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UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

WORLD HERITAGE COMMITTEE

Twenty-ninth Session

Durban, South Africa
10-17 July 2005

<u>**Item 12 of the Provisional Agenda**</u>: **Performance indicators for World Heritage Programmes**

SUMMARY

At its 26th session, the Committee adopted four Strategic Objectives (or the four **C**s) for the implementation of the *World Heritage Convention*. The Committee emphasized that the four **C**s must form the basis for all performance monitoring to be carried out with regard to the implementation of the *Convention*.

This document was submitted to the 28th session of the Committee and deferred due to time constraints at its 7th extraordinary session. By its Decision **7 EXT.COM 10**, the Committee invites "States Parties and Advisory Bodies to present written comments on the above-mentioned document and requests the Director of the World Heritage Centre to submit a consolidated document at its 29th session (Durban, 2005)". This document proposes performance indicators and targets for the four Strategic Objectives (Annex) according to the Result Based Management methodology adopted by the General Conference of UNESCO and includes States Parties'comments.

<u>*Draft Decision*</u>: *29 COM 12*, see point IV

I.   Introduction and background

1.   At its 26th session (Budapest, 2002) by its Decision **26 COM 17.1**, paragraph 1, the World Heritage Committee, adopted the following four strategic objectives for guiding the implementation of the *World Heritage Convention*:

 ➢   Strengthen the **C**redibility of the World Heritage List;
 ➢   Ensure the effective **C**onservation of World Heritage properties;
 ➢   Promote the development of effective **C**apacity Building in States Parties; and
 ➢   Increase public awareness, involvement and support for World Heritage through **C**ommunication

2.   At its 27th session, the World Heritage Centre submitted Document *WHC-03/27.COM/19* describing "Performance Indicators to assess the implementation of the 2002 World Heritage Strategic Objectives (**C**redibility, **C**onservation, **C**apacity Building and **C**ommunications) for review by the Committee. That document contained the UNESCO 32C/5 Draft Programme and Budget 2004-2005, and performance indicators, and quantifiers for each of the four 'Cs', namely **C**redibility, **C**onservation, **C**apacity Building and **C**ommunication. The Committee however, deferred the consideration of that document sine die (Decision **27 COM 19**).

3.   The 32nd session of the General Conference of UNESCO (2003) approved the Programme and Budget for the biennium 2004-2005, for the Promotion and Implementation of the *Convention Concerning the Protection of the World Cultural and Natural Heritage* (1972). The next Programme and Budget for the next biennium 33C/5 (2006-2007) has been submitted for approval to the States Members. In this documents, a Result Based Management approach (RBM) has been adopted.

4.   As the UNESCO General Conference has adopted a broader based approach to tracking performance, it is proposed to the Committee to use the same methodology to define more detailed targets and to monitor results with regard to each of the four Strategic Objectives. Such an approach would enable the Committee to distinguish between successful, not successful or moderately successful performance categories and hence better guide the work and the decisions of Committee Members, States Parties, the World Heritage Centre and Advisory Bodies in implementing its Strategic Objectives.

5.   Clear performance indicators with regard to each of the four Strategic Objectives are presented in Table 1 (see Annex). This Table is based on the one presented in document *WHC-04/7EXT.COM/10* during the seventh Extraordinary session of the Committee (UNESCO, 2004) and for which the Committee "Invites the States Parties and Advisory Bodies to present written comments on the above mentioned document and requests the Director of the World Heritage Centre to submit a consolidated document at its 29th session (Durban, 2005)" (Decision **7 EXT.COM 10**).

6.   On the basis of the States Parties' comments, the present document has been re-worked to integrate the Result Based Management's methodology.

7. Table 1 provides a selected number of output and outcome indicators that could be used to measure performance with regard to each of the four Strategic Objectives. The table is intended to be illustrative and not comprehensive. Additional indicators may have to be added to both the output and the outcome set. Targets may also have to be modified after an experimental period in order to ensure that they are not over-ambitious but realistic.

8. Output indicators measure success over relatively short time frames; outcome indicators however, measure broad-based impacts and improvements in the mission of the *Convention* over longer periods of time.

9. With regard to measuring performance of Programmes, it is herein proposed that the Committee use output indicators on a biennial basis and outcome indicators over a six-year period, respectively, for tracking performance and achievements.

II.   Comments made by States Parties

10. Very interesting inputs were received from the States Parties but it is not possible to reflect them in Table 1. Hence, it is proposed to share these comments by summarizing them as follows:

    a) In general, Performance Indicators are considered as an excellent and commendable way of encouraging timely and directly efforts to implement the four Strategic Objectives.

    b) Nevertheless, one State party notes that there is a potential **tension between the achievement of *Convention* process-related objectives** (e.g. having sites listed, having countries accede) and **heritage protection objectives** (having sites and potential sites well managed and interpreted). Particularly in small island states, resources devoted to the former will divert resources from the latter. Participating in the processes will therefore only improve heritage management if that participation generates new resources.

    c) Regarding **indicators for other conventions related to biodiversity**, a State Party has adopted a general position on targets and indicators which is equally relevant to *World Heritage Convention.*

    d) **According States Parties,** global targets need to remain at this level, and each country should not be expected to contribute equally to the achievement of the targets. It needs to be recognized that countries must address their own priorities, in a way that suits their particular circumstances. Progress towards the global targets should be measured globally, and countries should not generally be obliged to measure the indicators chosen, or to report on them. Countries, particularly SIDS, have very limited resources available to measure progress in heritage management. Those resources must be focused on measures that are needed to inform the particular decisions the country is making.

    e) **Decision making process**: Many States Parties wish to know how the indicators will affect World Heritage Committee decision-making. Measures which do not influence decisions are considered a waste of resources as well as measures which will send the wrong signals to decision-makers are considered worse -

diverting resources and corrupting decision-making processes. It is considered vital that the *Convention* bodies clarify on how the results of measuring these indicators will be used and how this will add real value to the decision-making process.

III.   World Heritage Programmes - Thematic and Regional

Overview of Thematic and Regional Programmes

11.   At its 27th session in 2003, the Committee reviewed *WHC-03/27.COM/20B* on World Heritage Programmes which included progress reports on the following four **Thematic Programmes** adopted by the 25th session of the Committee (Helsinki, 2001):

a)   Safeguarding and Development of Cities;

b)   Forests;

c)   Sustainable Tourism; and

d)   Safeguarding of World Earthen Architecture

12.   Furthermore, the World Heritage Committee at its 26th session (Budapest, 2002) invited the Director-General "to develop new Regional Programmes based on the needs specifically identified through the regional periodic reporting exercise with a view to achieve the new Strategic Objectives, to submit these programmes for consideration and adoption at the 27th session of the Committee (UNESCO, 2003) and to propose outputs and a timetable for their implementation." (Decision **26 COM 17B**). Proposals of new Regional Programmes were therefore submitted to the Committee and adopted at its 27th session:

a)   Arab States;

b)   Africa;

c)   Action-Asia (2003-2009);

d)   World Heritage-Pacific 2009; and

e)   Capacity Building for Cultural and Natural Heritage of the Caribbean sub-region (2004-2014).

13.   At its 27th session the Committee also requested the World Heritage Centre to establish performance indicators to measure the effectiveness of the Regional and Thematic Programmes for examination by the World Heritage Committee at its 28th session in 2004. A number of insights for defining indicators and targets were derived from the document *WHC-03/27.COM/INF.20A* and were presented in document *WHC-04/28.COM/18*.

14.   Due to constraints of the total amount of World Heritage Fund available for 2004-2005, the 27th session of the Committee did not allocate budgets for any one of the four Thematic Programmes. They are all supported by extrabudgetary resources. The Committee recommended that the design, methodology and planning of the implementation of the Thematic Programmes be coordinated with existing and planned work (Decision **27 COM 20B.6**, paragraph 3). When it approved the four Thematic Programmes at its 25th session (Helsinki, 2001), the Committee stressed the

need to strongly link their work to the priorities it has established with regard to Global Strategy and as a result of the outcomes of the Periodic Reporting exercises for the different regions. The implementation of the Thematic Programmes is therefore linked to the Regional Programmes approved by the Committee at its 27th session (UNESCO, 2003).

15.   The four Thematic Programmes approved by the Committee at its 25th session (see paragraph 7 above) have been developed to varying extents so far. The majority of activities within each of the four Programmes are however, confined to specific Regions or sub-Regions. For example, projects developed in tropical forests were mostly confined to Central Africa, Madagascar and ASEAN; and workshops on earthen architecture were carried out in Central Asia. Nevertheless, Thematic Programmes have enabled the Centre to better profile issues across properties and Regions and attract new partners. The funds allocated for the Sustainable Tourism Programme led to a Memorandum of Understanding between the Centre and Ecotourism Australia for organizing activities benefiting sustainable World Heritage tourism development in less developed countries has been established. The Cities Programme has developed co-operative relations with the UNESCO Human & Social Sciences Sector and the United Nations Habitat Initiative and convened a major conference on World Heritage Cities in Vienna (Austria, 12-14 May 2005).

16.   Even if the Thematic Programmes are structured around the four Strategic Objectives, each programme has its own specificity as well as its own range of activities. Furthermore the Thematic Programmes have considerably evolved and their present activities surpass now the initial targets set up in 2003.

17.   With over 200 historic cities or city centres inscribed on UNESCO's World Heritage List and their constant need for upgrading or further development of infrastructure, housing and office space, the **World Heritage Cities Programme** aims to address the permanent challenge of how to accomodate the needs for modernization and investment in historic cities and city centres, without compromising historic character and identity. To facilitate proper protection and conservation management of World Heritage cities, it is proposed to structure the Programme along a two-way process: 1) development of a theoretical framework for urban heritage conservation; 2) provision of technical assistance to States Parties for the implementation of new approaches and schemes. Next to initiating research on the subject, in particular under the cooperation schemes with universities, the development of approaches to and methodologies in conservation management of historic urban ensembles will include the organization of international seminars and conferences to facilitate debate on trends and specific themes and to establish or update international standards such as the May 2005 Vienna Conference on World Heritage and Contemporary Architecture (see Document *WHC-05/29.COM/5.*).

18.   **The World Heritage Forest Programme** has made also considerable progress in reaching the targets that were set in 2003. In view of the progress the Centre feels it is necessary to revise the World Heritage Forest Programme strategic framework. This revision is to be based on the studies and experiences gathered as well as the Recommendations of the Second Expert Meeting on the World Heritage Forest Programme organized in March 2005 in Nancy, France, by the World Heritage Centre with support of the Governments of France and the United Kingdom (see Document *WHC-05/29.COM/5).*

19.   Since 2001, **the World Heritage Tourism Programme** has initiated a number of tourism related projects. These have involved actions to build site staff capacity, train local people in skills to enter the tourism industry and build awareness in the local communities through conservation campaigns and to engage the tourism industry on these efforts. An important Tourism Programme initiative has been the four-year UNESCO-UNEP-Rare-UNF project, "Linking Biodiversity Conservation and Sustainable Tourism at World Heritage Sites". This effort at six World Heritage sites with outstanding biodiversity values combines conservation education, planning, business development and marketing techniques to create processes for using tourism to promote the protection of important habitats. This UNF project has provided a base for the development of the World Heritage Tourism Programme and has stimulated initiatives far beyond the project's initial activities.

20.   Considering these latest evolutions, the Performance Indicators for these Thematic Programmes need to be set in a realistic manner taking into consideration the prevailing human and financial constraints as well as the new orientations of these programmes. They would have to be fine-tuned in light of Result Based Management's methodology and will be presented to the Committee at its 30th session in 2006.

IV. <u>Draft Decision</u>

<u>Draft Decision</u>: *29 COM 12*

The World Heritage Committee,

1.   <u>*Having examined*</u> *Document **WHC-05/29.COM/12**,*

2.   <u>*Recalling*</u> *Decisions **7 EXT.COM 10** adopted at its 7th extraordinary session (UNESCO, 2004) and **27 COM 20B** adopted at its 27th session (UNESCO, 2003);*

3.   <u>*Emphasing*</u> *that setting precise but realistic and measurable results and indicators is essential for effective performance appraisal and monitoring,*

4.   <u>*Takes note*</u> *of the set of performance indicators described in Table 1 of the Document WHC-05/29.COM/12, which constitutes a framework for Performance monitoring with respect to the four Strategic Objectives set at its 26th session (Budapest, 2002);*

5.   <u>*Requests*</u> *the Director of the World Heritage Centre to present a completely integrated RBM based management framework including the Thematic Programmes and to develop the corresponding performance indicators for examination by the Committee at its 30th session (2006).*

6.   <u>*Encourages*</u> *the Director of the World Heritage Centre to seek appropriate funding for this activity and <u>invites</u> donors to provide financial support to this effort.*

Presentation of present state of development of the WHC Results-Framework

on the basis of existing WHC documents

STRATEGIC OBJECTIVE 1: CREDIBILITY OF THE LIST

Outcome 1.1 The *World Heritage Convention* is ratified worldwide			Outcome 1.2 The credibility of the World Heritage List is enhanced	
Indicator 1.1 Percentage of total number of UNESCO Member States having ratified the *World Heritage Convention*. Baseline : ~94 % (180 States parties in 2005) Target : 100% (191 States Parties)			**Indicator 1.2.1** Number of Tentative Lists submitted by States Parties which have not done so yet Baseline: 37 States parties without Tentative Lists Target: 20 additional Tentative Lists **Indicator 1.2.2** Number of new inscriptions from categories of heritage not represented in the World Heritage List **Indicator 1.2.3** Number of "first" properties from States Parties with no site on the World Heritage List successfully inscribed Baseline : 47 States Parties with no property on the World Heritage List Target : 12 new "first" inscriptions	
Output 1.1.1 All states parties from Latin America and Caribbean countries have accepted or ratified the *World Heritage Convention*	**Output 1.1.2** All states from the Asian-Pacific region have accepted or ratified the *World Heritage Convention*	**Output 1.1.3** All states in Africa have accepted or ratified the *World Heritage Convention*	**Output 1.2.1** New Sites with potential Outstanding Universal Value are identified	**Output 1.2.2** Nomination dossiers from less-represented State Parties correspond to international standards of quality
Indicator 1.1.1 Number of new States Parties from Latin America and Caribbean countries having ratified or accepted the *World Heritage Convention* Target: 1 State Party	**Indicator 1.1.2** Number of new States Parties in Asia-Pacific having ratified or accepted the *World Heritage Convention* Target: 4 States Parties	**Indicator 1.1.3** Number of new States Parties in Africa having ratified or accepted the *World Heritage Convention* Target: 6 States Parties	**Indicator 1.2.1.1** Number of Tentative Lists revised and submitted by State Parties **Indicator 1.2.1.2** Number of Tentative Lists submitted by States Parties possessing sites of potential Outstanding Universal Value according to review by Advisory Bodies	**Indicator 1.2.2.1** Number of regional information meetings for less-represented States Parties concerning the preparation of nominations dossiers **Indicator 1.2.2.2** **Number of completed nomination dossiers of less-represented States Parties at WHC quality level**

STRATEGIC OBJECTIVE 2: CONSERVATION

Outcome 2.1. **World Heritage properties better protected from natural and human threats**					Outcome 2.2 **World Heritage Sites in Danger better protected by UNESCO and the world community**	
Indicator 2.1.1 Number of World Heritage properties having a state of conservation that is considered satisfactory by the World Heritage Committee **Indicator 2.1.2** Number of World Heritage properties having a state of conservation that is considered satisfactory by the Advisory Bodies					**Indicator 2.2.1** Number of properties removed from the World Heritage List in Danger. Target: At least 15	
Output 2.1.1 Early effective detection of natural and human threats	**Output 2.1.2** End or mitigation of immediate threats to World Heritage properties	**Output 2.1.3** Prevention of potential threats to World Heritage properties	**Output 2.1.4** The World Heritage Fund has effective, catalytic and multiplier effects	**Output 2.1.5** New options to insure protection and sustainability of World Heritage properties identified	**Output 2.2.1** End or mitigation of threats to the Outstanding Universal Value of the World Heritage List in Danger properties	**Output 2.2.2** Cultural and natural sites in danger financially better supported by bi-lateral and multilateral donors
Indicator 2.1.1.1 Number of early effective detections of threats Target: At least 10 cultural sites and 5 natural properties **Indicator 2.1.1.2** Number of State Parties that voluntarily provide timely, detailed and accurate information to the World Heritage Centre on potential impacts due to planned development projects or deterioration due to natural disasters and lack of conservation	**Indicator 2.1.2.1** Number of sites where effective mitigation measure has been taken by States Parties on their World Heritage properties **Indicator 2.1.2.2** Number of World Heritage properties benefiting from International Assistance	**Indicator 2.1.3.1** Number of risk-preparedness plans developed by States parties with the support of the World Heritage Centre **Indicator 2.2.3.2** Number of effective risk-prevention measures taken by States Parties	**Indicator 2.1.4.1** Rate at which partners and/or donors, incl. Member States sustain projects or actions as a function of the World Heritage Fund. **Indicator 2.1.4.2** Rate at which the World Heritage Fund effectively generates financial contributions from other partners against own funds. Target: at least 100% (matching funds)	**Indicator 2.1.5.1** Number of problems identified in the course of implementation of output 211, 212, and 213, and effective solutions proposed.	**Indicator 2.3.1.1** Number of cases where effective mitigation and corrective measures were taken by States Parties on their World Heritage properties	**Indicator 2.2.2.1** Number of World Heritage properties in danger benefiting from the World Heritage Fund for conservation as well as extra budgetary funding Target: 7 World Heritage properties

Indicator 2.1.1.3 Response rate for State of Conservation reports from concerned States Parties to be reviewed before 1st February of each year. Target: 100%						

STRATEGIC OBJECTIVE 3: CAPACITY BUILDING

Outcome 3.1
Knowledge increased among different concerned stakeholders on the protection, conservation and presentation of the cultural and natural heritage.

Indicator 3.1.1

Number of improved sites management plans as a result of World Heritage Centre training

Indicator 3.1.2

Number of confirmations of improved site management after site mission by WHC in sites where training has occurred

Indicator 3.1.3

Number of properties where "effective participation of local population" takes place

Output 3.1.1 Site managers and concerned civil servants know more about the protection, conservation and presentation of the cultural and natural heritage.	**Output 3.1.2** Development of a corpus of knowledge regarding protection, conservation and presentation of world heritage based on policy development and actual/ practical field work	**Output 3.1.3** World Heritage Training modules and manuals are increasingly used by academic and learning institutions.
Indicator 3.1.1.1 Number of training organized, developed and delivered Targets: 5 to 10 for site conservation and management issues and 5 to 10 for identification, comparative analysis and nomination of World Heritage properties **Indicator 3.1.1.2** Number of participants to the training and capacity building events **Indicator 3.1.1.3** Satisfaction rate of participants of World Heritage training seminars (include in questionnaire / self-evaluation component on utility and knowledge increase).	**Indicator 3.1.2.1** Number of expert meetings related to the implementation of the *Convention*. **Indicator 3.1.2.2** Number of documents or publications on effective use of the *Convention* to conserve outstanding universal value produced and disseminated Target: at least one volume each for natural and cultural properties **Indicator 3.1.2.3** Number of copies of the above mentioned publications disseminated	**Indicator 3.1.3.1** Number of academic and learning institutions using WH training modules in their training program and syllabus Target: at least 50% of universities specialized in the conservation of heritage **Indicator 3.1.3.2** Number of peer reviewed training manuals and modules developed Target: at least 3 **Indicator 3.1.3.3** Number of peer-reviewed training modules disseminated to academic and learning institutions

Indicator 3.1.1.4 Number of fellowships granted to conservation practioners directly involved in World Heritage site management Target: at least 25 **Indicator 3.1.1.5** Type and extent of support provided by partners in the organization and conduct of the seminars. Target: at least 3 regular sub-regional or regional level seminars for the next 6- year period		

STRATEGIC OBJECTIVE 4: COMMUNICATION

Outcome 4.1
Civil Society worldwide better understands, appreciates and supports World Heritage as shared heritage.

Indicator 4.1.1

Number of key public figures and publications that promote humankind's shared heritage concepts and outstanding universal values

Indicator 4.1.2

Number of decisions taken by decision-makers in favour of World Heritage conservation

Output 4.1.1 General Public better informed	**Output 4.1.2** Young people better aware and more involved in the protection of World Heritage	**Output 4.1.3** Increased support from corporate partners in favor of World Heritage
Indicator 4.1.1.1 Number of press releases, declarations and other communication about international, regional and national events **Indicator 4.1.1.2** Number of publications and periodicals published and distributed by WHC **Indicator 4.1.1.3** Number of readers of the World Heritage Magazine **Indicator 4.1.1.4** Number of references and/ or reprints of World Heritage articles. **Indicator 4.1.1.5** Number of visitors to the World Heritage website **Indicator 4.1.1.6** Number of non-WH publications on world heritage.	**Indicator 4.1.2.1** Number of languages into which the educational kit for teachers "World Heritage in young hands" is translated Baseline : 24 language versions Target: 35 language versions **Indicator 4.1.2.2** Number of copies of the kit distributed **Indicator 4.1.2.3** Number of youth for and teachers training courses organized Baseline: 6 each Targets: 6 each **Indicator 4.1.2.4** Number of States Parties having integrated World Heritage conservation issues in their secondary education curricula.	**Indicator 4.1.3.1** Number of partnerships with media groups for creation and dissemination of media products **Indicator 4.1.3.2** Value in US$ of private partnerships to the World Heritage Centre.