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**UNITED NATIONS EDUCATIONAL, SCIENTIFIC**
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**CONVENTION CONCERNING THE PROTECTION OF**
**THE WORLD CULTURAL AND NATURAL HERITAGE**

**WORLD HERITAGE COMMITTEE**

**Thirty-sixth session**

**Saint Petersburg, Russian Federation**
**24 June – 6 July 2012**

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

## 5E: World Heritage Tourism Programme

### SUMMARY

This Document presents the new and inclusive World Heritage and Sustainable Tourism Programme as requested by the World Heritage Committee at its 34th session Decision **34 COM 5F.2** (Brasilia, 2010). The proposed Programme reflects an extensive stakeholder consultation process. A Draft Action Plan has been developed in the Annex to the present document.

***Draft Decision***: ***36 COM 5E****,* See Point II.

## I. WORLD HERITAGE TOURISM PROGRAMME

### A. Background

1. The work undertaken to develop the World Heritage and Sustainable Tourism Programme responds to the Decision **34 COM 5F.2** of the World Heritage Committee at its 34th session in Brasilia in 2010, which *"requests the World Heritage Centre to convene a new and inclusive programme on World Heritage and Sustainable Tourism, with a steering group comprising interested States Parties and other relevant stakeholders, and also requests the World Heritage Centre to outline the objectives and approach to the implementation of this programme".*

2. The Steering Group comprised of States Parties representatives from the six UNESCO Electoral Groups (Germany (I), Slovenia (II), Argentina (III), China (IV), Tanzania (Va), and Lebanon (Vb)), the Director of the World Heritage Centre, the Advisory Bodies (IUCN, ICOMOS and ICCROM), the United Nations World Tourism Organization (UNWTO) and the Swiss Government as the donor agency.

3. The Government of Switzerland provided financial support for specific actions undertaken by the Steering Group. To coordinate and support the process, the World Heritage Centre formed a small Working Group with the support of the Nordic World Heritage Foundation and the Government of Switzerland assisted by a mandated external consulting firm from New Zealand.

4. The World Heritage Committee directed that the Programme take into account:
   a) the recommendations of the evaluation of the concluded tourism programme (WHC-10/34.COM/INF.5F.3)
   b) the policy orientation which defines the relationship between World Heritage and sustainable tourism that emerged from the workshop *Advancing Sustainable Tourism at Natural and Cultural Heritage Sites* (Mogao, China, September 2009) (WHC-10/34.COM/INF.5F.1)

5. Overarching and strategic processes that the new World Heritage and Sustainable Tourism Programme aligns with include the *Strategic Objectives of the World Heritage Convention (Budapest Declaration 2002), the Reflections on the Future of the World Heritage Convention (WHC-11/35.COM/12A) and the Strategic Action Plan for the Implementation of the World Heritage Convention 2012-2022 (WHC-11/18.GA/11),* the *Relationship between the World Heritage Convention and Sustainable Development (WHC-10/34.COM/5D)*, the *World Heritage Capacity Building Strategy (WHC-10/34.COM/5D), the Global Strategy for a Representative, Balanced and Credible World Heritage List (1994), and the Evaluation of the Global Strategy and PACT initiative (WHC-11/18.GA/8 - 2011).*

6. The programme development process was enriched by an outreach to representatives from the main stakeholder groups including the tourism sector, national and local governments, property managers/coordinators and local communities. The programme was further developed at an Expert Meeting in Sils/Engadine, Switzerland October 2011. In this meeting over 40 experts from 23 countries, representing the relevant stakeholder groups, worked together to identify the overall strategic approach and a prioritised set of key objectives and activities. The draft Programme was sent to States Parties for their consultation during February – March 2012.

## B. Context

7. If undertaken responsibly, tourism can be a driver for preservation and conservation of cultural and natural heritage and a vehicle for sustainable development[1]. But if unplanned or not properly managed, tourism can be socially, culturally and economically disruptive, and have a devastating effect on fragile environments and local communities.

8. The overarching goal of the *World Heritage Convention* is the protection of cultural and natural properties of Outstanding Universal Value (OUV). This cultural and natural heritage in turn represents resources for economic activities such as tourism and the accrual of benefits for the local communities living in proximity to or associated with the World Heritage property. Therefore, in order to achieve long-term economic, environmental and social sustainability, heritage values and associated assets - tangible and intangible - should be considered by State Parties as significant cultural capital which needs to be preserved and maintained through appropriate and responsible tourism in order to fulfil the ultimate responsibility set out by the World Heritage Convention.

9. In addition to the nomination and inscription of heritage properties to the World Heritage List, there are also the more technical challenges of monitoring and measuring impacts from tourism and using this to set parameters for property planning, development and management.

10. However, whilst at a high level UNESCO and the World Heritage Convention are widely recognised, the concept and significance of the OUV of World Heritage properties is less well understood. Making tourism stakeholders aware of and appreciate the heritage values is key to presenting the World Heritage properties. There is a need to communicate these values in a way that is readily understood and explains its significance within a local, national and international context. An informed appreciation of OUV and the implications of potential adverse impacts through tourism on heritage values are essential to decision-making by a broad range of tourism stakeholders including:

    a) States Parties wishing to establish and implement policies and strategies to realise development objectives and long-term benefits for local and other communities;

    b) The tourism industry wanting to realise long-term commercial profits;

    c) Visitors seeking full appreciation of the World Heritage, guidance to appropriate behaviour, and a potential incentive to contribute towards their maintenance and protection;

    d) Local communities seeking improved quality of life while maintaining the integrity of and access to their natural and cultural heritage representing their history and identity.

11. It is within this context that the World Heritage and Sustainable Tourism Programme takes place and that an appropriate definition of World Heritage sustainable tourism is identified.

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[1] The concept of ‘sustainable development’, as defined by the *World Commission on Environment and Development* in ‘Our Common Future’ (1987), will guide the overall Programme orientation. In these terms sustainable development is development that "meets the needs of the present without compromising the ability of future generations to meet their own needs."

## B.1 Opportunities and Challenges

12. World Heritage properties attract significant tourism interest and form important tourist destinations. They may represent key vehicles for economic development and as public goods provide value for everyone. However, the full and potential long-term value of tourism is not always realised for local communities or benefit the properties themselves. Inadequately managed tourism can have severe consequences compromising the OUV of the properties, depriving the local communities of benefits and potentially degrading the destination itself.

13. Opportunities:
    a) The mechanisms of the World Heritage Convention provide incentives to place conservation of OUV at the centre of policy orientations and management systems;
    b) Established networks and well-developed relationships exist representing powerful opportunities to influence policies and ensure property-level implementation;
    c) A range of existing initiatives and strategies provide frameworks for support;
    d) Opportunities exist for new partnerships and collaboration to use the World Heritage Convention to advocate for sustainable tourism and raise awareness amongst stakeholders;
    e) The ability to engage at a decision-making level provides opportunities to support change at a national level;
    f) The regional approach to monitoring and reporting within the context of the World Heritage Convention provides a platform for sharing of good practices in related contexts.

14. Challenges:
    a) Failure to thoroughly analyze, comprehend and take into account longer term costs of damage to World Heritage due to lack of awareness of heritage values and the concept of OUV;
    b) Policy formulation/development not adequately taking sustainability issues into account, and/or lacking support and consideration for local communities;
    c) Institutional arrangements failing to fully support a sustainable destination management approach which is key to realising the full value from tourism and visitation;
    d) Lack of ownership by local authorities and civil society;
    e) Lack of capacity to implement measures for sustainable tourism in planning, development, management and administration;
    f) Lack of understanding and consideration of the different stakeholder needs, and/or lack of dialogue between stakeholders;
    g) Difficulties in changing the tourism model and economic approach once investment decisions are made may contribute to unsustainable tourism development;
    h) The complexity of local systems, histories and competing values that challenge attempts to manage sustainable development;
    i) The need for appropriate and context specific values based planning processes;
    j) The political nature of all decision making processes.

## B.2 A new paradigm

15. The new World Heritage and Sustainable Tourism Programme will seek to contribute to a new paradigm that is guided by the World Heritage Convention and whereby the conservation, presentation and transmission of World Heritage properties is fully served by tourism and the potential opportunities and challenges are harnessed and mitigated for the purpose of sustainable development.

16. This new orientation is fully in line with the Reflections on the Future of the World Heritage Convention (WHC-11/35.COM/12A) and the theme of the 40th Anniversary of the Convention - ‘Sustainable development and local communities’. Overall, this will require a clear vision, appropriate policies and frameworks, an open dialogue with the tourism sector (industry and government administration) and an emphasis on local community development.

17. While the previous World Heritage Tourism Programme focused on property specific projects, the new programme will take a holistic and strategic approach to World Heritage properties and destinations that will include bottom-up as well as top-down measures to ensure sustainability that reflects not only high-level goals but also local needs and the ability to attain these goals.

# C. Vision and Mission

## C.1 Vision

18. World Heritage and tourism stakeholders share responsibility for conservation of our common cultural and natural heritage of Outstanding Universal Value and for sustainable development through appropriate tourism management.

## C.2 Mission

19. Facilitate the management and development of sustainable tourism at World Heritage properties through fostering increased awareness, capacity and balanced participation of all stakeholders in order to protect the properties and their Outstanding Universal Value whilst ensuring that tourism delivers benefits for conservation of the properties, sustainable development for local communities, as well as, a quality experience for visitors.

20. Key elements in realising the vision and mission:

    a) An interpretation and implementation of the **World Heritage Convention** that embraces sustainable tourism;

    b) **National, regional and local governments** have policies and frameworks that recognise sustainable tourism as an important vehicle for managing their cultural and natural heritage

    c) All **stakeholders** are aware and committed to sustainable development, and have the capacity to manage tourism sustainably;

    d) **Local communities** take pride in and have a sense of responsibility and empowerment towards the World Heritage properties and contribute to property conservation and the sustainable management of tourism at the World Heritage destinations;

    e) **The tourism sector** values World Heritage and engages in its preservation while ensuring that its activities based at World Heritage properties are responsible, and support social and economic development;

f) **Visitors** understand and gain an appreciation of the meaning of Outstanding Universal Value of World Heritage and adopt responsible behaviours.

## D. Programme Methodology

21. The new World Heritage and Sustainable Tourism Programme will create an international framework for the cooperative and coordinated achievement of shared and sustainable outcomes related to tourism at World Heritage properties. The Programme will take a strategic approach in its implementation, working in partnership with the key stakeholders (States Parties, property management/coordinators, tourism sector, destination management organisations and local communities) to achieve its objectives. Opportunities to create synergies and add value to existing initiatives will be part of the overall approach.

22. As resource constraints will limit its ability to operate at the World Heritage property level, the Programme will focus on leveraging existing initiatives, capabilities and resources, to facilitate the engagement between those stakeholders and institutions active in this area and able to provide financial and technical support.

23. The Programme will be coordinated through the World Heritage Centre and work extensively through UNESCO's regional and country offices in close collaboration with the Advisory Bodies and other UN Agencies, and with the support of the World Heritage related Category 2 centres. The Programme will furthermore work with existing regional bodies that represent World Heritage networks and information sharing mechanisms and platforms.

24. Monitoring of the Programme will be conducted according to the Results Based Programming, Management and Monitoring (RBM) approach as applied by UNESCO. The World Heritage Centre will report on the progress of the Programme implementation to the World Heritage Committee on a biennial basis.

25. The Programme methodology will feature:

a) **The use of the mechanisms of the Convention** - The Operational Guidelines for the Implementation of the World Heritage Convention is the principle tool for establishing the procedures and working mechanisms of the Convention. The mechanisms of the Convention (the nomination process, Reactive Monitoring and Periodic Reporting etc.) represent opportunities for identifying cases where tourism may represent a threat to the heritage values (OUV) and where tourism is having a positive impact. One of the most significant opportunities lies in the strengthened analysis of the results from the existing monitoring and reporting exercises. The Programme will seek to strengthen the mechanisms of the Convention and their application in terms of World Heritage and tourism, and specifically identify good examples and lessons learned of interest and benefit to the broader World Heritage stakeholder community.

b) **A focus on early intervention** - For many World Heritage properties, established interests associated with tourism investments, markets and/or patterns may hamper change. Typically there are greater opportunities to institute sustainable management practices at an early stage, and preferably already in the nomination process and before inscription. An early stage intervention approach provides an opportunity for the Programme to promote sustainable tourism without excluding benefits to the already inscribed properties.

c) **Strengthening the enabling environment** - Having the right enabling environment that sets out policies, legislative and regulatory frameworks and development strategies is critical for the realisation of sustainable tourism at and around World Heritage properties. Implementation of these policies, frameworks and strategies often depends on having the adequate institutional arrangements and capacities.

The Programme will support the development of enabling environments that include:

i) Overarching policy and strategy frameworks that address both heritage conservation and tourism planning in a balanced way;

ii) Appropriate regulatory frameworks that provide the necessary powers to manage tourism and related development within World Heritage properties and destinations;

iii) Clearly defined and accountable institutional arrangements concerning the allocation of responsibilities as well as processes facilitating the interactions between institutions and stakeholder groups, including the local communities;

iv) Funding mechanisms supporting appropriate management and investment projects, and providing appropriate incentives for stakeholders;

v) Control and management mechanisms that include continuous monitoring and evaluation based on indicators and targets.

d) **Co-operation and partnership with the tourism sector** - The Programme will seek close alignment and open dialogue with the tourism sector and promote sustainable tourism at World Heritage destinations with focus on developing, promoting and providing quality products and services for the visitors as well as a contribution to the long-term viability and conservation of the World Heritage properties.

The alignment and cooperation with the tourism sector (tourism private sector and tourism promoters) will include identifying ways to:

i) improve the inclusion and engagement of the sector in the tourism planning, development and management of properties

ii) increase the recognition of the sector through the monitoring and assessment facilitated through the mechanisms of the Convention

iii) generate, develop and share relevant information and good practices on World Heritage and sustainable tourism.

e) **A destination approach** - A World Heritage destination is a geographical space in which the entire tourism experience takes place. For World Heritage destinations this encompasses the World Heritage property itself and the surrounding area. As World Heritage properties are primary drivers of tourism, to realise their full value requires a broader destination approach that reflects local conditions and needs. Efficient collaborative partnerships involving key stakeholders are needed to enhance a destination’s sustainability. The Programme will therefore encompass ways of guiding destination development towards preservation of heritage values (OUV), acting as an impetus for interventions in favour of conservation and the enhancement of heritage values both within and outside the protected properties and to ensure that the tourism development does not compromise the value and potential contribution of World Heritage to sustainable development in the long term.

Destination planning must be preceded by an assessment of the capacity of the World Heritage property in terms of the number and kinds of visitors it can receive, as well as in terms of the related infrastructure it can accommodate. Adequate methodologies and tools must be developed for such assessments.

Central to this approach will be the planning for tourism development that involves and benefits the local communities. In planning for tourism at and around a World Heritage property, authorities, destination management organisations (DMOs) and to some extent property managers typically face many choices with respect to what approach to take. These choices can affect the sustainability of tourism, the extent to which it supports World Heritage conservation, and the extent to which it provides benefits to local communities and others. In addressing this objective the Programme will seek to support the development and implementation of tourism development plans that consider the destination as a whole and the heritage values that exist outside the World Heritage property. Key in this will be to create good quality experiences for visitors at World Heritage destinations which are based on sustainable tourism products and services that enable better understanding and appreciation of World Heritage values (OUV) and conservation of the tangible and intangible heritage at the destination.

f) **Capacity development** - Realisation of the benefits of sustainable tourism depends in practice on a number of property management arrangements, many of which are property specific and can only be determined at that level. Addressing the challenges and taking advantage of the opportunities requires that property and destination managers have the appropriate capacities. Capacity development is therefore essential to realising many of the objectives of the Programme. The Programme will therefore seek to identify capacity building, training and education needs, raise awareness, develop and support learning and exchange platforms, as well as supplement and distribute tools and resources in relation to sustainable tourism. Capacity building activities of the Programme will be aligned with the World Heritage Capacity Building Strategy and will aim to benefit a range of stakeholders.

## E. Objectives and Actions

The Programme is designed to benefit a number of stakeholders. The following set out the proposed objectives and actions of the Programme.

**Objective A: Integrate sustainable tourism principles into the mechanisms of the World Heritage Convention.**

| **Actions** |
|---|
| A.1 Develop for the nomination process requirements for a tourism baseline analysis and necessary elements ensuring sustainable tourism management taking a destination approach. |
| A.2 Integrate sustainable tourism management indicators into the Operational Guidelines, and develop supporting materials and tools assisting in their implementation. |
| A.3 Integrate sustainable tourism management indicators in the Periodic Reporting, State of Conservation, Reporting and Reactive Monitoring mechanisms, and undertake strategic analysis of the results from all monitoring to identify opportunities and challenges in terms of World Heritage and sustainable tourism. |

**Objective B: Strengthen the enabling environment by advocating policies, strategies, frameworks and tools that support sustainable tourism as an important vehicle for protecting and managing cultural and natural heritage of Outstanding Universal Value.**

| Actions |
|---|
| B.1 Support relevant data generation and quality research identifying examples of successful policies, regulatory frameworks, institutional arrangements and development strategies strengthening the enabling environment, policy development and decision making concerning World Heritage and sustainable tourism both at a national and destination level. |
| B.2 Work with relevant international agencies and organisations (e.g. other UN related organisations) to promote and support the dissemination of relevant policies, frameworks and tools to World Heritage stakeholders. |
| B.3 Identify and disseminate methodologies, practices and techniques to measure and monitor the capacity and impacts of tourism on World Heritage destinations that can be used to guide sustainable tourism planning and management. |

**Objective C: Promote broad stakeholder engagement in the planning, development and management of sustainable tourism that follows a destination approach to heritage conservation and focuses on empowering local communities.**

| Actions |
|---|
| C.1 Develop frameworks and guidelines that support the development and implementation of sustainable tourism management plans and other appropriate planning and management frameworks that involve and engage a broad set of stakeholders and empower and provide benefits to local communities. |
| C.2 Develop a tool for self-evaluation based on performance indicators, and create incentive mechanisms to foster comprehensive tourism management that provides for conservation and preservation of the World Heritage properties. |
| C.3 Support relevant data generation and quality research identifying good practices concerning World Heritage and sustainable tourism (planning, development and management), stakeholder engagement and benefits. |
| C.4 Facilitate information sharing, exchange of experience and good practice among stakeholders through the creation of networking opportunities and incentive mechanisms. |

**Objective D: Provide World Heritage stakeholders with the capacity and the tools to manage tourism efficiently, responsibly and sustainably based on the local context and needs.**

| Actions |
|---|

| |
|---|
| D.1 Identify capacity development, training and education needs among stakeholders in relation to World Heritage and sustainable tourism, and develop approaches to integrate into existing initiatives such as the World Heritage Capacity Building Strategy. |
| D.2 Develop tools and strategies to support stakeholders, and in particular property managers/coordinators, in the management of World Heritage and sustainable tourism that can be adapted to local context and needs. |
| D.3 Support information sharing, linkages, networking and collaboration among stakeholders, and establish links to training, education and research institutions (including World Heritage Category 2 Centres) delivering appropriate training and education. |

**Objective E: Promote quality tourism products and services that encourage responsible behaviour among all stakeholders and foster an understanding and appreciation of the concept of Outstanding Universal Value and protection of World Heritage.**

| **Actions** |
|---|
| E.1 Identify and support approaches to increase knowledge, understanding and appreciation of the concept of Outstanding Universal Value of World Heritage amongst stakeholders. |
| E.2 Create incentive mechanisms that encourage stakeholders (especially tourism industry and visitors) to act responsibly in terms of property conservation and to provide economic benefits to the local communities. |
| E.3 Identify and promote authentic, sustainable and responsible tourism products and services that provide high quality and low impact visitor experiences at World Heritage properties and the destination as a whole. |
| E.4 Support relevant data generation and quality analyses on visitation, tourism impacts and trends, and increase the availability of good practices and lessons learned through information sharing and recognition mechanisms. |

## F. Approach to the Implementation

### F.1 Governance and Delivery

26. The World Heritage and Sustainable Tourism Programme represents a cross cutting Programme in the implementation of the World Heritage Convention and is relevant to all World Heritage properties.

27. The UNESCO World Heritage Centre will have the overall coordinating function in the implementation of the Programme. A number of stakeholders to the World Heritage Convention, including the tourism private sector, will be significant partners it its implementation.

28. The Programme governance will ensure that:

    a) The Programme will support the implementation of the World Heritage Convention;

b) The Programme remains aligned with the needs of its stakeholders;

c) Adequate resources are provided; and,

d) Intended impacts are delivered and remedial action taken where necessary.

29. The Programme implementation will be guided by a Steering Group comprised of representatives of the UNESCO Electoral Groups, the Advisory Bodies, UNWTO and donor agencies.

30. The timeline for the Programme follows the Strategic Action Plan for the Implementation of the World Heritage Convention 2012 - 2022 (WHC-11/18.GA/11) with biennial reporting to the World Heritage Committee.

31. The Programme will be implemented according to Action Plans (2013 - 2015, 2016 - 2018 and 2019 - 2022) identifying activities that correspond to the overall objectives of the Programme. The first phase of the Programme will run between 2013 and 2015 as indicated in the Draft Action Plan provided as an Annex to the present document. An assessment of the Action Plan will be conducted by the end of 2015. The assessment will determine the subsequent Action Plan for 2016 - 2018.

### F.2 Resources and Financing

32. A flexible and coordinated approach will be taken in securing resources for the implementation of the initial Draft Action Plan 2013 - 2015. Funding from States Parties and other donors could be channelled either via UNESCO or directly to the implementation partners.

33. Funding proposals will be developed upon the prioritised actions and will articulate the roles and responsibilities of each implementation partner. Proposals will be shared with States Parties and potential donors from public as well as the private sector. Implementation partners will be selected according to their ability to implement the different activities.

## II. DRAFT DECISION

***Draft Decision*****: 36 COM 5E**

*The World Heritage Committee,*

1. *Having examined Document WHC-12/36.COM/5E;*

2. *Recalling Decision* ***34 COM 5F.2*** *adopted at its 34th session (Brasilia 2010);*

3. *Welcomes the finalization of the new and inclusive Programme on World Heritage and Sustainable Tourism and notes with appreciation the participatory process for its development, objectives and approach towards implementation;*

4. *Also welcomes the contribution of the Steering Group comprised of States Parties representatives from the UNESCO Electoral Groups, the World Heritage Centre, the Advisory Bodies (IUCN, ICOMOS, ICCROM), Switzerland, and the United Nations World Tourism Organisation (UNWTO) in the elaboration of the Programme;*

5. *Thanks the Government of Switzerland, the United Nations Foundation and the Nordic World Heritage Foundation for their technical and financial support to the elaboration of the Programme;*

6. *Notes with appreciation the contribution of the States Parties and other consulted stakeholders for their input provided during the consultation phase of the Programme;*

7. *Takes note of the results of the Expert Meeting in Sils/Engadine, Switzerland 18 to 22 October 2011 contributing to the Programme, and further thanks the Government of Switzerland for hosting the Expert Meeting;*

8. *Adopts the World Heritage and Sustainable Tourism Programme;*

9. *Requests the World Heritage Centre to refine the Draft Action Plan 2013-2015 in an Annex to the present document and to implement the Programme with a Steering Group comprised of representatives of the UNESCO Electoral Groups, Donor Agencies, the Advisory Bodies, UNWTO and in collaboration with interested stakeholders;*

10. *Notes that financial resources for the coordination and implementation of the Programme do not exist and also requests States Parties to support the implementation of the World Heritage and Sustainable Tourism Programme;*

11. *Further requests the World Heritage Centre to report biennially on the progress of the implementation of the Programme;*

12. *Notes with appreciation the launch of the Programme foreseen at the 40th Anniversary of the World Heritage Convention event in Kyoto, Japan, in November 2012.*

**ANNEX**

# DRAFT ACTION PLAN WORLD HERITAGE TOURISM PROGRAMME

## A. Introduction

1. The Draft Action Plan identifies specific activities that correspond to the first phase of the overall strategy of the World Heritage and Sustainable Tourism Programme (2013 - 2022) (WHC-12/36.COM/5E).
2. The UNESCO World Heritage Centre will have the overall coordinating responsibility in the implementation of the Programme.
3. The identified actions and activities will be implemented in cooperation with a number of stakeholders to the World Heritage Convention as identified in Table 1 including the tourism private sector.
4. The Programme is designed to benefit a broad range of stakeholders including States Parties and government agencies, World Heritage property managers/coordinators, local communities, tourism private sector, consent authorities, conservation practitioners, destination management organisations, academia, civil society and NGOs, etc. (See Table 1).
5. The estimated budget for the first phase (2013 – 2015) totals an average of US$ 1 240 000 per annum. A prioritization of the activities has been undertaken. An assessment of the Action Plan will take place end of 2015. The assessment will determine the Action Plan for the next phase (2016-2018).
6. A flexible and coordinated approach will be taken in securing resources for the implementation of the Action Plan. Funding may be channelled either via UNESCO or directly to the implementation partners.
7. Funding proposals will be developed upon the prioritised actions and will articulate the roles and responsibilities of each implementation partner. Proposals will be shared with States Parties and potential donors from public as well as private sector. Implementation partners will be selected according to their ability to implement the different activities.

## B. Explanation to the table:

8. Objectives

The Objectives represent the overarching goals of the Programme (WHC-12/36.COM/5E). While the Objectives carry equal importance, actions necessary to integrate sustainable tourism into the mechanisms of the Convention will be prioritised in the first phase of the Programme.

| | |
|---|---|
| Objective A: | Integrate sustainable tourism principles into the mechanisms of the World Heritage Convention. |
| Objective B: | Strengthen the enabling environment by advocating policies and frameworks that support sustainable tourism as an important vehicle for protecting and managing cultural and natural heritage of Outstanding Universal Value. |
| Objective C: | Promote broad stakeholder engagement in the planning, development and management of sustainable tourism that follows a destination approach to heritage conservation and focuses on empowering local communities. |

| | |
|---|---|
| Objective D: | Provide World Heritage stakeholders with the capacity and the tools to manage tourism efficiently, responsibly and sustainably based on the local context and needs. |
| Objective E: | Promote quality authentic tourism products and services that encourage responsible behaviour among all stakeholders and foster understanding and appreciation of the concept of Outstanding Universal Value and protection of World Heritage. |

## 9. Outcomes

An outcome is the first effect of the intervention which contributes to the attainment of results. It is a tangible or intangible product deriving from the interventions. In general terms outcomes can be considered as the new knowledge and skills built and disseminated in collaboration with concerned stakeholders.

## 10. Actions

Actions correspond to the overall objectives of the Programme. The objectives and actions form the overall Programme strategy, and were developed through an inclusive and consultative process. Some actions will require an initial development phase before further implementation. Prioritised actions are marked with an asterisk (*).

## 11. Activities

The proposed activities follow the actions. Several activities will be cross cutting where working group(s) may be established to address one or more of the issues (e.g. data collection, information sharing, capacity building, etc.) to thereby ensure coherence, synergies and cost efficiency. Activities are cross referenced to demonstrate synergies within the Programme.

## 12. Timeline

The timeline for the World Heritage and Sustainable Tourism Programme follows the Strategic Action Plan for the Implementation of the World Heritage Convention 2013-2022 (WHC-10/34.COM/5D), with consecutive Action Plans for 2013-2015, 2016-2018 and 2019-2022.

## 13. Performance indicators

The World Heritage Centre will report on the progress of the Programme implementation to the World Heritage Committee on a biennial basis. Monitoring of the Programme will be conducted according to the Results Based Programming, Management and Monitoring (RBM) approach as applied by UNESCO, where goals and performance indicators will form the basis of the report to the World Heritage Committee on the progress of the Programme implementation. An assessment of the Action Plan 2013-2015 will take place end of 2015.

## 14. Estimated Budget

The estimated budget for the implementation of the Action Plan 2013 - 2015 is itemized per annum and includes the overall coordination cost for the World Heritage Centre estimated to US$ 330 000 per annum.

**Objective A: Integrate sustainable tourism principles into the mechanisms of the World Heritage Convention.**

**Outcomes:**

- The World Heritage Committee endorses the integration of sustainable tourism management into the mechanisms of the World Heritage Convention.
- An increased number of World Heritage properties are using the mechanisms of the World Heritage Convention for sustainable tourism management, monitoring and reporting.

| **Actions** | **Activities** | **Performance indicators** |
|---|---|---|
| A.1 Develop for the nomination process requirements for a tourism baseline analysis and necessary elements ensuring sustainable tourism management taking a destination approach. | - Develop a template taking impacts and management of tourism into consideration.<br>- Disseminate draft template through appropriate channels.<br>(Ref.: C.1) | - Baseline analyses completed.<br>- Template for the nomination process developed.<br>- Template disseminated to States Parties. |
| A.2 Integrate sustainable tourism management indicators into the *Operational Guidelines* (OG), and develop supporting materials and tools assisting in their implementation. | - Identify and develop a framework for the integration of sustainable tourism management indicators into the OG (potentially as an annex).<br>- Develop supporting material and tools for the implementation of the OG and disseminate it through appropriate channels.<br>(Ref.: C.1) | - Integration framework completed and management indicators identified.<br>- Supporting materials and tools for implementation are developed and disseminated. |
| A.3 Integrate sustainable tourism management indicators in the Periodic Reporting (PR), State of Conservation Reporting (SoC) and Reactive Monitoring (RM) mechanisms, and undertake strategic analysis of the results from all monitoring to identify opportunities and challenges in terms of World Heritage and sustainable tourism. | - Identify and test management indicators for integration into the PR, SOC and RM.<br>- Develop methodology for strategic analyses of the results and disseminate it through appropriate channels.<br>- Collect, analyse and communicate data and results.<br>(Ref.: C.2) | - Sustainable tourism indicators at all WH property categories are identified and tested.<br>- Methodology for strategic analyses of the results identifying opportunities and challenges are disseminated through appropriate channels.<br>- Data and results collected, analysed and communicated. |

**Objective B: Strengthen the enabling environment by advocating policies, strategies, frameworks and tools that support sustainable tourism as an important vehicle for protecting and managing cultural and natural heritage of Outstanding Universal Value.**

**Outcomes:**

- Sustainable tourism is reflected in policies as an important vehicle for protecting World Heritage.
- Increased collaboration between relevant international agencies and organisations in policy development relevant to World Heritage conservation.

| Actions | Activities | Performance indicators |
|---|---|---|
| B.1 Support relevant data generation and quality research identifying examples of successful policies, regulatory frameworks, institutional arrangements and development strategies strengthening the enabling environment, policy development and decision making concerning World Heritage and sustainable tourism both at a national and destination level. | - Identify specific research needs.<br>- Develop research proposals and distribute it to the implementation partners.<br>- Implementation partners conduct the research.<br>- Research outcomes distributed through appropriate channels.<br>(Ref.: A.3) | - A number of research proposals are distributed.<br>- Relevant research conducted and made available. |
| B.2 Work with relevant international agencies and organisations (e.g. other UN related organisations) to promote and support the dissemination of relevant policies, frameworks and tools to World Heritage stakeholders. | - Establish contact and collaboration with relevant international agencies and organisations.<br>- Provide a platform for information exchange and disseminate relevant policies to WH stakeholders.<br>- Use existing fora to promote and advocate the development of policies, frameworks and tools.<br>(Ref.: B.1) | - Active collaboration with relevant international agencies and organisations in policy development and relevant policies disseminated. |
| B.3 Identify and disseminate methodologies, practices and techniques to measure and monitor the capacity and impacts of tourism on World Heritage destinations that can be used to guide sustainable tourism planning and management. | - Identify research needs and develop research proposals and distribute it to the implementation partners.<br>- Implementation partners to identify and test methodologies, practices and techniques.<br>- Develop manual “Assessing and monitoring impacts of proposed developments and tourism/public use activities on the OUV of WH properties” (ref. WHC-09/17.GA/8) and | - A number of research proposals distributed.<br>- Methodologies, practices and techniques identified and disseminated.<br>- Manual developed and |

| | | |
|---|---|---|
| | disseminated.<br>- Implementation partners to conduct ongoing research.<br>- Data and research outcomes disseminated through appropriate channels.<br>(Ref.: A.1, A.2, A.3, C.2) | disseminated.<br>- A number of relevant research activities conducted and results made available. |

**Objective C: Promote broad stakeholder engagement in the planning, development and management of sustainable tourism that follows a destination approach to heritage conservation and focuses on empowering local communities.**

**Outcomes:**

- Increased participation of local communities in the planning, development and management of sustainable tourism at and around World Heritage properties.
- Broad stakeholder networks established that adopts a destination management approach to the planning, development and management to sustainable tourism at and around World Heritage properties.

| **Actions** | **Activities** | **Performance indicators** |
|---|---|---|
| C.1 Develop frameworks and guidelines that support the development and implementation of sustainable tourism management plans and other appropriate planning and management frameworks that involve and engage a broad set of stakeholders and empower and provide benefits to local communities. | - Conduct research and identify relevant resources to develop frameworks and guidelines.<br>- Develop a dissemination strategy identifying the appropriate channels.<br>- Identify selected properties and assist in implementing frameworks and guidelines.<br>- Identify replicable good practices and examples and disseminate these through appropriate channels.<br>(Ref.: A.1, A.2) | - Frameworks and guidelines developed and disseminated.<br>- Selected properties assisted.<br>- Replicable good practices and examples identified and disseminated. |
| C.2 Develop a tool for self-evaluation based on performance indicators, and create incentive mechanisms to foster comprehensive tourism management that provides for conservation and preservation of the World Heritage properties. | - Identify self evaluation models and adapt them to develop a self evaluating tool supplementing the Periodic Reporting exercise.<br>- Identify and develop incentives, and promote the self evaluation tool.<br>- Develop a system of analyses to utilise the data and communicate results and good practices.<br>(Ref.: A.1, A.2, A.3, B.3, E.2) | - Tool for self evaluation developed and incentive mechanisms created.<br>- Data collected and results and good practices communicated. |
| C.3 Support relevant data generation and quality research identifying good practices concerning World Heritage and sustainable tourism (planning, development and management), | - Identify relevant data and indicators.<br>- Develop research proposals and distribute it to the implementation partners.<br>- Implementation partners to conduct the research. | - Relevant data and indicators identified and research proposals distributed. |

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| stakeholder engagement and benefits. | - Research outcomes distributed through appropriate channels.<br>(Ref.: B.1, B.3) | - Relevant research conducted and made available. |
| C.4 Facilitate information sharing, exchange of experience and good practices among stakeholders through the creation of networking opportunities and incentive mechanisms. | - Create networking opportunities and incentive mechanisms for information sharing, capacity building and collaboration.<br>- Support capacity building meetings and events in relation to key tourism and sustainability's issues.<br>(Ref.: C.2, E.2, E.4) | - Network opportunities and incentive mechanisms for information sharing, capacity building and collaboration created. |

**Objective D: Provide World Heritage stakeholders with the capacity and the tools to manage tourism efficiently, responsibly and sustainably based on the local context and needs.**

**Outcomes:**

- Appropriate tools are available and utilised by stakeholders in the management of tourism at and around World Heritage properties.
- Increased number of World Heritage stakeholders managing tourism efficiently, responsibly and sustainably.

| Actions | Activities | Performance indicators |
|---|---|---|
| D.1 Identify capacity development, training and education needs among stakeholders in relation to World Heritage and sustainable tourism, and develop approaches to integrate into existing initiatives such as the World Heritage Capacity Building Strategy. | - Conduct desk studies and/or surveys to indentify capacity development, training and education needs.<br>- Develop pilot projects aligned with the World Heritage Capacity Building Strategy. | - Capacity building, training and education needs identified and pilot projects developed. |
| D.2 Develop tools and strategies to support stakeholders, and in particular property managers/coordinators, in the management of World Heritage and sustainable tourism that can be adapted to local context and needs. | - Identify existing tools and good practice examples and conduct a needs assessment.<br>- Develop tools and strategies based on the identified needs (D.1).<br>- Disseminate tools and strategies through appropriate channels.<br>- Identify replicable good practices and examples and disseminate through appropriate channels.<br>(Ref.: A.2, D.1) | - Tools and strategies developed and adapted to local context and needs.<br>- Tools and strategies disseminated. |
| D.3 Support information sharing, linkages, networking and collaboration among stakeholders, and establish links to training, education and research institutions (including World Heritage Category 2 Centres) delivering appropriate training and education. | - Create mechanisms for information sharing, networking, capacity building and collaboration.<br>- Engage stakeholders in the information sharing mechanisms. | - Mechanism established and running with participants. |

**Objective E: Promote quality tourism products and services that encourage responsible behaviour among all stakeholders and foster understanding and appreciation of the concept of Outstanding Universal Value and protection of World Heritage.**

**Outcomes:**

- An increased awareness, understanding and appreciation among stakeholders of the concept of OUV and protection of World Heritage.
- An increased number of quality tourism products and services that encourages responsible behaviour are developed and made available.

| Actions | Activities | Performance indicators |
|---|---|---|
| E.1 Identify, communicate and support approaches to increase knowledge, understanding and appreciation of the concept of Outstanding Universal Value of World Heritage in the tourism management context amongst stakeholders. | - Create communication strategies and tools for the understanding, appreciation and application of OUV.<br>- Disseminate the tools through appropriate channels. | - Communication strategies developed and tools disseminated. |
| E.2 Create incentive mechanisms that encourage stakeholders (especially tourism industry and visitors) to act responsibly in terms of site conservation and to provide social and economic benefits to the local communities. | - Identify existing tools and good practice and conduct a needs assessment.<br>- Develop appropriate incentive mechanisms (e.g. policy, visibility, recognition, financial incentives, certification, prize, technological tools, apps, etc.).<br>- Operationalize the mechanism(s).<br>(Ref.: C.2, C.4, E.3) | - Incentive mechanisms identified and developed.<br>- Incentive mechanisms are operational. |
| E.3 Identify and promote authentic, sustainable and responsible tourism products and services that provide high quality and low impact visitor experiences at World Heritage properties and the destination as a whole. | - Develop and/or adapt criteria to identify quality, sustainable and responsible tourism products and services. A thematic approach is proposed.<br>- Disseminate criteria through appropriate channels.<br>- Assist in developing products and services in selected properties.<br>- Identify replicable good practices and examples and disseminated these through appropriate channels.<br>- Promote quality, sustainable and responsible tourism products and | - Criteria developed / adapted and disseminated.<br>- Products and services developed.<br>- Replicable good practices and examples identified and disseminated. |

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| | services.<br>(Ref.: E.2) | - Products and services promoted. |
| E.4 Support relevant data generation and quality analyses on visitation, impacts and trends, and increase the availability of good practices and lessons learned through information sharing and recognition mechanisms. | - Develop and/or adapt indicators relating to impacts and trends.<br>- Collect and analyse data.<br>- Compare data sets and explore pooling of databases.<br>- Communicate results and good practices.<br>(Ref.: A.3, B.1, B.3) | - Indicators developed / adapted.<br>- Data collected and analysed.<br>- Results and good practices communicated. |

| **Table 1: Stakeholder groups in World Heritage and sustainable tourism and their potential roles** |
|---|
| a) **States Parties** to the World Heritage Convention develop and implement relevant policy, institutional and legal frameworks for the management of properties. |
| b) **World Heritage Committee** which consists of representatives from 21 of the States Parties to the Convention elected by the General Assembly. The Committee is responsible for the implementation of the *World Heritage Convention*, defines the use of the World Heritage Fund and allocates financial assistance upon requests from States Parties. It has the final say on whether a property is inscribed on the World Heritage List. |
| c) **Government agencies** at national, regional and local levels hold responsibility in the management of World Heritage properties, tourism management and promotion, local planning and infrastructure, and community and economic development. |
| d) **Property managers/coordinators** are responsible for managing the World Heritage properties including aspects relating to tourism and resources management. |
| e) **Local communities** living at and around the World Heritage properties (including indigenous peoples and minorities). Actions and decisions of local communities can affect the sustainability of the properties. Local communities are involved in both the demand and supply side. |
| f) **Tourism private sector** operators and providers are significant investors in sustainable tourism and have in interest in the development of properties as attractive tourism destinations. |
| g) **Destination Management Organisations (DMOs)** typically undertake marketing activities. However their remit is becoming far broader, increasingly acting strategic leaders in destination development. Destination management calls for a coalition of many organisations and interests working towards a common goal. DMOs role should be to lead and coordinate activities under a coherent strategy. |
| h) **International agencies**, including the World Heritage Committee, the UNESCO World Heritage Centre, Category 2 Centres working under the auspices of UNESCO, UNEP, UNDP, the UN World Tourism Organisation, the World Bank Group and Advisory Bodies such as ICOMOS, IUCN, ICCROM and ICOM. These agencies influence the development of standards and good practices for sustainable tourism management at and around World Heritage properties. |
| i) **Researchers and academics** including organisations part of the UNITWIN/ UNESCO Chairs Programme provide insight on the impact of tourism and may influence management practices and approaches. |
| j) **Consent authorities** may control development at properties and control development in the local area. This can provide facilities for tourism |

and affect the attractiveness and sustainability of the site.

k) **Civil society and NGOs** provide a range of services that potentially support site managers, help local communities benefit from tourism, and influence local planning and national policy formulation.

l) **Funding providers** for tourism projects at or near World Heritage properties have the potential to influence the nature of tourism development.

m) **Tourism promoters** have the potential to raise awareness of the importance of the heritage of a destination.

## ESTIMATED BUDGET

| Estimated budget summary (US$) | | 2013 | 2014 | 2015 | 2013-2015 |
|---|---|---|---|---|---|
| | Objective A | 100 000 | 75 000 | 75 000 | 250 000 |
| | Objective B | 310 000 | 110 000 | 110 000 | 530 000 |
| | Objective C | 295 000 | 180 000 | 180 000 | 655 000 |
| | Objective D | 205 000 | 175 000 | 55 000 | 435 000 |
| | Objective E | 250 000 | 300 000 | 250 000 | 800 000 |
| | Coordination/ Administration costs (WHC) for the Action Plan 2013-2015[2] | 330 000 | 330 000 | 330 000 | 990 000 |
| | Evaluation | | | 60 000 | 60 000 |
| | **Total (US$) for the implementation of the overall Action Plan** | **1 490 000** | **1 170 000** | **1 060 000** | **3 720 000** |

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[2] The required coordination resources will decrease corresponding to a smaller prioritized set of activities.

**Objective A: Integrate sustainable tourism principles into the mechanisms of the World Heritage Convention.**

| **Actions** (Prioritised actions are marked with an asterisk (*)) | | **Timeline** | **Estimated budget (US$)** | | |
|---|---|---|---|---|---|
| | | | **2013** | **2014** | **2015** |
| * | A.1 Develop for the nomination process requirements for a tourism baseline analysis and necessary elements ensuring sustainable tourism management taking a destination approach. | 2013-2015 | 50 000 | 10 000 | 10 000 |
| * | A.2 Integrate sustainable tourism management indicators into the Operational Guidelines, and develop supporting materials and tools assisting in their implementation. | 2014-2015 | | 35 000 | 35 000 |
| * | A.3 Integrate sustainable tourism management indicators in the Periodic Reporting, State of Conservation Reporting and Reactive Monitoring mechanisms, and undertake strategic analysis of the results from all monitoring to identify opportunities and challenges in terms of World Heritage and sustainable tourism. | 2013 (development)<br>2014-2015 (implementation) | 50 000 | 30 000 | 30 000 |
| | Total | | 100 000 | 75 000 | 75 000 |

**Objective B: Strengthen the enabling environment by advocating policies, strategies, frameworks and tools that support sustainable tourism as an important vehicle for protecting and managing cultural and natural heritage of Outstanding Universal Value.**

| **Actions** (Prioritised actions are marked with an asterisk (*)) | | **Timeline** | **Estimated budget (US$)** | | |
|---|---|---|---|---|---|
| | | | **2013** | **2014** | **2015** |
| * | B.1 Support relevant data generation and quality research identifying examples of successful policies, regulatory frameworks, institutional arrangements and development strategies strengthening the enabling environment, policy development and decision making concerning World Heritage and sustainable tourism both at a national and destination level. | 2013-2015 | 60 000 | 60 000 | 60 000 |
| | B.2 Work with relevant international agencies and organisations (e.g. other UN related organisations) to promote and support the dissemination of relevant | 2013-2015 | Included in the overall Programme management. | | |

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| | policies, frameworks and tools to World Heritage stakeholders. | | Additional activities will require separate / additional funds. | | |
| | B.3 Identify and disseminate methodologies, practices and techniques to measure and monitor the capacity and impacts of tourism on World Heritage destinations that can be used to guide sustainable tourism planning and management. | 2013-2014 (development)<br>2015 (implementation) | 250 000 | 50 000 | 50 000 |
| | Total | | 310 000 | 110 000 | 110 000 |

| **Objective C: Promote broad stakeholder engagement in the planning, development and management of sustainable tourism that follows a destination approach to heritage conservation and focuses on empowering local communities.** | | | | | |
|---|---|---|---|---|---|
| **Actions** (Prioritised actions are marked with an asterisk (*)) | | **Timeline** | **Estimated budget (US$)** | | |
| | | | **2013** | **2014** | **2015** |
| * | C.1 Develop frameworks and guidelines that support the development and implementation of sustainable tourism management plans and other appropriate planning and management frameworks that involve and engage a broad set of stakeholders and empower and provide benefits to local communities. | 2013-2014 (development)<br>2015 (implementation) | 100 000 | 30 000 | 30 000 |
| | C.2 Develop a tool for self-evaluation based on performance indicators, and create incentive mechanisms to foster comprehensive tourism management that provides for conservation and preservation of the World Heritage properties. | 2013-2014 (development)<br>2015 (implementation) | 75 000 | 30 000 | 30 000 |
| | C.3 Support relevant data generation and quality research identifying good practices concerning World Heritage and sustainable tourism (planning, development and management), stakeholder engagement and benefits. | 2013-2015 | 60 000 | 60 000 | 60 000 |
| * | C.4 Facilitate information sharing, exchange of experience and good practice among stakeholders through the creation of networking opportunities and incentive mechanisms. | 2013 - 2015 | 60 000 | 60 000 | 60 000 |
| | Total | | 295 000 | 180 000 | 180 000 |

| **Objective D: Provide World Heritage stakeholders with the capacity and the tools to manage tourism efficiently, responsibly and sustainably based on the local context and needs.** | | | | | |
|---|---|---|---|---|---|
| **Actions** (Prioritised actions are marked with an asterisk (*)) | | **Timeline** | **Estimated budget (US$)** | | |
| | | | **2013** | **2014** | **2015** |
| * | D.1 Identify capacity development, training and education needs among stakeholders in relation to World Heritage and sustainable tourism, and develop approaches to integrate into existing initiatives such as the World Heritage Capacity Building Strategy. | 2013 | 30 000 | | |
| | D.2 Develop tools and strategies to support stakeholders, and in particular property managers/coordinators, in the management of World Heritage and sustainable tourism that can be adapted to local context and needs. | 2013-2014 (development)<br>2015 (implementation) | 75 000 | 75 000 | 25 000 |
| * | D.3 Support information sharing, linkages, networking and collaboration among stakeholders, and establish links to training, education and research institutions (including World Heritage Category 2 Centres) delivering appropriate training and education. | 2013-2014 (development)<br>2015 (implementation) | 100 000 | 100 000 | 30 000 |
| | Total | | 205 000 | 175 000 | 55 000 |

| **Objective E: Promote quality tourism products and services that encourage responsible behaviour among all stakeholders and foster understanding and appreciation of the concept of Outstanding Universal Value and protection of World Heritage.** | | | | | |
|---|---|---|---|---|---|
| **Actions** (Prioritised actions are marked with an asterisk (*)) | | **Timeline** | **Estimated budget (US$)** | | |
| | | | **2013** | **2014** | **2015** |
| * | E.1 Identify, communicate and support approaches to increase knowledge, understanding and appreciation of the concept of Outstanding Universal Value of World Heritage in the tourism management context amongst stakeholders. | 2013-2014 | 50 000 | 50 000 | |
| | E.2 Create incentive mechanisms that encourage stakeholders (especially tourism industry and visitors) to act responsibly in terms of site conservation and to provide social and economic benefits to the local communities. | 2013 – 2014 (development)<br>2015 (implementation) | 75 000 | 75 000 | 50 000 |
| | E.3 Identify and promote authentic, sustainable and responsible tourism products and services that provide high quality and low impact visitor experiences at World Heritage properties and the destination as a whole. | 2013 (development)<br>2014 – 2015 (implementation) | 50 000 | 100 000 | 100 000 |
| * | E.4 Support relevant data generation and quality analyses on visitation, impacts and trends, and increase the availability of good practices and lessons learned through information sharing and recognition mechanisms. | 2013 – 2014 (development)<br>2015 (implementation) | 75 000 | 75 000 | 100 000 |
| | Total | | 250 000 | 300 000 | 250 000 |