of programme outputs and their impact, we have still been able to assess the relevance of the programme, and place upper bounds on the scale of its impact. This was helped by the consistency of the feedback from differing stakeholders.

Given the nature of the first principles discussion needed, these limitations have not significantly affected our ability to make recommendations for the future.

Acknowledgements

We would like to thank the Director of the World Heritage Centre, Franceso Bandaran and his staff for hosting the evaluation team for a week in Paris, and for making themselves fully available for interviews. We would particularly like to thank Art Pedersen, who has managed the World Heritage programme, for providing his time and expertise to the evaluation. We would also like to thank all the other interviewees listed in Appendix 1, for providing their time.

Outline of the report

The remainder of this report is structured as follows.

Part 2: **Background** sets out the history, design, governance, management arrangements and funding of the programme.

Part 3: **Programme activities** considers what the programme has delivered in practice and provides a summary of costs.

Part 4: sets out the **issues and challenges** faced by the programme in the past and in the future.

Part 5: assesses the **impact** of the programme.

Part 6: sets out the key **lessons learned**.

Part 7: **A way forward**, considers how the World Heritage Centre might address tourism issues in future.

Part 2: Background

History of consideration by the World Heritage Committee

The UNESCO World Heritage Tourism Programme was created in 2001 at the 25th session of the World Heritage Committee ('the Committee') in Helsinki. The programme was one of four multi-year thematic programmes² created at this time 'in an effort to ensure the sustainability of conservation policies and actions'³. The selection of the themes of the four programmes was based on the identification of the types of conservation problems that had resulted in the greatest amount of past international assistance, which were then cross-referenced with issues emerging from a review of reactive monitoring reports and findings from periodic reports of particular regions.

The rationale for the creation of the four programmes was to address conservation issues that are prevalent in all regions, through site specific activities that would produce lessons that could then be used to improve conservation methodologies. As such, a key aim of the programme was capacity building at sites with a view to obtaining lessons that could then be disseminated more broadly. The specific objective of the Tourism Programme was to address 'growing threats on World Heritage sites from tourism which, if sustainably managed could offer socio-economic development opportunities'.

We are not aware of any detailed objectives, strategy, or operating parameters which were approved by the Committee at that time. However, the Committee did stress the need to link the work of the thematic programmes to the priorities it had established with regard to its Global Strategy and as a result of the outcomes of Periodic Reporting exercises for the different regions. There was a subsequent expectation that the implementation of the thematic programmes would be linked to the World Heritage Regional Programmes approved by the Committee in 2003.

The next consideration by the Committee came in 2006 when performance indicators were established for the World Heritage Centre⁴. This exercise covered a much wider set of World Heritage activities than the Tourism Programme. Nevertheless, it did specify four areas of activity/objectives for the Tourism Programme itself, each with their own outcome, which we have used as the basis for assessing impact.

1. Aiding the work of the World Heritage Committee and World Heritage regional desks
Outcome: World Heritage Tourism Programme fully integrated into all activities⁵

² The other programmes were Conservation of Forest Sites, Conservation Management of Cities, and Conservation of Earthen Structures.

³ WHC-01/CONF.208.24

⁴ WHC-06/30.COM/12 refers

⁵ Although not explicit in the objective and outcome statements, it was anticipated that the programme would also be coordinated with the other thematic programmes.

2. Increasing World Heritage capacity to plan and manage tourism
Outcome: Increased capacity at World Heritage sites to spread planning and management skills throughout the five World Heritage regions
3. Promoting alternative livelihoods for local communities
Outcome: Demonstration model projects using World Heritage sites and tourism to develop alternative livelihoods for local communities aiding the conservation of World Heritage sites
4. Engaging the tourism industry to affect increased conservation benefits
Outcome: Key tourism industry leaders engaged in solving visitor management and infrastructure site issues, providing funds and in-kind services for sustainable tourism projects at World Heritage Properties and contributing funds for the ongoing activities of the World Heritage Sustainable Tourism Programme.

The last objective covers both engagement at the site and global levels. The global level engagement included fundraising for the World Heritage Centre. Although the need to raise funds is important, we regard this as a quite different activity to the Tourism Programme. We discuss this more below.

Outputs and performance measures were set out for each of these objectives. However, the performance measures are very much at the activity level, and do not provide a basis on which to measure impact. Examples are: numbers of staff trained in sustainable tourism public use planning; and number of workshops and publications on sustainable tourism and site financing policy/mechanisms. We discuss the monitoring of the programme in detail below.

In practice, these performance measures have not been fully reported to the Committee as part of the annual reporting process, with only the briefest references made to the Tourism Programme.

In 2008, the focus of the programme moved to leading a partnership of international agencies under the World Heritage Sustainable Tourism Initiative ('WHSTI'). WHSTI is intended to be a cooperative effort of the World Heritage Centre, the advisory bodies and a number of key partners including the UN World Tourism Organization, UNEP Division of Technology, Industry and Economics, the Convention on Biodiversity, the UNDP small grants programme, the World Bank, The Nature Conservancy, the UN Foundation, and the Nordic World Heritage Foundation.

At the 2009 meeting of the Committee, it was provided with information about WHSTI. The goal of the initiative is to leverage tourism as a tool to conserve and enhance conservation outcomes at and around World Heritage properties, so as to mitigate threats from tourism to World Heritage properties, and to ensure tourism is responsible and contributes to sustainable development. Most recently the focus has been on the development of a set of principles for sustainable tourism at World Heritage sites. The coordination of the initiative was seen as the

primary focus of the World Heritage Tourism Programme for the coming years. In the event, while there was some support for WHSTI, there were also concerns raised about it and the wider tourism programme. We understand that these concerns were one factor that led to the decision to commission this evaluation.

The Tourism Programme undertook a plethora of interconnected activities, many of which built on existing initiatives. The number of activities was in part driven by the funding arrangements (the programme was principally funded by extra-budgetary funds). The Tourism Programme can be characterised as comprising a series of funding agreements with various donors, often in partnership with other agencies or NGOs. In terms of programme funding, two funding agreements dominate:

- **'Linking conservation of Biodiversity and Sustainable Tourism'**

2001 to 2006

The formal title of this project was 'Linking Conservation of Biodiversity and Sustainable Tourism at World Heritage Sites'. It was implemented in partnership with the RARE Center for Tropical Conservation and funded by the UN Foundation and the RARE Center for Tropical Conservation. As a result it is often referred to as 'the RARE project'. The project was focused in Central America and the activities were:

- site tourism planning and training public use coordinators
- community social marketing campaigns
- creating community-based enterprises
- tourism businesses marketing strategies, matching site and community needs and capabilities
- promoting the sharing of best practices
- follow-up activities at Río Plátano, Honduras; Sian Ka'an, Mexico; and Tikal, Guatemala
- bridge grant activities focused on continuing developing ecotourism products and services and creating central associations of ecotourism providers; to provide conservation benefits.

- **'Promoting Conservation'**

2005 to present

The formal title of the project is 'Promoting Conservation through Sustainable Local Tourism Development at World Heritage Sites: Demand-Driven Assessments and Engaging the Private Sector'. The project was co-funded by the UN Foundation and The Nature Conservancy and implemented by The Nature Conservancy. As a result it is often referred to as 'The Nature Conservancy Project'. Principle project activities were the development of demonstration sites at five locations in Latin America and China; and

support for a meeting on tourism and communities at Madikeri, India. UN Foundation funding provided also supported the development of learning platforms and WHSTI.

In addition there were at least 14 smaller lines of funding (some supporting the same project) of amounts of up to around US\$100,000. These included:

- support for communities in Mexico, Belize, and China
- guide training, public use planning and management training, development of site financing materials, and the Danube Delta showcase project
- education outreach, development of the Hoi An community and visitor centre and site restoration in Vietnam
- the project 'Preserving natural World Heritage and cultural landscapes in SE Europe: capacity building in tourism planning and management' working in Montenegro and Macedonia
- other smaller projects mostly providing technical assistance on capacity building and support for international meetings.

Appendix 2 provides a comprehensive summary of the Programme's projects.

Programme funding

As illustrated by Appendix 3, the Tourism Programme has, since its inception, been funded through extra-budgetary funding generated through project activities. This is similar to the other programmes housed within the World Heritage Centre. These funds are obtained from one of three sources: dedicated funds from countries, other bi-lateral or multilateral funding, or private sector funds; and tend to be tied to particular projects. Such project-based funding has sustained the salary of the one full-time Tourism Programme staff member, who has delivered the programme since its inception.

Organisational arrangements

The Tourism Programme was originally situated in the Nature Unit of the World Heritage Centre, but has since had a number of different homes and is now sited within the World Heritage Centre's Special Projects Unit. This unit is also responsible for the other thematic programmes approved by the Committee in 2001.

Institutional context

The programme operates in a complex institutional environment. World Heritage sites are a subset of sites of conservation interest, and there are a number of other key actors including:

- States Parties, including the national authorities responsible for culture, conservation and tourism
- other parts of UNESCO including

- the cultural and natural sciences themes including the Biosphere Reserves programme
- the network of field offices
- other UN agencies including
 - United Nations Development Programme (UNDP)
 - United Nations Environment Programme (UNEP)
 - UN World Tourism Organization
- related agencies and networks
 - UNESCO Category 2 Centres
 - UNITWIN networks
- advisory bodies
 - IUCN – The International Union for the Conservation of Nature
 - International Council on Monuments and sites (ICOMOS) and particularly its Scientific Committee on Cultural Tourism
 - International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM)
- funding agencies
- other NGOs supporting sustainable tourism and conservation
- industry
- local communities.

This creates a complex institutional environment for the Tourism Programme in that:

- other UNESCO programmes (notably Man and Biosphere, and the Cultural programme) have related objectives and there is a need for alignment
- UNESCO's regional bureaux have established relationships in the region and may already be implementing sustainable tourism programmes at sites. This can create questions as to whether the centre is supporting the region or vice versa
- other UN agencies may take the lead role in coordinating UN input into a country (for example UNDP in Montenegro)
- other agencies may be leading cross agency initiatives in sustainable tourism– for example the UN World Tourism Organisation
- the advisory bodies have quite different capabilities and capacities
- World Heritage sites are only a sub-set of conservation sites and lessons learned elsewhere may be important.

Part 3: Programme Activities

Reflecting its diversity of objectives and its duration, the Tourism Programme has comprised a broad assortment of activities. As a result, it is inherently difficult to summarise what the programme has done. The best available listing of activities was prepared for an audit of the World Heritage Centre carried out in early 2010 and is reproduced in Appendix 2.

This groups activities by four of the '5 C's' approved by the World Heritage Committee as key focus areas for World Heritage activities. This is a different classification to the hierarchy used in establishing the performance measures for the Committee. Using this grouping, a simplified listing of the main activities is:

Table 2: Summary of key Tourism Programme activities

Key Tourism Programme activities
<p><i>Capacity building – activities for increasing site capacity to plan and manage tourism</i></p> <ul style="list-style-type: none">• development of a range of materials on public use planning, tourism management and site financing• training of 7 staff in public use planning and visitor management with more training planned• numerous tourism/visitor management training workshops and exchanges• support for the development of site financing• support for the development of a learning network of sites (South America)• international meeting to support the development of a publication on tourism planning for World Heritage archaeological sites.
<p><i>Conservation – activities promoting the conservation of WH sites as related to tourism and visitor management</i></p> <ul style="list-style-type: none">• development of public use plans at 5 Asian and Latin American sites, support for public use planning activities at 3 sites in Central America and 1 in Vietnam• provision of technical assistance in Vietnam, and SE Europe• a set of tourism policy/principles workshops (under WHSTI)• participation in the Working Group of the International Task Force on Sustainable Development (Marrakech Process) to build a framework for programmes moving towards sustainable consumption and production.
<p><i>Communities – promoting alternative livelihoods for local communities</i></p> <ul style="list-style-type: none">• site level training for guides and micro-entrepreneurs at Sian Ka'an, Tikal, Rio Platano, El

Key Tourism Programme activities

Vizcaino, and Ruwenzori.

- support for the development of a visitor community centre in Hoi An (Vietnam)
- site level conservation education campaigns with local communities in 3 sites
- development of local inventories of heritage assets and services at 3 sites.

Communication – activities for communicating World Heritage tourism issues

- development of sensitization material for visitors to Mexico sites
- data collection of tourism statistics and issues at selected sites as part of methodological development
- presence at approximately 6 trade fairs to determine if funding could be raised for World Heritage awareness building and guide training
- participation in the Tour Operators Initiative and World Heritage Tourism Alliance.

It should be noted that this simplified listing masks a range of different activities at different sites. The activities were delivered principally by the programme's partners (notably RARE and The Nature Conservancy) or by consultants, with the World Heritage Centre providing facilitation and coordination.

We estimate that the programme worked directly at varying degrees of scale in about 25 sites, mostly but not exclusively natural sites.

Costs

While there is routine financial reporting against all sources of extra-budgetary funds, there does not appear to be any routine consolidated financial reporting at the programme level. In the circumstances, the World Heritage Centre provided us with statements of the expenditure to date against the component projects. These are included in the information shown in Appendix 3. A high level summary is shown in Table 3 below:

Table 3: Tourism Programme funding summary

Donor	Project	Expenditure to date US\$000
UNF	Conservation of Biodiversity and Tourism (the RARE project)	2,250
UNF	Promoting Conservation (the Nature Conservancy project)	901
Netherlands Fund	Miscellaneous	98
Grand Circle Foundation	Education outreach and restoration in Vietnam	100
Flemish Government	Preserving Natural World Heritage and cultural landscapes in south-eastern Europe	97
Other	Various	313
Total		3,760

Part 4: Issues and challenges

Issues of programme design

Although the Tourism Programme has undertaken a range of activities, the focus has been on building capability to manage tourism through provision of training and training materials for site managers and staff. This includes training in public use (ie tourism and recreation) planning and the development of public use plans⁶ on a demonstration basis. The programme has also carried out community development work with rural and indigenous people.

More recently there has been effort to build training capability at a sub-regional level, and WHSTI has sought to address the principles of sustainable tourism, approaches to include them in site management practice, and corresponding changes to the Operational Guidelines. Overall the programme has predominantly (based on expenditure patterns):

- worked at the site level
- worked through and guided partners (RARE, The Nature Conservancy, and UNDP) who have had much greater capacity to operate at the field level than the World Heritage Centre
- focused primarily on natural rather than cultural sites although there are some important exceptions, notably in Hoi An and My Son in Vietnam, and Tikal in Guatemala
- focused on public use planning at the site level
- focused on middle income countries, with some limited exceptions.

A number of the issues and challenges we have identified relate to these characteristics of the programme. In particular, the original intent set out in the 2001 Committee paper for the thematic programmes to focus on site level working and demonstration projects raises specific issues.

Working at the site level limits scale

There is no formal listing of the sites that the project has worked at but we estimate the number to be around 25, at varying degrees of intensity. National and sub-regional training events may have been attended by people working with additional sites. This gave coverage of a fair proportion of natural sites, but overall is a very small proportion of the soon to be 900 World Heritage Sites. While there are opportunities to leverage off this through demonstration effects, demonstration is itself challenging – as discussed below.

This is not to say that the sites did not merit attention and funding, but it is not clear what comparative advantage the World Heritage Centre can bring to these particular sites. It would also be appropriate for any such sites to be selected based on clear criteria applied across the

⁶ ie tourism management plans at the site level

whole portfolio. This has not been the case and the sites receiving attention have been largely determined by donors/funders.

Demonstration is challenging to achieve in practice

The idea of demonstration projects is attractive, but there are a number of barriers which need to be overcome if a demonstration effect is to be achieved in practice.

First, the project has to achieve something worth demonstrating. While in a well managed project one might expect this as a matter of course, there are grounds for caution. Inherent in the idea of a demonstration project is trying something new. This might simply be applying approaches in a new context, or it could be applying a relatively new approach. Inevitably there is a risk that success in meeting project outcomes falls short of expectations and in practice this is often the case.

This is reflected in the preamble to the RARE Project Document:

One way or another, tourism is going to play a critical role in the world's ability to conserve biodiversity... Too often, however, the reality of 'ecotourism' does not live up to the rhetoric, with poorly conceived activities having a negative effect on biodiversity and on local populations.

Although concern expressed here applies to ecotourism projects, it could be generalised to community based conservation projects more generally. However, there is little evidence that the selection of programme activities adequately considered what factors contributed to the failure of previous efforts or what is going to be different this time.

Second, sustainable arrangements need to be put in place to promulgate lessons learned:

- Lasting arrangements need to be made for dissemination of lessons learned. It is often possible to support visits to a demonstration site during a period of project assistance, but when project assistance ends arrangements for dissemination can easily lapse with it.
- Everywhere is different. Each site has its own characteristics and issues and each country has its own regulatory framework in which tourism management takes place. Site managers are typically acutely aware of these differences and this can limit the utility of demonstration projects particularly, but not only, across borders. For example, one site manager we spoke to was concerned that the training materials on public use planning did not adequately take into account local circumstances.

This issue can be overcome by looking across a number of sites and considering what works where. This requires effort and analysis and needs to cover a greater number of sites than can be the focus of demonstration projects. A related issue is that replicable lessons can be very high level and risk being too general to be helpful.

- Lessons learned and the benefits need to be determined and recorded. Depending on the context, this can range from being quite straightforward to being relatively complex. For

example, the benefits of approaches such as ‘passports’ may be self-evident, but it is harder to show that a suite of training interventions has reduced site damage by visitors.

- What is demonstrated must be replicable. Demonstration projects typically involve significant amounts of technical assistance and financial support. If this level of support is not available at other sites, what was done at the demonstration site cannot be repeated.
- Useful lessons can be negative as well as positive, yet there is much understandable reluctance to record such lessons in writing.
- While lessons can be codified, inevitably a lot of the learning is tacit (ie experiential) and cannot easily be transferred.

These issues do not rule out a role for demonstration projects but suggest that careful consideration as to their selection, design and purpose is essential if they are to be effective in impacting beyond the site level. There is little evidence that significant demonstration effects have been achieved in practice.

One potential role for demonstration projects is in influencing policy. Demonstration sites can be useful in persuading States Parties of the benefit of particular strategic or (more likely) operational policies. In this case, the purpose of the demonstration project is to show the validity of an approach in the country in question – or possibly in a neighbouring country with similar administrative arrangements. This does require consideration of the policy issues concerned in advance, and raises questions as to whether the approach can be effectively implemented in the absence of the policy changes it is seeking to influence.

Site level tourism planning has its limits

A focus of the programme has been on developing public use plans, and developing capacity to prepare further plans.

The development of site level tourism/public use plans is not in itself sufficient to achieve conservation or economic impact. Those plans need to be implemented and monitored. The programme has recognised this to the extent of developing planning approaches (for example relating to stakeholder engagement) that improve the prospects of implementation, and has also provided training in visitor management, community development and working with the industry. However, there is little information on whether the plans supported by the programme have yet been implemented and what impact they have had in practice.

A related issue is that tourism/public use planning may best be done as part of an integrated approach to site management – ie incorporated into wider planning arrangements. Indeed, a factor in the effective adoption of public use plans may be their formal adoption as part of wider site management plan approval. The programme has worked to achieve such integration at some sites, including Tikal and Durmitor.

A further issue with site level planning is that often the major impacts can stem from developments around the site which may be outside the control of site managers. There may be opportunities in future to foster collaboration between site managers and other local authorities on this issue. This is something that the programme is working on in Vietnam and Montenegro.

There was no transparent, cross portfolio, basis for site selection

The countries at which site activities took place are middle income countries (with the probable exception of Vietnam⁷ and Uganda where some guide training was carried out). There may be good reason for this but there are sites in higher income countries where the impacts of tourism are not well managed. Conversely Africa, where most of the least developed countries are situated, has a strong need for alternative livelihoods for communities neighbouring World Heritage sites.

While, the programme was the major influence on the choice of countries, the final selection appears to reflect a number of drivers (including donors and project partners) at the individual project/activity level.

It is inevitable and reasonable that a degree of opportunism is reflected in the final selection and there may or may not have been a case for working in higher and lower income countries. However, without transparent criteria, and a cross portfolio assessment of risks and opportunities, it is not possible to know. Whilst there was clearly some consideration of these matters, we would have expected a more explicit formal assessment and analysis of where the programme should have been focused.

Developing alternative livelihoods for local communities raises design questions

Developing alternative livelihoods for local communities was one of the programme objectives set out in the 2006 Committee paper on performance measures. The development of livelihoods for local communities contributes to the desire by State Parties for economic development, it potentially increases support for site conservation, and in some circumstances can directly reduce pressure on site resources. The last can arise if, for example, alternative income sources can be found for local populations poaching at a natural site.

There are a number of strategic questions that need to be considered before embarking on a programme of livelihoods from a tourism perspective.

- To what extent can interventions be targeted at communities most adjacent to the site, and is it possible to target those whose activities have the most significant adverse impacts?
- Are tourism based alternatives the most promising form of livelihoods? For example in the case of the Bwindi Impenetrable Forest site in Uganda, livelihood support has tended to

⁷ Based on the classification in the World Development Report 2010. The World Bank. Vietnam is not classified but the GNI per capital indicators are in the range for a lower income country.

focus on small scale agriculture.⁸ This has the additional benefit of reducing pressure on the site.

- To what extent are interventions aligned with accepted models of livelihoods and micro-enterprise development? Is it appropriate or effective to provide this from a tourism perspective? For example a common approach is microcredit schemes.
- What are the opportunities to leverage off other enterprise development activities. For example, it may be more effective to support larger scale enterprise development (perhaps in the context of local planning) that provides employment opportunities than to directly support community livelihoods.

Challenges in partnerships

Issues in partnering with NGOs

The RARE and Nature Conservancy projects are seen as two of the major components of the Tourism Programme. They were implemented with co-funding from the two NGOs. The Nature Conservancy suffered a sharp decline in funds released to conservation during the project (from US\$ 1.3 billion in the year ended June 2007 to US\$0.5 billion in the year ended June 2009). We understand that this led to a much lower level of co-funding than was envisaged.

The Nature Conservancy Project was originally conceived to be an exercise in developing a strategic approach for the Tourism Programme, with a view to moving away from the approach adopted by RARE. In practice, a substantial portion of the project was directed towards site level activities.

Under the agreement with the World Heritage Centre, the Centre's role was international project manager, with The Nature Conservancy responsible for implementation. The role of international project manager included consultation with IUCN on project implementation, promulgation of lessons learned to Advisory Bodies and other UN agencies, reporting to project donors and the UN Office for Partnerships, and support for further fundraising.

Interviews provided conflicting information about the extent to which the programme as implemented was driven by The Nature Conservancy's priorities. While the project may have delivered valid activities at the field level, it did not align well with the primary donor's (the UN Foundation) expectations.

Engaging with the tourism industry is difficult

Incentives of the industry are not well aligned with those of conservation agencies, and this is difficult to overcome for a number of reasons. First, the industry is characterised by long marketing and distribution chains. This can lead to situations where local tourism enterprise

⁸ Project Performance Assessment Report, Bwindi Impenetrable National Park and Mgahinga Gorilla National Park Conservation Project, The World Bank, 2007.

managers at the site level are not in a position to commit support, and commitments made remotely in supply markets do not always filter down to the site level.

Second, there is no clear international apex organisation with which to engage. This is a key reason that some interviewees indicated that the intention of the programme to engage with the tourism industry as a whole was over ambitious. In practice, the programme rightly moved back from its earlier efforts in this area.

Programme funding issues

A feature of the Tourism Programme is that it has been primarily financed through extra-budgetary funding. It has enjoyed substantial funding from the UN Foundation and smaller contributions from a range of other donors, including the private sector.

Looking forward, there are significant risks with this arrangement that will need to be managed. Donor funding is essentially short to medium term in nature and not well suited to covering core costs. There is a risk that any capacity and institutional knowledge built within the Centre will be lost in the event that there is discontinuity in funding.

Second, in the event that the programme is funded by a range of smaller donors, there is a risk that considerable effort is put into soliciting donors, developing suitable projects, and reporting. The risk that the programme becomes fragmented is already borne out by the present broad range of activities.

Third, there is a risk that the programme comes under pressure to work at the site or issue specific level where results are easy to demonstrate but impact restricted and not necessarily sustainable. This is particularly true of projects funded by tourism operators who often look for training of their clients.

Part 5: Impact

In this section, we give our assessment of the impact of the programme in terms of the objectives set out in 2006. As they were adopted by the Committee, they are an appropriate framework for assessing impact. While we have noted some limitations to the performance management framework, we do not consider there has been any significant impact falling outside these objectives.

Objective 1: Aiding the work of the World Heritage Committee and World Heritage regional desks

Desired outcome: World Heritage Tourism Programme fully integrated into all activities

There has been little substantive interaction between the programme and the Committee. The exception to this was information reports on the programme in 2006 and the programme in general and WHSTI in particularly in 2009; and some limited formal reporting.

Most activities have been carried out in the South America and Asia Pacific regions. All the regional desk officers we spoke to considered that the programme had not in practice provided a contribution to their work, primarily because of lack of alignment between the programme's priorities and their specific needs. Specific opportunities for contribution have been included later in Part 7: A Way Forward.

UNESCO officers based in the regions expressed a concern that there was insufficient consultation in project design, given that the regional bureaux were already engaged in building capacity for sustainable tourism development. Although the programme was able to provide some useful additional assistance, the interaction raised questions as to the relative responsibility of the World Heritage Centre and UNESCO's regional offices.

As a result, this objective and outcome remain substantially unmet.

Objective 2: Increasing World Heritage capacity to plan and manage tourism

Outcome: Increased capacity at World Heritage sites to spread planning and management skills throughout the five World Heritage regions.

This has been the objective to which most of the effort under the programme has been directed. Key outputs include:

- public use plans established for five World Heritage Sites
- the manual 'Managing Tourism at World Heritage Sites: a Practical Manual for World Heritage Site Managers' No 1 in the World Heritage Papers series, published in 2002 and available in four languages

- a range of management training sessions and workshops
- guidance/training material on a number of other specific topics
- support for tourism management activities and practices at the site level (eg guide registration, visitor number monitoring)
- the development of an approach to public use planning and detailed manual with modules on interpretation, zoning and visitor management, working with local communities, and adaptive management – soon to be available in four languages
- support for the development of some site tourism infrastructure (eg signage, the Hoi An community/visitor centre).

Because the available reporting is focused at the activity level, it is not possible to assess the extent to which there has been impact, but it is possible to make an assessment as to scale (ie the extent to which impact is spread across the portfolio of World Heritage sites). We accept that impact reporting in this area is difficult, but the absence of a narrative linking tourism management activities to tourism and conservation impacts limits the extent to which useful lessons can be drawn.

The scale of the impact beyond the sites where activities have taken place is very limited:

- the number of sites represented in training and workshops is limited and in practice improvements in management practice require substantial ongoing support which has been absent
- there is limited documentation of lessons learned, and these do not appear to have been widely dispersed (for example to UNESCO field offices, or other stakeholders not directly involved in the programme).

Objective 3: Promoting alternative livelihoods for local communities

Desired outcome: Demonstration model projects using World Heritage sites and tourism to develop alternative livelihoods for local communities aiding the conservation of World Heritage sites.

The primary sources of information on what has been achieved in this area are the final reports of the Linking Biodiversity Conservation and Sustainable Tourism and Promoting Conservation projects.

With respect to the former, 49 nature guides and 22 ecotourism entrepreneurs were trained.

With respect to the latter, in Sian Ka'an (Mexico) there has been progress in the development of local crafts, including the development of marketing chains. Businesses have also been developed in Rio Planto and Yunnan. In the Belize Barrier Reef reserve system there has been work on project identification and some training and promotional support, but it is not clear that

any sustainable enterprise has resulted yet. In Three Parallel Rivers (China), there has been preparatory work, training and some financial support for enterprises including home stays, but there is no clear evidence of sustainable enterprise resulting. In Noel Kempff Mercado (Bolivia) and Canaima (Venezuela) there has been preliminary work only.

Beyond the Promoting Conservation project, there has been training of guides at a number of locations. Training local guides is a valid method of ensuring that communities benefit from tourism, but the activity clearly lacks scale and reach. As an already established approach, the demonstration value of guide training is also limited.

As a result, impact on this objective has been limited in scale, and any demonstration effects are likely to be limited.

Objective 4: Engaging the tourism industry to affect increased conservation benefits

Desired outcome: Key tourism industry leaders engaged in solving visitor management and infrastructure site issues, providing funds and in-kind services for sustainable tourism projects at World Heritage Properties and contributing funds for the ongoing activities of the World Heritage Tourism Programme.

There have been a number of approaches to the industry at the site and global levels. At the local level, the UN Foundation for International Partnerships' (UNFIP's) assessment of the Linking Conservation of Biodiversity and Sustainable Tourism project noted 'although the tourism industry has contributed grants for restoration and infrastructure, such as visitor centres and education activities, engaging the tourism industry to contribute to site protection and community development is more difficult'. At the local level industry funding requires a cycle of local actions for the industry to support and systematic media promotion.

At the international level, informants suggested this objective has proven too ambitious. The programme has experimented with attendance at international trade fairs but withdrawn on grounds of cost. In practice, the lack of an apex organisation, and long marketing chains of the tourism business make it difficult for the World Heritage Centre to engage substantively at this level.

The funding from the tourism industry to the Tourism Programme itself has been modest. Figures provided by the Centre indicate US\$7,000 from Jet Tours, and US\$30,000 from TripAdvisor have been made available to the programme (the latter as yet unspent).

The agreement with TripAdvisor has the potential to provide additional funding to the Centre, but we are not clear to what extent this will be applied to the Tourism Programme itself.

Overall, while there have been contributions from the tourism industry on an ad hoc basis, sustainable mechanisms at the site level have not been established. The agreement with TripAdvisor has potential at the World Heritage Centre level.

Other: World Heritage Sustainable Tourism Initiative

The World Heritage Sustainable Tourism Initiative has been a recent focus of the programme. It cuts across the objectives framework above, and is important because some stakeholders see elements of it as a key component of the way forward. In a report to the 2009 Committee meeting, the objectives of the programme were proposed as:

- enhancing World Heritage Committee processes that address the challenges and opportunities of the conservation and presentation of World Heritage properties to the public
- developing overarching principles with supporting implementation approaches for sustainable tourism within the framework of the World Heritage Convention; securing their adoption by States Parties, travel and tourism industry, and World Heritage site managers and their related agencies and ministries
- developing an effective capacity building programme through development training materials and delivery systems, leveraged off the establishment of a series of World Heritage 'learning platform' sites.

The initiative has operated as a loose coalition of UN bodies, advisory bodies and a range of other stakeholders working through a series of meetings in:

- France, March 2008, on planning and site financing
- Switzerland, October 2008, on site and tourism industry relations
- USA, May 2008, on alternative models for visitor management
- India, April 2009, on communities, livelihoods and tourism
- China (at Magao Caves), September 2009, on key principles for sustainable tourism.

The objectives of WHSTI were supported by members at the India 2009 meeting. In our interviews with stakeholders there was also broad support (albeit of varying degrees) for the objectives of WHSTI. The idea of developing principles and standards for sustainable tourism had strong support. This is because it has the potential, with further work, to form the basis for incorporating sustainable tourism into the workings of the Convention.

However, there were also a number of significant concerns about process expressed as follows. The coalition is perhaps too loose with different participants involved at different stages. Operating through a series of international meetings is very expensive and misses some opportunities to work virtually. The overall direction and purpose of the programme are not

clear. The reports of the meetings were not always fair reflections of the discussions (although this might reflect the opportunity for further reflection and analysis.)

We have been provided with the papers and reports of only some of the meetings, but these include the principles developed at Magao in 2009. While such principles are not specific to World Heritage sites, their incorporation into the workings of the Convention would have the potential to give the Convention leverage in sustainable tourism. As such this is a topic that is worth pursuing.

The remaining papers that we have seen posed a number of issues for discussion that merit consideration at the level of the stakeholders involved. However, the process appears to lack a clear view as to the nature of the output and how it would be applied in practice. Clear outputs are important if a process such as this is to move beyond discussion. The issues under discussion are long standing and already under consideration in a variety of different forums. As a result, it is hard to see what additional value their consideration in this process added. There may be opportunities to extract from such discussions material on how the principles developed in Magao might be applied in practice.

Several interviewees noted that they had not seen any outputs from the WHSTI process or had any communication from the World Heritage Centre about it since the Magao meeting. Until principles and standards are formally adopted, their impact will be limited.

Conclusions

Overall, the impact of the Tourism Programme is uneven and generally small across the formal objectives of the programme, with most impact falling under Objective 2 – increasing World Heritage capacity to plan and manage tourism. While there have been improvements to tourism management at some World Heritage sites, the number of sites at which this has occurred is limited and there is little evidence available as to whether there have been conservation impacts.

There is little evidence that impact has extended beyond the sites at which there has been intensive working, and this is reinforced by the fact that in our discussions, stories of success came mostly from Sian Ka'an (Mexico) and a cluster in Vietnam, and the Belize Barrier Reef Reserve System.

The programme has not been shown to have made a significant contribution to its overall objectives of reducing the threats to sites from tourism or providing opportunities for socio-economic development.

The Tourism Programme has only leveraged off its position in the World Heritage system to a limited degree. Overall, it has not been well integrated with the existing sustainable tourism work of UNESCO's regional bureaux.

The overall expenditure on the programme to date, US\$3.8 million, is relatively large by the standards of UNESCO interventions, and is largely driven by the site level working undertaken by the RARE and Nature Conservancy projects. The unevenness of the impact across the formal programme objectives is in part due to misalignment with funding sources. We consider this further in Part 6 of this report (Lessons learned).

Although the emphasis of the programme has moved away from site level working, some continues. Work at the site level has its place, but not as part of the Tourism Programme which should be substantially reconsidered before going forward.

Part 6: Lessons Learned

In the final analysis, we are able to say relatively little about programme impact at the objective and outcome level because it was never clear what the programme was intended to achieve and because the range of activities has been so dispersed and fragmented.

In other words, the programme progressed from an initial concept very briefly set out in the 2001 Committee paper, to a large number of activities without adequate attention to developing the approach, or sufficient pause for consideration as to whether the initial concept was still valid – in practice it was much more challenging than may have been supposed.

A complicating factor was the reliance of the programme on extra-budgetary funds. In the circumstances of inadequate programme life-cycle management and no core funding, the programme ended up being a set of relatively independent projects strongly driven by the priorities of donors and implementing partners. For example: the UN Foundation funding came from its biodiversity programme, hence the focus on natural sites; RARE and The Nature Conservancy largely drove the selection of sites for their respective projects. The programme was therefore not well aligned with the full range of programme objectives set by the Committee in 2006.

However, donor funding is responsive to good programme design and there may have been opportunities to use funding sources differently. For example, funding was found for WHSTI, and the international project manager role ascribed to the World Heritage Centre under the Nature Conservancy Project provided scope for a range of activities away from the site level.

In other words, the difficult environment in which the programme operated strengthens the need to pay full attention to all the phases of a programme life-cycle. In addition there is a need for strong interaction with all stakeholders, particularly given the complex institutional environment.

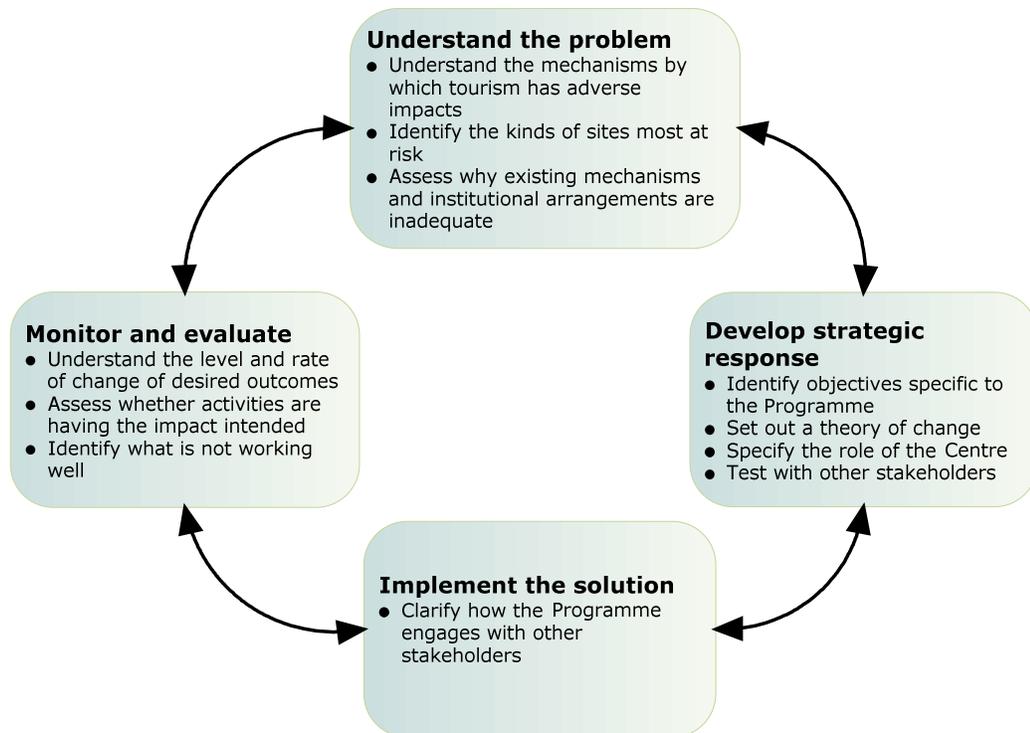
This is a key lesson of this evaluation. There are a number of specific lessons arising from the analysis in Part 4: Issues and Challenges. However, critical to their application in any future tourism programme is the strong programme life-cycle management. As a result, the remainder of this Part focuses on this topic.

Managing the phases of a programme life-cycle

The life-cycle of any intervention or a programme of interventions can generally be described by the following four phases: understanding the problem (problem definition; environmental scan), developing a response (strategy or policy initiative), implementing the response (implementation) and reflecting on and learning from the intervention (monitoring and evaluation).

We have identified a number of elements of success that would need to be in place in each phase for the Tourism Programme to be effective. In many cases, they were largely absent from the formal programme arrangements, at least to the extent they could foster robust discussion and testing with other stakeholders.

Figure 1: Elements of success for an effective Tourism Programme



The following caveats however are important:

- If the elements of success are in place, they will not necessarily guarantee the desired effect. The underlying issues are complex and the World Heritage Centre is only one actor. For these reasons, there is no perfect or complete relationship between the interventions that the Tourism Programme has influence over and the achievement of its outcomes.
- If the elements of success are not all in place, it may still be possible to have a successful intervention (albeit not necessarily due to good planning and management).

Based on our findings the most important priorities for the programme are:

Understanding the problem

Underpinning the programme's strategies and interventions, there needs to be a very clear understanding of what the problems are and issues are that need to be addressed and why. This needs to go beyond concern of the adverse impact of tourism on World Heritage sites and include:

- what are the mechanisms by which those impacts are effected?
- are there indicators that provide information as to which sites are most at risk?
- why are existing mechanisms and institutional arrangements inadequate?

In short, the objective would be to arrive at a clearer definition of the problem. A good problem definition would have informed programme design including what sites are most at risk, and where the World Heritage Centre has a comparative advantage.

Developing a strategic response

A repeated theme in the interviews was that the programme was not perceived to be strategic in its selection of activities.

Central to any strategy or response is having a clear sense and articulation of the goal or outcome that the organisation or service is working towards and the means by which it will be achieved. It also requires a 'theory of change' (ie an articulation as to how the interventions proposed will lead to the outcomes sought).

The Tourism Programme operates in a complex environment with a broad range of stakeholders, and a number of overlapping initiatives. In this context, strategy is as important as objectives in order to ensure that the programme works to its comparative advantage, avoids duplication, and looks to fill gaps where appropriate. While there was some flavour of this in the formal programme documents (particularly the performance measures agreed by the Committee), the focus was on a hierarchy of outcomes, outputs and activities – but one that fell short of a complete intervention logic.

Clearly there was strategic thinking in the tourism programme that went beyond what was recorded in the formal programme documents. However, a fuller description of this ex ante, and exposure to wider review and discussion by stakeholders, would have helped anticipate the concerns that have been raised by stakeholders about focus and sustainability.

A critical issue in the programme design is to identify what role the World Heritage Centre should play, and what role the programme should play within the World Heritage Centre. It is not hard to develop worthwhile objectives, but much harder to determine an appropriate role and to distinguish the specific objectives of the programme from those of the wider community

of stakeholders. This is a question that can and should only be answered in extensive consultation with those stakeholders, and other parts of UNESCO (including Biosphere Reserves and regional bureaux), other UN agencies, advisory bodies, States Parties, industry and other conservation NGOs.

In Part 4 of this report (Issues and Challenges) we identified a number of difficult additional issues that need to be considered in developing a strategic response. This is another reason to be clear about the strategic response and consult widely.

Development of a strategic response needs to be matched to available and potential resourcing and the scale of programme activities matched to what can reasonably be expected.

Implementing the solution

Implementation of the strategic response refers to the process by which it is translated into activities. In essence the strategic response was two-fold: a range of site level and regional activities; and the World Heritage Sustainable Tourism Initiative.

In both cases there have been issues related to how the programme engages with stakeholders. The agreement with The Nature Conservancy was intended to support the development of a programme strategy, but in practice much of the UNF funding provided has been used to support a further round of site level activities following the RARE project. Work in Montenegro has not sufficiently adapted approaches applied elsewhere to the local context, nor been well integrated (at least initially) into existing UNESCO activities, and there have been a number of concerns about the processes used in WHSTI as discussed above.

Looking ahead, the programme will need to consider how it engages with other actors.

Monitor and evaluate

The overarching purpose of monitoring and evaluation is to inform understanding of:

- the level and rate of change in the desired outcome
- whether activities are having the impact intended
- what is working well, what is not and why.

In the context of the Tourism Programme, monitoring and evaluation are particularly important because of the complex environment in which the programme is operating and the extent of the challenges it faces. It is to be expected that not all activities will be effective and there is a need to assess where and when they are not working so that a response can be made.

Monitoring and evaluation in conservation are also difficult because of issues of attribution and lead times from implementation to impact.

While the key projects within the programme had project frameworks, there was no adequate monitoring and evaluation framework for the programme as a whole. In practice, monitoring was primarily focused on activities with little or no assessment as to whether those activities were effective. For example, although there have been a number of meetings and workshops on site financing, and the development of an e-learning tool for site managers on financing, there appears to be no information on whether site financing mechanisms have been put in place, and none on whether finance is being raised. One factor that strongly contributed to this situation was the lack of clarity of outcomes in the strategic response and a lack of good 'results based management' practices.

For the reasons noted, evaluation in the context of the tourism programme is difficult, and needs to draw on a number of sources (including such as may be available through wider World Heritage monitoring and reporting) and approaches (ie not just rely on performance measures). For this kind of programme, a specific exercise to develop an evaluation framework needs to be carried out early in the life-cycle.

Part 7: A way forward

The second and most important purpose of this evaluation was to make recommendations as to how the secretariat to the World Heritage Convention should engage in tourism and community development in the future.

Given the findings of this evaluation, whether there should be a Tourism Programme is an open question. There was a consistent view amongst interviewees that there is a role for the World Heritage Centre to play in sustainable tourism (although priorities differed), but there are questions as to whether it has, as a secretariat to the Convention, the capacity and capability to implement a programme effectively.

To answer these questions, we first set out what a Tourism Programme might look like starting from first principles.

Objectives, role and principles

We suggest an objective, role and principles that have been chosen to address issues identified during this evaluation. They should be regarded as a starting point for discussion.

The **objective** of the Tourism Programme should be the incorporation of the principles of sustainable tourism into the management of World Heritage sites including their surrounding areas.

The **role** of the Tourism Programme should be to support other actors, including States Parties, UN agencies, the World Heritage Centre, advisory bodies, and NGOs. This is not a leadership role except in matters directly relating to the incorporation of sustainable tourism into the working of the Convention.

The Tourism Programme should be delivered in accordance with the following **principles**:

- it should be integrated into the work of the World Heritage Centre and the operation of the Convention
- it should leverage off existing initiatives, projects and learning (including those of UNESCO and other UN agencies, and the advisory bodies) rather than commissioning new projects or learning exercises itself
- it should not directly engage in site level activities except where this directly supports Convention processes, for example in support of monitoring missions. This does not preclude site visits for learning
- it should only undertake activities where it can provide comparative advantage or leverage off the standing of UNESCO and status of the Convention and should be aligned with the functions of UNESCO

- it should build institutional knowledge throughout World Heritage Centre staff, and relevant UNESCO Regional Offices and country based staff
- the activities of the programme should be developed in consultation with key stakeholders
- except where there is good reason otherwise, the activities of the programme should be aligned with initiatives to support site management generally
- where the activities of the programme relate to community development and enterprise development they should incorporate accepted good practice in relation to those disciplines.

Suggested programme elements

We have identified a list of eight possible programme elements, based on suggestions made during the course of our interviews. Where possible, we have tested them in subsequent interviews, but again they would benefit from further discussion and consideration before finalisation. If adopted, they would result in a very different emphasis for the Tourism Programme than hitherto, but we recognise that there has been extensive work undertaken in some areas already.

In each case, we have specified the role we consider appropriate. The elements are listed in suggested order of priority taking into account opportunities for impact, the comparative advantage of the World Heritage Centre, whether they directly or indirectly support the objective stated above and cost.

1. Adopt and disseminate standards and principles relating to sustainable tourism at World Heritage sites

The programme would build on the work already undertaken by WHSTI on principles of sustainable tourism and extend it to providing guidance on implementation approaches. This work should also continue to draw on related work being done by a range of agencies including the UN World Tourism Organisation and the UN Foundation, and on other work already undertaken such as declarations from the February 2006 Granada meeting on tourism planning at archaeological World Heritage sites. It should involve the Advisory Bodies.

The adoption of such principles by the Centre would give additional force to their application by States Parties and be a prelude to possible inclusion in the workings of the Convention. Dissemination could be done online. We believe that much of this work can be done virtually at relatively low cost.

2. Support the incorporation of appropriate tourism management into the workings of the Convention

This would initially consider whether there are opportunities to strengthen mechanisms in the Convention to ensure appropriate attention is given to tourism management at sites. This may then lead to a requirement to provide ongoing support.

The Convention provides for a number of established processes, both on inscription and through monitoring, that provide opportunities to ensure appropriate site management arrangements. The current discussion on the future of the Convention provides an opportunity to strengthen these, particularly in the light of any increased pressure on a site from tourism that results from inscription. This is a significant opportunity to leverage off established processes.

3. Collation of evidence to support sustainable tourism programme design and to support targeting

This would draw on the existing processes of the Convention (such as periodic reporting) and other available resources (possibly including surveys commissioned by the programme) to provide an overview of tourism management issues and identify sites that are priorities for support. This work would support a number of the other proposed programme elements. It would also support the steering of other agencies to any site level working they wish to undertake.

The latter is required because there will continue to be significant opportunities for site level support – but appropriately provided by other agencies. There are a range of criteria that might be used to identify priority sites. For example, sites where there is currently a high level of adverse impact from tourism but also a high opportunity to address the matter.

This element would be an important contribution to ‘understanding of the problem’ as discussed above in Part 6, Lessons learned.

4. Contribution of a World Heritage perspective to cross agency sustainable tourism policy initiatives

There is a range of multi-stakeholder initiatives led by other agencies supporting sustainable tourism at the policy level. These include the UN World Tourism Organisation and UNF. As a result there is an opportunity for the programme to support these processes, by contributing lessons learned regarding tourism and World Heritage sites. These could draw on established reporting processes under the Convention.

5. Strategic support for the dissemination of lessons learned

The issue of lessons learned is problematic. IUCN already plays an extensive role in the dissemination of lessons learned and good practice regarding natural sites. ICOMOS does not play a comparable role in relation to cultural sites.

There is a role for the World Heritage Centre in promulgating lessons learned because its standing increases the prospects of their application. The audience would primarily be to staff within the World Heritage Centre and UNESCO, to Tier 2 Institutions and States Parties. However, the role should be narrowly defined, in order to avoid overlap with the activities of other stakeholders and play to the World Heritage Centre's comparative advantage. We see that comparative advantage as the ability to look across a range of sites, information gleaned from the Convention's periodic and other reporting processes, and its place at the centre of a network of other agencies and bodies.

In this regard, we see a number of specific roles for the World Heritage Centre:

- Providing reference to sources available from other agencies. This requires some familiarity with the material available.
- Identifying issues where a meta-level review may be helpful, based on the needs of the World Heritage Centre and States Parties. Where possible, the programme would seek for the review to be carried out by the Advisory Bodies or other agencies, but might exceptionally commission such work directly.
- Identifying whether there are any lessons that are critical to the management of tourism that should formally be adopted, perhaps by ensuring that they are addressed in the operational guidelines. Two examples of the kind of issues that fall into this category and came up a number of times in our discussions are:
 - The need for planning beyond the site level to avoid spoiling the atmosphere of a site through inappropriate adjacent development.
 - The importance of coordination between the national authorities responsible for heritage/conservation and those responsible for tourism. Tourism agencies can plan for increasing numbers of visitors without due regard to the conservation consequences, and indeed this can be a motivation for inscription.
- Discussing with stakeholders where there are gaps in the arrangements for the collection and dissemination of lessons learned and opportunities to fill them.

We do not see the role as being to identify lessons learned at individual sites, except as may arise through the Convention's reporting processes or other established research.

6. Strategic support for the development of training and guidance materials

Although the Tourism Programme has produced a range of training and guidance materials on public use planning and visitor management, there is a need for further materials and the development/updating of existing materials. This reflects the diversity in the requirements of users. There is a particular need for materials providing advice on specific topics (eg assessing carrying capacities and managing visitor flows, developing visitor centres or site museums, methodologies for assessing acceptable change) on a standalone basis. In practice this may mean a greater variety of shorter materials, but any such material needs to be part of a comprehensive series if it is to be readily located by potential users. There is also an opportunity for use of web based materials and e-learning tools.

As with the dissemination of lessons learned, there is a relatively narrow role to be taken by the World Heritage Centre, as we do not see it having a comparative advantage in the actual production of materials. It is a marginal call as to whether the Tourism Programme should act as principal in commissioning such material, or should support its development by another agency or agencies. One reason for the latter is that the material would be of benefit to a broader constituency of site managers than just World Heritage.

On balance, we believe that there is a case for the Tourism Programme to act as principal provided the necessary funding is available. The World Heritage Centre is well placed to act across both natural and cultural sites where there are common issues and has an opportunity to develop a comprehensive series.

In this case, the role would be:

- working with stakeholders to identify needs and priorities
- commissioning the development of material
- ensuring there is adequate review of content
- publishing the product.

The development of guidance on good practice could possibly be extended in some instances to the development of approved methodologies and standards for use as part of the workings of the convention.

7. Provision of economic advice on the cost benefit impact of World Heritage inscription

States Parties frequently weigh the potential boost to tourism when considering whether to seek inscription, and often ask for advice from the World Heritage Centre. The role would be to provide support in making necessary economic assessment since this would typically have a large tourism dimension. This role is potentially scalable, and could range from retaining a database of studies that have been done, and providing advice on who might carry out a

specific study if warranted, to commissioning a meta-level study on the factors which determine the actual impact in practice. There would be an opportunity to ensure that provision for the costs of tourism management including any additional conservation costs was taken into account.

This would support the inscription process and the work of the regional teams at the World Heritage Centre. There may be an opportunity for this support to be fee based.

8. Provision of advice on UNESCO World Heritage branding

The extent to which sites are branded as UNESCO/World Heritage varies from no visibility at all, to leaving the visitor in no doubt as to the status. There is potential to support the tourism potential of a site, and awareness of its conservation status, by providing advice to States Parties on appropriate use of branding. This would be an advisory role – not an attempt to impose a particular level of brand use.

This would be a relatively minor work stream that supports the work of the regional desks and assists States Parties in realising economic value.

Further considerations

A tourism programme is not fund raising from the tourism industry

It is important to distinguish between a tourism programme (elements of which might support engagement by the conservation sector with the industry to reduce impact and encourage sustainable tourism), and the fund raising for the World Heritage Centre's programmes from the tourism industry. This is in contrast to a number of conversations we had within the Centre which saw the two as the same with frequent references to, for example, the agreement with TripAdvisor in discussions on the programme.

We consider these functions to be quite separate and recommend that they be treated quite separately. The programme we have outlined is quite different to fundraising. Over the life of the programme to date, the industry has been a relatively minor source of funding. Indeed it is not obvious that the tourism industry's preferred application of any donation is to minimise the adverse impact of the tourism industry – other conservation issues may be equally, if not more, appealing.

Fundraising requires a different set of skills to those required to manage the kind of programme we anticipate. We would therefore be concerned with any arrangements that aligned fund raising from the tourism industry with the kind of tourism programme set out above.

Provision of information to the industry is a separate activity

There *are* opportunities for to provide information on sites to the Tourism Industry. Such provision happens already, for example through the agreement with TripAdvisor⁹.

This activity supports the economic development interests of States Parties. It is also a revenue generating opportunity for the World Heritage Centre. As such, we consider it primarily to be a fund-raising activity, which as we have noted is an activity best considered to be functionally separate to the Tourism Programme.

Determining the scale of a future Tourism Programme – and managing the risks

The question of whether the Tourism Programme should continue essentially hinges on the extent to which stakeholders agree that there is a role for the World Heritage Centre to play balanced against the question of whether it can address the programme life-cycle issues we have raised.

Regarding the first element there was general agreement amongst the stakeholders that we spoke to that there is a role for the World Heritage Centre to play. While there were differences as to priorities, we believe that there is ample common ground on which to reach common agreement.

The second element is less straightforward. The issues with the programme life-cycle we have raised are deep rooted. The funding used to support the partnership with the Nature Conservancy was intended to develop an appropriate strategic approach, but this did not happen. This raises questions as to whether a second attempt to develop and implement a strategic approach will succeed.

At the heart is the question of whether a thematic programme with a strong policy element such as the proposed Tourism Programme fits within the framework of a secretariat to the Convention. There is no absolute reason why not, but on the evidence of this evaluation there are significant risks unless steps are taken to strengthen the programme life-cycle management and address the elements of success shown in Figure 1. This is likely to require additional capability within the World Heritage Centre. The incentives on it to develop the necessary capability will be limited until sustainable tourism is more closely integrated into its priorities and the workings of the Convention. An appropriate way forward would therefore be for the programme to concentrate initially on those elements of the suggested programme that support the integration of sustainable tourism into the workings of the Convention and the existing operations.

⁹ Under this agreement, TripAdvisor provides a donation to UNESCO in return for visibility, weblinks, logo usage, World Heritage data, and World Heritage site photos provided by the World Heritage Centre. The amount of the donation is conditional on the 'engagement' with World Heritage by TripAdvisor members and the World Heritage related advertising revenue received.

The suggested programme elements falling within this paradigm are the first four:

- adopt and disseminate standards and principles relating to sustainable tourism at World Heritage sites – ie completing the work undertaken by WHSTI
- support the incorporation of appropriate tourism management into the workings of the Convention
- collation of evidence to support sustainable tourism programme design and to support targeting
- contribution of a World Heritage Perspective to cross agency sustainable tourism policy initiatives.

All four elements could be done at relatively low cost and are suitable for delivery by someone on a fixed term contract with skills in policy and networking across international agencies. This would help a later change of direction if necessary.

The first four elements are core UNESCO functions and are core to any programme. As such they require sustainable funding, subject to consideration as to whether they succeed in integrating sustainable tourism into the workings of the Convention, and whether there is capability to effectively manage a programme life-cycle.

Next steps

Rather than a particular Tourism Programme, we are proposing a dynamic process by which the programme evolves, starting with a set of core elements that embed the Tourism Programme into the working of the Convention and create incentives on the World Heritage Centre to strengthen the programme management and oversight – perhaps by instituting a steering group to guide the programme and establish accountabilities.

In summary, this means three parallel actions initially:

- consultation with stakeholders on the programme objective, role, principles, and elements suggested above
- discussion with potential donors regarding the possibility of funding the four highest priority elements, including the possibility of sustainable mechanisms
- strengthening of the World Heritage Centre's arrangement for life-cycle management and oversight of the tourism programme.

If the outcome from these were positive, there may then be a possibility of expanding the programme later. Any such decision should also take into account whether actions had been taken to increase the extent to which sustainable tourism is incorporated into the workings of the Convention.

Appendix 1: List of Interviewees

World Heritage Centre, Paris

Francesco Bandaran, Director

Kishore Rao, Deputy Director

Art Pedersen, Tourism Programme Manager

Fanny Douvere, Programme Specialist, Special Projects Unit

Feng Jing, Asia and the Pacific Section

Giovanni Boccardi, Chief of Unit, Asia and the Pacific Section

Guy Dubonet, Chief, Special Projects Unit

Lazare Eloundou, Chief of Unit, Africa Section

Lisa Singleton, Partnerships

Lon Addison, Special Advisor to the Director

Marielle Richon, Programme Specialist, Policy and Statutory Implementation Unit

Mark Patry, Programme Specialist, Special Projects Unit

Mechtild Rossler, Chief of Section, Europe and North America

Ron Van Oers, Programme Specialist, Special Projects Unit

Veronique Dauge, Chief of Section, Arab States

Other

Andrew Drumm, formerly The Nature Conservancy

Erika Harms, United Nations Foundation

Giulia Carbonne, Programme Officer, Business and Biodiversity Programme, IUCN

Graham Brooks, Chairman International Cultural Tourism Committee, ICOMOS

Greg Terrill, Australian World Heritage Committee Member

Hervé Barré, Culture, UNESCO

John Kohl, Public Use Planning Counsellor

Kate Dobson, United Nations Foundation

Kris Endresen, Director, Nordic World Heritage Foundation

Luigi Cabrini, Director, Department of Sustainable Development of Tourism, UNWTO

Marija Vugdalic, Montenegro National Parks

Milica Begovic Radojevic, Team Leader, Economy and Environment, UNDP, Montenegro

Montira Horayangura Unakul, UNESCO Bangkok
Natarajan Ishwaran, Director, Man and Biosphere Programme
Peter DeBrine, United Nations Foundation
Peter Dogse, Man and Biosphere Programme
Philippe Pypaert, UNESCO Venice
Richard Tapper, independent evaluator
Tim Badman, IUCN
Tony Charters, Ecotourism Australia
Will Kennedy, UNFIP

Appendix 2: Tourism Programme Activities

The following summary of key tourism programme activities was prepared by the programme to support an audit of the World Heritage Centre carried out in early 2010. It provides the most comprehensive listing available of activities.

Key activities are listed under four of the '5 C's' approved by the World Heritage Committee as key focus areas for World Heritage activities; adopted in 2002 and in 2007 (5th C -Communities). This is a different framework to the objectives and outcomes established by the Committee when establishing the performance measures for the programme.

The 4th C, Credibility is linked to a strategy of more representative site inscription within the different regions and is not considered a specific focus of activity within the Tourism Programme.

Capacity building

Activities for increasing site capacity to plan and manage tourism

- a manual on tourism/public use planning in English and Spanish
- with UNEP, a manual for site managers on linking sites to the tourism industry
- training materials on tourism for site managers produced in English and French, use of the internet, passport programmes, identification of markets etc
- site staff (seven) trained in public use planning in Asia and Latin America with others to be trained in Montenegro, Macedonia and Vietnam
- arranged through Ecotourism Australia and Earthwatch to have Indonesian and other Asian site staff training in visitor management and relations with tour operators and lodges; to create or reinforce networks of skilled tourism specialists
- numerous tourism/visitor management training workshops; Sri Lanka, Benin, Vietnam, Russia, China, Montenegro and North and Central America, (Mexico, Belize, Salvador, Panama, Costa Rica)
- site financing project in Danube Delta and Durmitor with WWF. Site financing mechanisms explored for those sites and improved skills of site staff as well as training needs identified
- site financing meeting held in Argentina resulting in the creation of a Learning Network of South America sites
- the Nature Conservancy's e-learning tool on site financing trained a number of WH site managers.

Conservation:

Activities promoting the conservation of WH sites as related to tourism and visitor management

- public use plans for five Asia and Latin America sites including most recently a public use plan for the Blue Hole, Belize (site on the Danger List)
- tourism policy workshops with AB's, UNWTO and World Bank to develop tourism working approaches for WH site management and State Party policy makers. Meetings at Arc-et-Senans, France, Blatten, Switzerland and Madakeri, India, helped to facilitate principles for tourism planning, site financing and concessions, communities, and the tourism industry
- ongoing TNC – UNF Project at Sian Ka'an, Belize Barrier Reef, Canaima and Noel Kempff Public use planning activities being carried out with several joint workshops held at the Belize and Sian Ka'an sites with Belize Audubon, TNC Belize and Mexico and Mexican authorities
- the ongoing project entitled 'Preserving Natural World Heritage and Cultural Landscapes in South- Eastern Europe: Capacity Building in Tourism Planning and Management'. The project is regional but uses Durmitor National Park and Ohrid as demonstration sites
- advising Hanoi office on the project entitled Integrated Culture and Tourism strategy for sustainable development in Quang Nam Province, Vietnam (using both tangible and intangible heritage assets) current project
- ongoing contribution to the development of a tourism planning framework for Phong Nha-Ke Bang World Heritage site in Vietnam
- participation in the Working Group of the International Task Force on Sustainable Development (Marrakech Process); with UNEP and UNWTO a global multi-stakeholder effort to build a 10-Year Framework of Programmes to move towards sustainable consumption and production.
- international meeting, Tikal, Guatemala, on Maya Tourism strategy, 15 World Heritage site managers, representatives from national secretaries of tourism, and various organizations attended
- meeting in Granada, Spain, 80 participants, including Dir World Heritage Centre, President of the World Heritage Committee, 10 international experts, 20 WH site managers – based on the results of the meeting a World Heritage series publication is being prepared: Tourism planning for major World heritage archeological sites, case studies: Palenque, Petra, Angkor, Macchu Picchu, Granada, Chinese Wall, and was financed by Spanish Funds in Trust.

Communities

Promoting alternative livelihoods for local communities

- local community site initiatives for training local entrepreneurs in micro enterprises, and training local guides, Sian Ka'an (guides & micro enterprise), Tikal, (guides & micro enterprise), Rio Platano, (micro enterprise) El Vizcaino, (guides), Ruwenzori, (guides)
- visitor community centre completed in Hoi An with contribution from TEMA Reisen; included the restoration of a Centre for community discovery of historic home restoration and visitor information distribution centre
- conservation education campaigns in local communities, (Sian Ka'an, Tikal, Ujung Kulon, Komodo)
- TNC – UNF Project Three Parallel Rivers site linking sustainable tourism to local Yunnan ethnic communities
- ongoing work with French Technical assistance on the Ruta de PM in Central America, France-UNESCO, SICA and UNESCO Costa Rica resulting in inventories of local heritage assets and goods and services at three sites up to the present; Joya de Ceren, Leon Viejo and Quirigua
- developing a partnership with Nokia. Envisioned at pilot sites, data collection of heritage assets and tourism information including local goods and services to aid local communities.

Communication:

Activities for communicating World Heritage tourism issues

- with UNF and National Geographic Society, a brochure sensitizing visitors on WH and low-impact way to visit Yucatan Mexico WH sites
- data collection on tourism statistics and outstanding tourism issues at key WH sites, resulting in a preliminary methodology for tracking these statistics and issues that may be systematized so that it can be repeated by Centre staff and site staff
- workshops on World Heritage held at ITB and London Travel Mart to promote World Heritage and sustainable tourism
- work with REWE-Touristik to produce a brochure sensitizing visitors on WH and low-impact ways to visit Yucatan Mexico and Sri Lankan WH sites
- ongoing participation in the UNWTO, UNEP, UNESCO Tour Operators Initiative, advised on WWF-Tour Operator Initiative Meso-American Reef project, currently being implemented in tandem with hotels on the Riviera Maya
- ongoing participation in the World Heritage Tourism Alliance.

Appendix 3: World Heritage Tourism Programme Funding and Projects

Project title	Project Dates	Project Partners	Source	US\$000 (Note 1)	Activities
Linking Conservation of Biodiversity and Sustainable Tourism at World Heritage Sites Then Bridge Grant to continue project activities	2001-2005 2005-2006	UN Foundation-UNEP-RARE Center	UN Foundation	2,250	<ol style="list-style-type: none"> 1. Site tourism planning and training public use coordinators 2. Community social marketing campaigns; 3. Creating community-based enterprises; 4. Tourism businesses marketing strategies matching site and community needs and capabilities; 5. Promoting the sharing best practices. 6. Follow-up activities at Río Plátano, Honduras; Sian Ka'an, Mexico; and Tikal, Guatemala; 7. Bridge grant activities focused on continuing developing ecotourism products and services and creating central associations of ecotourism providers; to provide conservation benefits.
Promoting Conservation through Sustainable Local Tourism Development at World Heritage Sites	April 2005 to December 31, 2005	The Nature Conservancy	UN Foundation	56	<ol style="list-style-type: none"> 1. Initiating the process of selecting four sites for a suggested 3–year project; 2. Based on individual site needs, developing draft workplans for the selected sites; 3. Developing agreements with site managers and other necessary authorities to gain commitment; 4. Identifying and engaging interested tourism industry and other private sector partners; 5. Finalizing project objectives.
Promoting Conservation through Sustainable Local Tourism Development at World Heritage Sites	2006 to Aug 2010	The Nature Conservancy	UN Foundation, The Nature Conservancy	845	<ol style="list-style-type: none"> 1. Building site staff tourism/visitor management capacity, helping local communities to benefit from tourism, and engaging the tourism industry to both aid the sites and the local communities. 2. Activities with TNC are at five demonstration sites. These demonstration sites include, Sian Ka'an, (Mexico), The Belize Barrier Reef Reserve System (Belize), The Three Parallel Rivers (China), Noel Kempff Mercado, (Bolivia), and Canaima (Venezuela). 3. Madikeri, India meeting on tourism and communities.

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Project title	Project Dates	Project Partners	Source	US\$000 (Note 1)	Activities
Implementing a Site Conservation Financing Scheme through Local Tourism Business Development; A joint initiative between WWF and the UNESCO World Heritage Centre Implementing a Site Conservation Financing Scheme through Local Tourism Business Development	2007	WWF	WWF Funding of 100,000 Swiss Francs were administered by WWF	0	<ol style="list-style-type: none"> 1. Identifying tourism opportunities at Danube Delta, Durmitor and Iguazu that correspond to the site's tourism vision and goals and objectives. Input from stakeholders including recommendations from tourism industry representatives will be solicited; 2. Developing business plans for the identified opportunities, including provisions for generating funds for site nature conservation; 3. Using the resources and networks of World Heritage Centre and WWF to seek public and private investment to support the businesses.
Assorted Projects	2005-2010		Netherlands Fund	98	<ol style="list-style-type: none"> 1. Uganda Ruwenzori Guides Training 2. Public use planning for sites Coiba Tourism Plan 3. Belize Coastal zone management training 4. Workshop and materials developed on site financing, Iguazu Argentina 5. Madikeri, India meeting 6. Danube Delta Integrated Culture and Tourism Showcase Project
Various	2007, 2008	France-UNESCO Cooperation	French Government	37	<ol style="list-style-type: none"> 1. Mission for work on the Central American World Heritage Route 2. Arc et Senans, France meeting on tourism planning and site financing
Various	2000-2007-2008		TEMA Reisen, Sweden	60	<ol style="list-style-type: none"> 1. Contribution for the WH Tourism Manual Papers 2. Financing of the Hoi An Community/Visitor centre

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Project title	Project Dates	Project Partners	Source	US\$000 (Note 1)	Activities
Preserving Natural World Heritage and Cultural Landscapes in South Eastern Europe: Capacity Building in Tourism Planning and Management	2009-2010		Flemish Government	98	<ol style="list-style-type: none"> 1. Montenegro fact-finding mission 2009; 2. May regional training mission and workshop; 3. Consultant services 4. December 2009 Macedonian workshop
Project at My Son, Vietnam	2004		Grand Circle Foundation	100	<ol style="list-style-type: none"> 1. Develop a formal two-year education and outreach program for UNESCO World Heritage at selected schools in Hoi An Ancient Town near My Son and in Quang Nam Province which can be visited by Grand Circle Travel customers on their tours. 2. Temple restoration at My Son Sanctuary
Not stated	2008		Jet Tours	7	Expert/travel
Not stated	2009		Vietnam/Hanoi office	26	Coordination
Not stated	2009		Marine programme	17	Coordination
Not stated	2009		Department for Culture, Media and Sport, UK	14	Coordination
Not stated	2010		Andorra (Note 2)	0	Coordination
Not stated	2009		Nokia	61	Coordination
Not stated	2009		Trip Advisor (Note 2)	0	Coordination
Not stated	2004		GTZ Berlin	18	Meeting

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Project title	Project Dates	Project Partners	Source	US\$000 (Note 1)	Activities
Not stated	2008/09		World Heritage Fund	34	Consultant and meetings
Not stated	2008-2011		Regular Programme/ World Heritage Centre	40	Coordination
Total				3,760	

Note 1: Amounts are provided by the World Heritage Centre from their financial reporting system and may not include all matching or other funds applied directly to project activities by partners. Amounts shown against UNF and Flemish Government are as at 12 May 2010. Remaining amounts are as 18 June 2010

Note 2: Amounts shown as nil indicate a budget as yet untouched.