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

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

WORLD HERITAGE COMMITTEE

Thirty first Session

Christchurch, New Zealand
23 June – 2 July 2007

**Item 19 of the Provisional Agenda: Presentation of the report on the
management audit of the World Heritage Centre**

Final report on the management audit of the World Heritage Centre

SUMMARY

This document presents the management audit of the World Heritage Centre requested by the World Heritage Committee (Decision **30 COM 12**).

FINAL REPORT

MANAGEMENT AUDIT OF THE WORLD HERITAGE CENTRE

16TH APRIL 2007



United Nations
Educational, Scientific and
Cultural Organization

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Организация
Объединенных Наций по
вопросам образования,
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منظمة الأمم المتحدة
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联合国教育、
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Deloitte.

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NB: In this report, the Word Heritage Centre is called “the Centre” or “the WHC”

1 ACKNOWLEDGMENTS

The Deloitte Team would like to thank all officials from the World Heritage Centre and the UNESCO as a whole for their reception and availability during our intervention.

The Deloitte Team expresses its deepest gratitude to the Ambassadors and Chiefs of Delegation, the UNESCO Officials, the Advisory Bodies Representatives and the Partners of the World Heritage Convention solicited in order to build out a shared diagnosis on the management of the World Heritage Centre and to propose recommendations useful to all.

2 EXECUTIVE SUMMARY

The management audit of the World Heritage Centre took place between December 2006 and April 2007. In the course of this audit, the team from Deloitte carried out the following work:

- A series of more than 60 interviews with WHC personnel, representatives from States Parties, the UNESCO general secretariat, the Advisory Bodies and certain partners and field offices. In total, 65 people were interviewed at the Centre, i.e., 71% of all people working at the Centre. Additional group interviews were also held in the final phase of the audit in order to draw up recommendations and assess the conditions for implementing these.
- An analysis of 31 replies to a questionnaire sent to over 85 people.
- An exhaustive data gathering process that made it possible to understand the imperatives and work procedures within the WHC, as well as to compare the viewpoints put forward in the interviews with field observations.

This management audit follows up on the audit conducted in 1997. The observations and recommendations must be placed in the context of the different work carried out, both by independent experts and by UNESCO's internal services. Given that the Culture Sector is currently in the process of being restructured, the assessments and recommendations may be used to support a series of measures to be reviewed by the appropriate bodies in the coming weeks and months.

* *

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The WHC is perceived as a centre of excellence both inside and outside UNESCO. It is being solicited more and more frequently while expectations with regard to the services it provides

continue to rise. Although the WHC generally copes with its missions in a satisfactory manner, problems persist with regard to budgetary matters and workload.

Firstly, we observed an increase in the WHC's workload which has been driven by:

- an "automatic" increase in the workload related to the Centre's role as Secretariat to the Convention: increase in the number of States Parties (+14% since 2000), increase in the number of properties on the World Heritage List (+17% since 2000), and an increase in the number of State of conservation reports (135 in 2006, 83 in 2000);
- increasing demands in terms of the volume and quality of information to be produced or analysed at the request of the Committee (structure of State of conservation reports, reports on Committee deliberations, volume and complexity of nomination dossiers for the list of the World Heritage in Danger, demands for on-line publications, etc.);
- greater role in implementing the World Heritage Convention and a wider range of missions entrusted by UNESCO: from the end of the 1990s, the Centre's two main governance bodies - the World Heritage Committee and UNESCO - expanded the Centre's brief. Firstly, the World Heritage Committee tasked the Centre with implementing specific decisions within the scope of the World Heritage Convention: coordination of periodic reports by region; compilation of a retrospective inventory; implementation of thematic programmes (2001), supplemented by regional programmes and various initiatives, etc. Secondly, UNESCO's governing bodies (Director-General, Deputy Director-General), as well as the decision to make the Centre part of the Culture Sector, have gradually expanded the Centre's role in implementing UNESCO's Programme: responsibility for the UNESCO-University Forum (2000), safeguarding campaigns with the transfer of the staff in charge of tangible heritage within the Cultural Heritage Division of the Culture sector, and responsibility all matters related to immovable heritage (2007);
- the WHC's increasing role as a key actor in plotting strategy for the implementation of the Convention and in implementing the Convention (developing extra-budgetary financial initiatives as part of Global Strategy, in addition to its role as Secretariat *stricto sensu* or to implementing the specific decisions of the Committee). Indeed, the Operational Guidelines under paragraph 28 mention that the main tasks of the WHC include - "(d) the co-ordination of studies and activities as part of the Global Strategy

for a Representative, Balanced and Credible World Heritage List" and "(g) the mobilisation of extra-budgetary resources for the conservation and management of World Heritage Properties".

Alongside its increased workload and expanded brief, the WHC's organisation structure has been overhauled: structuring of regional and functional sections/ units, and a trebling of headcount within the WHC. The increase in the number of staff in permanent positions is due to the incorporation of a portion of the division of Cultural Objects and Intangible Heritage within the Culture Sector (closure of the tangible heritage section). However, this growth has also been bolstered by the support of the WHC's partners (secondment of personnel by States Parties, funds held in trust for public and private partners). Extra-budgetary funding pays for 50% of the WHC's employees payroll costs. These employees paid out of extra-budgetary funds are mostly employed short-term contracts renewed every few months. These employees are often involved in specific projects limited in time, but most of them also take part in statutory activities mentioned by the Operational Guidelines.

As such, the management audit sought to pinpoint the WHC's problems in handling its workload and in ensuring a quality service for all of the governing bodies.

The analyses performed resulted in the following audit points:

- a risk of time- and quality-loss due to non-standardised practices, status of personnel (type of contract) that do not always match with the tasks the people are in charge of, and a lack of suitable procedures for storing and disseminating information within WHC;
- a lack of operating management tools, of exhaustive activity indicators, in particularly concerning the allowance of human resources to the different tasks undertaken by the WHC (in order to promote the relative implication of each activities of the WHC) and tools for budgetary and accounting management based on nature of activity and expense category; very real need for planning and arbitration procedures in view of the WHC's expanding brief and the complexity of funding methods. Therefore, if the Result Based Management is a mean allowing the piloting of the UNESCO, it seems to us that the WHC must previously develop activity indicators of such sort that the results can be measured to the look of the allocated means. From that time, one will be able to talk about RBM implemented within the WHC. The 40 process charts detailed in the

appendices declining the body of the work of the WHC can constitute a basis for the segmentation and the measures of the activities, confirmed by a generalized management check. In any case, the Result Based Management is a piloting tool towards which the WHC must reach.

- insufficient support as regards information and communication technologies;
- progress in some areas and a need for clarification in terms of the WHC's positioning in relation to the other actors involved in implementing the Convention, especially the Advisory Bodies;
- an increase in the number of activities carried out at the behest of the Committee or at the WHC's own initiative and financed by extra-budgetary funds;
- a tendency to rank the WHC's activities based on the profiles of its programme specialists. Although this is a pragmatic approach, it involves a risk of fragmentation or non-completion of projects in the event of the resignation of the specialists responsible for running them.

These audit points are analysed in more detail in the body of the report (Diagnostic review section).

* *
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The management audit proposes six development guidelines based on the diagnostic review:

1. Organise the gathering and storage of data to facilitate decision-making
2. Plan and break strategy down into disseminated, monitored and evaluated shared action plans
3. Enhance accounting and budgetary management within the WHC
4. Enhance the management of internal and external interfaces (Advisory Bodies and partners)
5. Improve the service culture within the administrative departments

6. Translate the development guidelines into the WHC organisation and propose tracks of reorganization

These guidelines are broken down into a series of 19 recommendations (they are presented here as a list and are not prioritized) and a proposal of a restructured organizational chart that matches the implementation of these recommendations:

- 1.1. Create a knowledge management function that could lead to the creation of a documentation Centre
- 1.2. Coordinate feedback from the regional sections and units
- 1.3. Develop a blueprint for providing the WHC with its own specific IT and management tools
- 1.4. Specify and break down General Policies for implementing the Convention into internal procedures
- 2.1. Organise decision-making and arbitration procedures between the WHC's units and sections
- 2.2. Develop quality-based procedures and internal control in the WHC
- 3.1. Produce complete, reliable and usable financial statements
- 3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy
- 3.3. Bring the Centre's action management cycle into line with its budgetary cycle
- 4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies
- 4.2. Incorporate the specific features of the role played by the Advisory Bodies into contracting procedures
- 4.3. Make the Advisory Bodies accountable for the quality of deliverables expected
- 4.4. Highlight the role of the extra-budgetary partners
- 4.5. Enhance coordination with field offices and the other sectors of UNESCO

- 5.1. Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)
- 5.2. Simplify management procedures within the AO
- 5.3. Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis
- 5.4. Introduce a management accounting approach and cost-based monitoring of activities
- 5.5. Facilitate the reporting and consolidation of information from the various sections and units

- 6.1 Reorganize the Centre

The last section of the report groups these recommendations under six themes (strategic alignment, governance, day-to-day management of the WHC, operational performance and risk management, budgetary and accounting management and human resource management), and analyses them in terms of impact and feasibility of implementation.

* *

*

This final report comprises two main sections:

- the body of the report describing the background of, and major issues concerning the management audit, the diagnostic reviews performed and the development guidelines proposed and related recommendations
- the appendices detailing all of the methodological tools used in the management audit, the organisation charts prepared in the course of our analysis and, in particular a detailed analysis of the Centre's working procedures.

3 CONTEXT AND OBJECTIVES OF THE MANAGEMENT AUDIT

3.1 Context of the management audit

A. Presentation of the World Heritage Convention and Centre

The 1972 *Convention concerning the Protection of the World Cultural and Natural Heritage* has proved one of UNESCO's most fruitful and most remarkable initiatives. Almost all UNESCO's Member States have adhered to the Convention and Member States have clearly given strategic priority to promoting and implementing it.

- ☑ **ARTICLE 14 OF THE 1972 CONVENTION PLACES THE ORGANISATION OF THE WORLD HERITAGE COMMITTEE UNDER THE AUTHORITY OF UNESCO'S DIRECTOR-GENERAL**

Art 14 of the Convention: "*The World Heritage Committee shall be assisted by a Secretariat appointed by the Director-General of the United Nations Educational, Scientific and Cultural Organization. 2. The Director-General of the United Nations Educational, Scientific and Cultural Organization, utilizing to the fullest extent possible the services of the International Centre for the Study of the Preservation and the Restoration of Cultural Property (the Rome Centre), the International Council of Monuments and Sites (ICOMOS) and the International Union for Conservation of Nature and Natural Resources (IUCN) in their respective areas of competence and capability, shall prepare the Committee's documentation and the agenda of its meetings and shall have the responsibility for the implementation of its decisions.*"

- ☑ **THE WORLD HERITAGE CENTRE WAS ESTABLISHED IN 1992 TO DISCHARGE THE TASKS OF THE SECRETARIAT AND ITS ROLE IS DETAILED IN THE OPERATIONAL GUIDELINES FOR IMPLEMENTATION OF THE WORLD HERITAGE CONVENTION**

Paragraph I. F art 27 of the Operational Guidelines: "*The World Heritage Committee is assisted by a Secretariat appointed by the Director-General of UNESCO. The function of the Secretariat is currently assumed by the World Heritage Centre, established in 1992 specifically for this purpose. The Director-General designated the Director of the World Heritage Centre as Secretary to the Committee. The Secretariat assists and collaborates with the States Parties*

and the Advisory Bodies. .The Secretariat works in close co-operation with other sectors and field offices of UNESCO.”

B. A context of restructuring of UNESCO’s sectors

The medium-term Strategy of Unesco for 2002-2007 presents the framework Unesco’s reforms as approved by resolution III/1 adopted by the General Assembly at its 31st session held in October-November 2001. The Strategy is designed to project a new vision and profile for the Organisation, in particular by clarifying its principal functions.

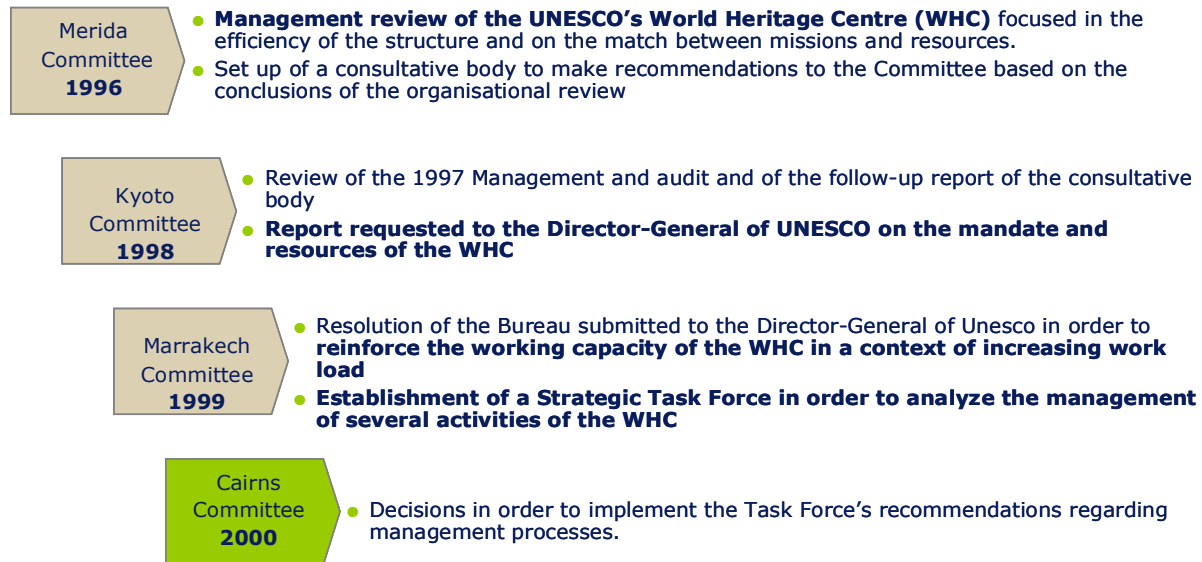
The intention is to link UNESCO’s role and mandate more closely with the concept of globalisation with a human face. Within the scope of this objective, the strategy brings together the programme’s four major sectors and defines a limited number of strategic objectives, 12 in total and 3 for each programme.

The sectors are in process of reorganisation in order to respond to the new strategy. As regards the Culture Sector, the Director-General’s Blue Note dated 25 January 2007 summarises the organisational and functional changes already decided. Nevertheless, the Director-General underlines in this memorandum that future changes in the Centre will partly depend on the results of the present management audit: *“The management audit of the Centre requested at the last meeting of the World Heritage Committee in Vilnius will undoubtedly prove very helpful in evaluating the best means of optimizing its operations as well as its structure.(...). Nevertheless, I believe that the structure of the World Heritage Centre must be re-examined in order to ensure greater overall efficiency and consistency with the strategic priorities defined by its Intergovernmental Committee. To this end, I will undertake a revision of the Centre’s organization on the basis of the World Heritage Committee’s deliberations on the audit’s recommendations.”*¹

¹ DG/Note/07/02

C. A context of recurring internal and external evaluation

☑ **THE LAST MANAGEMENT AUDIT WAS PERFORMED IN 1996/1997**



The implementation of the recommendations of the 1997 management audit have led to significant change in the organization of the WHC and have been important to improve the way of carrying out activities within the WHC and enable a greater role of the WHC as actor of the World Heritage Convention. The most significant improvements in the organization of activities are the better structured organization of statutory meetings through the creation of the Policy and Statutory Implementation Section (POL), actions undertaken to ensure a more homogeneous approach of natural and cultural heritage, the creation of an effective and adequate information system. A great number of evolutions described in this report are linked to an audit point or a recommendation of the 1997 management audit.

The scope of activities carried out by the Centre has changed a lot for 10 years, as well as its workload and its size, nonetheless, it appears that management issues identified in this 2007 management audit are very often of the same nature/type of those described in 1997 : issues of operational planning and arbitration procedures, issues linked to the status of people working at the Centre with people on short-term contracts in charge of permanent tasks, need for improving institutional memory and optimizing the use of ICT, need for matching financial information and approved workplans, need for a clarification of

roles and responsibilities and of reporting frame for activities that are not directly related to statutory meetings.

SEVERAL AUDITS, ASSESSMENTS AND OTHER REVIEWS HAVE BEEN PERFORMED MEANWHILE

Although the last management audit goes back to 1997, this audit may be seen as part of a series of assessments, analyses and other audits performed since then. In an appendix, we provide the complete list of approximately thirty associated reports presented to the Committee since 1997. Various themes have been dealt with: the functioning of international assistance, financial procedures, issues of implementation of the Convention (election of Committee members, universal value etc.), performance indicators, etc. Various actors have been involved in carrying out these reviews: UNESCO's internal audit function (IOS), the Centre, ad hoc groups comprising States Parties, external auditors and other evaluators.

In 2006, a special report by the company Baastel on the implementation of Result-Based Management "RBM Mission to UNESCO World Heritage Centre- RBM Framework and Roadmap" was presented to the Committee Decision. But it was not approved as such since:

The World Heritage Committee,

1. Having examined Document WHC-06/30.COM/12,
2. Recalling Decision 29 COM 12 adopted at its 29th session (Durban, 2005),
3. Emphasizing that setting precise but realistic and measurable results and indicators is essential for effective performance appraisal and monitoring,
4. Takes note of the set of performance indicators of all the World Heritage Thematic Programmes which are structured according to the four Strategic Objectives set at its 26th session (Budapest, 2002);
5. Encourages the Director of the World Heritage Centre to seek appropriate funding for these Thematic Programmes and invites donors to provide financial support to this effort;
6. Further requests a management audit in order to facilitate the development of the strategic plan for reinforcing the implementation of the Convention, and that no management structure changes at the World Heritage Centre should occur until the management audit is completed.

3.2 Objectives of the management audit

☑ **GENERAL OBJECTIVES**

Given the issues with which the World Heritage preservation programme is presently confronted, the WHC management audit encompasses work performed since 1996 in order to prepare a diagnosis review of the degree of effectiveness and efficiency of the World Heritage Centre’s initiatives:

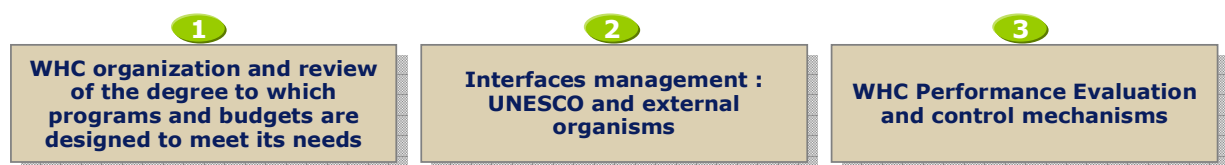
- assessment of the degree of fit between programme management and budgetary control;
- assessment of the implementation of the World Heritage Centre’s decisions as evidenced by the definition of programmes and by budgetary control.

The diagnosis aimed at preparing an action plan designed to:

- ✓ adjust human and budgetary resources to programme requirements,
- ✓ reinforce the World Heritage Centre’s effectiveness and efficiency in its missions as Secretariat of the World Heritage Committee and implementing the World Heritage Convention,
- ✓ reinforce the interaction between the World Heritage Centre and the Culture Sector as well as the various other UNESCO bodies contributing to action in favour of World Heritage.

☑ **SCOPE AND SPECIFIC OBJECTIVES**

The scope of the audit engagement presented in the terms of reference (cf. the appendices) comprises 3 essential topics of analysis:



4 SOURCE AND PERFORMANCE OF THE ENGAGEMENT

REQUEST FOR A MANAGEMENT AUDIT

At its thirtieth session in Vilnius, Lithuania, in 2006, the World Heritage Committee requested a management audit of the World Heritage Centre (Decision 30 COM 6). The Committee “further requests that a management audit of the World Heritage Centre be carried out to facilitate the development of a strategic plan for reinforcing the implementation of the Convention, and that no management structural changes should occur at the World Heritage Centre until said management audit is complete”.

ORGANISATION OF THE PROCESS FOR SELECTING A FIRM TO CONDUCT THE AUDIT

At the Committees’ request, terms of reference were drafted by the World Heritage Centre in conjunction with the members of the World Heritage Committee in autumn 2006 for the purpose of selecting an independent audit firm. The call for tenders and resulting selection of the firm of Deloitte (Paris) to carry out the management audit was overseen by the Internal Oversight Service (IOS), the Division of the Controller of the Sector for Administration, and the Culture Sector.

PERFORMANCE OF AUDIT

Kick-off meeting

The kick-off meeting between Deloitte and the World Heritage Centre took place on November 22, 2006. For logistical reasons (location of key interviewees, gathering of initial documentation, etc.), it was agreed that Mr Kishore Rao, Deputy Director of the Centre, and Mr. Carlos Romero, Administrative Officer of the Centre, would serve as the point of contact and reference with the World Heritage Centre for the duration of the management audit.

Organisation of the audit in 3 phases

The management audit was performed in 3 distinct phases between November 2006 and April 2007:

- ✓ Phase 1: Preparation of the audit plan and of tools for gathering the requisite information,
 - ✓ Phase 2: Performance of the audit,
 - ✓ Phase 3: Formulation of recommendations and definition of the action plan.
- **Main procedures employed in performing the management audit**

The results and analyses presented in this document are based in particular on:

- ✓ **In-depth review of documentation** (cf. the appended bibliography),
- ✓ The results of a questionnaire addressed to a broad panel of actors (cf. the appended presentation of the questionnaire and the focus hereunder),
- ✓ **60 interviews conducted** within the World Heritage Centre, with other UNESCO actors and with members of the Committee, of Advisory Bodies, of partner organisations etc. (cf. the appended list of persons interviewed and interview guidelines).

With a view to validating our results and formulating relevant and operative recommendations we organised:

- ✓ **supplementary interviews and in-depth documentary research in order to provide support for all the audit points raised,**
- ✓ **3 group discussions within the World Heritage Centre** covering the following subjects:
 - 1. Coordination of activities and management organisation,
 - 2. The organisation of the relationship with the Advisory Bodies,
 - 3. Methods of work

Synthesis of the questionnaire

The detailed results of the questionnaire are presented in annex to the audit report of management; on the other hand, the remarks and assessments expressed by the actors (partners, advisory bodies, local offices), so to the breadth of the questionnaire that of the discussions that we drove, are directly integrated in the conclusions and assessments presented in the report.

From the synthesis of the 31 answers received from the 85 questionnaires, we can keep the following elements:

85 actors received an electronic questionnaire in December 2006. These actors are representative of the actors of the WHC and work interfaces of the Centre: State parties, local offices, advisory bodies and partners. These actors were essentially kept for the questionnaires because they hadn't been systematically interviewed. At last, the questions were addressed in a selective way according to the membership group of the solicited actor. The 105 questions were divided up in 3 priority themes:

- The process management linked with the WHC specific activities
- The interfaces management of the WHC institutional relations
- The management of the WHC activities in liaison with the Secretariat functions of the WH Committee.

31 questionnaires have been analysed, divided up between local offices, with a response rate of 42%, the advisory bodies (response rate of 50%), and in a least measure the partners of the WHC (32% of response rate). The State parties mark a weak participation (less than 20% of the solicited actors have replied to the questionnaire).

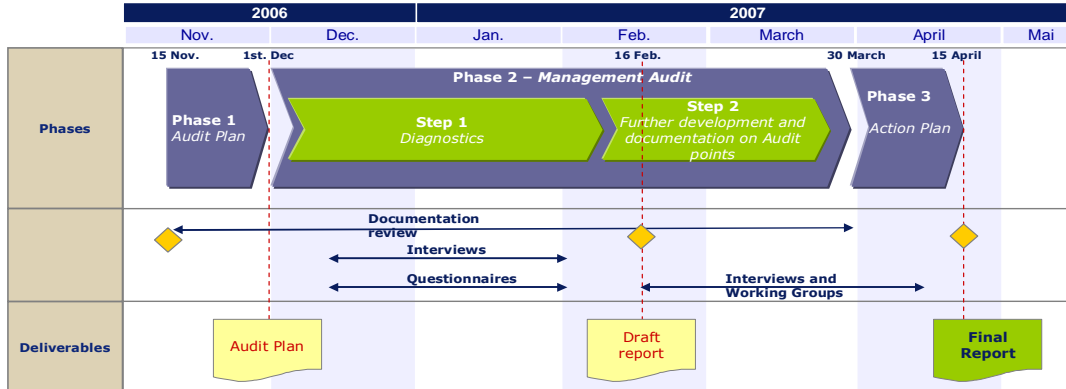
The remarks made by the actors of the Convention have widely underlined the positive image carried on by the WHC, in particularly concerning its reactivity and the technical skills of its teams. Most of the questioned actors congratulate the Centre for the launched initiatives in the management process and for the communicational tools for the public. In that, the evolutions of the website, so from the viewpoint of the container and that of his ergonomics, are systematically evoked as an important progress.

The set up of a strategy for the World Heritage List has been very positively welcomed. The set up of "headlight" actions, such as the introduction of periodic reports, constituted an important improvement lever of the credibility and the representativity of the World Heritage List. Nevertheless, the actors underline the necessity to set up follow-up plans.

Concerning the improvement guidelines, all the remarks converge on certain needs:

- If the questionnaire makes obvious a consensus as for the good management of the resources of the Centre and the WHF – it constitutes an important progress with respect to the formulated recommendations in the audit of 1997 - it does equally states a strong concern as for the level of available resources, raising notably the issue revolving around the compatibility of current resources with the increase of the workload.
- The remarks issued from the answers indicate a clear wish for more information and communication from the Centre, firstly through a more transparent financial management and secondly through a better communication on its strategy with its partner.

Summary of the management audit process



This audit report is to be presented to the World Heritage Committee during its 31st session in June 2007 (Christchurch, New Zealand)

5 DIAGNOSTIC REVIEW

5.1 Missions and working procedures

5.1.1 The missions and working procedures of the WHC

AN "AUTOMATIC" INCREASE IN THE WORKLOAD RELATED TO THE CENTRE'S ROLE AS SECRETARIAT TO THE CONVENTION

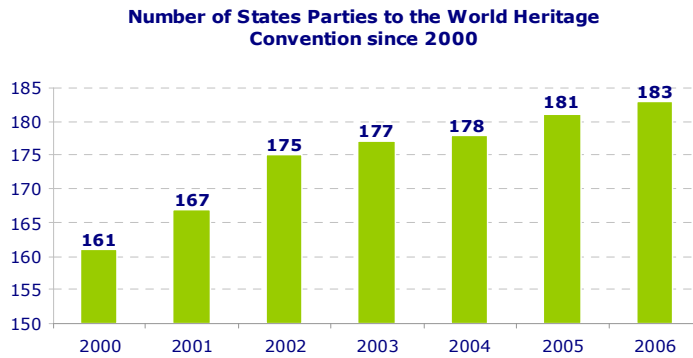
As Secretariat to the Committee, the Centre's activity may be examined in terms of the execution of its main working procedures. Within the scope of the management audit, while analysing these working methods, which are reviewed annually, we used empirical methods to measure and quantify the workload based on the Centre's output.

An analysis of the Centre's volume of activity shows that output has increased in relation to its mission as the Convention's Secretariat. This increase, which we may term "mechanical", is due to the Convention's success: increase in the number of States Parties, increase in the number of properties on the World Heritage List and on the List of the World Heritage in Danger, in the number of state of conservation reports, and an increase in the number of decisions to be implemented. Moreover, the workload has also grown in response to the increase in the volume of information requested by the Committee (State of conservation reports, reports on Committee deliberations, etc.).

- **Increase in the number of States Parties**

At the present time, 183 States out of UNESCO's 191 Member States have ratified the Convention, i.e., a ratification rate of 95%. Between 2002 and 2006, 22 states ratified the World Heritage Convention (a 14% increase in the number of States Parties since 2000).

Number of States Parties to the 1972 Convention since 2000

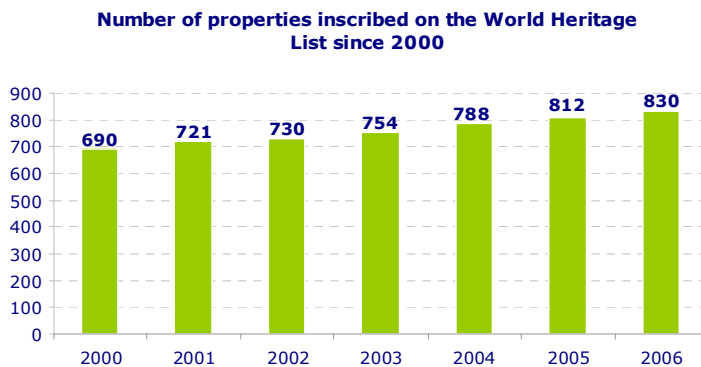


Data source: Documents presenting properties to be inscribed on the List during the sessions of the Committee (2000-2006)

▪ **Increase in the number of properties on the World Heritage List and increasing complexity of nomination dossiers**

Since 2000, an average of 25 new sites a year have been added to the World Heritage List; between 2000 and 2006, 140 additional sites have appeared on the List, an increase of 17% . This increase has been accompanied by a corresponding increase in the number of applications processed by the Centre: in 1995, there were 754 nomination dossiers; in 2006, this number had risen to 1,297.

Number of properties inscribed on the World Heritage List since 2000



Data source: Committee's Decisions reports

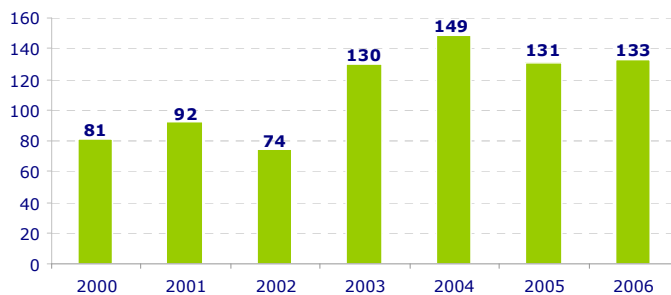
This increase in workload has been accompanied by more complex nomination dossiers due to the demands of a more rigorous nomination process. Completed nomination dossiers have swelled from just a few pages long in the 1970s and 80s, to several hundred pages in length today. Although States Parties are asked to submit a digital

version of their applications, the Centre also digitises certain dossiers or certain documents that require specific digitising equipment (maps).

▪ **State of conservation reports of properties on the World Heritage List and List of World Heritage in Danger**

133 State of conservation reports of properties on the World Heritage List were reviewed by the Committee in 2006, i.e., 52 more than in 2000.

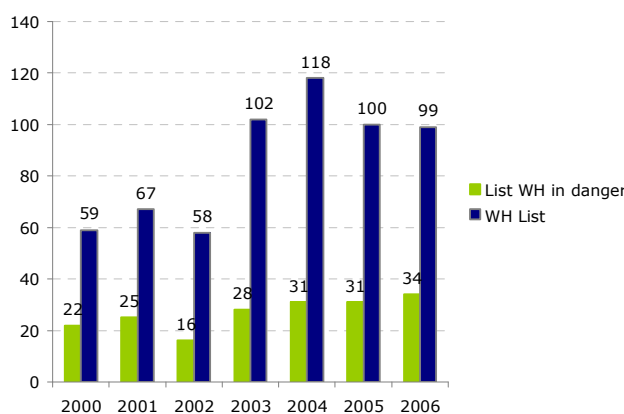
Number of State of conservation report presented to the Committee every year since 2000



Source: State of Conservation Reports submitted to the Committee during the annual sessions 2000-2006

Although these reports are mandatory for properties on the List of World Heritage in Danger, they only represent one-third of all SOC reports submitted to the Committee, as illustrated by the chart hereunder.

Number of State of conservation report presented to the Committee by category every year since 2000



Source: State of Conservation Reports submitted to the Committee during the annual sessions 2000-2006

- **Volume of documents to be prepared by the Secretariat for the Committee**

Between 2000 and 2006, the number of pages of documents presented to the Committee during its annual session grew by 27% (from 2,182 to 2,671 pages). This increase mainly reflects the introduction of a report of the decisions prepared by the Centre and adopted at the end of the session, summary records of all debates (6th extraordinary session – Paris – 2003), as well as the higher volume and more detailed nature of state of conservation reports.

However, we should also note a reduction in the number of pages contained in the Rapporteur's reports and in the summary reports of seminars and other thematic studies.

Furthermore, other documents are produced every year in addition to these and made available to the Committee on the website. Indeed, following a decision by the Committee to make in addition to the working documents all information documents available in the two working languages of the convention, a substantial amount of documents (and pages) are no longer included as "official information documents" but are made available separately to the Committee. For example, earlier the mission reports of reactive monitoring missions were routinely submitted as information documents, but are now just posted on the website.

Volume of documents for the annual Committee session: 1995-2000-2007

Number of Pages of the Committee Documents			
Documents	Pages/1995	Pages/2000	Pages/2007
Opening Session Documents			
Provisional timetable and provisional list of documents	5	15	11
General Information Document	10	13	29
Reports of the Rapporteur	31	172	45
Requests for Observer status	-	-	10
Summary records and decisions adopted the former session	125	155	434
<i>Subtotal</i>	<i>171</i>	<i>355</i>	<i>529</i>
Evaluations by the Advisory Bodies			
UICN evaluation	-	213	111
ICOMOS evaluation	-	254	303
Report of the Advisory Bodies on their activities	-	28	27
<i>Subtotal</i>	<i>-</i>	<i>495</i>	<i>441</i>
Presentation of activities realized on the implementation of the Convention			
Periodic Report	-	65	156
Follow-up to the Periodic Report	-	-	42
State of conservation reports of the properties inscribed on the List of World Herita	-	11	115
State of conservation reports of the properties inscribed on the World Heritage List	83	38	32
Tentative Lists of States Parties submitted and Nominations of properties to the World Heritage List and the List of World Heritage in Danger	15	36	53
Report of the World Heritage Centre on its activities	18	20	20
World Heritage documentation, information and promotion activities	39	18	-
Execution of the Budget	76	46	51
List of requests for International Assistance submitted	16	37	3
Global Strategy	10	18	-
<i>Subtotal</i>	<i>257</i>	<i>289</i>	<i>472</i>
Others			
Meetings and technical studies reports	245	521	613
Provisional Agenda of next session	31	1	3
<i>Subtotal</i>	<i>276</i>	<i>522</i>	<i>616</i>
Total of pages	704	2 182	2 671

Source: Documents submitted to the Committee during the annual sessions 2000-2006

Case study: Example of the increase in the number of pages contained in state of conservation reports

The example of the Simen National park, which has figured on the List of World Heritage in Danger since 1996, is a good illustration of the increase in the number of pages contained in state of conservation reports. A comparison between the report presented in 2000 (a half a page long) and 2006 (almost four pages long) provides a fair indication of these changes: they have mainly resulted from additional headings providing

background information and the production of more detailed analyses.

Comparative Table of the State of Conservation (SOC) Reports Contents (2000-2006). Exemple of the Simien National Park (Ethiopia), inscribed on the List of World Heritage in Danger since 1996	
2000 and 2006 Reports Common Contents	2006 Report new items
Year of inscription on the World Heritage List	Criteria of Inscription
Year of inscription on the List of World Heritage in Danger	Threats and Dangers for which the property was inscribed on the List of World Heritage in Danger
International Assistance	Benchmarks for corrective measures
<i>Previous Committee Decisions :</i> 2006 Report presents the detail of former Committee decisions, 2000 Report synthesizes the former sessions of the Committee where the issue was discussed	Timeframe for the implementation of the corrective measures
<i>Current conservation issues:</i> 2000 report contains a paragraph of general description of recent changes on the property state of conservation . 2006 report present in two pages the actual situation of the property according to the SOC Report submitted by the State Party	UNESCO Extra-budgetary Funds
Draft Decision : In exchange of the item "action" which presented guidelines of action without specific recommendations	Previous monitoring missions
	Main threats identified in previous reports
	Committee further requests
	World Heritage Centre and Advisory Bodies Advice
	Information about missions

☑ **THE MISSIONS OF THE WHC: RANGING FROM SECRETARIAT OF THE WORLD HERITAGE CONVENTION TO RESPONSIBILITY FOR ALL UNESCO'S ACTIVITIES RELATED TO IMMOVABLE HERITAGE**

▪ **1992: Creation of the WHC - activities focused on the Convention's Secretariat**

When the Centre was set up in 1992, the Director-General's memorandum DG/Note/92/13, stressed that the Centre's main role was to implement the World Heritage Convention, and in particular to act as its Secretariat, as well as to promote UNESCO's cultural and natural heritage initiatives as widely as possible, and to raise extra-budgetary funding.

It should be stressed that the Centre had to coordinate its action with the divisions of the Science and Culture Sectors when carrying out targeted heritage activities, particularly cultural heritage conservation campaigns and the biosphere reserves network for natural heritage sites.

The creation of the Centre was presented as an experiment. Its mandate could be expanded in the event that it generated conclusive results.

▪ **From the end of the 1990s on: greater role in implementing the World Heritage Convention and a wider mandate given to the WHC by Unesco**

From the end of the 1990s, the Centre's two main governance bodies - the World Heritage Committee and Unesco - expanded the Centre's brief. The scope of what "the Secretariat's tasks" encompasses was detailed in the 1999 Report from the Director-General of UNESCO concerning the roles and functions of the World Heritage Centre, as requested by the twenty-second session of the World Heritage Committee (WHC-99/CONF.209/INF.15) and was incorporated in the Operational Guidelines (Paragraph 28).

- ✓ Firstly, the World Heritage Committee tasked the Centre with implementing specific decisions within the scope of the World Heritage Convention:
- coordination of periodic reports by region,
 - revision of the Operational Guidelines,
 - compilation of a retrospective inventory,
 - implementation of thematic programmes (2001) supplemented by regional programmes and various initiatives, etc.

The table hereunder summarizes the main programmes and initiatives decided by the Committee.

Thematic Programmes decided by the Committee	Regional Programmes decided by Committee as application of Periodic Reporting recommendations	Coordination of in-depth reflection on technical issues launched by the Committee
<ul style="list-style-type: none"> - Cultural Landscapes (1992) - Cities (2001) - Earthen Architecture (2001) - Sustainable Tourism (2001) - Forests (2001) - Small Islands Developing States (2005) - Marine and Coastal (2005) 	<ul style="list-style-type: none"> - Africa 2004-2007 - Asia 2003-2009 - Pacific 2009 - Caribbean + North-America (2005) and Europe (2006) action plans 	<ul style="list-style-type: none"> - Outstanding Universal Value reflection (2006-2007) - Reflection on the preparation of the next cycle of Periodic Reporting (2006-2007) - Impacts of Climate Change on World Heritage properties (2006-2007) - Reflection on benchmarks (2006-2007) - Reflection on buffer zones (2007-2008)

The Centre also developed programmes and initiatives within the scope of the global strategy, in addition to the Committees' decisions and has launched a significant number of extra-budgetary projects.

Initiatives and Programs launched by the World Heritage Centre

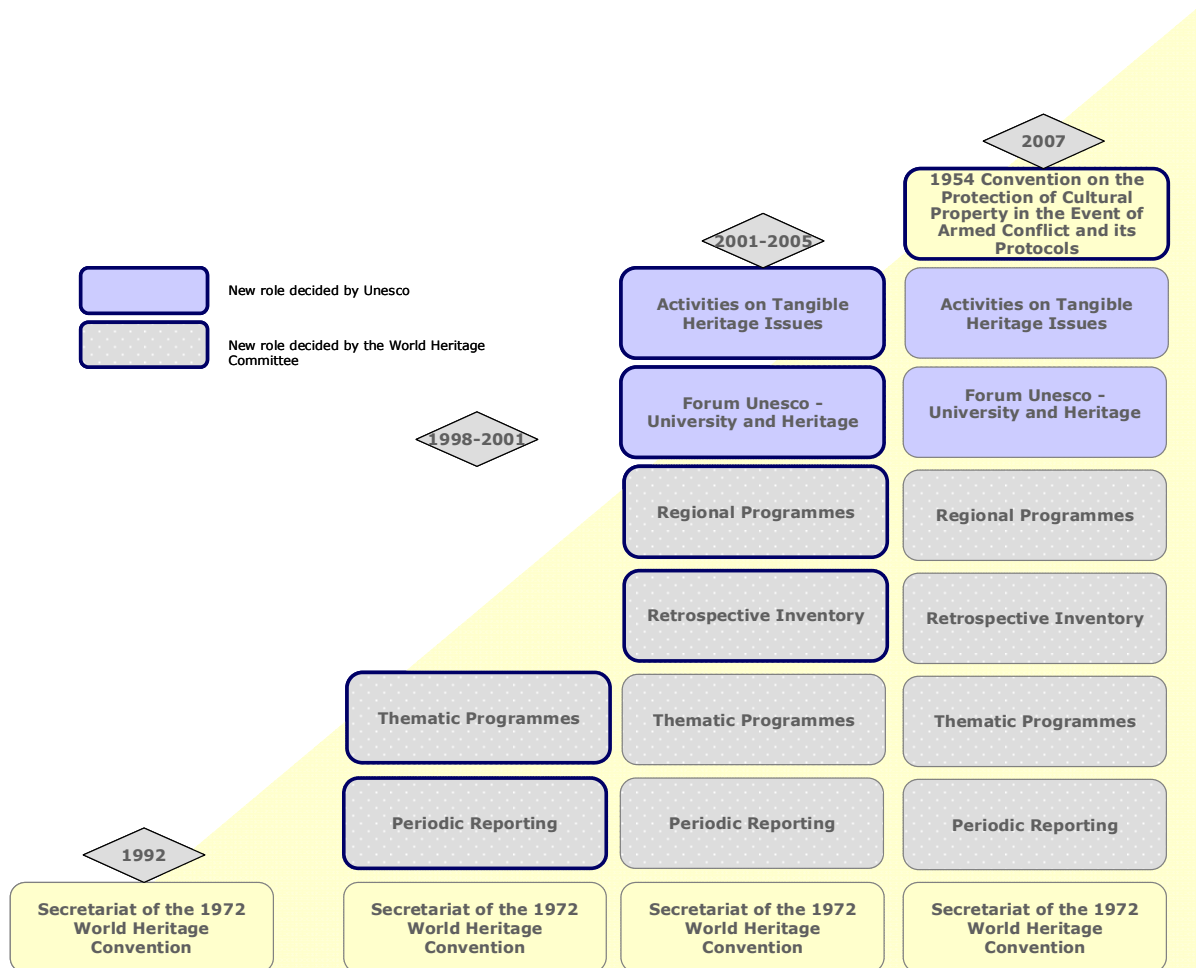
- Modern Architecture and World Heritage (2001)
- Astronomy and World Heritage Initiative (according to the celebration of the UN Astronomy Year in 2009)
- Fellowship Programme UNESCO-Vocation Heritage (2006)

Example of extrabudgetary projects
- Information Technology & Heritage Initiative
- Central African World Heritage Forest Initiative
- Rapid Response Facility
- Cultural routes
Safeguarding of the Bamiyan site

Secondly, UNESCO’s governing bodies (Director-General, Deputy Director-General), as well as the decision to make the Centre part of the Culture Sector, have gradually expanded the Centre’s role in implementing UNESCO’s Programme: responsibility for the UNESCO-University Forum (2000), safeguarding campaigns with the transfer of the staff in charge of tangible heritage within the Cultural Heritage Division of the Culture sector, and responsibility all matters related to immovable heritage (2007) and the 1954 Convention. The table hereunder lists the specific activities the Director General decided to make the Centre in charge of (The project « Young People’s participation in the Preservation and Promotion of World Heritage was decided by the Committee but is integrated in the C5 where the CPM is made responsible for the coordination):

C5 main actions delegated to the Centre
- Forum Unesco - University and Heritage (launched in 1995)
- Raise awareness on links between Natural and Cultural Heritage diversity, cultural landscapes and sacred sites
- Small Islands in the Caribbean, Pacific and AIMS (Atlantic, Indian Ocean, Mediterranean and South China Sea) Special Program
- "Young People’s Participation in the Preservation and Promotion of World Heritage" Special project (1994)
- Méliana Mercouri International Award (UNESCO-Greece)
- Cultural Heritage Protection and Rehabilitation
-Coordination of International Action on rehabilitation of heritage in post conflict situations

▪ **Synthetic view of the evolution of the WHC’s mandate**



☑ **MAIN DIFFICULTIES ENCOUNTERED IN CARRYING OUT ITS MISSIONS**

▪ **Coordination between governing bodies**

The decisions taken by UNESCO’s governing bodies regarding the organisation of, and responsibilities entrusted to the WHC, are taken without systematic prior consultation of the Committee.

It appears nonetheless that the Committees’ prerogatives regarding the organisation and scope of the Centre’s activities have not been clearly defined. Indeed, we note that the Committee has made declarations concerning the management of the Centre’s

resources: repeated requests to reinforce the Centre's resources; during the 174th session of the Executive Board (April 2006) the Ambassador of Lithuania, as Chairman of the Executive Board, called on the Director-General to clarify the administrative changes envisaged for the Centre, and indicated the necessity to present these changes to the Committee; request for a management audit.

Moreover, the new missions entrusted by UNESCO have bolstered the Centre's involvement in the Culture Sector, despite the fact that one of the Committee's strategic objectives consists of maintaining a balance between Nature and Culture.

■ **Resource allocation**

The missions entrusted by decision of the Committee have only been partially funded by the World Heritage Fund. As regards the Centre's expanded brief, the absence of any management accounting oversight for the activities (Activity Based Costing methodology) means that it is not possible to present the various stakeholders with the full cost (including personnel costs) of the activities with which it has been entrusted. This lack of information hampers effective evaluation of the fit between the missions to be carried out and the resources available. In this situation, the audit can not provide a detailed evaluation of this fit.

Extra staff have only been provided for a portion of the new missions entrusted by UNESCO. The requests addressed to some regional sections concerning heritage properties neither inscribed on the World Heritage List nor on tentative lists are on the increase and cannot be dealt with at present.

More generally, it would appear that the difference in nature of expenses or the difference in type of activity that the World Heritage Fund, the regular programme and extra-budgetary funds must finance is not explicit (strategy of complementarities between Funds in terms of activity/nature of expenses) in addition to regulations related to these funds that do identify non-authorized use, procedures of allocation, etc. For a significant number of activities, financial resources are used in a fungible approach and pragmatic approach of using most available resources but this doesn't favour the clarity of the funding strategy of the activities of the Centre.

- **The Centre's role in carrying out its missions: willingness and demands for a quality service**

This is an issue in relation to both the missions entrusted to the Centre by the Committee (allocation of roles in conjunction with the Advisory Bodies), and those entrusted by UNESCO (strategy of decentralisation to the field offices, coordination with other Sectors / other divisions of the Culture Sector, coordination with category II institutes).

- ✓ **Analysis of the strategy for allocating roles internally**

Field offices

Since 2000, UNESCO has begun a process of decentralising the tasks carried out by the organisation's Secretariat to field offices, clusters and regional offices. Regarding the management of World Heritage properties, this process concerns the delegates from the Sector for Culture working in 38 existing field offices throughout the world (including a regional office for culture).

Observations:

- ✓ a wide disparity in the qualifications and availability of the delegates for Culture in the various field offices pointed out by the professionals from the Centre but the absence of any formal mapping of skills and expertise;
- ✓ a difficulty to mobilize delegates for Science since the Centre belongs to the Culture Sector and these delegates work under the responsibility of the Science Sector (professionals do cooperate but it is mostly thanks to good relationships between them);
- ✓ a shortage of field offices in Western Europe and North America where 50% of sites on the List are located;
- ✓ only one regional field office for culture (Havana) is, run by a former professional from the Centre;
- ✓ lack of clarity in the decentralisation strategy: in practice the approach appears to be an "ad hoc" one that depends on each Centre professional (the turnover among the professionals themselves implies a lack of continuity in decentralisation practices/approaches),

- ✓ in terms of workload: excessive administrative workload due to the absence of standardised reporting procedures for field offices; absence of consolidated monitoring of compliance with contractual reporting deadlines by field offices;
- ✓ uncertainty over the future of decentralization due to the One UN reform;
- ✓ an unsuitable approach of systematic decentralisation of regular program funds: the approach focuses on the decentralised amount of the regular programme (49 % for the forthcoming biennium) and not on the totality of the Centre's resources (regular program, World Heritage Fund, extra-budgetary resources). This approach is unsuitable: in the Centre's case, the regular programme is primarily used to meet staff payroll costs and to pay for missions carried out on behalf of the Secretariat (which must be carried out by the Centre and cannot be decentralised). A large portion of the activities decentralised by the Centre are funded by the World Heritage Fund (particularly international assistance) or by extra-budgetary funds, however such amounts are not taken into account in the objectives of funds to be decentralised. Therefore, decentralisation is not currently based on a strategy developed by the Centre and reflecting the capacities of field offices and actual needs.

Case study: decentralisation of the periodic report for Latin America to the Montevideo (Uruguay) field office

This is a one-off decentralisation initiative concerning the preparation of the periodic report for Latin America: When Mr. Van Hooff, former Head of the Section for Latin America, left to head up the field office in Montevideo, his job description stipulated that 60% of his time should be devoted to working for the WHC. The World Heritage Fund budget credits for the preparation of the periodic report were decentralised.

Strengths:

- Because of geographical proximity, it was possible to have recourse to regional experts.

Weaknesses:

- When Mr. Van Hooff left to become Head of the Havana office, preparation for drafting the report was done at the WHC. Field offices point out that they do not have visibility over the implementation of recommendations and mid-term action plan of the WHC on their region. Nevertheless this weakness is an overall issue and this lack of visibility is noticed for the other programmes of Unesco.

- It appears that there is only limited use of the periodic report as a strategic tool for implementation of the Convention by both the States Parties and the Centre.

Operational conclusions regarding decentralisation:

- *The importance of a good working knowledge of the Convention and of the activities carried out by UNESCO in order to implement it*
- *Need to develop a decentralisation strategy and to clarify channels of communication between the Centre and the field offices: at the present time, the heads of the field offices have no visibility over the Centres' medium-term action plan for their region*
- *Absence of a clear strategy regarding the decentralisation of the Centre's activities*

Culture Sector and other sectors

The following table shows the World Heritage management objectives set for each Sector (excluding the Sector for Culture) for the 2006-2007 biennium. It highlights the fact that certain activities have been entrusted to different Sectors and have been supplemented by inter-sectorial activities.

Major Program / Sector	World Heritage related objectives
Education	Capacity-building for schools to play a more proactive role in ensuring quality education, including with respect to cultural heritage
	Promote geological heritage
	Increase cooperation with space agencies to improve the management of MAB biosphere reserves and World Heritage sites
Natural Sciences	In cooperation with space agencies, interdisciplinary research, training, educational and outreach projects will be developed to strengthen in-country capacity for the management of groundwater resources, biosphere reserves and World Heritage sites
	Enhancement and use of scientific and indigenous knowledge for protecting people, habitat, livelihoods and cultural heritage from natural hazards (flagship activity« Hyogo 2005-2015 »)
	Support an intersectoral regional plan of action for the Mediterranean maritime heritage with a view to sustainable development
	Thematic and methodological analyses focus on World Heritage
Unesco Institute for Statistics	Major contributor to a report of the World Heritage Centre on the Status of World Heritage Sites, published in 2006.
	UIS will participate in the development of indicators for the long-range monitoring of World Heritage Sites so as to help the Centre promote conservation efforts and to build national capacities in this area.
	Programme of work prepared to develop methodologies for measuring aspects of the World Heritage sites
	Promoting World Heritage values in education policies and practices
Culture Sector	Explore in a more specific way the relations between the diversity of natural and cultural heritage, cultural landscapes and natural sacred sites
	Member States of UNESCO and States Parties to the World Heritage Convention are being assisted in heritage conservation with specific guidelines and case studies of excellence on conservation practices and sustainable land use
Intersectoral action (management by the WHC)	Enhanced protection of World Heritage in small island developing States
WHC/Education Sector	Promoting World Heritage values in education policies and practices

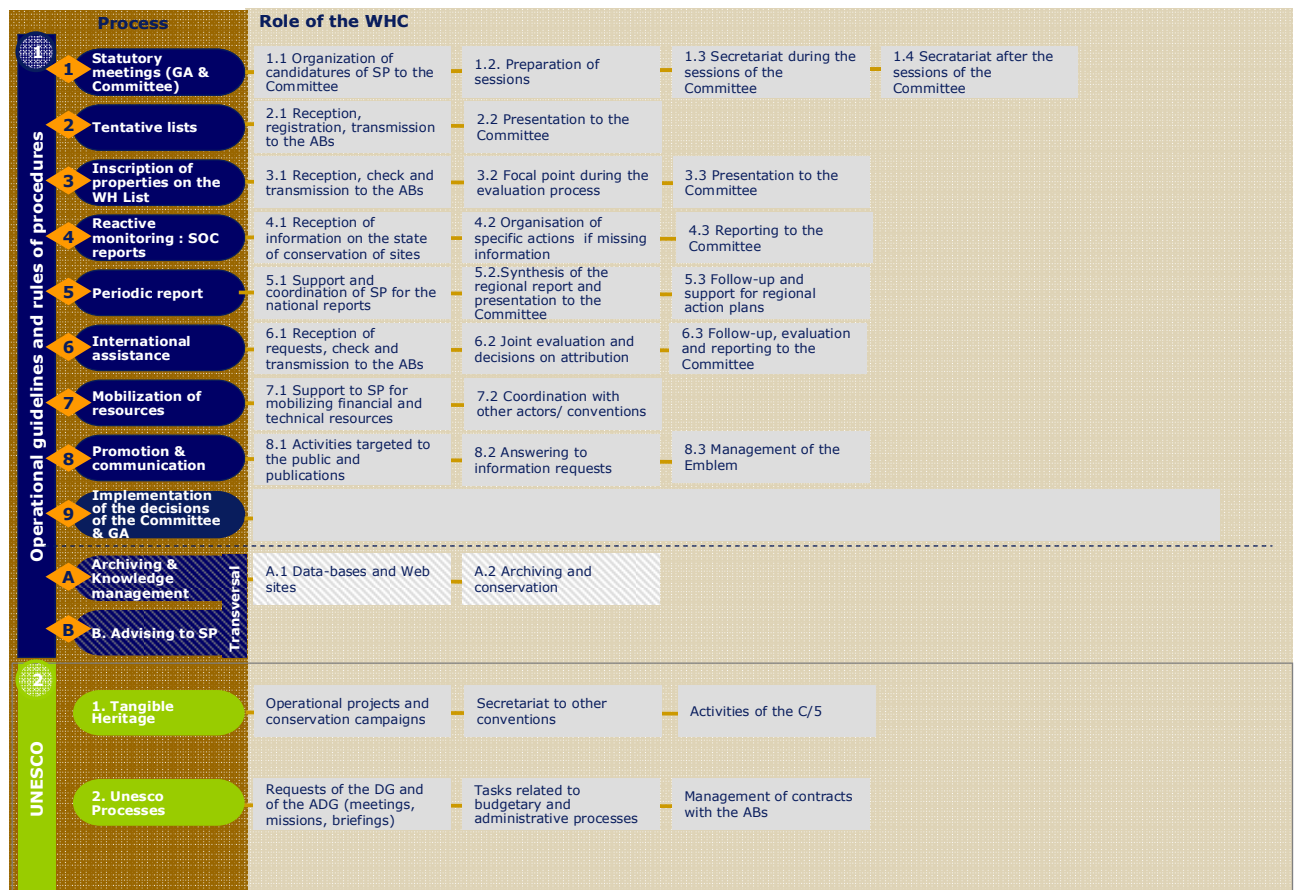
5.1.2 Summary by phase of processes

The following table presents all the activities carried out by the Centre organized according to:

- 11 key processes (2 of them being cross-cutting) related to the mandate given to the Centre by the Operational Guidelines, rules of procedures of the Committee and the General Assembly of States Parties to the Convention;
- Other activities related to Unesco's internal processes or to the extended mandate of the Centre decided by the Director-General

Changes in the way these activities are carried out, difficulties encountered, resources used are precisely detailed in a series of “process charts” presented in the appendices.

Diagram: Analysis of the WHC’s activities segregated by main processes



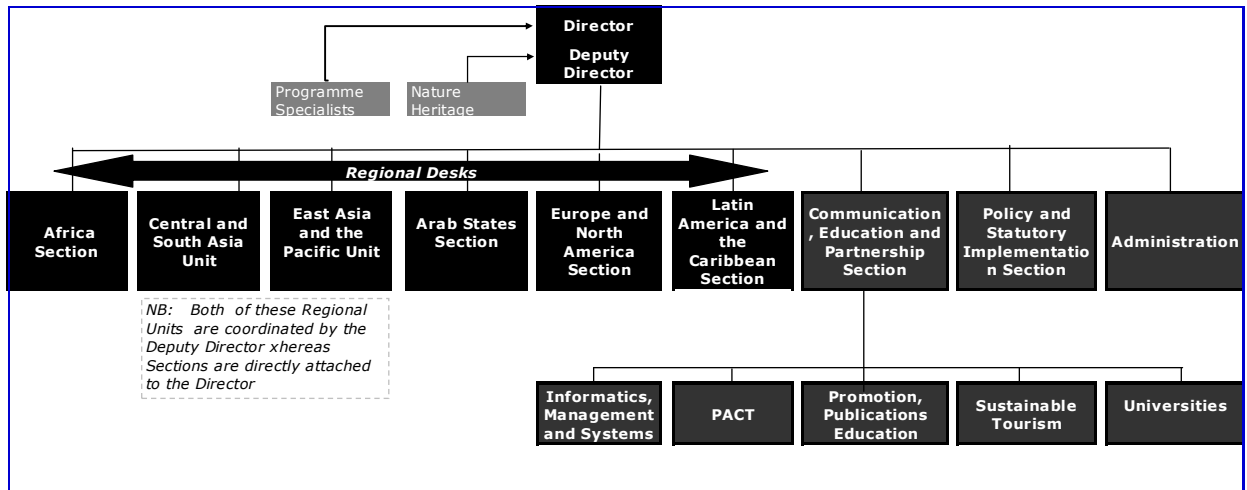
5.2 Internal organisation and management

5.2.1 Organisation of the WHC

A. Description of changes in the organisation structure

PRESENTATION OF CURRENT ORGANISATION STRUCTURE

Synthetic organisation chart for the WHC, 15 February 2007



NB: this chart was prepared within the scope of the management audit. At the present time, there is no official organisation chart in use in this form for the Centre. The Policy and Statutory Implementation Section is named "Unit" on the website.

▪ **A combination of a geographical and a functional approach**

This organisation chart is characterised by:

- ✓ a wish to have a single point of entry for each State Party, regional desks, based on an integrated nature-culture approach. There are a number of exceptions to this single point of entry approach for certain very clearly-defined procedures (nomination dossiers, tentative lists or when the contact for States Parties participates in the Policy and Statutory Implementation Section -POL);

- ✓ a significant number of sections / units reporting directly to the Director and fragmented units in the case of the Communication, Education and Partnership Section;
- ✓ some professionals are not formally attached to any unit or section and are directly attached to the Director;

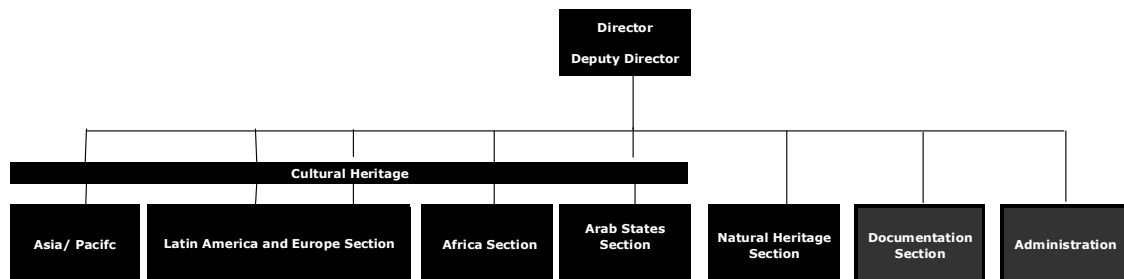
Although most States Parties appear to have a good understanding of this organisational structure, it should be noted that it has not been made public: no organisation chart or presentation of the organisational basis used, or allocation of units/sections has been posted on line. Only a list of people working in each unit or section along with their contact details is available. No details are provided of their duties and responsibilities.

▪ **An organisational basis that does not reflect how the Centres' activities are organised in reality**

- ✓ Within the "Regional desks", many people work on a cross-sectional basis or on projects that do not concern their own geographical zone. This is the case particularly with those in charge of cross-sectional thematic programmes, the Nature team programme specialists, and people acting as a focal point for a trust fund (e.g., the members of the team in charge of France-UNESCO Convention)
- ✓ Certain professionals that report to the Director work on localised geographical projects
- ✓ Certain professionals are requested to work on an ad hoc basis on activities not related to their current functions because of their expertise in a particular sphere.

Since 2000 there has been a change in the approach to organising and structuring certain functions

Organisation chart of the WHC in 2000



The main changes noted since 2000 in the organisational structure of the Centre are as follows:

- ✓ The creation of a unit specifically dedicated to the registration of Nominations, to the management of Statutory Documentation, to the coordination of the organization of statutory meetings (including coordination of documents)
- ✓ Restructuring of the IT and partnership management functions
- ✓ The emergence of thematic units (Tourism, Universities)
- ✓ The transfer of professionals from the Nature Section to regional desks, which were previously in charge of cultural heritage only. Nevertheless, some professionals from the defunct Nature Section continue to be attached to the Deputy Director and do not belong to any regional section/unit. They are mostly in charge of extra-budgetary projects/ conservation campaigns.

B. Functional analysis

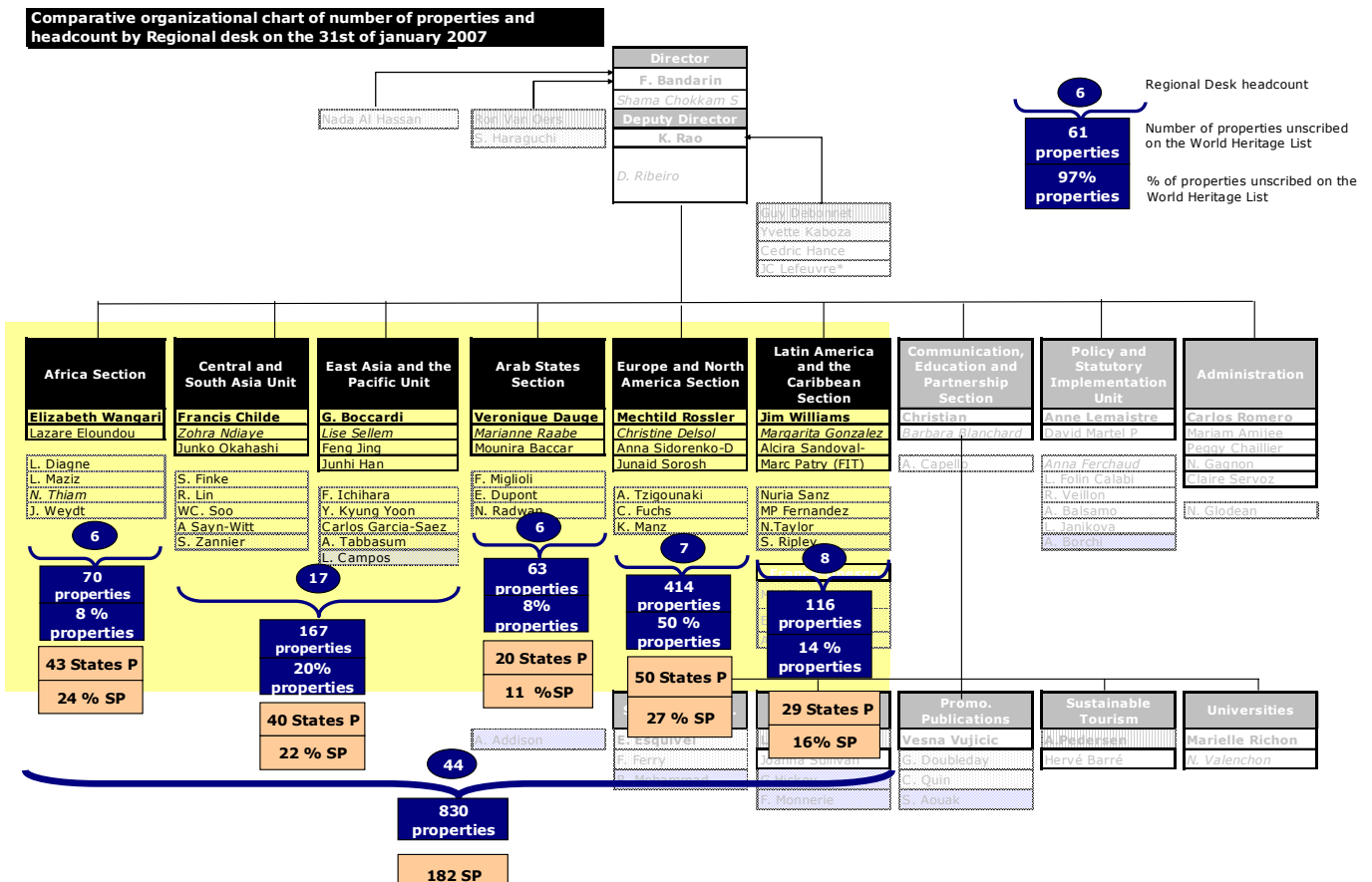
☑ THE SIX "REGIONAL DESKS" (REGIONAL SECTIONS AND UNITS)

Prior to the inclusion of the professionals from the Cultural Heritage division, the WHC's regional desks consisted of five sections: "Africa", "Europe and North America", "Latin America", "Asia and the Pacific" and "Arab States".

After the incorporation of the professionals from the Cultural Heritage division in 2005, the "Asia and Pacific Section" was split into two units: "Central and South Asia" and "East Asia and the Pacific". The grade of one of the professionals transferred (Mr Francis Childe, P5) implied that he would be placed in charge of a team.

Therefore, this structure consisting of six regional desks is conjunctural and will change after the retirement of Francis Childe in 2008.

“Regions” are not homogenous as far as number of properties inscribed on the List, number of States Parties, encountered challenges on site conservation or on implementation of the convention are concerned. This partly explains specificities of regional desks in the way time is allocated to the different activities they are in charge of. The following chart illustrates the fact that the number of people working within every section/ unit is somehow the same and do not depend on the number of States Parties or number of properties inscribed on the List.



Each regional desk (section or unit):

- is headed up by a grade P4 or P5 program specialist;
- has a permanent assistant/secretary (of between grade G3 and G6) paid for out of the regular programme, apart from the Africa Section which has an assistant on a temporary contract (recruitment process is going on);
- has two permanent programme specialists;
- has a natural heritage specialist, with the exception of the "Arab States" Section and the "Central/South Asia unit". The Deputy Director directly provides natural heritage inputs to these units, with involvement of members of the nature team, as appropriate. For the Africa and Europe section, there are no separate natural heritage specialists, but the Chief of these sections have a natural heritage background. In all cases (except for the Chiefs of Section mentioned above and the Deputy Director) the natural heritage specialists in the sections/units are temporary staff or paid by extra-budgetary funds.
- uses temporary or supernumerary staff, or provided by States Parties (associate experts), who are almost always paid for out of extra-budgetary funding.

Each section/unit head coordinates the various activities of the section/unit and handles all reporting duties for the team as a whole. He/she is both a programme manager and an expert on the region, or on one or a number of natural heritage thematic (heads of the "Africa" and "Europe and North America" sections) or cultural heritage thematic (heads of the "Latin America" and "Arab States" sections, and "Central and South Asia" and "East Asia and the Pacific" units).

In general, regional desk professionals of all grades are both references for certain countries in the region, thus providing focal points for the zone, and in charge of specific projects (thematic programmes, conservation campaigns, fund raising, focal points for funds-in-trust). The "Nature" programme specialists are also members of the Nature team coordinated by the Deputy Director.

The regional desks generally perform the following roles:

- 1) tasks directly related to application of the Convention and its Guidelines
 - ✓ Providing advice to States Parties
 - ✓ Coordinating reactive monitoring missions concerning States Parties from the region and participating in joint missions
 - ✓ Drafting/supervising State of conservation reports for sites located in countries within the region
 - ✓ Coordinating the production of national reports that are used as source material for periodic regional reports and drafting of the regional report
 - ✓ Recording international assistance requests
 - ✓ Providing support for States Parties from the region in raising extra-budgetary funding to finance conservation activities
 - ✓ Implementing regional programmes/action plans based on decisions taken by the Committee in respect of periodic reports
 - ✓ Organising training within the scope of the Centre's overall training strategy and regional programmes
 - ✓ Drafting articles and content for publication by the WHC.
 - ✓ etc.

- 2) tasks directly related to UNESCO programmes and initiatives
 - ✓ Participating in regional meetings/forums at the invitation of States Parties or as part of delegations representing the Director of the Centre, the ADG of the Culture Sector or the Director-General of UNESCO
 - ✓ Producing reports, debriefings and other documents requested by the Director of the Centre, the ADG of the Culture Sector or the Director-General of UNESCO
 - ✓ Handling costs,
 - ✓ Reporting within the C/5 framework
 - ✓ Participating in cross-sectorial projects
 - ✓ etc.

- administrative tasks
 - ✓ Preparing contracts, keeping expense vouchers and invoices for mission-related expenditure, etc.
 - ✓ Managing personnel (justifying the renewal of contracts, tracking vacation, etc.)
 - ✓ etc.

Each regional desk chief also has specific responsibilities for various missions entrusted to the WHC: handling contracts with Advisory Bodies, focal point for conventions, managing a team dedicated to the France UNESCO convention, focal point for state of conservation reports, etc.

The following table provides a summary of the key characteristics of each regional desk in terms of the features of the region, specific missions carried out and its internal organisation.

Table: Key features of the different regional desks

Regional desk	Africa	North America and Europe	Latin America and the Carribeans	Asia and the Pacific (2 units)	Arab States
Key figures	Number of States Parties : 43 Number of States Parties with a property on the List : 26 Number of sites on the List : 70 6 people (februar 07)	Number of States Parties : 50 Number of States Parties with a property on the List : 48 Number of sites on the List : 414 7 people (februar 07)	Number of States Parties : 32 Number of States Parties with a property on the List : 25 Number of sites on the List : 16 8 people (februar 07)	Number of States Parties : 40 Number of States Parties with a property on the List : 25 Number of sites on the List : 167 17 people (februar 07)	Number of States Parties : 18 Number of States Parties with a property on the List : 15 Number of sites on the List : 63 6 people (februar 07)
Specificities of the region	<ul style="list-style-type: none"> - Lack of use of technologies for information and communication (équipments, capacities) - Important issues on conservation of properties (12 sites on the List of the World Heritage in Danger, ie 1/3 of the properties inscribed on this list) 	<ul style="list-style-type: none"> - Section with the greatest number of properties on the WH List (50%) - Huge amount of mails, phone calls, e-mails received - Frequent requests/ invitations by States Parties to take part to meetings, studies, visits on sites 	<ul style="list-style-type: none"> - Significant turnover of head of section in the last 3 years - Former staff of the WHC in charge of the regional office for culture in Havana 	<ul style="list-style-type: none"> - Constrains due to climate for the planning of missions on sites - Former Deputy Director of the WHC in charge of a field office in India 	<ul style="list-style-type: none"> - Significant turnover of interlocutors within the States Parties of the region - Lack of information on former inscription of properties (without tentative lists) - Former programme specialist of the Centre at the Teheran office
Examples of specific activities/ tasks carried out by the desk	<ul style="list-style-type: none"> - Earthern architecture Programme - Implementation of the African World Heritage Foundation - Priority given to inscription of properties P : 5 thematic and regional meetings since 2005 in order to promote inscription of new sites - After the transfer of the team in charge of Tangible Heritage of the Cultural heritage Division, the Section was transferred 4 conservation campaigns 	<ul style="list-style-type: none"> - Melina Mercouri Price - Participation Programme - Programme Cities - Astronomy and World heritage initiative - Main coordinator of reflexions on the implementation of the Convention (ex : reflexion on the buffer zones) 	<ul style="list-style-type: none"> - Supervision of the France- Unesco Convention team - Management of contracts with ICOM OS 	<ul style="list-style-type: none"> - Management of contracts with ICCROM - Focal point for SOC of cultural properties on the List - Significant time dedicated to conservation campaigns and specific projects by people of these units 	<ul style="list-style-type: none"> - Focal point for SOC of cultural sites on the List of World Heritage in Danger
Specificities in terms of organization	<ul style="list-style-type: none"> - A P4 programme specialist attached to the Deputy Director to assist him with the coordination of natural heritage matters is also the responsible officer for 3 projects in Africa (in DRC, the Congo Basin and Madagascar). He is assisted by one associate expert seconded from Belgium and one P3 supernumerary. 	<ul style="list-style-type: none"> - Almost no Field offices to rely on - Pilot for dematerialized working procedures (eg: periodic reporting with on-line questionnaires) and use of TIC (eg: in-ho use software to deal with mail) - The section centralizes institutional memory 	<ul style="list-style-type: none"> - Part of the team is dedicated to the Spanish Funds-in-trust (3 people) - Organizational issues - Significant turnover of head of section in the last 3 years - The natural heritage programme specialist in the East Asia and Pacific Unit is in charge of a project in the Caribbean (LAC), and some of the projects managed by the programme specialist nature LAC is also dealing with pilot activities in the different countries. 	<ul style="list-style-type: none"> - 2 units, and for the South and Central Asia Unit, a majority of the team member are former staff of the Cultural Heritage division 	<ul style="list-style-type: none"> - No experts in Natural Heritage - No arabic-speaker

☑ **"THEMATIC" SECTIONS AND UNITS: "COMMUNICATION, EDUCATION AND PARTNERSHIP" SECTION, ADMINISTRATIVE UNIT, "POLICY AND STATUTORY IMPLEMENTATION" SECTION**

Table: Key features of the different thematic sections and units

Unit / Section	CEP						
	IMS	PACT	PPE	Sustainable tourism	Unesco-Universities Forum	POL	AO
Headcount	- 4 people +1consultant - No fixposts	- 4 people out of which 1fix post - All personnel costs financed by extrabudgetary funds	- 4 people out of which 1fix post	- 2 people out of which one fix post (transfer of an existing Unesco post to the WHC)	- 2 people in fix posts	- 8 people out of which 2 fix posts	- 6 people out of which 5 fix posts
Organizational specificities	<ul style="list-style-type: none"> - Recent gathering of these units within a Section (CEP) - Small units - Lack of established coordination process of work plans between the section and the regional desks 					<ul style="list-style-type: none"> - Unit dedicated to the Secretariat to the Convention as far as the registration of Nominations, the management of Statutory Documentation, the coordination of the organization of statutory meetings (including coordination of documents) are concerned 	<ul style="list-style-type: none"> - In the 31st october 2005 Memo of the ADG/ODG it is underlined that the DG wants the Administrative Unit of the Culture Sector to be fully responsible for the whole Culture Sector, CPM included and that ways and means of relevant coordination must be defined - Internal organization based on segregation of tasks within every process the unit is in charge of
Findings	<ul style="list-style-type: none"> - Success in improving the web site and the overall performance of in-ho use tools developped - Lack of Défaut schéma de développement informatique pluriannuel validé par le Comité (importance des "sollicitations ponctuelles", mode réactif) - Lack of computer/IT skills within the WHC (leading to a significant amount of time spent on technical assistance to the personnel, time-consuming re-formatting of documents, etc.) 	<ul style="list-style-type: none"> - Lack of comprehensive strategy and priorities for the establishment of private and public partnerships - Lack of visibility of the activities carried out by this unit toward other units and sections of the WHC - Need for centralizing information and on-going monitoring of extrabudgetary resources available 	<ul style="list-style-type: none"> - Difficulties in getting information on a regular basis - Limited involvement of the Committee as far as the strategy for publications is concerned 	<ul style="list-style-type: none"> -Lack of coordination process between this programme and the desks - Only unit dedicated to a thematic cross-cutting programme, other thematic programme being coordinated by programme specialists within regional desks - The 5-year strategy/ work plan designed by the responsible of the Tourism programme hasn't been submitted to the Committee 	<ul style="list-style-type: none"> - Lack of coordination between this programme and regional desks 	<ul style="list-style-type: none"> - Difficulties in managing the workload during the year - No documentation centre and difficulties in managing "institutional memory" - Reflexion to be conducted on the match between professional backgrounds of professionals of the team and activities carried out 	<ul style="list-style-type: none"> - Difficulties explained by the lack of clarified procedures and unclear definition of administrative flexibility given to the Centre - Difficulties in being considered as a facilitator for other units and sections with an increasing number of conflictual situations

C. Description of changes in terms of headcount and job description

A THREEFOLD INCREASE IN HEADCOUNT

▪ **An increase in the number of professionals working in the Centre (“programme specialists”)...**

People working at the Centre belong in a number of different categories: Directors (D), Programme specialists (P), General service staff (G):

- ✓ Junior professionals (grade P-1/P-2) involved in implementing programmes and projects
- ✓ Middle-ranking professionals (grade P-3/P-4) in charge of small teams
- ✓ Management professionals (grade P-5 and D) who are the section and unit chiefs directly involved in preparing and implementing the organisation’s strategy and in budgetary management.
- ✓ General Services staff (G):the assistants and technicians (particularly IT technicians)

The ratio of “G”/“P” has fallen from 0.6 “G” for every one “P” in 2000 to 0.3. Thus, the increase in headcount has mainly been among programme specialists.

Change in headcount by grade between 2000 and 2006

	WHC Staff 31 October 2000 <small>(Source : WHC- 2000/CONF.204/15)</small>	World Heritage Centre Staff 2006 <small>(Source : Table by AO Unit)</small>	Evolution
D	3	2	-1
Total D	3	2	-1
P5	4	1	-3
P4	2	11	+9
P3	8	19	+11
P2	7	17	+10
P1	-	18	+18
Total P	21	66	+45
G7	-	2	+2
G6	2	3	+1
G5	2	7	+5
G4	8	5	-3
G3	-	2	+2
Total G	12	19	+7
Total	38	87	+49

Nevertheless, except, programme specialists with a P1/P2 grade are mostly non-fixed staff :

	Total	Fixed posts (staff)	Temporary	Supernumerary	Associate expert/détachés	Consultant / Fee contract	% Staff
P5/D	5	5	-	-	-	-	100%
P3/P4	28	14	4	8		2	50%
P1/P2	35	6	3	12	8	6	17%
G	19	13	3	2		1	68%
	87	38	10	22	8	9	44%

General Service category (category G) makes up 24 % of headcount (19 people). They comprise:

- ✓ Senior administrative assistants and administrative assistants for the units/sections: 12 administrative assistants
 - ✓ Administrative unit staff in charge of preparing/processing contracts, invoices, trips, etc.: 4 people
 - ✓ A clerk in charge of logistics for statutory meetings who reports to the Policy and Statutory Implementation Section (POL)
 - ✓ An assistant responsible for administering the Spanish funds-in-trust
 - ✓ An IT technician
 - ✓ One person dedicated to the "World Heritage in Young Hands" project
- **...coupled with significant turnover since 2000**

Only 13 people of the 31 people who worked at the WHC in 2000 were still working there in 2006, out of which:

- ✓ The Director
- ✓ The unit administrative assistants and a clerk
- ✓ 3 programme specialists from the now defunct Nature Section: 2 have been appointed as Section Chiefs (Mechtild Rössler, Elizabeth Wangari) and 1 look after extra-budget projects: Sustainable Tourism (Arthur Pedersen)
- ✓ 2 professionals from the old Documentation Section (PBD): one joined the Partnership Unit while the other became Chief of the Promotion, Publications and Education Unit
- ✓ 1 programme specialist working in a regional section

allocated for a D1 position was maintained and used to finance two professional positions and one category G position. The increase in the number of staff in permanent positions is due to the inward transfer of positions to the Centre, frequently accompanied by a transfer of tasks (Universities forum, conservation campaigns, etc.).

Headcount by type of status: changes since 2000

Status	October-00	July-01	January-04	February-07	Evolution 2000/2007
	23	26	33	38	
Total fix staff posts	23	26	33	38	+15
Temporary status	1	1		12	
Supernumerary status	3	6	7	23	
Associate expert/ detached	6	6	10	6	
Consultant/Fee contract	3	12	20	11	
ALD				1	
Young professional		1			
Total fixed-term status	13	26	37	53	+40
Total headcount	36	52	70	91	+55

An analysis of the 38 permanent positions shows that the most stable positions are mainly:

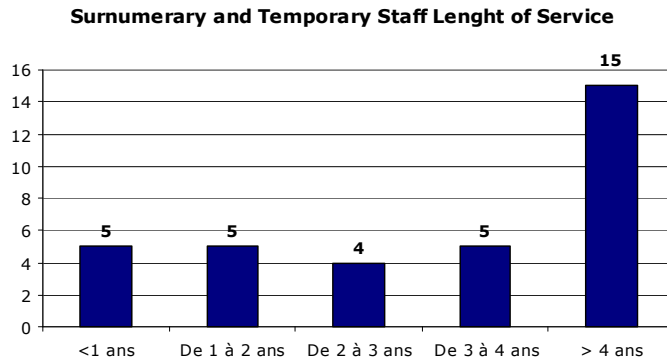
- ✓ For category P staff: management positions/chiefs of sections and units
- ✓ For category G staff: administrative assistants and accounts staff

Thence, certain key positions in the Centre have not been stabilised: IMS Unit, the Policy and Statutory Implementation Section in charge of carrying out specific secretarial tasks for the Committee, particularly handling nomination dossiers and tentative lists.

▪ **...that have tended to last into the long-term**

On average, "temporary" or "supernumerary staff" have been working at the Centre for 3.6 years.

Chart: Length of service of people employed on a temporary or supernumerary status



Nearly half of all temporary staff has been working at the Centre for four years. Many have taken the following route: "intern->consultant->supernumerary->temporary staff", or a simpler "consultant->temporary staff" route.

It would appear that the use of such contracts is not suited to the long-term nature of most activities carried out by the staff in question and generates a significant workload in terms of requests for contract renewals, internal negotiations and the dealings with the various bodies involved in the process. The Section Chiefs estimate that up to 20% of their time is taken up with staff administration issues.

In actual fact:

- ✓ the employment contracts of supernumerary staff are drawn up for three-month periods in accordance with Unesco's administrative guidelines. Each renewal requires a special request for a derogation;
- ✓ temporary employment contracts do not require the approval of an Advisory Board on Individual Personnel Matters (PAB) when it is of less than 6 months duration. In practice, the contracts are drawn up and then extended for periods of less than 6 months.

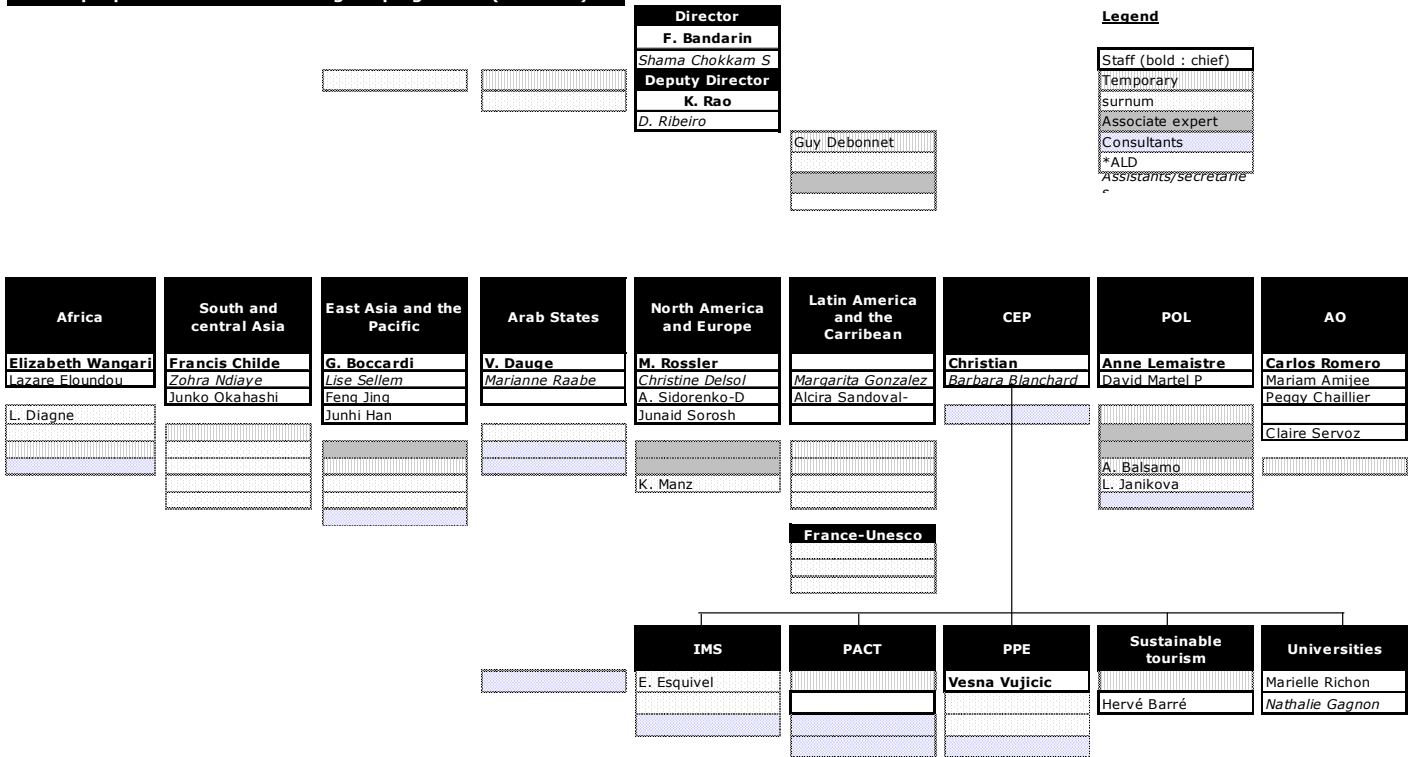
- Increases in headcount have been facilitated by the use of extra-budgetary resources

It would appear that the Centre relies heavily on extra-budgetary funding to finance both staff costs and its activities (for the 2006-2007 biennium, 50% of WHC staff costs are met out of extra-budgetary funds).

The following organisation chart gives an idea of what the Centre’s structure would look like if only personnel funded by the regular programme were taken into account.

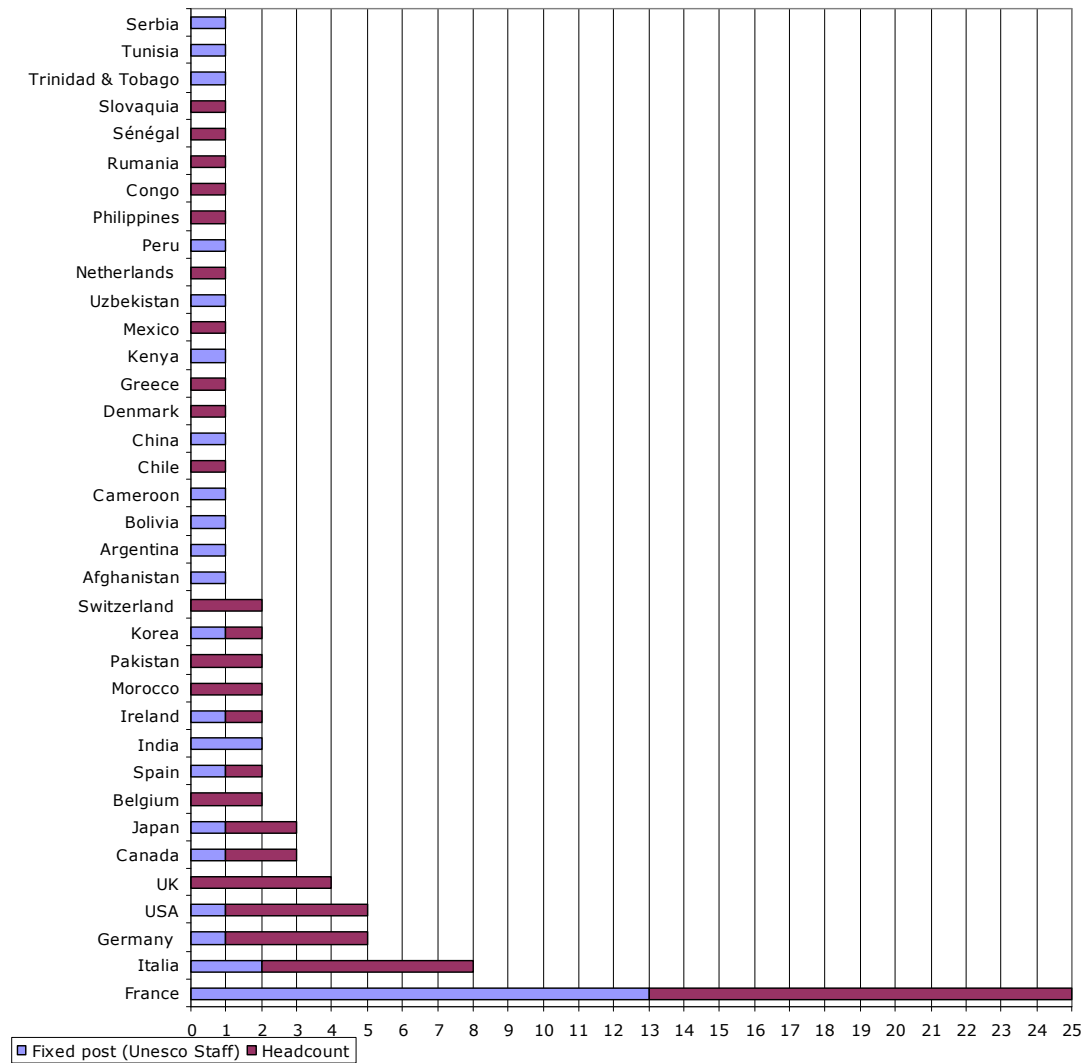
Organisation chart for the Centre excluding staff paid out of extra-budgetary funds

Organizational Chart of World Heritage Centre on the 15 of February 2007 of people financed under the regular programme (all status)



A LARGE PROPORTION OF FRENCH NATIONALS AND EMPLOYEE FROM WESTERN EUROPEAN COUNTRIES

Headcount and fixed posts by nationality



☑ **EXPERTS RATHER THAN PROJECT MANAGERS OR MANAGERS**

▪ **Within the regional sections**

All of the WHC's programme specialists can avail of initial training in natural and cultural heritage and even expert training. Profile analysis carried out by the WHC is based primarily on Nature/Culture criteria and by thematic specialisation within these areas. On the basis of these analytical criteria, we may observe the following:

- ✓ the predominance of "culture" professionals over "nature" professionals. Taking into account staff at the level of the directorate and the 5 regional sections/units (excluding CEP, POL, AO) there are amongst professional staff (all types of contract) 32 cultural specialists versus 8 natural specialists. Looking at fixed term posts, there are 12 cultural specialists versus 4 natural specialists. Nevertheless, we noted that the Heads of the Europe and Africa Sections are nature experts who used to work in the Nature Section;
- ✓ a shortage of "nature" specialists within the Arab States Section;
- ✓ efforts at management level to offset the number of Nature/ Culture specialists with a Director who is specialised in cultural heritage and an Deputy Director specialised in natural heritage.

However, it would appear that a skills profile analysis of the WHC taking only this criterion into account is too restrictive in terms of the diversity of activities conducted by the WHC. The projects carried out and the missions entrusted to certain professionals require a more comprehensive approach to skills profiling: managerial experience and team management, profiles of international project managers, profiles of fundraising experts, etc.

☑ **A LACK OF HUMAN RESOURCES AND SKILLS PLANNING**

- Job descriptions are "individualised" and are currently being updated. This task is made more difficult in that it gives rise to specific expectations among WHC personnel who have a significant amount of responsibility, not always reflected in their grade (job descriptions are used as a potential vector leading towards promotion or for making demands).
- The lack of human resource planning is especially visible in light of the forthcoming retirements of two Heads of Sections and the necessity of reflecting on the skills

required to ensure a smooth transition. Staff turnover/replacement appears to be insufficiently planned and not to be under the control and decision of WHC's Direction

- Lastly, there is no multi-annual training strategy and insufficient training is provided to new arrivals:
 - ✓ The training sessions organised by UNESCO's central services are not open to all staff (access is granted based on type of employment contract), whereas tasks are entrusted to WHC staff regardless of what type of contract they have, workplace tools are shared by all, etc.;
 - ✓ in-house training is relatively infrequent (mainly IT training). Insufficient priority is given to such training and there is no overall training plan devised by the heads of sections, etc.;
 - ✓ informal and formal training sessions for junior staff on the modalities of the implementation of the Convention have been organized but no systematic, formally organized training (with a specific training kit) is provided in relation to the Convention and its implementation by the WHC that would enable new arrivals to become operational in a very short time and enhance compliance with current procedures. Administrative personnel and professionals that have worked for the WHC for a number of years act as the "institutional memory" for procedural issues and are frequently solicited to explain the procedures to be followed, formats to be used, etc.;
 - ✓ there is no internal monitoring of training received by staff member that would make it possible for the WHC to map skills and identify needs by section/unit in order to formulate a long-term training strategy.
- Nevertheless, the necessity of training within the WHC is almost universally recognised:
 - ✓ IT training
 - ✓ Training on FABS software and internal UNESCO procedures
 - ✓ Training on the procedures involved in implementing the Convention
 - ✓ ...

5.2.2 Review of WHC's internal management

A. Work management and coordination procedures

☑ **A LARGE DEGREE OF AUTONOMY IN THE SECTIONS AND UNITS IN TERMS OF PLANNING AND CARRYING OUT THEIR ACTIVITIES**

▪ **Operating procedures are constantly changing and these changes are not reflected in written procedures**

It would appear that even though the Convention and its Operating Guidelines define the Centre's role, no internal procedural guidelines have been drawn up to indicate how its various tasks should be carried out. The management of international assistance is a good case in point: the relevant procedures have been developed on the ground and no written guidelines have ever been prepared. There is no consolidated, user-friendly, updated document (Centre procedures manual) setting out/describing roles, responsibilities and the tools to be used through from drafting assistance requests through to execution. This dearth of formal procedures has given rise to a wide range of practices within the WHC. Thence, in spite of standard formats for "SOC letters" and "international mission reports", etc., practices differ widely from one section to another.

This is due to:

- ✓ a lack of awareness of the importance of using standard formats and the lack of accountability (absence of structured training for new arrivals, absence of any written "quality control" function on all process, systematically included in the valorisation of activities and evaluation of professionals);
- ✓ insufficient transmission and communication of specific tools: a format was agreed in conjunction with the Advisory Bodies for the international mission reports requested by the Committee, however a large number of programme specialists are unaware of this or fail to use it;
- ✓ there is no head of "quality" in charge of centralising formats/procedures and verifying that they are actually used;

This lack of formal written procedures gives rise to:

- ✓ widely differing practices in different sections thus exacerbating the staff turnover rate at the Centre;

- ✓ informal reliance on a small number of people familiar with institutional guidelines and procedures;
 - ✓ problems building databases and processing documents produced and received by the IT department.
- **Specific duties and responsibilities entrusted to certain programme specialists (across all status)**

Responsibility for implementing the Committees decisions is entrusted to programme specialists by the Director based on each persons competencies, the countries behind the decision (a programme originating from a European country will most likely be entrusted to the European or North America Section).

No internal coordination or planning meetings were clearly identified that gather heads of sections and the Direction on a scheduled basis and that would make it possible to assess the workload over the year, the trade-offs to be made or the basis for making allocations between sections. Only a post-Committee information meeting is organised for the entire Centre each September following the Committee Meeting. The lack of a coordination, arbitration or concerted planning process at Centre level for workload and the allocation of work represents a major deficiency in the day-to-day running of the Centre.

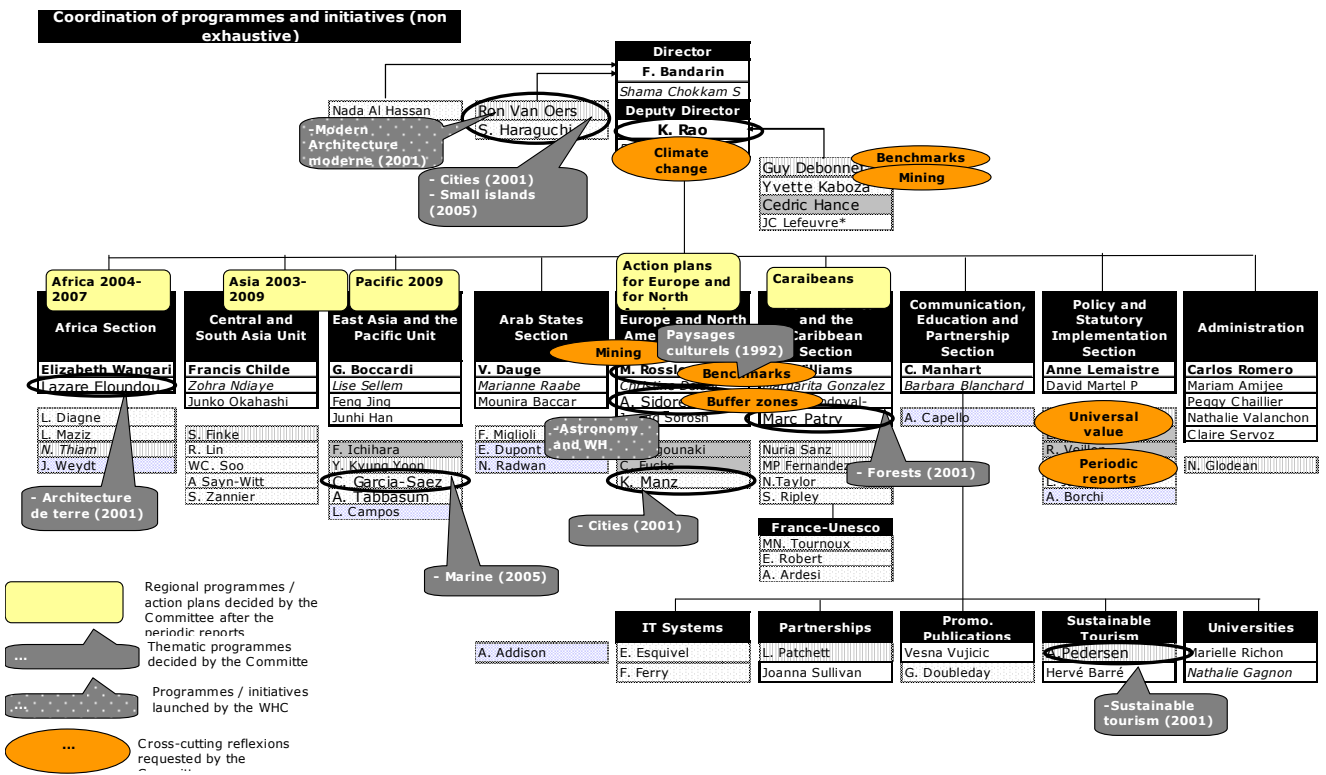
The following organisation charts give an idea of the approach used to allocate responsibilities for the three key processes: the coordination of programmes and thematic initiatives, state of conservation reports and funds-in-trust management.

- ✓ Programmes and thematic initiatives

It appears that responsibility for programmes and thematic initiatives is entrusted to programme specialists within the regional sections/units, programme specialists who report directly to the Director or Deputy Director or to a special purpose ("tourism") unit. The specialists in charge of the programmes/initiatives are supposed to work on a cross-sectional basis, however this matrix-based organisation structure is limited by:

- the absence of a clearly defined *modus operandi* for implementing the matrix-based structure (coordinating and supervisory bodies);
- the absence of shared work plans and related schedules to favour a wider involvement of programme specialists;

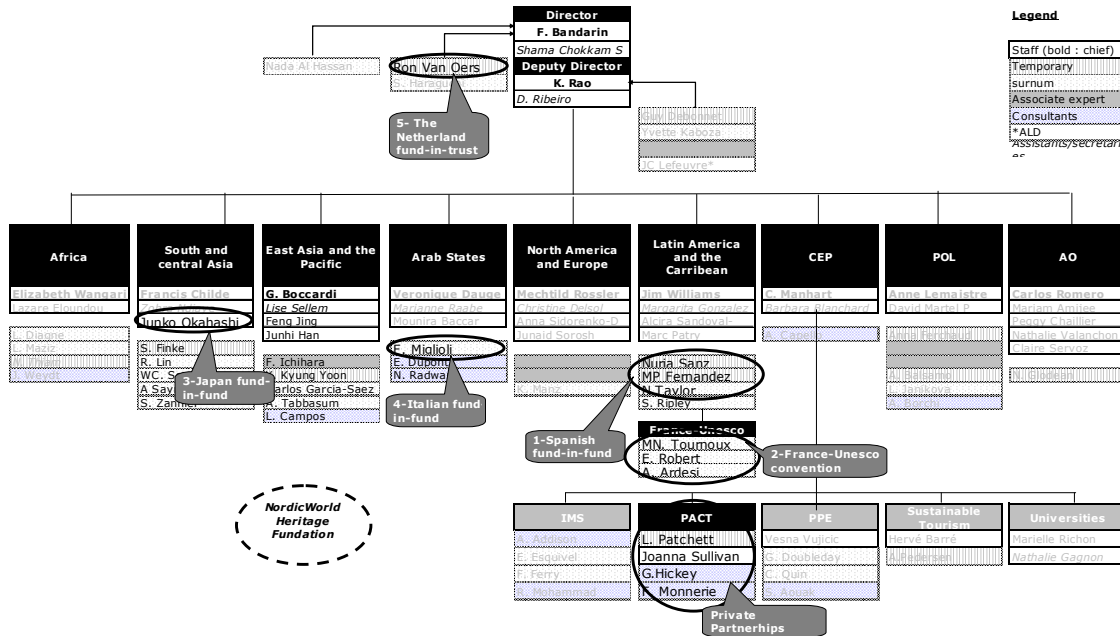
- for certain initiatives, such as PACT, the lack of internally-shared operating procedures and vision in relation to the scope of the initiative limiting the participation of, and exchanges of information with the programme specialists of the regional sections/units
- the lack of credit/recognition for participation in cross-sectional projects even though they represent an additional burden for the programme specialists.



✓ Funds-in-trust management

It appears that responsibility for funds-in-trust is split among a number of different people within the WHC. The following diagram shows the people responsible for funds-in-trust made available by the States Parties. In the absence of any overall strategy for funds-in-trust management or for consolidating information, the different funds are managed autonomously and it is not possible to identify any overall strategy or to map funds by type of project in a way that would be meaningful for programme specialists or persons from outside the WHC.

Organizational chart of the coordination of funds-in-trusts (non comprehensive)



▪ **A “pragmatic” approach to work and organisation**

It appears that the overall strategy is an open-ended one and leaves a considerable amount of latitude to the Centre itself – implementing the so-called “4Cs² can encompass an extremely wide range of activities. As such, the development of programmes and thematic studies tends to result from the pragmatic fit at a given moment between:

- ✓ the presence at the Centre of a specific type of programme specialist;
- ✓ a particular donor who is interested in a project;
- ✓ a decision by the Committee.

This “freedom of action” has frequently made it possible to develop programmes that have been heralded for their effectiveness and visibility and reflect a pragmatic

² The following four objectives (known as the ‘4Cs’), contained in the Budapest Declaration, provide a strategic framework for implementing the Convention:

- Strengthening the **credibility** of the implementation of the World Heritage Convention as a representative and geographically balanced witness of the list of cultural and natural properties of exceptional universal value;
- ensure the effective **conservation** of World Heritage properties ;
- promoting **capacity** building for conservation;
- increasing public awareness, involvement and support for heritage through **communication**.

approach. Nevertheless, excessive specialisation in initiatives and projects adversely affects the clarity and consistency of the Centre's actions. Insufficient coordination in the upstream phase, at the level of the Centre's activities, can lead to duplication between the activities of the Centre's professionals and the Advisory Bodies (e.g., two separate publications on rock art – one by the Centre and the other by ICOMOS) or the abandoning of projects due to the departure of the professionals who had started and run them, etc.

▪ **The specific issue of the management and coordination of "missions" by WHC programme specialists**

It appears that a large proportion of external actors interviewed claimed that "the professionals at the Centre are always travelling/out on missions". This warrants an objective analysis of the missions/trips actually carried out by WHC staff in terms of their purpose, funding and duration, etc.

It is important to distinguish between:

- ✓ missions approved by the Committee, chiefly the "joint missions" performed as part of reactive monitoring (approximately 35 per year)
- ✓ missions not formally decided by the Committee but deemed necessary by the Centre in order to implement its decisions: meetings to prepare periodic reports, participation in training seminars, etc.
- ✓ missions requested by UNESCO governing bodies (approximately 15 per year for the Europe Section)
- ✓ missions related to the implementation and follow up on extra-budgetary projects and actions
- ✓ missions involving fundraising or donor relations
- ✓ invitations to seminars or conferences from States Parties, particularly for the Europe and North America Section and the Director of the Centre;
- ✓ missions related to cooperation with other Conventions;
- ✓ emergency missions related to an exceptional situation and which, by their very nature, cannot be planned for in advance.

At the present time, no consolidated data exists that gives an overview of the importance of travel/trips as a proportion of the WHC's activity: breakdown of missions

by type, cost, number of days away by type of mission, etc. This illustrates the absence of key indicators for monitoring the Centre's activity. Tulip, the software that processes employee presence/absence/vacation, etc., is only used for employees in fixed positions or temporary staff and does not provide an overview of the work schedules of all staff. More generally, there is no procedure for monitoring the time spent by each employee by type of activity.

Based on data extracted from UNESCO SAP management software, it is possible to obtain certain information; however, in the absence of exhaustive data, audit work was limited to the data available for certain professionals and is not significant enough to provide an analysis.

THE "OPEN DOOR" POLICY EMPLOYED BY THE CENTRE'S MANAGEMENT IS USEFUL FOR DAY-TO-DAY ARBITRATION BUT THERE IS NO REAL FORMAL PROCEDURE FOR PROVIDING INFORMATION FOR, AND DEALING WITH THE SECTION CHIEFS

While the accessibility of the Director and Deputy Director of the Centre was recognised by all WHC interviewees (bottom up management style), trade-offs made and decisions taken are not necessarily communicated down the line (top-down communications). We noticed that some personal situations have led to short-term changes in the organizational chart and in hierarchical responsibilities. The Direction of the WHC had modify the organizational chart in a way that is not linked to the organizational logic of activities but to find fixed-term answers to human situations.

INSUFFICIENT MANAGEMENT ACCOUNTING CONTROL AND A LACK OF TOOLS FOR DAY-TO-DAY MANAGEMENT OF ACTIVITIES

- The Centre has no tools for detailed analytical monitoring of its activity or for monitoring implementation of the Committee's decisions (project management tool)

While the Centre constantly stresses its need for greater resources (especially human resources), it does not provide any quantitative written data to support these demands based on figures of time spent by professionals on different activities (Indeed new tasks have been given to the WHC but allocation of time according to the different activities is needed as well as estimated needs in terms of human resources when an

activity is launched). However, such information is essential in order to support any request for an increase in resources.

We noted that:

- ✓ No global quantitative data was presented reflecting the Centre's activity in terms of:
 - Time spent by type of activity and breakdown of workload by section/regional unit
 - Number of hours worked per employee (over a twelve-month period, between two committee sessions, for example), by type of activity
 - Number of letters/e-mails received and replies sent back
 - Financial turn-over through contracts, number of contracts which went for approval through the contracts committee, etc.
- ✓ The activity report comprises the list of activities carried out by the Centre but no quantitative or budgetary data. Moreover it only presents activities that are not mentioned elsewhere in other documents presented to the Committee (non comprehensive report)
- ✓ Monitoring schedules of decisions presented cannot be used in their present form (the table simply gives the decision reference code without stating the subject)
- The Centre has no costing data for activities carried out and the information it provides gives no indication of the Centre's operating expenditure by expense category.
 - ✓ The management accounting function has not been configured for use.
 - ✓ There is no "management control" culture even though the Committee appears to be making increasing demands in this area (information concerning the total cost of missions, of organising Committee sessions, monitoring extra-budgetary resources, etc.).
 - ✓ It is difficult to use the financial information provided as it organised by activity themes and not by type of expense.
 - ✓ Budget guidelines and expenditure are presented at the end of Committee sessions, i.e., after the Committee has deliberated on a number of very important issues without being able to measure the financial impact of such decisions. Therefore, the

Committee is not really able to assess the Centre's capacity to implement its decisions or to make logical trade-offs. This is one of the major weaknesses in governance procedures.

B. Lack of monitoring and planning tools to fulfil the need of activity management

The Centre does have SISTER, a software package used by Unesco to monitor the activity, however it can not be used as a planning tool. In any case, it only provides a partial vision and cannot present consolidated data. Only UNESCO staff input their time and programmes to SISTER and we have noted that the data input is incomplete. Professionals do input data but do not "use" it.

TULIP is the time planning software however it is only used for Unesco staff and does not therefore provided exhaustive information on presence, absence, missions of people working within the WHC and can not be used as a tool for allocation of human resources and management of the workload.

5.2.3 Handling relations with the Advisory Bodies

A. Nature of relations

The Advisory Bodies have been designated by the World Heritage Convention as the key actors in implementing the Convention in view of their expertise and capacity to provide independent institutional advice in a certain number of key procedures involved in implementing the Convention.

The Centre’s relations with the Advisory Bodies are regulated by:

- ✓ the Convention, which requests that both the Committee and UNESCO cooperate closely with ICOMOS, IUCN and ICCROM³;
- ✓ the Operational Guidelines for implementing the Convention which set out the Centre’s specific duties and responsibilities.

The following table gives a comparison of the roles of the Centre and the Advisory Bodies as set out in the Operational Guidelines for implementing the Convention. The arrows denote the relationship between the Centre and the Advisory Bodies with regard to each process analysed:



³ Art 13 “The Committee shall co-operate with international and national governmental and non-governmental organizations having objectives similar to those of this Convention. For the implementation of its programmes and projects, the Committee may call on such organizations, particularly the International Centre for the Study of the Preservation and Restoration of Cultural Property (the Rome Centre), the International Council of Monuments and Sites (ICOMOS) and the International Union for Conservation of Nature and Natural Resources (IUCN), as well as on public and private bodies and individuals.”

Art 14 “The Director-General of the United Nations Educational, Scientific and Cultural Organization, utilizing to the fullest extent possible the services of the International Centre for the Study of the Preservation and the Restoration of Cultural Property (the Rome Centre), the International Council of Monuments and Sites (ICOMOS) and the International Union for Conservation of Nature and Natural Resources (IUCN) in their respective areas of competence and capability, shall prepare the Committee’s documentation and the agenda of its meetings and shall have the responsibility for the implementation of its decisions.”

Process	World Heritage Centre Roles	Advisory Bodies Roles
Statutory Meetings	a) the organization of the meetings of the General Assembly and the Committee	f) <u>attend</u> meetings of the World Heritage Committee and the Bureau in an advisory capacity b) <u>assist the Secretariat</u> , in the preparation of the Committee's documentation, the agenda of its meetings and the implementation of the Committee's decisions
Implementation of decisions of the World Heritage Committee and reporting on their execution	b) the implementation of decisions of the World Heritage Committee and resolutions of the General Assembly and reporting to them on their execution	c) <u>assist</u> with the development and implementation of the Global Strategy for a Representative, Balanced and Credible World Heritage List, the Global Training Strategy (...)
Inscription of properties	c) the receipt, registration, checking the completeness, archiving and transmission to the relevant Advisory Bodies of nominations to the World Heritage List	e) in the case of ICOMOS and IUCN evaluate properties nominated for inscription on the World Heritage List and present evaluation reports to the Committee
Global Strategy	d) the co-ordination of studies and activities as part of the Global Strategy for a Representative, Balanced and Credible World Heritage List	c) <u>assist</u> with the development and implementation of the Global Strategy for a Representative, Balanced and Credible World Heritage List, the Global Training Strategy (...)
Reactive Monitoring and Periodic Reporting	e) the organization of Periodic Reporting and coordination of Reactive Monitoring	d) monitor the state of conservation of World Heritage properties (...) c) <u>assist</u> with the Periodic Reporting, and the strengthening of the effective use of the World Heritage Fund (...)
Process	World Heritage Centre Roles	Advisory Bodies Roles
International Assistance	f) the co-ordination of International Assistance	d) (...) review requests for International Assistance
Mobilization of resources	g) the mobilisation of extra-budgetary resources for the conservation and management of World Heritage properties	
Assistance to States Parties	h) the assistance to States Parties in the implementation of the Committee's programmes and projects	a) advise on the implementation of the World Heritage Convention in the field of their expertise
World Heritage Promotion	i) the promotion of World Heritage and the Convention through the dissemination of information to States Parties, the Advisory Bodies and the general public	

Therefore, it appears that there are:

- ✓ specific tasks at the “heart” of implementing the Convention (evaluating nomination dossiers, evaluating international assistance requests) that are entrusted specifically to the three Advisory Bodies in their role as independent experts;
- ✓ a role to provide support and advice to the Committee, the States Parties or the Centre, whose scope of operations is not defined in the Operational Guidelines: one-off activities or consulting assignments that the Committee or the Centre decide to entrust to the Advisory Bodies in view of their expertise and role in implementing the Convention (thematic studies, devising strategies such as training strategies, analysing the List, etc.). For such activities, the Advisory Bodies may be placed “in competition” with other organisations.

Each year, the Centre enters into a contractual relationship with the Advisory Bodies to carry out specific tasks entrusted to them by the Secretariat of the Committee and also enters into a contractual relationship for the provision of support and consulting services as direct beneficiary of such services. The Advisory Bodies are paid by UNESCO via the Centre out of the World Heritage Fund budget for the work carried out within the scope of the World Heritage Convention.

B. Strengths

All actors interviewed stressed the overall quality of the relations between the Advisory Bodies and the Centre, especially the personal relationships of trust between the professionals at the Centre and those in the Advisory Bodies.

Generally speaking, the Centre and the Advisory Bodies manage to reach a consensus on State of conservation reports.

Moreover, the relationship between the Centre and the Advisory Bodies is a dynamic one comprising a continuous search for improvement based on evaluations, recasting of procedures, introduction of tools, etc. In terms of clear-cut improvements made since 2000, we should mention the introduction of a standard format for international assistance requests, the holding of coordination meetings between the Centre and the Advisory Bodies and clarification of the procedure for verifying the completeness of dossiers.

C. Weaknesses

Our work has highlighted three types of problem that hamper relations between the Advisory Bodies and the Centre:

- 1- Allocation of roles and responsibilities involved in implementing the Convention
- 2- Basis for entering into a contractual relationship
- 3- Shared tools and working methods

ALLOCATION OF ROLES AND RESPONSIBILITIES INVOLVED IN IMPLEMENTING THE CONVENTION

The issue of role allocation has emerged several times over the past few years. Thence, at the 24th Session of the Committee held in Cairns, Australia, the report of the working group set up to assess the implementation of the World Heritage Convention (Point 6.1 on the agenda) stressed that "there are differences how the respective roles of the Centre and the Advisory Bodies are perceived and this hinders the effective operation of the Committee". It went on to state that "The Committee needs to review the roles and responsibilities of the Advisory Bodies in relation to the Committee, the Centre and maybe even UNESCO. This would result in memoranda of understanding.

Although most of the actors interviewed stressed that when the Convention was drafted, the role of the Secretariat (the Centre) was one of "facilitator" for the implementation of the Convention while the Advisory Bodies were to act as experts and providers of independent expert advice, the Centre appears to have become increasingly involved in the tasks initially reserved for the Advisory Bodies (formulating "expert" advice, carrying out thematic studies, organising training).

This trend can be explained in terms of:

- ✓ the Centre's position as "point of entry" for the States Parties, the actors involved in heritage management and the general public. This requires a high level of technical knowledge in order to be able to provide meaningful answers to queries;
- ✓ the necessity of adopting a cross-sectional nature/culture approach to certain projects which only the Centre can provide as the Advisory Bodies are usually "mono-specialists";

- ✓ in areas where there is an overlap in the respective roles of the Centre and the Advisory Bodies, the absence of a procedural manual that clearly states the specific duties and responsibilities of each actor and how these should be carried out;
 - ✓ the increasing recourse to extra-budgetary funding to implement the Committee's decisions - donors expect the professionals of the WHC to be involved;
 - ✓ the profiles of the professionals hired who are mostly specialists in the heritage sector and thus prefer to manage projects directly;
 - ✓ the extension of the mandate entrusted to the Centre by the Director-General of UNESCO which now goes way beyond acting as Secretariat to the World Heritage Convention, thus making the Centre a key actor in world heritage conservation;
 - ✓ difficulties encountered in dealing with the Advisory Bodies (quality, responsiveness) which have pushed the Centre towards more direct involvement in the tasks requiring specific expertise.
- **Risks of overlap and conflicts of interest**

Two types of adverse impact may result from the foregoing observations:

- ✓ overlap between the work carried out by the Centre and the activities of the Advisory Bodies;
- ✓ risk that expert advice will be less neutral/risk of conflicts of interest;

Such problems are mainly likely to occur in:

- ✓ joint missions for reactive monitoring of a particular site:

As it has been noted that there is better access to information and to those in charge of reactive monitoring missions when Unesco representatives are present alongside technical experts from the Advisory Bodies, the Committee has increasingly made "joint missions" the norm. We have noted that:

- Unesco representatives (usually professionals from the Centre) frequently draft the mission report and participate in formulating expert technical advice/recommendations in view of their detailed knowledge of the site within the scope of the Convention;
- Unesco sometimes commissions non-Unesco experts (in such instances, the experts do not have access to information or to contact persons as they are not Unesco representatives). Furthermore, these experts sometimes belong to

ICOMOS and actually get paid more than the experts commissioned by ICOMOS, which is particularly incoherent;

- unlike the Advisory Bodies, which have ethical charters and internal procedures that are reviewed by a panel of experts, the professionals from the Centre/commissioned by the Centre are not subject to such constraints and the Advisory bodies pointed out during the interviews that these professionals have, on occasion, revealed the findings of certain missions, thus compromising the Advisory Bodies' ability to subsequently provide independent institutional expert advice. Nevertheless professionals of the WHC underline that "all missions end with a de-briefing with the authorities, where the AB and WHC present the results, findings and conclusions of the mission jointly. It is always pointed out to the State parties that this is the advice of the mission team and that the final recommendations will be made by the Committee on the basis of analysis of the mission findings. The preparation of the final recommendation to the Committee is always done in consultation between the AB and WHC and based on the professional judgement of both sites. Very rarely, there is a lasting difference of opinion, and then this is mentioned to the Committee. The risk of conflict of interest therefore seems non-existent."

✓ Drafting of state of conservation reports (SOC reports)

The professionals from the Centre participating in reactive monitoring missions who are designated in the Guidelines as the recipients of the information concerning the state of conservation of properties to be transmitted by the States Parties upon request of the Committee, have up to now drafted the conservation reports for cultural property (IUCN prepares the first draft of the SOC reports of some natural properties, while the Centre drafts some. These drafts are then exchanged (sometimes several times), until a mutually acceptable text is agreed).

The Centre's extra responsibility in terms of providing expert technical advice may appear problematic in view of the Centre's role as consultant to the States Parties. Beginning this year, reports to be drafted on cultural property have been split between the Centre and ICOMOS. However, if the Committee wishes to obtain independent expert advice from the Advisory Bodies, question marks arise concerning the legitimacy of the Centre's role in drafting some of the reports and preparing draft decisions. While it is important to stress that the WHC and the Advisory Bodies have usually reached a consensus on most reports and draft decisions, it nevertheless appears imperative to

formalise the allocation of roles and responsibilities and the organisation of the interactive procedure for drafting observations, recommendations and draft decisions in order to provide the States Parties with enhanced transparency and clarity. Moreover, the Committee has requested that state of conservation reports be ranked in terms of the amount of attention required. This review of reports requiring in-depth work is currently being performed by the WHC. It is again necessary to clarify the Advisory Bodies' role in this task (who does what, report production programme, criteria used to assess the "level of attention needed", etc.).

✓ Implementation of extra-budgetary projects

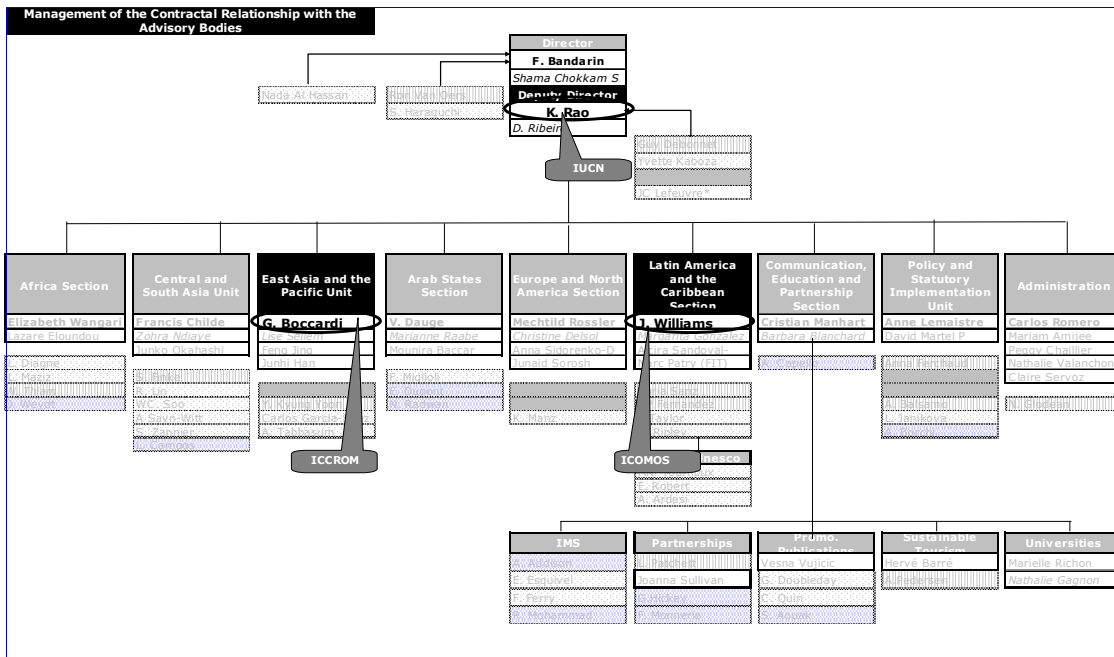
The Centre is usually responsible for performing these projects via the recruitment of specialist staff and it would appear that certain activities are close to initiatives organised by the Advisory Bodies. The basis for differentiating between the roles of the Advisory Bodies and the WHC appears to be ill-defined as far as leadership on studies is concerned.

For example, ICOMOS organises regional conferences and workshops, publishes reports and thematic studies (definition of the concepts of authenticity and cultural landscapes, extension of the heritage sphere into non-monument cultures, recognition of industrial heritage in liaison with TICCIH, and of 20th century architectural and urban heritage in close collaboration with DOCOMOMO, etc.). As such, the Scientific Committee of ICOMOS dealing with Tourism drafted a "manual for use by site managers" in 1993. However, a professional from the Centre prepared a "practical manual for site managers" in 2001 within the scope of the Sustainable Tourism programme developed by the Centre and funded by the United Nations Foundation. This example is proof of the need to clarify responsibilities/prepare a strategy for carrying out general reviews and for setting down guidelines between UNESCO and the Advisory Bodies.

Lastly, from a cross-sectional perspective, a significant proportion of the actors interviewed from the Advisory Bodies stressed the disparities in coordination practices with the regional sections.

QUESTION MARKS OVER THE BASIS OF CONTRACTUALISATION

As the following organisation chart shows, there are three managers at the Centre responsible for monitoring contracts with each of the Advisory Bodies (1 manager per advisory body).



- ✓ Prior to 2000: during their annual meetings, the Advisory Bodies submitted a draft budget to the Director of the Centre which was then reviewed at a meeting attended by all the parties concerned
- ✓ Since 2000: the budget with each Advisory Body is discussed at a private meeting between that Advisory Body and the Director of the Centre

Based on a review of the contracts between the Centre and the Advisory Bodies and the interviews with the various stakeholders within the scope of our management audit, we noted the following:

- ✓ Contractualisation timetables differ according to different Advisory Bodies. In particular, there is a specific problem with ICOMOS regarding subsequent contractualisation (the Centre is contracting with ICOMOS for activities already carried out by ICOMOS) and the contractual transcription deadline for Committee decisions;

- ✓ Differences in rates deemed significant by the Advisory Bodies different remuneration guidelines (level of detail of budgets);
- ✓ Unsuitability between types of contract and UNESCO standard procedures: the Advisory Bodies are partners in implementing the Convention and not “service providers” (e.g., unsuitability of standard “fee contracts” which imply a transfer of ownership of material produced by the contracting party): this complexity and inappropriateness in terms of procedures generates between 15 and 20 days of work for each of the three professionals in charge of contract monitoring;
- ✓ An opinion shared by the Advisory Bodies and the professionals at the Centre in charge of contract monitoring that the costs borne by the Advisory Bodies in implementing the decisions of the Committee are only partially covered. The mismatch between the remuneration received by the Advisory Bodies and the tasks entrusted to them makes it difficult for the Centre to be as demanding as it might otherwise be. It must be underlined that there is no common methodology required by the WHC for pricing their activities and ensuring that Advisory Bodies are paid on a full cost basis (direct and indirect costs).

Difficulties concerning contracts were already raised 2000. At the 24th Session of the Committee held in Cairns, Australia, the report of the working group set up to assess the implementation of the World Heritage Convention (Point 6.1 on the agenda) stressed that “The current procedure, which consists of transforming the Committee’s decisions regarding the allocation of funds into contracts between the WHC, the states Parties and the Advisory Bodies is cumbersome and inefficient.” It recommended that “the Committee, urgently task the Centre with ameliorating the relevance of contracts and their payment”.

LACK OF SHARED TOOLS AND WORKING METHODS

The Centre and the Advisory Bodies have to liaise closely in a number of key procedures involved in implementing the Convention (inscription of sites, international assistance requests) necessitating the exchange of documents, sharing of information, etc. However, this cooperation is not taking place in an optimal manner due to a lack of shared management tools or pooling of information. In the course of this management audit, it came to light that the international assistance database used by the Centre cannot be consulted by the Advisory Bodies and international assistance requests are still assessed in hard copy format (no possibility of formulating requests, queries or sending comments

online). An important work has been launched to improve the database since the audit carried out on International Assistance and should lead to a much more operational tool. The Advisory Bodies cannot consult the Centre's list of dossiers in-progress (which would help them to prepare their own work schedule).

Moreover, certain tools do not appear to be used in an optimal manner. Although all of the actors stress the pertinence of a single format for mission reports, the Advisory Bodies point out the time that would be saved if the Centre "pre-completed" certain key information that an expert needs to know: Committee decisions concerning the site, international assistance received, etc.

As regards contract monitoring, no internal report currently exists that monitors the contractual obligations of the Advisory Bodies in terms of respect of dead-lines, quality of the report.

At present, three meetings (September, January and June) are organised with the Advisory Bodies but only the September meeting provides for exchanges in respect of strategy and programmes – the January and June meetings deal with the organisation of the Committee.

5.3 Governance

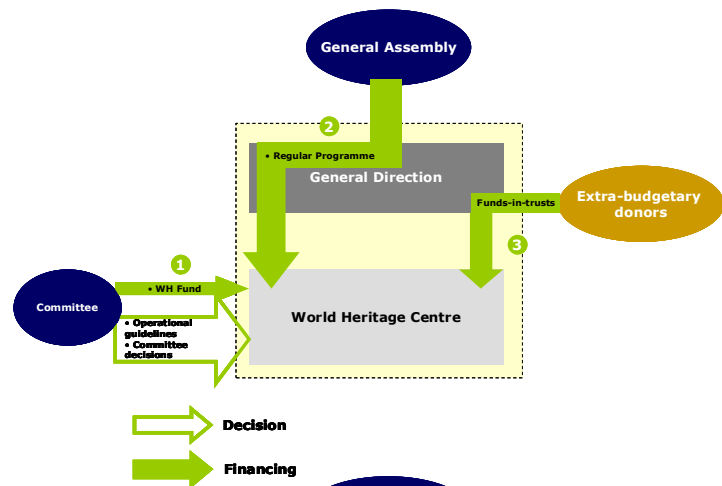
5.3.1 Definition of the actors in the process and of governance principles

Synthetic presentation of the actors of governance of the WHC

• Tasks performed by World Heritage Centre resulting from the implementation of "Operational Guidelines" and World Heritage Committee decisions (Operational Guidelines)

This tasks are financed by:

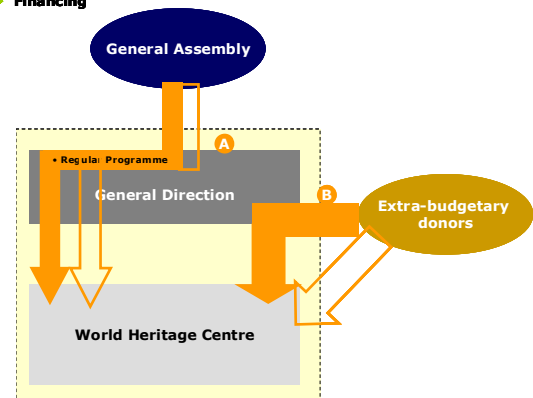
- 1 - The World Heritage Fund
- 2 - Part of Unesco Regular Programme
- 3 - Part of extra budgetary resources



• Tasks performed by the World Heritage Centre related to the implementation of the General Assembly decisions - responsibility given to the Centre by the Director-General-, and related to implementation of projects financed by donors

This tasks are financed by:

- A -Part of Unesco Regular Programme
- B -Part of extra budgetary resources



ANALYSIS OF UNESCO'S GOVERNANCE BODY

▪ **Flagship programme status**

The document entitled "Proposal for preparation of the draft 2006-2007 Programme and Budget" (point 8 of the agenda for the seventh extraordinary session held at Unesco's Paris headquarters) recalls that "To be qualified as a flagship Unesco programme, a programme must continuously provide positive results and major impact

and benefit from large visibility as well as from international recognition by Unesco’s States Parties”.

It nevertheless appears that this term is employed in different ways within Unesco’s different documents. The following table shows that:

- ✓ The World Heritage Programme is one of two programmes with flagship status per the C/4 (the other programme being the Ocean Programme);
- ✓ In this same document, both the WHC and the Intergovernmental Oceanic Commission, bodies with responsibility for these two programmes, are described as “flagship initiatives”;
- ✓ The “flagship programme” description is not repeated in the C/5. Within the overall cultural programme, protecting World Heritage in Danger is presented as the flagship activity within the programme for “the protection and safeguarding the world’s cultural heritage”.

Wording	Status	Source
World Heritage Programme	➡ Flagship Programme	C/4
World Heritage Centre	➡ Flagship Initiative	C/4
Heritage in danger protection	➡ Flagship Activity	C/5

It thus appears both that programme concepts differ between the C/4 and C/5 documents and that the “flagship” description is alternately attributed to World Heritage or to a specific activity such as Protecting World Heritage in Danger. In any case, the description is indicative of the emphasis placed on certain actions but does not have any automatic impact in terms of budgetary resources or operating procedures. The Director-General employs the term himself: “The World Heritage Centre is responsible for conducting Unesco’s flagship world heritage programme in coordination with the Cultural Heritage Division, the Ecological Sciences Division and our field offices”⁴.

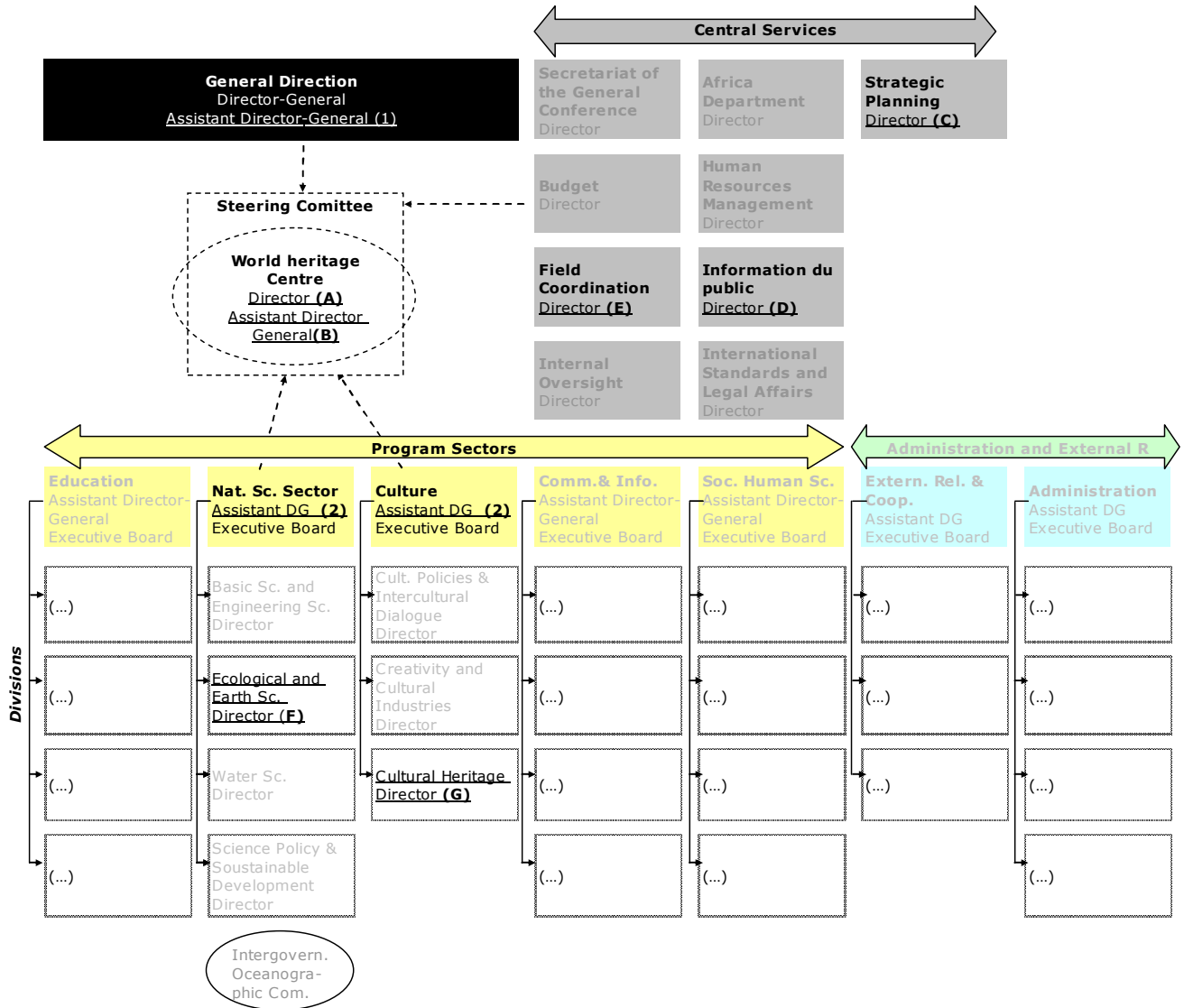
⁴ Mr Koichiro Matsuura, Director-General of UNESCO when opening the 27th session of the World Heritage Committee

It nevertheless appears that certain specific C/5 provisions are designed to “protect” the Centre’s resources: credits allocated to Unesco’s Intergovernmental Oceanographic Commission (IOC) and the WHC cannot be re-allocated for any other budgetary purpose.

▪ **Developments in the Centre’s positioning within UNESCO**

The organisation of the Centre’s governance within UNESCO has been profoundly modified since its creation in 1992. Initially a specific entity reporting to the Director-General and governed by a special purpose Steering Committee the composition of which is summarised below, the Centre was subsequently attached to the Culture Sector (cf. UNESCO’s organisation chart as presented in the 28C/5 for 1996-1997) but its status compared to the 3 existing divisions is not clarified (in the DG’s Blue note concerning the restructuring of the Culture Sector, the Centre is mentioned as an “entity” but after the paragraphs on the Centre, the “second” division is mentioned and may imply that the Centre is considered as the first division). This attachment to the Culture Sector was again confirmed by Unesco’s Director-General in January 2000.

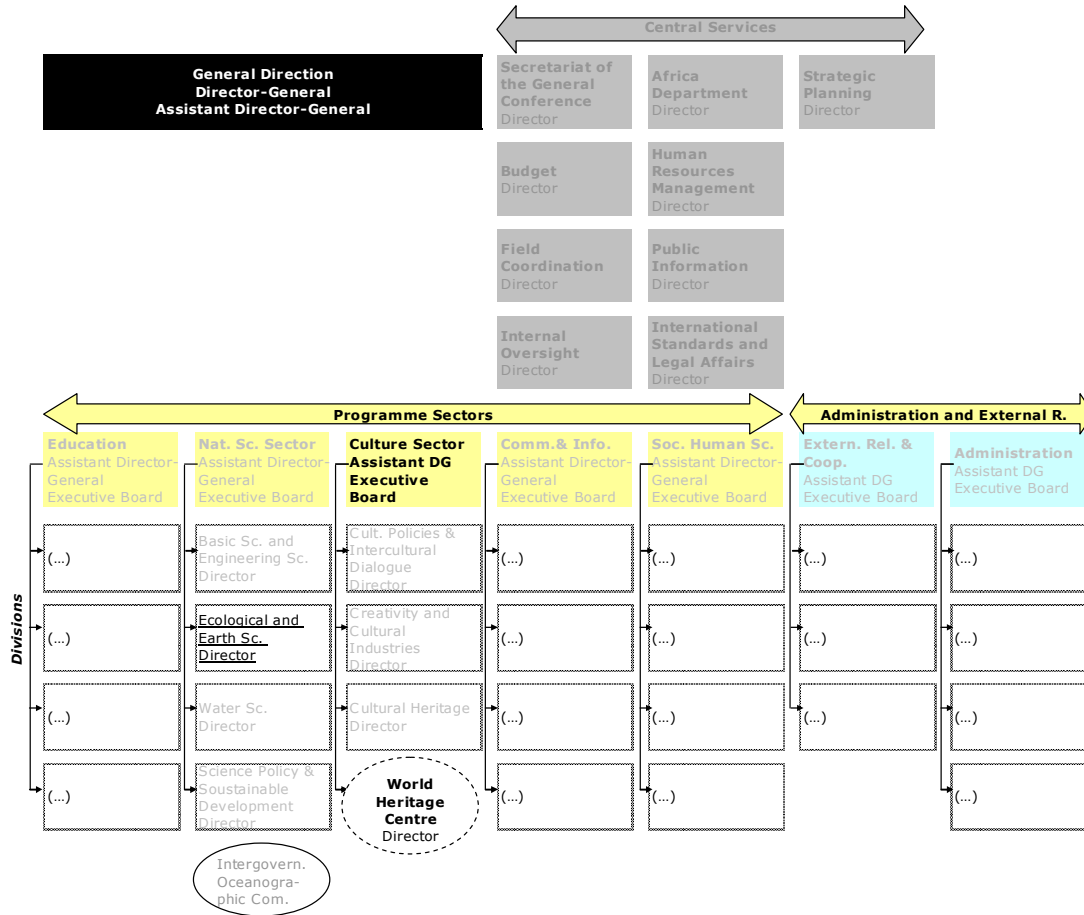
Position and governance of the Centre within Unesco until 2000



(1) (2) (3) => Board of the Steering Committee

(A) (B) (C) (D) (E) (F) (G) => Steering Committee members

Position and governance of the Centre within UNESCO with effect from 2000: part of the Culture Sector



▪ **Developments in the applicable governance rules: definition and nature of the administrative flexibility available to the Centre**

The change of organisation of the World Heritage Centre within UNESCO was accompanied by a certain amount of “normalisation” of the rules and procedures to be followed, and by certain limits on the specific functional autonomy⁵ from which it had previously benefited.

- ✓ The WHC was created in 1992 (DG/Note/92/13) to mark the 20th anniversary of the Convention.
- ✓ In 1995, the DDG/95/Memo 66 memorandum defined the functional autonomy of the World Heritage Centre and the Intergovernmental Oceanographic Commission (IOC) and implemented this functional autonomy on an experimental basis. The following box lists the specific prerogatives attaching to the status:

Definition of the “functional autonomy” attributed in 1995 (and which may currently be considered as synonymous of the administrative flexibility from which the Centre benefits)

1. *Approval of work programmes*
2. *Use of staff savings to fund use of consultants, supernumerary personnel and other professional fees*
3. *Approval and signature of mission briefs*
- ✓ *Exemption from the obligation of recording planned travel in the computer system*
- ✓ *Freedom to reimburse travel expenses upon submission of vouchers*
4. *Freedom to fix the duration of contracts with consultants and supernumerary personnel as well as their daily fees*
5. *Administration of positions created*
6. *Freedom of nomination for grade G positions (...); nomination of grade P4/P5 personnel by the Director-General upon recommendation by the Centre (...)*
7. *Signature of staff performance assessments*

⁵ Term employed in 1995 to describe the specific administrative flexibility and delegations of authority attributed to the Centre’s Director

8. *Authorisation to sign invitations to meetings for States Parties and cooperation agreements with States Parties and international institutions and organisations*
9. *Responsibility for functions allocated to the Director-General by the internal regulations pertaining to intergovernmental committees and representation of the Director-General*
10. *Relationships with the public and with the media*

- ✓ In 1997, the Deputy Director-General issued a memorandum (DDG/97/Memo 122) confirming that the Centre's functional autonomy was maintained with the exception of the recruitment procedure (point 6 above).
- ✓ In 2000, the Director-General attached the Centre to the Culture Sector whilst confirming (DG/Note/001) "maintenance of its special characteristics" as well as (DG/Note/00/15) maintenance of the Centre's functional autonomy and specifying that "Given its specific status, the Centre will retain a certain degree of autonomy under the authority of ADG/CLT which will be responsible for coordinating and ensuring the complementary nature of the activities of the Centre and of the Cultural Heritage Division".
- ✓ The ADG/ODG/05/129 memorandum, which deals with administrative coordination between the Culture Sector and the World Heritage Centre, notes that during preparation of the 33C/5 it had become apparent that there was a need to clarify the concept of the Centre's "functional autonomy under the authority of ADG/CLT", and that the Director-General desired the Administrative Unit of the Culture Sector to assume full responsibility for administering the sector as a whole including the World Heritage Centre.
- ✓ At the time of Unesco's 174th Executive Council, on 13 April 2006, and following the request by the Lithuanian Ambassador, as President of the World Heritage Committee, for clarification of Unesco's intentions regarding any reorganisation of the World Heritage Centre, the Director-General underscored the difficulties he had noted when he himself had been President of the Committee in 1998 and specified that the "certain degree of functional autonomy" mentioned in 2000 did not extend beyond budgetary matters (direct vetting of the Centre's budget by the Budget Office).

- ✓ In his memorandum (DG/Note/07/02) dated 25 January 2007 dealing with the restructuring of the Culture Sector, the Director-General presents the World Heritage Centre as one of the sector's four divisions without mentioning any functional autonomy or other special characteristics of the Centre in relation to the other divisions.

The absence of any clear and consolidated definition of the Centre's special characteristics in terms of functional autonomy/administrative flexibility means that considerable administrative time is required to identify the applicable procedures.

The management audit has revealed certain "administrative shortcomings" linked to the absence of any shared vision within Unesco as to the content of the said administrative flexibility as applied to:

- ✓ The procedure for renewing supernumerary contracts (derogation was assumed to have been required for two such contracts but not for the others);
- ✓ The freedom to use of savings related to vacant positions.

The audit also revealed cases where positions had been transferred to the Centre despite the fact that the Centre had expressed no requirement, or in spite of the Centre's opposition to such transfers. For the past number of years, the Centre's Director has not been involved in recruitment and any increase in permanent staff has represented more an inward transfer of UNESCO staff and responsibilities than any deliberate staffing strategy on the Director's part.

As regards the Centre's effectiveness, in particular vis-à-vis its partners, it would appear that certain reinforcements in its control and approval procedures have been perceived as a source of difficulty, reduced responsiveness and lack of motivation on the part of professional staff, as well as a source of discontent on the part of the Centre's external partners. The following procedures are above all criticised as being too lengthy and lacking in any added value:

- ✓ the approval required for the employment of consultants and of temporary staff;
- ✓ the multiple approvals required for signing of master agreements.

Criticism may also be noted of the lack of adaptation or loss of "institutional memory" by central functions that place established practices in question or impose the use of ill-adapted procedures:

- ✓ each year, the Centre has to justify the fact of entering into contractual relationships with the Advisory Bodies without applying competitive tendering despite the fact that those relationships are provided for by the Convention itself;
 - ✓ The specific procedures/practices related to the Centre's partnership with the United Nations Foundation have recently been contested.
- **A special characteristic of the Centre compared to other divisions: a dedicated administrative unit**

The ADG/ODG/05/129 memorandum, dealing with administrative coordination between the Culture Sector and the World Heritage Centre, noted that during preparation of the 33C/5 it had become apparent that there was a need to clarify the concept of the Centre's "functional autonomy under the authority of ADG/CLT" and that the Director-General desired the Administrative Unit of the Culture Sector to assume full responsibility for administering the sector as a whole including the World Heritage Centre.

OTHER ACTORS IN GOVERNANCE: PROVIDERS OF EXTRA-BUDGETARY FUNDING

Implementation of the Committee's decisions is largely dependent on the Centre's capacity to mobilise the required funds. Whilst it is true that certain initiatives are financed by the World Heritage fund and by other regular programme funding, it is nevertheless the case that many of the programme's specialists have recourse to extra-budgetary funding for their activities. For this reason, the donors play a key role in determining the priorities for certain projects and may indeed have a role in proposing such priorities.

World Heritage Fund	Funds in Trust and Special Accounts	Regular Programme	Others
<p>> 8 M\$ in 2004/2005</p> <p>• Resources :</p> <ul style="list-style-type: none"> - Compulsory contributions made by the States parties to the Convention - Voluntary contributions made by the States parties to the Convention or partners - Earmarked contributions made by partners <p>• Use :</p> <ul style="list-style-type: none"> - The use of the World Heritage Fund is ruled by the Financial regulations for the World Heritage Fund <p>-8 M\$ in 04/05 with 20% allocated to earmarked activities</p>	<p>➢ Main income of the World Heritage Centre activities, although lack of monitoring of biannual engagements and quantification of the resources expenditure</p> <p>• Resources :</p> <ul style="list-style-type: none"> - World Heritage Centre Fund-in-trust established according to a contract signed between Unesco and a donor (public or private sector donor) <p>• Use :</p> <ul style="list-style-type: none"> - 13% of the total resources is allocated to management costs, except special agreements - 87% of the Trust Funds and a percentage of the 13% (FITOCA account) is allocated to the World Heritage Centre - The Funds- in-Trust finances activities decided in agreement with the donor 	<p>> 1,9 M\$ + 6,7 M\$ posts financing in 2004/2005 > 3,2 M\$ + 7,9 M\$ post financing in 2006/2007</p> <p>• Resources:</p> <ul style="list-style-type: none"> - Part of the Unesco budget is allowed to the World Heritage Centre <p>• Use :</p> <ul style="list-style-type: none"> - More than 70% is allowed to the financing of posts - Regular programme finances a part of the budget allocated to the statutory meetings, the thematic programs, promotion and communication activities, etc. 	<p>• <i>World Heritage Centre benefits of several contributions in terms of human and material resources non accounted today . As an example we can notice experts' advisory services granted by the France-Unesco Convention, travel and accommodation expenditures financed by host Countries and IT material dons, etc.</i></p>

■ States Parties

States Parties finance the Centre's activities via:

- ✓ Setting up funds-in-trust,
- ✓ Staff seconded,
- ✓ Direct payment for the travel and related expenses incurred by professionals employed by the Centre.

■ Other public and private partners

The United Nations Foundation (UNF) is a public charitable foundation whose aim is to assist in implementing the United Nations Charter by establishing and implementing public-private partnerships and promoting initiatives. Since 1998, the UNF has entered into an agreement with the United Nations providing for assistance in furthering the aims of the United Nations Charter via the implementation of innovative and proactive projects contributing to wellbeing in the world. To assist in this process, the United Nations have established a United Nations Fund for International Partnerships (UNFIP) intended to receive grants for project funding paid by the UNF.

In this way UNF and UNFIP have established, in partnership with the World Heritage Centre, projects for preserving worldwide biological diversity and for promoting an understanding of the importance of our natural heritage for the future of mankind.

In 2003, UNF and the World Heritage Centre entered into a partnership agreement for the purposes of promoting awareness of the world's heritage, particularly in the United States, and of mobilising resources for World Heritage natural and cultural sites, partly via the creation of internet pages.

5.3.2 Quality of information submitted to the Committee as a criteria of good governance

INADEQUATE QUALITY AND PERTINENCE OF THE INFORMATION COMMUNICATED

It would appear that for several key processes relating to implementation of the Convention, the Committee does not dispose of relevant information and has not requested any.

- **The available budgetary data does not enable analysis of the trend in resources and expenses for each biennium and for each type of expense or activity**

The detailed analysis of the WHC financial management was not the management audit first purpose. On the other hand, it appears that the quality of the financial information delivered to the governance structure is as important as the information on the activity of the Centre. Both information (activity and finance) are relevant in order to examine the WHC governance.

The budgetary information documents are not, from our point of view, sufficient to bring transparent information to the governance structure and in particular to the World Heritage Committee even though the format is compliant with what the Committee requested.

The quality of the financial information provided by the Centre appears unsatisfactory as far as the format and the accounting principle are concerned and certainly does not provide any clear vision of the Centre's costs of functioning, or of the cost of implementing key processes such as meetings provided for by statute, reactive monitoring etc.

- ✓ In particular, Committee decisions are not costed either on a forecast basis, to assess the impact of new decisions in terms of the required human and budgetary resources, or in terms of actual performance.
- ✓ Costs are not analysed according to their nature (only a presentation by “activity” is prepared).
- ✓ The accounting principles applied in presenting the Centre’s consolidated resources (World Heritage Fund, Regular programme and extra-budgetary) are not presented and appear to mix up the concepts of cash-based and accrual-based accounting, capital expenditure and operating costs (e.g. the extra-budgetary resources for a given biennium are those theoretically available as opposed to those likely to be committed, whereas for the regular programme disclosure is made of the resources likely to be committed). No explanation is provided as to the reasons for fluctuations from one biennium to another, whether in terms of actual or budgeted amounts.
- ✓ Errors were noted in several budget documents.
- ✓ The risk of error is exacerbated by the document formats (tables which are difficult to read).
- ✓ Data is not comparable from one year to the next due to changes in the structure of presentation and a lack of clarity in the captions used.

The names given to the Centre’s different activities, or activity categories, change from one period to the next, thus making comparison difficult. For example, the funding of participation in meetings provided for by statute is successively described as “participation in meetings provided for by statute” (2000-2001), “participation of experts in meetings provided for by statute” (2002-2003), “participation in meetings with Advisory Bodies” (2004-2005) and “participation in meetings of Committee members” (2006-2007). It is only reasonable to wonder if these categories always included the same types of funding, e.g. does the category entitled “participation of experts in meetings provided for by statute” cover the participation of both Committee members and experts from the Advisory Bodies?

- ✓ The links between the various schedules presented in any one budget document are not clear and focus on budgetary data as opposed to actual performance.

The "Summary of budgeted income and expenses for the World Heritage Convention" presents figures which do not always agree with those presented by UNESCO's office of financial control.

- ✓ Budget documents are not communicated in accordance with the defined timetable (6 weeks before Committee meetings).
- ✓ The budget documents do not make it clear that supernumerary personnel are financed by the World Heritage Fund.
- ✓ The preparation of consolidated schedules grouping all forms of resources does not enable the Committee to have the required visibility as to the origin and allocation of extra-budgetary resources, and is not consistent with the principles of financial reporting presenting a "true and fair view".

Extract from the budget document distributed to the Committee at the Vilnius session

"11. In addition, the nature of the Centre's extra-budgetary funds, and associated work programmes, do not necessarily correspond with the budget structure by main line of action (MLA) as opposed to with the result desired by the donator. **It is sometimes difficult for the Centre to match the headings for certain extra-budgetary projects with the budget's headings.** Certain extra-budgetary projects may also correspond to two or more budget headings, in which case **the Centre has arbitrarily decided to disclose them under the main applicable heading.**

12. In order to complete the picture, the Centre requested UNESCO's other Sectors to inform it of any of their extra-budgetary projects relating to World Heritage sites. **No such extra-budgetary project was communicated to us.**

13. In response to the Committee's request, the Centre has prepared this schedule on the basis of the information available within SAP. However, your attention must be drawn to the fact that **this schedule does not constitute information officially provided by UNESCO.** Such information can only be provided by the Financial Controller's Division (DCO) and must be communicated on its behalf by the Extra-Budgetary Funding Sources Division (ERC)."

- **The elements communicated to the Committee in respect of international assistance do not provide a complete analytical view of the subject**

Only the list of States Parties' international assistance requests which require the Committee's approval is systematically communicated. The Centre did take the initiative of communicating to the last meeting of the Committee the list of the requests which had required the approval of the Chairman of the Committee.

- ✓ No standard document is distributed each year providing a summary of the number of requests received, the rate of refusal, the reasons for refusal, the amount of assistance allocated, committed and paid, the proportion of the allocated budget already consumed and analysing the split by region, by type of heritage site etc. There has nevertheless been a notable decrease in the number of requests received, which would appear to warrant some degree of analysis and explanation.
 - ✓ For any given activity, international assistance is only one of the means available to the Centre for the purpose of providing support to the States Parties (funds-in-trust are also regularly available to finance assistance to States Parties in preparing submissions) yet no view consolidated by activity and by funding source is presented as a means of providing the Committee with visibility as to weighting and as to the need to compare the procedure required to be followed for international assistance with those required in the event of recourse to other extra-budgetary procedures etc.
- **The reports following up on previous recommendations and associated action plans do not provide a real understanding as to whether objectives have been attained and as to the degree of implementation**

These reports list the actions undertaken but provide no measures nor any indicators as to the results achieved in terms of the designated objectives. The Committee does not dispose of sufficient information to assess the relevancy and quality of actions undertaken, the degree of attainment of objectives or the cost of actions undertaken, and of the time spent by the Centre and the field offices in implementing the actions listed.

- **The budget information is provided amongst the final items on the agenda, once decisions have been taken, and this does not facilitate decision-making based on knowledge of the available resources.**

6 MAIN DEVELOPMENT GUIDELINES AND RELATED RECOMMENDATIONS

The following objectives are based on the analysis of needs and expectations, and on the observations made previously. They are not ranked in order of importance.

Each guideline will be broken down and analysed in terms of recommendations for the development and organisation of the WHC.

6.1 The main development guidelines proposed based on the management audit

1. Organise the gathering and storage of data to facilitate decision-making
2. Plan and break strategy down into disseminated, monitored and evaluated shared action plans
3. Enhance accounting and budgetary management within the WHC
4. Enhance the management of internal and external interfaces (Advisory Bodies and partners)
5. Improve the service culture within the administrative departments
6. Translate the development guidelines into the WHC organisation and propose tracks of reorganization

6.2 Breaking the development guidelines down into recommendations

NB: The recommendations hereunder are presented by development guideline and are not prioritized

Development guidelines	Recommendations
1. Organise the gathering and storage of data to facilitate decision-making	1.1. Create a knowledge management function that could lead to the creation of a documentation Centre 1.2. Coordinate feedback from the regional sections and units 1.3. Develop a blueprint for providing the WHC with its own specific IT and management tools 1.4. Specify and break down General Policies for implementing the Convention into internal procedures
2. Plan and break strategy down into disseminated, monitored and evaluated shared action plans	2.1. Organise decision-making and arbitration procedures between the WHC's units and sections 2.2. Develop quality-based procedures and internal control in the WHC
3. Enhance accounting and budgetary management within the WHC	3.1. Produce complete, reliable and usable financial statements 3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy 3.3. Bring the Centre's action management

Development guidelines	Recommendations
	cycle into line with its budgetary cycle
<p>4. Enhance the management of internal and external interfaces (Advisory Bodies and partners)</p>	<p>4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies</p> <p>4.2. Incorporate the specific features of the role played by the Advisory Bodies into contractualisation procedures</p> <p>4.3. Make the Advisory Bodies accountable for the quality of deliverables expected</p> <p>4.4. Highlight the role of the extra-budgetary partners</p> <p>4.5. Enhance coordination with field offices and the other sectors of UNESCO</p>
<p>5. Improve the service culture within the administrative departments</p>	<p>5.1. Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)</p> <p>5.2. Simplify management procedures within the AO</p> <p>5.3. Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis</p> <p>5.4. Introduce a management accounting approach and cost-based monitoring of activities</p> <p>5.5. Facilitate the reporting and consolidation of information from the various sections and units</p>

Development guidelines	Recommendations
6. Translate the development guidelines into the WHC organisation and propose tracks of reorganization	6.1 Reorganize the Centre

6.3 Detailed description of recommendations

NB: The recommendations hereunder are presented by development guideline as a list and are not prioritized

☑ **DEVELOPMENT GUIDELINE 1: ORGANISE THE GATHERING AND STORAGE OF DATA TO FACILITATE DECISION-MAKING**

▪ **Recommendation 1.1.**

Create a knowledge management function that could lead to the creation of a documentation Centre

✓ Detailed description of the recommendation

- First of all this implies the better structuring of the on-line knowledge management, which should enable centralising and organising the archiving of information produced by the WHC (initially) and by the other divisions and sectors of UNESCO, States Parties and the public (subsequently) - the originals of all dossiers, reports and publications would be available on line, as it is more and more the case today. Data management procedures will be used to organise the implementation of this "on-line documentation centre".
- The function of management and capitalisation of knowledge would rely on the work undertaken during the inscription process of the sites and also on all initiatives of dematerialization of the data put on line on the Intranet of the Centre. Genuine tool at the service of the whole sections and units of the WHC, the capitalization of knowledge, as well on a physical mode as electronic, relates to the methods and working tools intern, on the sites themselves, to the whole of the documents produced and collected in the exercise of its missions.

The WHC currently works with hard copies and digitised copies of documents. The documentation centre will be both physical and virtual thanks to the use of an internet-based knowledge management tool that will use the same nomenclature for classification purposes.

- Realized by a professional of the document management, the function of Knowledge Management would define the procedures harmonized between

sections and units, so that each one contributes effectively to the division of knowledge.

- On the longer term, it would be interesting for the Centre to consider the constitution of a more open resource centre (State parties, individuals).

- ✓ Key success factors and considerations for the implementation of this recommendation
 - This recommendation will represent a significant outlay in terms of the WHC's current resources. An additional study will be required to estimate the exact investment in terms of storage space, IT systems to be deployed (data management technologies), the cost of hiring of a professional documentalist specialised in knowledge management and providing training for all contributors to the centre in data storage procedures.
 - Setting up a larger Knowledge Management function than that which currently exists must take place in conjunction and in consultation with the UNESCO and UNESCO/ICOMOS documentation centres if a physical documentation centre is to be created.
 - In order to ensure its long-term future, the funding necessary for the day-to-day running of the documentation centre (on-line and potentially physical) must be planned and evaluated.
 - The WHC will oversee the operation and all contributions from WHC actors.

▪ **Recommendation 1.2.**

Coordinate feedback from the regional sections and units

- ✓ Detailed description of the recommendation
 - Organise and disseminate information, methodologies, reference databases and current news from the Centre, the sites, etc., and provide a means for improving the performance of all sections and units of the WHC. Enhanced organisation of the dissemination of information will also benefit all new arrivals.
 - This will also provide more optimal and timely information to WHC management (activities performed, progress in implementing the work plan, etc.)

- ✓ Key success factors and considerations for the implementation of this recommendation
 - In light of the WHC's workload and headcount, implementation of this recommendation must not be perceived as an additional constraint or bureaucratic burden. Smooth exchanges of information require that all information producers adhere to a same simple, easy-to-use procedure.
 - In the event of a break in the chain of information between the different sections and units, the role of WHC management (Director and Deputy Director) becomes essential. A specific procedure for standardising and pooling information has to be devised and monitored (continual presence of one of the two members of WHC management, shared electronic message systems and agendas, devising a simple, written procedure for notifying decisions handed down and arbitrations made, etc.)
 - In order to simplify implementation it would be useful to map the most critical information concerning the WHC's activities that needs be transmitted in a systematic and organised manner.
- **Recommendation 1.3.**

Develop a blueprint for providing the WHC with its own specific IT and management tools

- ✓ Detailed description of the recommendation
 - This involves recognising the key role of information and communication technology in implementing the World Heritage Convention and providing the Centre with the tools required to optimise its performance within the scope of the multi-annual plan. The blueprint will set out the objectives, resources and timetable in terms of competencies, IT equipment, activity-based applications and management. The resulting functional and technical specifications will comply with UNESCO's IT development plan.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - The WHC should use the services of experts, especially the consultant from Berkeley, and draw upon the work already carried out (The World Heritage

Website & Information Technology Strategy, 2004). It should also use its own IT team and those from CLT, UNESCO, etc.

- Implementing this recommendation involves a concerted identification of information and communication technology requirements and a suitable allocation of roles between programme specialists (users) and technicians.
- The WHC's ICT development needs (information and communication technologies) implies significant financial outlay and technical requirements. Therefore the planned partnership strategy and outlay of resources must give priority to this project. The chosen strategy will then have to be costed.
- Devising and rolling out an IT development plan is a multi-annual programme. As such, a key success factor is the stability and consolidation of the IT team and at present no member of the team is in a permanent position.

▪ **Recommendation 1.4.**

Specify and break down General Policies for implementing the Convention into internal procedures

- ✓ Detailed description of the recommendation
 - The General Policies describe the WHC's role, however an analysis of certain procedures highlighted the need to clearly define certain tasks carried out. Moreover, it is necessary to clearly pinpoint what falls within the scope of the missions as Secretariat for the Committee and to specify the role and funding of the missions to "implement the Committee's decisions". This distinction is an essential one as it could make it possible to pay a portion of staff payroll costs out of the World Heritage Fund (the portion that corresponds to implementing the Committee's decisions).
 - This recommendation also involves formalising the operating procedures rolled out for the operational organisation of the different tasks ("WHC procedure manual) for which the WHC is responsible.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - While the relatively small number of procedures must be formalised in a detailed manner, this needs to be done at a simple, easy-to-remember operating level.

These procedures will be drafted by those in charge of implementing them, and then supervised and validated by WHC and AO management.

☑ **DEVELOPMENT GUIDELINE 2: PLAN AND BREAK STRATEGY DOWN INTO DISSEMINATED, MONITORED AND EVALUATED SHARED ACTION PLANS**

▪ **Recommendation 2.1.**

Organise decision-making and arbitration procedures between the WHC's units and sections

- ✓ Detailed description of the recommendation
 - This recommendation is concerned with organising the WHC's work schedules on a consistent, shared basis, i.e., planning and distributing the workload (particularly specific cross-sectional projects), and with the resolution of blocking points.
 - Shared analysis of work schedules and plans should launch a thought process on how to mobilise P1/P2 program specialists from regional sections and units: if their lines of reporting to regional units/sections appear to be pertinent, consideration may be given as to how to use these specialists for other regions on an as-needed basis. The specialists would then be brought together in a "skills pool" to be used for cross-sectional projects or one-off initiatives based on rules yet to be defined. Staff that are attached to regional units and sections on a permanent basis would be tasked with the missions set out in the Guidelines.
 - These rules would allow regional heads or heads of thematic programmes to use the services of specialists. The resolution of arbitration conflicts would be covered in a specific item on the agenda of the weekly meetings with the Centre's management.
 - A sufficient, ongoing and easy-to-measure volume of work within this skills pool (based on usage rate) should make it possible to stabilise positions and address the issues of the status and job description of these employees.

- ✓ Key success factors and considerations for the implementation of this recommendation
 - This attempt to coordinate and harmonise workload within the WHC should be based on objective data and necessitates formalisation and sharing of the work agendas of all staff. It could be used as the basis for organising a “staffing” process (allocation of resources to projects, missions, specific one-off assignments, etc.) at regional section/unit level that would take account of each programme specialist’s availability.
 - A tool that would record the time spent on each project in order to monitor the actual workload by type of activity is an essential part of this recommendation.
 - Organising work schedules in accordance with the allocation of resources implies that management meetings are held regularly and without fail: in principle, a weekly two-hour meeting should be appropriate. A summary of the decisions concerning allocation and monitoring of actions must be prepared systematically after each meeting and sent to all participants.
 - The management of work schedules and arbitration of resource allocation requires the continual presence in the WHC of the person in charge of internal management and monitoring of the activity (in principle, the Deputy Director). Moreover, the workload involved in this internal management function (including the supervision of knowledge management projects, and quality management projects) is very significant. If this function is carried out by the Deputy Director of the Centre, it would not appear to be compatible with joint responsibility for managing the nature team.

▪ **Recommendation 2.2.**

Develop quality-based procedures and internal control in the WHC

- ✓ Detailed description of the recommendation
 - This recommendation seeks to guarantee the use of standard formats and to ensure adequate quality control for all WHC products. As the rules concerning formalisation are covered in some detail both within UNESCO and by the Committee it would appear necessary to introduce a procedure setting out the roles and responsibilities of each person in the quality process, as well as the standards to be applied.
 - This recommendation must be perceived as a productivity and performance vector for the Centre and not as a new rule that simply adds to bureaucratic working procedures.
 - Internal control tools must also be developed alongside the implementation of quality-based procedures. Procedures for measuring and appraising the quality of the various activities carried out by the WHC must be organised internally. Quality monitoring must be based on monitoring of internal indicators as well as regular recording of the satisfaction of the WHC's various contacts/partners: States Parties, Advisory Bodies, the public, other sectors of UNESCO, field offices, etc. It is also necessary to identify the resources deployed to feed back information in terms of the quality and processing of such information by the WHC.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - Implementing quality-based procedures requires systematic identification of quality benchmarks by type of process and formalised quality-based operating procedures: a procedure for disseminating standard formats, validation by supervisors to be defined by type of document in order to ensure that all documents are reviewed, organisation of internal reviews of dossiers
 - Internal control may initially be limited to formalised rereading procedures and quality control by type of document, followed by the rolling out of tools to measure the satisfaction of the various beneficiaries of the WHC's actions. The

findings resulting from internal control should generate realistic and easy-to-measure corrective action.

- Lastly, it is important that the results of the evaluation are taken into account when appraising WHC staff performance.

☑ **DEVELOPMENT GUIDELINE 3: ENHANCE ACCOUNTING AND BUDGETARY MANAGEMENT WITHIN THE WHC**

▪ **Recommendation 3.1.**

Produce complete, reliable and usable financial statements

- ✓ Detailed description of the recommendation
 - This recommendation involves adopting a suitable, usable format for WHC's financial statements (a true and fair view according to generally accepted accounting principles), i.e., accrual-based accounting, compliance with the consistency principle and segregation of capital expenditure and operating costs etc.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - Implement this recommendation in conjunction with the relevant UNESCO departments and all experts deemed useful within the framework of a pilot scheme for the entire organisation

▪ **Recommendation 3.2**

Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy

- ✓ Detailed description of the recommendation
 - Seek to establish a systematic link between budgetary and human resource estimates in all World Heritage Committee decisions.
 - Organise and facilitate the funding of WHC activities according to the different types of resource available and provide section and unit heads with visibility on the deployment strategy for resources provided to the WHC by type of fund

- ✓ Key success factors and considerations for the implementation of this recommendation
 - This recommendation can be implemented if the section and unit heads are responsible for budgetary management: participation in drawing up the budget, allocation of budgetary headings from the regular programme, the World Heritage Fund and extra-budgetary resources
 - Implementation of this recommendation is contingent on pooling and mapping of information concerning funds-in-trust, resources secured by the PACT unit and Category II institutes (Nordic World Heritage Foundation), and the identification of extra-budgetary resources secured by region.
 - This accountability implies the organisation of regular meetings to oversee actual versus budget expenditure and any adjustments that need to be made
- **Recommendation 3.3.**

Bring the Centre's action management cycle into line with its budgetary cycle

- ✓ Detailed description of the recommendation
 - Since 2002, the Committee's ordinary session takes place in June/July. Therefore the WHC's management cycle runs from June to June. However, UNESCO's budgeting cycle runs from January Year Y to December Year Y+2. This mismatch in the two cycles is at the root of problems concerning contractualisation and the availability of credits for implementing Committee decisions,
- ✓ Key success factors and considerations for the implementation of this recommendation
 - Announce the rules applicable for the transition year at a very early stage.

☑ **DEVELOPMENT GUIDELINE 4. ENHANCE THE MANAGEMENT OF INTERNAL AND EXTERNAL INTERFACES (ADVISORY BODIES AND PARTNERS)**

▪ **Recommendation 4.1.**

Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies

- ✓ Detailed description of the recommendation
 - This recommendation seeks to deal with the issues raised in the management audit and to modify the Guidelines to ensure greater clarity for the Committee in terms of the allocation of roles, responsibilities and working methods common to the WHC and the Advisory Bodies
 - The main points that need to be clarified are: the organisation of joint missions, the drafting of state of conservation reports, the rules for allocating management of studies, analyses requested by the Committee or extra-budgetary partners.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - The WHC and the Advisory Bodies differ in relation to certain points concerning the division of roles and it would appear essential to set up a sub-committee in order to validate the positions adopted by the Committee
 - Clarifications of and modifications to the roles of the Advisory Bodies must be reflected in the contracts entered into between UNESCO and the Advisory Bodies and may facilitate more suitable bases for remunerating the Advisory Bodies as well as the organisation of quality control procedures.
 - These clarifications should lead to ethical code of behaviour with each Advisory Body that describe, on a kind of contractual basis, operating procedures of each actor during each step of a joint mission.

▪ **Recommendation 4.2. Incorporate the specific features of the role played by the Advisory Bodies into contractualisation procedures**

- ✓ Detailed description of the recommendation

- The Advisory Bodies (ICOMOS, IUCN and ICCROM) are identified in the Convention as being actors involved in implementing the Convention. This implies specific methods for entering into contractual relationships between UNESCO and these entities
 - There is a need to recognise the specific links and to define and validate the specific contractual relationship with these three entities for missions falling within their brief (type of contract, timetable, duration of contractual relationship, obligations in terms of resources and results, nature of information submitted and basis of evaluation, etc.)
 - In light of the various problems identified, this recommendation implies a complete overhaul of the contracts with the Advisory Bodies
- ✓ Key success factors and considerations for the implementation of this recommendation
- This overhaul of contractual relationships must bring together the various UNESCO entities involved in the contractualisation process: public procurement commission, legal council, etc. In order to ensure the long-term nature of decisions ratified at the highest level of UNESCO, contractual relationships must also be referred to in the UNESCO procedures manual.
 - In order to bring contracts into line with the expectation of programme specialists and to prepare the afore-mentioned overhaul, preparatory work must be organised within the WHC
 - The three Advisory Bodies must be subject to the same contractual procedures and the WHC must ensure that they are treated in a uniform equitable manner. This point requires that management of contractual relationships is concentrated within the WHC at management level.
- **Recommendation 4.3.**
- Make the Advisory Bodies accountable for the quality of deliverables expected**
- ✓ Detailed description of the recommendation

- This recommendation addresses a specific issue in terms of improving the contractual relationships with the Advisory Bodies, i.e., monitoring the quality of the work they provide.
- It also involves organising monitoring of the quality of deliverables/reports within the WHC: compiling data, follow-up and organisation of feedback sessions on quality-related issues with the Advisory Bodies
- ✓ Key success factors and considerations for the implementation of this recommendation
 - Implementing this recommendation must go hand-in-hand with a “mirror” exercise for the WHC and the organisation of “Quality” meetings that allow the Advisory Bodies to feed back to the WHC in relation to its expectations
 - To ensure balanced, organised exchanges, the “Quality” meetings must be held after the Committee meeting and be prepared beforehand (cf. recommendation 1.2. Coordinate feedback from the regional sections and units)
- **Recommendation 4.4.**
 - Highlight the role of the extra-budgetary partners**
 - ✓ Detailed description of the recommendation
 - This involves confirming the WHC’s piloting role in developing partners and managing them in an exemplary fashion in light of their key role in implementing the Convention
 - The Committee must be provided with adequate information concerning the portion of extra-budgetary funding spent on running the WHC and on implementing the Convention. At present, financial information is presented in a format that does not allow for such an approach.
 - ✓ Key success factors and considerations for the implementation of this recommendation
 - A suitable presentation of extra-budgetary resources would require a recasting of the accounting methods used: accrual-based accounting, compliance with the consistency principle and segregation of capital expenditure and operating costs etc.

- This would be a pilot scheme within UNESCO

▪ **Recommendation 4.5.**

Enhance coordination with field offices and the other sectors of UNESCO

- ✓ Detailed description of the recommendation
 - This recommendation consists of clarifying strategy, operating methods and tools.
 - As regards the field offices, it involves: clarifying decentralisation strategy, tailoring the rules and objectives for decentralising credits to the actual capacities of the field offices and to the nature of the decentralised activities (mainly extra-budgetary activities), and clarifying the rules for monitoring decentralised funds with the IOS
 - As regards the other sectors of UNESCO, particularly natural sciences, the major coordination issue consists in enhancing shared work tools (especially the application of SAP software to enable suitable monitoring of projects that are jointly managed by two sectors), and greater use of experts, particularly within the scope of thematic studies.
- ✓ Key success factors and considerations for the implementation of this recommendation
 - As the decentralisation objectives for regular programme funds are set at UNECSO management level, the trade-offs required to tailor the methodology for calculating the decentralisation rate to the WHC's requirements must be discussed at the adequate level (inclusion of extra-budgetary funds, particularly World Heritage funds).
 - Developments in relations with field offices will largely depend on reforms currently taking place at UN level ("One UN").

☑ **DEVELOPMENT GUIDELINE 5: IMPROVE THE SERVICE CULTURE WITHIN THE ADMINISTRATIVE DEPARTMENTS**

▪ **Recommendation 5.1.**

Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)

- ✓ Detailed description of the recommendation
 - This concerns clarifying the rules concerning administrative flexibility as defined in 1995 and disseminating them to all staff.
 - Because of current uncertainties related to a shared definition of the concept of "administrative flexibility", we recommend a clear delimitation of the field of the administrative flexibility of which must benefit the WHC within the UNESCO and more particularly within the sector of culture.
 - Within the WHC management meetings, a specific point of the agenda could be devoted to the examination of the administrative difficulties of the Centre and problems encountered within the framework of existing administrative flexibility. It would consequently be a question of precisely identifying the points of blockings related to the nature of controls and visas a priori in order to propose a checklist a posteriori to the concerned authorities.
 - It appears indeed that such an opportunity study could relate to the fields retained in 1995 (definition at the time of the functional autonomy of the WHC, concerning particularly the definition of the programs of work, the use of the economies related to the tasks to recruit other resources, the orders of mission, the fixing of the term of contract of consultants, supernumerary, the staff management of the Centre) like more particularly on the definition of the master agreements with the Advisory bodies, the applications of consultants and temporary employees....
- ✓ Key success factors and considerations for the implementation of this recommendation
 - Administrative flexibility seeks to boost the effectiveness of the WHC in carrying out its missions but should not increase the related risks.

▪ **Recommendation 5.2.**

Simplify management procedures within the AO

- ✓ Detailed description of the recommendation
 - Consult with the WHC units concerning blocking points and administrative needs to be covered,
 - Prepare a framework to meet these needs and new rules for allocating tasks within the AO team,
 - This is related to recommendation 2.1. Organise decision-making and arbitration procedures between the WHC's units and sections.

- ✓ Key success factors and considerations for the implementation of this recommendation
 - Concertation with IOS recommendations and exchange of best practices with the AO of the CLT.

▪ **Recommendation 5.3.**

Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis

- ✓ Detailed description of the recommendation
 - Forecasting resource and skills requirements must be based on a clear vision of the WHC's long-term activities,
 - Using mapping (partly described in the management audit), identify gaps in terms of human resources and competencies to be acquired, particularly regarding the nature / culture balance.
 - Devise suitably adapted, individualised training programs, comprising a common core for staff of all grades and individually tailored training.

- ✓ Key success factors and considerations for the implementation of this recommendation

- Use the expertise of the Human Resources department within the scope of a pilot scheme that will make it possible to experiment with types of contracts and ways of integrating temporary staff (based on validation of professional experience, etc.)
- Draw up job descriptions in order to erase disparities related to individual career paths and to standardise the content of certain functions (especially those of desks assistants, thus sparing programme specialists who spent 20% of their time carrying out administrative tasks).

▪ **Recommendation 5.4.**

Introduce a management accounting approach and cost-based monitoring of activities

- ✓ Detailed description of the recommendation
 - The Centre's limited resources, the increase in the number of missions and sites listed, and increased expectations and demands on the part of UNESCO and the Committee all point to a need for greater management control. This will have to provide control over the performance of each objective in accordance with various different criteria:
 - Effectiveness: Are we going to meet the objectives set out in the 4Cs strategy? Does our action satisfy our beneficiaries, our partners and our standards of quality ?
 - Efficiency: Do we keep to the budget we have been allocated? Are we achieving our objectives at optimal cost? Are budgetary and extra-budgetary resources correctly used?
 - Pertinence: Do we use appropriate resources? Is our allocation of resources controlled properly?
 - In order to do this, numerous management accounting tools and methods are available. Firstly, a cost-based accounting system needs to be set up within the World Heritage Centre. This must be based on the segmentation of the WHC's processes and activities and make it possible to calculate total costs by process (operating costs, investment and payroll), by project and by mission. It will then be possible to analyse budgetary and extra-budgetary funding by project,

mission and procedure. In a later phase it would be advisable to deploy a tool for measuring the activity and managing costs by process and by activity. Management and performance indicators (RBM) would be developed at a later stage.

- ✓ Key success factors and considerations for the implementation of this recommendation
 - A project to implement a management accounting approach does not only involve management accountants and technicians. Devising a cost accounting model requires the mobilisation of all resources. The resulting model must be a reflection of the Centre's activity. Such a project needs to involve the heads of regional sections and units in defining management accounting needs, gathering data sources (breaking down time, monitoring the consumption of budgetary and extra-budgetary resources, etc.).
 - Coordinating dialogue at management level is the key to successful implementation of this recommendation, both internally and vis-à-vis UNESCO's governing bodies and the Committee. It is through this recommendation that Result-Based Management can be implemented at the Centre.

▪ **Recommendation 5.5.**

Facilitate the reporting and consolidation of information from the various sections and units

- ✓ Detailed description of the recommendation
 - This recommendation is made within the scope of the introduction of RBM (result based management) into UNESCO. Activity, cost and oversight indicators will be based on management tools deployed.
 - Management dialogue must be structured around stable indicators between the WHC and UNESCO on the one hand, and the Committee on the other. It must be based on an analysis of data produced, post-analysis measures to be taken and the preparation of the objectives to be reached in terms of the 4Cs strategy.
 - Organise the presentation of budget versus actual figures and budgetary forecasts at the beginning of each Committee meeting. The Committee must have the information it needs to take decisions prior to each session.
 - Different reporting levels may be envisaged in accordance with the operational nature of the actor using the data. A manager within each regional section or unit will be provided with more detailed indicators while at strategic management level the World Heritage Committee will work with a more restricted range of indicators.
 - This recommendation may be taken up by a working group bringing together each recipient and producer of management reports (Committee members, Division of the UNESCO Comptroller – DCO – AO, and section or unit heads). This group would be tasked with defining the procedures and the format of financial reports, defining the accounting rules to be used and the sources for each indicator, and selecting the monitoring, performance and quality indicators for projects and actions implemented.
 - Setting up a mechanism for monitoring the indicators over time. These indicators should make it possible to set targets that translate the WHC's objectives, to measure actual against target achievements, to understand and analyse these results and to guide managers' decisions in order to enhance performances and to provide the analytical information to be used in the management dialogue process.

- ✓ Key success factors and considerations for the implementation of this recommendation
 - Deployment of an easy-to-use management tool that can answer queries and provide automatic management reports. In order to do this, it would be useful to draw upon existing management reports and tools within UNESCO and in the regional sections and units (specific special purpose packages are used at present).
 - Provide the necessary training for the unit and section heads in the culture of reporting and the management concepts being implemented. Incorporate this aspect into the annual evaluations of the employees concerned.
 - Professionalize the management control function within the AO so that it can assume the role of methodology expert and coordinator of management dialogue alongside the Centre's management.

☑ **DEVELOPMENT GUIDELINE 6: TRANSLATE THE DEVELOPMENT GUIDELINES INTO THE WHC ORGANISATION AND PROPOSE TRACKS OF REORGANIZATION**

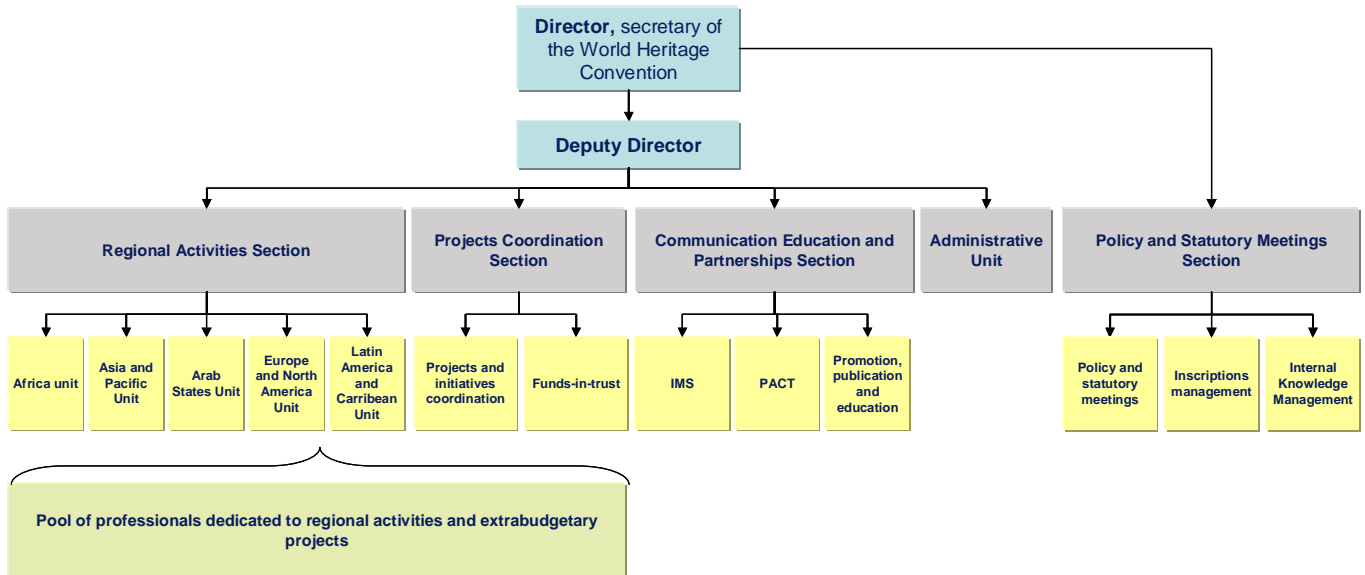
▪ **Recommendation 6.1**

Reorganize the Centre

The recommendations are clearly presenting which functions have to be developed within the Centre. On the whole, the current organisation seems appropriate regarding the actor's concerns and the realization of the missions. Nevertheless, some organisational evolutions need to be considered in order to increase the new organisation efficiency and legibility. A simplification of the organizational chart could thus be considered, as well as a gathering of the regional desks within the same section to support the mutualisation of human resources.

The stated principles of organization aim at the optimization of the whole of the missions led by the WHC and the improvement of conditions of a good articulation in the setting up of this present report recommendations. On the other hand, the organizational chart proposed aims at decreasing the number of units and sections attached to the director and the deputy director and at clearly identifying intermediate levels of supervision and affirming the role of operational piloting of the WHC activity by the Deputy Director.

We thus propose the following representation of the evolutions of organization:



✓ General principles of this organization.

- Reorganization of the sections and regional units under only one section entitled "Regional Activities Section"

In accordance with the 2.1 recommendation, we propose to create a section called "Regional Activities Section", which would regroup 5 regional units and would be under the responsibility of a Head of section. The "regional units" Head of section would have for main functions:

- the working coordination between regional units
- the proof-reading of the main documents
- the management of interfaces between regional units and the direction, and with other WHC sections
- The homogenisation of methodologies and tools used by regional units
- Consolidation of the data of activity and results of regional units
- The management of the allowance of the resources, arbitrating on the use of the resources within the team of professionals P1 and P2, but also on the forecasts of resources

- Feedback on the arbitrations to be realized with the other sections during the management meetings

The Head of section would therefore be a new hierarchical level between the persons in charge of unit and the direction of the Centre. The persons in charge of the five regional units (Africa, Europe and North America, Asia and the Pacific, States Arab, Latin America and the Caribbean) would still have near them 1 to 2 agents P and G. According to the workload (system of "estimated staffing"/cf recommendation 2.1), professionals made up in "platform" will be mobilized. An evaluation of these professionals will be realized each time that they will complete an activity for which they were mobilized by the professional who mobilized them.

- Creation of a "Projects Coordination Section"

The gathering of the great transverse project management, financed or not by extra budgetary resources, would aim at supporting the installation of means adapted to these projects and to give them a greater visibility.

This new section would have therefore be responsible for:

- The coordination of the great projects of conservation, the initiatives and cross-sectional studies
- The management of the funds in deposit. For instance, the team in charge of the France UNESCO convention would join this new section.

In order to cope with its missions, this section will decide, in accordance with the Head of the Regional activities Section, the resources allowance of the professionals' platform.

The arbitrations on the resource allowance, the follow-up of the professionals plannings and the good burden-sharing of work will be returned by the two section heads, and if needed, by the Management of the WHC. The rules of resource allocation would be formalized in a specific procedure and the decisional meetings would be the subject of written reports raising the decisions taken.

- Simplification of the CEP organizational chart

The various teams composing the CEP would be gathered in three poles:

- IMS, in charge of the WHC information system management,
- PACT, seeking the partnerships and the sources of extra budgetary financing
- The "Promotion, publication and education" team, which would integrate in its centre the team managing the partnerships and the actions with the universities. This gathering would bring a greater functional legibility of the WHC organizational chart as well as an effect on the critical size of the PPE/Universities team, necessary to a good articulation with the work of regional units.

As a current part of the CEP section, the Tourism team would be attached to the "Projects Coordination Section".

- Reinforcement of the "Policy and Statutory Implementation" (POL) Section with the institutionalisation of a function of management and capitalization of knowledge (function known as of "Knowledge management"), which would remain internal in the Centre.

The "PSI" Section is the only section which will remain hierarchically attached to the Director of the WHC, Secretary of the World Heritage Convention.

Today, the centralization of documentation within the WHC relates primarily to the files of inscription. The structuring of the function of management and capitalization of knowledge would be initially of internal use for the WHC.

The function of management and capitalisation of knowledge would rely on the work undertaken during the inscription process of the sites and also on all initiatives of dematerialization of the data put on line on the Intranet of the Centre. Genuine tool at the service of the whole sections and units of the WHC, the capitalization of knowledge, as well on a physical mode as electronic, relates to the methods and working tools intern, on the sites themselves, to the whole of the documents produced and collected in the exercise of its missions.

Realized by a professional of the document management, the function of Knowledge Management would define the procedures harmonized between sections and units, so that each one contributes effectively to the division of knowledge.

On the longer term, it would be interesting for the Centre to consider the constitution of a more open resource centre (State parties, individuals), and especially, in bond with the resource centre existing at the UNESCO.

The 1.1 recommendation develops this last point.

- Authorities of management of the WHC

The daily operational piloting of the WHC is exerted by the Deputy Director of the Centre, which would have in the new organizational chart a structure and tightened responsibilities. The Director of the WHC, Secretary of the World Heritage Convention, would ensure a direct piloting of the section "PSI", while sharing the decisions and information with the Deputy Director.

The WHC organizational chart evolution would involve an evolution of the internal management authorities. Indeed, the simplification of the organizational chart should allow the organisation of weekly management meetings, designed as widened Management committee widened and composed by:

- The director and vice-director
- The responsible of the "Sites and State parties" section
- The responsible of the CEP section
- The responsible of the PSI section
- The responsible of the Administrative unit

This configuration implies a quasi permanent presence of these professionals at the Centre.

7 ACTION PLANS TO IMPLEMENT THE RECOMMENDATIONS

7.1 Criteria for evaluating recommendations

In order to rank the recommendations in order of importance, we have evaluated each development guideline and each recommendation according to three criteria:

- A gain criterion
- A risk criterion
- A cost criterion

- Gains may be evaluated in two ways:
 - ✓ The expected qualitative gains from implementing the recommendation, i.e., measuring what the recommendation will make it possible to improve:
 - The quality of the service produced
 - The internal functioning of the WHC
 - Coordination with other UNESCO entities
 - Coordination with the World Heritage Committee
 - ✓ Expected quantitative gains can be measured in terms of:
 - Productivity gains generated by implementing the recommendation
 - Potential savings made.

- Given the WHC's current *modus operandi*, the risks associated with implementing a recommendation may be of four types:

- ✓ The extent of the organisational transformation required in order to implement the recommendation
 - ✓ The amount of ongoing assistance that will have to be provided to the teams within the scope of the proposed changes
 - ✓ The individual and collective competencies that will need to be developed
 - ✓ Changes required to current IT systems and user practices
- The cost associated with implementing the recommendation:
- ✓ Potential cost of investment (hiring of personnel, acquisition and development of tools and methodologies, etc.)
 - ✓ Time spent on project steering: evaluated on the basis of payroll costs

7.2 Ranking the recommendations

The five development guidelines have been broken out into 19 related recommendations.

In order to implement the recommendations, a thematic approach will undoubtedly be required. In actual fact, recommendations formulated within the same development guideline may be of a different order and relate directly to:

- strategic alignment
- governance
- day-to-day management of the WHC
- operational performance and risk management
- budgetary and accounting management
- human resource management

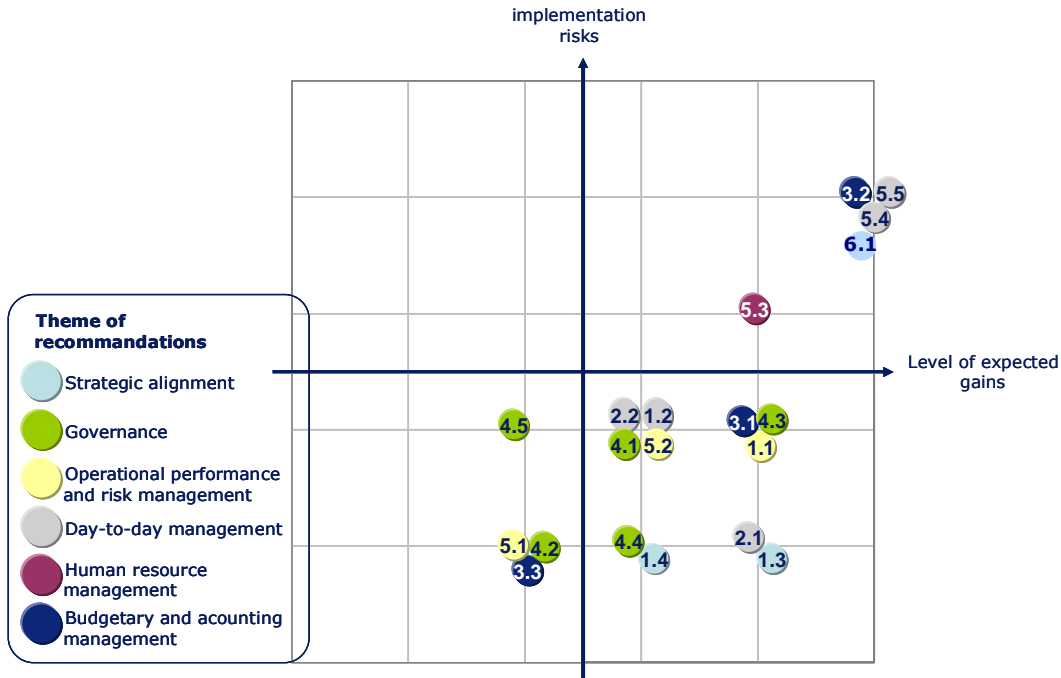
The recommendations can be classified using this thematic approach as follows:

Theme	Recommendation
Strategic alignment	1.3. Develop a blueprint for providing the WHC with its own specific IT and management tools
	1.4. Specify and break down General Policies for implementing the Convention into internal procedures
	6.1 Reorganize the Centre
Governance	4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies
	4.2. Incorporate the specific features of the role played by the Advisory Bodies into contractualisation procedures
	4.3. Make the Advisory Bodies accountable for the quality of deliverables expected
	4.4. Highlight the role of the extra-budgetary partners
	4.5. Enhance coordination with field offices and the other sectors of UNESCO
Operational performance and risk management	1.1. Create a knowledge management function that could lead to the creation of a documentation Centre
	5.1. Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)
	5.2. Simplify management procedures within the AO
Day-to-day management of the WHC	1.2. Coordinate feedback from the regional sections and units

Theme	Recommendation
	2.1. Organise decision-making and arbitration procedures between the WHC's units and sections
	2.2. Develop quality-based procedures and internal control in the WHC
	5.4. Introduce a management accounting approach and cost-based monitoring of activities
	5.5. Facilitate the reporting and consolidation of information from the various sections and units
Human resource management	5.3. Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis
Budgetary and accounting management	3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy
	3.3. Bring the Centre's action management cycle into line with its budgetary cycle

The following matrices rank the recommendations in terms of the related gains, risks and costs as well as by theme.

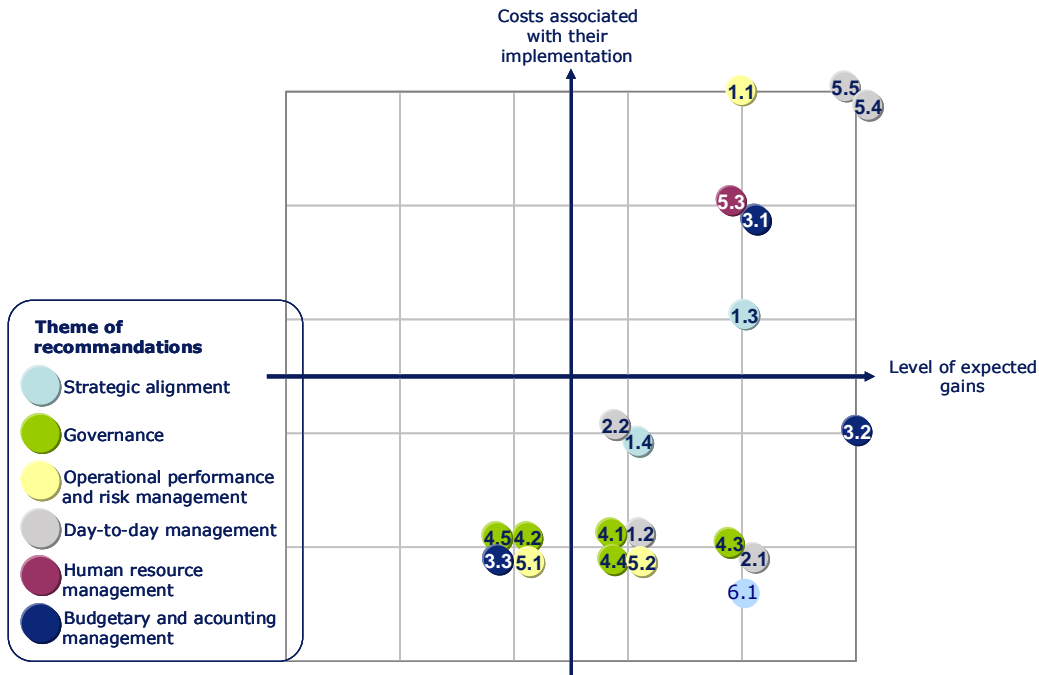
Matrix positioning the 19 recommendations according to the expected related gains and the implementation risks



Recap of recommendations

Recommendation
1.1. Create a knowledge management function that could lead to the creation of a documentation Centre
1.2. Coordinate feedback from the regional sections and units
1.3. Develop a blueprint for providing the WHC with its own specific IT and management tools
1.4. Specify and break down General Policies for implementing the Convention into internal procedures
2.1. Organise decision-making and arbitration procedures between the WHC's units and sections
2.2. Develop quality-based procedures and internal control in the WHC
3.1. Produce complete, reliable and usable financial statements
3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy
3.3. Bring the Centre's action management cycle into line with its budgetary cycle
4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies
4.2. Incorporate the specific features of the role played by the Advisory Bodies into contractualisation procedures
4.3. Make the Advisory Bodies accountable for the quality of deliverables expected
4.4. Highlight the role of the extra-budgetary partners
4.5. Enhance coordination with field offices and the other sectors of UNESCO
5.1. Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)
5.2. Simplify management procedures within the AO
5.3. Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis
5.4. Introduce a management accounting approach and cost-based monitoring of activities
5.5. Facilitate the reporting and consolidation of information from the various sections and units
6.1. Reorganize the Centre

Matrix positioning the 19 recommendations according to the expected related gains and the costs associated with their implementation



Recap of recommendations

Recommendation
1.1. Create a knowledge management function that could lead to the creation of a documentation Centre
1.2. Coordinate feedback from the regional sections and units
1.3. Develop a blueprint for providing the WHC with its own specific IT and management tools
1.4. Specify and break down General Policies for implementing the Convention into internal procedures
2.1. Organise decision-making and arbitration procedures between the WHC's units and sections
2.2. Develop quality-based procedures and internal control in the WHC
3.1. Produce complete, reliable and usable financial statements
3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy
3.3. Bring the Centre's action management cycle into line with its budgetary cycle
4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies
4.2. Incorporate the specific features of the role played by the Advisory Bodies into contractualisation procedures
4.3. Make the Advisory Bodies accountable for the quality of deliverables expected
4.4. Highlight the role of the extra-budgetary partners
4.5. Enhance coordination with field offices and the other sectors of UNESCO
5.1. Reaffirm the definition and principles of administrative flexibility (particularly the advantages and drawbacks of ex-ante reviews)
5.2. Simplify management procedures within the AO
5.3. Introduce procedures for forecasting resource and skills requirements and for managing HR on a day-to-day basis
5.4. Introduce a management accounting approach and cost-based monitoring of activities
5.5. Facilitate the reporting and consolidation of information from the various sections and units
6.1. Reorganize the Centre

Thence, these matrices provide an indication of the “simplest” recommendations to implement (i.e., the least risky and the least costly) and the recommendations that will yield the highest expected gains. Ranking these recommendations will constitute the first phase of the WHC’s action plan.

At a first glance, most of the recommendations listed would not appear to represent a major cost for the WHC. Nevertheless, those that should yield the highest expected gains are also the most costly (particularly recommendations 5.4. and 5.5).

The following recommendations would appear to represent an optimal trade-off in terms of expected gains, implementation costs and associated risks:

Recommendation
12. Coordinate feedback from the regional sections and units
13. Develop a blueprint for providing the WHC with its own specific IT and management tools
2.1. Organise decision-making and arbitration procedures between the WHC’s units and sections
4.1. Clarify the division of roles and responsibilities between the WHC and the Advisory Bodies
4.3. Make the Advisory Bodies accountable for the quality of deliverables expected
4.4. Highlight the role of the extra-budgetary partners
5.2. Simplify management procedures within the AO

Finally, the four recommendations that should yield the highest gains are the following:

3.2. Ensure that section and unit heads have better knowledge of available resources and clarify funding strategy
5.4. Introduce a management accounting approach and cost-based monitoring of activities
5.5. Facilitate the reporting and consolidation of information from the various sections and units
6.1 Reorganize the Centre

7.3 General principles for implementing the recommendations

All of the recommendations presented in the management audit will be submitted for discussion and deliberation by the UNESCO governing bodies and the World Heritage Committee. Those that are ultimately selected will be implemented via sequential or parallel projects. A person will be appointed to head up each project and will have to devote a significant portion of his/her time to implementing the recommendation. They may be assisted by project managers and special purpose working groups.

Thus, implementation of the body of recommendations chosen will constitute a huge project for transforming the World Heritage Centre and providing it with a series of levers for optimising its activity from an organisational and technical perspective by rolling out new work procedures.

The projects will be conducted over several periods (one or two biennia). To enable the WHC to assess its capacity to carry out these projects, the recommendations will first need to be costed. This analysis will estimate the human and financial resources required over the implementation term.

The series of recommendations could be presented as a "Project for the World Heritage Centre" involving all of the Centre's staff as well as its partners. In the coming months, this project will need to be transformed into a lever for enhancing quality and upholding the excellent reputation that the Centre currently enjoys for the whole range of its actions.