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Evaluation of Nordic World Heritage Foundation (2008-2013)

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Preface

This evaluation is performed on behalf of the Norwegian Ministry of Environment and UNESCO.

Our contact persons has been Ingunn Kvisterøy, Siri Kloster and Berit Halvorsen, from the Ministry of Environment, and Giovanni Boccardi, Coordinator C2-networks at the World Heritage Centre at UNESCO.

The evaluation is based on comprehensive written material, interviews with a broad range of actors and a questionnaire. We would like to thank all who have participated with valuable information, and especially the secretariat at the Norwegian World Heritage Foundation.

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Karin Ibenholt

Project manager

Vista Analyse AS

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Executive summary

Background

The Nordic World Heritage Foundation (NWHF) is a Category 2 (C2) Centre associated with UNESCO through formal arrangements approved by the General Conference. As a C2 Centre NWHF is committed to engage in support of UNESCO's strategic programme objectives, in this case support for the implementation of the World Heritage Convention.

NWHF was established by the Norwegian Government (the Government) as a permanent independent foundation of the Norwegian Ministry of Environment (MoE) in March 2002, and the status as a Category 2 Centre was granted in 2003. The activities of NWHF are based on an agreement (the Agreement) between UNESCO, signed by the Director-General, and the Norwegian Government, signed by the Minister of Environment. As contractual partner MoE is responsible for ensuring that the foundations professional and administrative efforts are in accordance with the Governments contractual obligations. The present agreement is signed for the period 2008-2014 and based on a framework adopted by UNESCO´s General Conference in 2005.

The Norwegian Government is obliged to provide the foundation with all necessary funding for the administration and proper functioning of NWHF, and the Government has undertaken to contribute to NWHF a total amount of minimum NOK 3.5 mill a year.

The Agreement

According to the Agreement the overarching objectives/functions of NWHF is to:

- Contribute to the medium-term strategies of UNESCO in the implementation of the Convention, taking into account the linkages to other relevant standard-setting instruments such as the Convention for the Safeguarding of the Intangible Cultural Heritage, the Convention of the Protection and the Promotion of the Diversity of Cultural Expressions, the Convention on Biological Diversity and the United Nations Framework Convention for Climate Change, enhancing the linkages between the protection of World Heritage, capacity-building and sharing of knowledge.

- Support the Secretariat of the Convention in its work related to the Convention.

In order to fulfil these functions, the foundation shall focus its activities with the objective to:

1. Act as a focal point bringing Nordic countries together in their collective attempt to fulfill the requirements of the Convention and its implementation.

2. Support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects, all in support of the Convention and the World Heritage Committee's Global Strategy.

3. Mobilize funds from bilateral and multilateral sources and private sources in a coordinated and transparent way and facilitate assistance for natural and cultural World Heritage conservation efforts in developing countries in support of the Convention.

The foundation has a Nordic focus, and shall contribute to identify important common Nordic challenges or obstacles related to fulfilling the obligations of the Convention, and contribute in developing solutions to these obstacles and challenges. The foundation must have a good overview of existing expertise in Norway and the Nordic countries related to the Convention and be able to connect the expertise to requests from UNESCO. The foundation should also help strengthen innovative projects in such academic environments and institutions, and make sure that UNESCO is provided with the academic results.

The Nordic dimension is also manifested in the governing board with representatives from the Nordic Countries and UNESCO. MoE is only an observer in the governing board; following Norwegian law for foundations which prohibites the founder a seat on the board. The possibilities MoE has to steer the foundation are primarily through the annual assignment letters, and secondly through appointments to the board.

Objectives for the evaluation

The Agreement states that UNESCO shall carry out an external evaluation of NWHF's activities, and that the Government can carry out its own evaluation. MoE and UNESCO have initiated this evaluation in cooperation, to serve as an evaluation in accordance with the Agreement and to provide insights into the outputs and impacts of the use of Norwegian funds. The objective of the evaluation is to

1. *Assess to what extent NWHF is attaining the Contractual functions and objectives as defined in Article 7 of the Agreement.*

2. *Assess the relevance, efficiency and effectiveness of the present grant to the NWHF and the organizational and management ability of NWHF.*

3. *Serve as an evaluation that should be used at a base for decisions on the agreement between UNESCO and the Government of Norway and future direction of the grant.*

Analysis and conclusions

Attainment of Contractual functions

In an overall sense NWHF is carrying out the contractual functions and objectives; the foundation does assist UNESCO in implementation of the WH Convention. The foundation does not, however, fully live up to the more detailed objectives and functions mentioned in the Agreement. In particular, NWHF has in the period not really acted as a "Nordic focal point", although it has carried out activities, mainly related to capacity building, on a Nordic level. NWHF provides support to the secretariat of the Convention mainly by providing their own expertise, rather than through facilitating involvement of Nordic expert milieus. NWHF have not been able to mobilize funds from various bilateral, multilateral, or private sources to WH work in developing countries, but have been able to secure funding for such work mainly from the Norwegian MFA.

Relevance: Does NWHF's work meet the needs of its stakeholders?

NWHF's objectives as they are described in the mandate, are consistent with the policies and priorities of its main stakeholders; UNESCO and the Norwegian Government.

NWHF has a broad mandate, which gives room for different interpretations. NWHFs interpretation of the objective and functions in the Agreement is operationalized in the current strategy (the Alternative Strategy 2010-2014). There is consistency between the Alternative Strategy and the Agreement in so far as the Alternative Strategy objectives clearly contributes to medium-term strategies of UNESCO and represents support to the WH Centre. There is, however, a discrepancy between the way the agreement stipulates that NWHF shall work and the way of work represented by the Alternative Strategy. While the Agreement in point 1 stipulates that NWHF shall facilitate that Nordic experts support the WHC, the Alternative Strategy puts NWHF itself in the role of working with WHC and international partners. The Agreement's point 3 about fundraising from bilateral, multilateral and private sources is to a very limited extent met by the Alternative Strategy. The Alternative Strategy appears to prioritize the Agreement's point 2 about providing support to WHC, at the expense of point 1 about acting as a Nordic focal point and point 3 about fundraising. There is thus not full consistency between the NWHF's Strategy for 2010-2014 and the Agreement.

There is consistency between NWHF's biennial work plans and the strategy, showing that the strategy functions as a guiding document for the day-to-day work.

Since it focuses on WH-related work, NWHF's strategy and activities are generally speaking relevant for its stakeholders; the Norwegian Government, UNESCO, other Nordic governments, non-governmental Nordic milieus working on WH issues, and international partners such as the UNESCO advisory bodies as well as other C2 Centres. NWHF's strategy and activities are, however, to a limited degree relevant for the Norwegian MoE and Nordic expert milueus, as the foundation does not fill out the role as Nordic focal point facilitating engagement of Nordic milieus in international WH-work.

The degree of satisfaction with NWHF's work varies between stakeholders. The WHC is very satisfied with the foundation's work, as are the other Nordic governments (Denmark, Finland, Iceland, Sweden), and the African World Heritage Fund (AWHF) - the C2 Centre NWHF has worked the most with. Donors, such as the Norwegian MFA and the Swiss Government, and international partners (UNESCO's advisory bodies) also express satisfaction with NWHF's work. The MoE Department for Cultural Heritage Management, which manages the relation with the foundation on behalf of the Norwegian government, report mixed feelings about NWHF's work. While the quality of the work the foundation carries out is recognized as high, the department believes the foundation does not work properly within its mandate and finds it difficult to pinpoint the precise added value of NWHF's activities. In the opinion of MoE, the foundation should to a larger extent serve as a Nordic focal point and facilitate engagement of Nordic milieus working on WH issues in work related to the Convention. Other units of the MoE, which have been working with the foundation on specific projects, express a higher degree of satisfaction. Representatives for Nordic WH Site managers are generally satisfied with the contact with and assistant they get from NWHF, but it is first in the latest year that this contact has been more regular. Other Nordic mileus working with WH, such as experts in academia, has had limited, if any contact, with NWHF, and generally find them less relevant.

NWHF's institutional set-up as an independent non-profit foundation is consistent with the Agreement. However, there is a mismatch between Norwegian law and the present UNESCO requirements for C2 Centres. Norwegian law secures full independence of a foundation from its founder, with the effect that the founder (here MoE) cannot be a member of the board. Current UNESCO requirements for C2 Centres, however, require that the government in the country hosting a C2 Centre is represented in the board. The weakness in the present institutional set-up is that MoE do not have the same steering control over day-to-day activities as the other part (UNESCO) of the Agreement.

Effectiveness: To what degree does NHWF achieve its goals?

We consider NWHF's overall achievements in the period to be:

A. New WH sites, where NWHF has contributed to the nomination process through technical support, facilitating assistance and fundraising from bilateral sources.

B. Adopted policies, strategies and periodic reporting at WHC, where NWHF has contributed to their development and final form.

C. A higher knowledge-level related to Periodic Reporting, Sustainable Tourism and C2 Best Practise among WH stakeholders (in the Nordic-Baltic region and among C2 Institutes and Centres), where NWHF has contributed with lectures, training and facilitation of processes, networking and fundraising from bilateral sources.

The achievements are in correspondence with the Agreement in so far as they contribute to the medium-term strategies of UNESCO and support the WHC. The achievements to a limited degree meet the Agreement's points that the foundation shall "act as a Nordic focal point bringing Nordic countries together in their collective attempt to fulfill the requirements of the Convention and its implementation", nor that the foundation shall fundraise from bilateral, multilateral and private sources.

With regards to achievement of Strategic Approaches of the strategy for the period 2010-2014, NWHF has clearly contributed to strengthen the application of the Periodic Reporting Tool (goal 2) and implementation of UNESCO's strategy for C2 Centres (goal 3) through a series of activities. With regards to promoting sustainable development through tourism (goal 1), the foundation has also carried a number of relevant activities. The tourism programme is supposed to effect changes at site level (ref. strategy indicators), but this is so far not documented.

With regards to achievement of strategic approaches for the period 2010-2014, the foundation has clearly provided support to Nordic-Baltic states within their field of competence (approach 1). With regards to coordinating activities with other Conventions and NGOs (approach 2), documented by MoUs/LoIs and joint projects, the foundation has not succeeded in the period. With regards to development of public-private partnerships, documented by MoUs/LoIs and joint projects, the foundation has not succeeded in the period.

The current Result Based Management (RBM) system of NWHF is not precise enough when describing objectives and indicators, and indicators are not monitored and reported on a regular basis. Several of the goals, both in the Alternative Strategy and in the RBM system are very ambitious, and in many respects difficult to measure. In

addition the possible impact NWHF can have on such a development is probably small, as it is highly dependent on several other actors. NWHFs role in possible achievement is not always clear. Not all results and indicators used in RBM satisfy the SMART criteria (Specific, Measurable, Attainable, Relevant, Time-bound) and are therefore difficult to measure. The current RMB framework and its application is thus not fully adequate to assess effectiveness.

Based on available documentation and interviews, we have identified the following major factors behind NWHF's successful achievement of goals: in-depth knowledge and understanding of UNESCO, extensive network and high standing within the UNESCO system, competent staff with strong networking skills, sophisticated understanding of Norwegian development policy and the priorities of Norwegian MFA.

Accordingly, we have identified the following major factors behind NWHF's lack of achievement of certain goals: Very limited financial and human resources given the mandate of the foundation, lack of experience and network to be a Nordic focal point, lack of fundraising skills combined with a challenging fundraising environment provided by the financial crisis, and a too ambitious work scope.

Efficiency: Does NWHF provide services in an efficient manner?

The foundation secretariat has consisted of 3-4 persons in the period. It is small, given the broad mandate of the foundation. The director to a high degree delegates responsibility for day-to day work on the different priority topics to the two advisors, an approach that is reported to work well by internal and external parties. The general feedback from stakeholders is that the secretariat is professional and effective, given the resources available. Foundation staff is generally perceived as being practical and constructive in their approach. Other expressions being used are "focused", "professional", "credible", "pragmatic" and "pleasant".

As a small organisation, the foundation has short communication lines, both in the secretariat and between the board and the secretariat. This saves time for internal management systems that would be necessary in a larger organisation and makes the foundation very flexible. Several stakeholders appreciate this. We have seen examples, however, of poor project management routines (lack of documentation and filing) that may reflect an informal working culture and a lack of proper systems characteristic of a small organization. This may at times lead to extra work and low effectiveness.

Limited resources make it important for the foundation to focus it work, and the Alternative Strategy represents an explicit attempt to do this. Resource limitations and prioritization have resulted in NWHF not being able to fully deliver services related to acting as a Nordic focal point and fundraising in the period. Moreover, interviewees report that a fundamental disagreement between MoE and NWHF's Board of Directors about the foundation's role and priorities, in periods drain resources and thus hamper NWHF's effectiveness.

WHC is monitoring its transaction costs related to upholding contact with C2 Centres. WHC has no direct costs related to its cooperation with NWHF, as these are covered by the foundation. Interviews reveal that NWHF is by WHC staff generally considered as one of the most effective C2s and that transaction costs (mainly in the form of time) are considered justified compared with the value gained. Representatives of other Nordic

governments that are represented in the board, also report that they consider the time spent (4-15 working days per year) justified compared with the value gained.

Several stakeholders point out that with a small and nimble organization like NWHF, one achieves much more with NOK 4-5 million per year than one would if those funds were to be given directly to the UNESCO system. On the other hand, the funds currently being provided by the Norwegian government to the foundation could alternatively be given to the directorates working with WH (the Directorate for Cultural Heritage and the Environmental Agency) for staff and projects related to implementation of the WH Convention in the Nordic region and developing countries. This would probably allow for more synergies with MoE's ongoing international work related to WH and with Nordic WH milieus through MoE's Nordic network. It would also be cost-effective as one could draw on the department's existing managerial systems. The Directorate would, however, be a more bureaucratic organization with certain limitations provided by the rules and regulations for public institutions. Such an alternative would possibly enable more efficient service delivery related to acting as a Nordic focal point and even developing international projects, but possibly less effective service delivery related to supporting WHC. In principle, a foundation should also be in a better position to fundraise from public and private sources.

Another issue related to efficiency is the way the foundation works. Several stakeholders are questioning the rationale behind the foundation building up its own competence to provide support and capacity building in key areas (sustainable tourism and periodic reporting). As a small secretariat, the services the foundation is able to provide will be quite limited. Several stakeholders point out that the foundation would be able to trigger change on a larger scale if it rather took a role of facilitating development of relevant expertise in existing WH milieus and providing platforms for capacity building.

Impact: What is the effect of NWHF's work?

We have identified the main outcomes of NWHF's work in the period as new WH sites, policies, strategies and periodic reporting at WHC, and a higher knowledge-level among WH stakeholders on Periodic Reporting, Sustainable Tourism and C2 best practise. What is the impact of these outcomes? As noted earlier, these results do not fully comply with NWHF's mandate, where there is a focus on being a Nordic Focal point, facilitating the use of Nordix expertise in WH-work internationally, and fundraising from a variety of sources including private.

NWHF has contributed to the Kenya Lake System becoming a WH site in 2011. This impact can be attributed to NWHF primarily by the fact that NWHF raised the money for developing the dossier.

NWHF has contributed to policies and strategies, such as the sustainable tourism program, that have the potential to influence national or site-specific strategies and actions that are based on these. The foundation has also contributed to periodic reporting, which lead to regional and national action plans and helps prioritise assistance. The precise impact of this is difficult to measure, and effects of work carried out in the period will only be seen over time. NWHF is currently engaged in a project with AWHF on regional implementation of the recommendations from the periodic reporting in Africa. This is an example of NWHF's work leading to capacity building,

research and implementation of pilot projects for sustainable development of WH sites in the timeframe 2012-2015.

It is difficult to measure the impact of the capacity building activities of NWHF. Interview data backed up by reports on activities indicate that for instance NWHF's activities have had an impact on the Periodic Reporting in the Nordic-Baltic region and made it more effective and precise. It also seems clear that NWHF's extensive engagement with AWHF has contributed significantly to bringing this institution from infancy (it was launched in 2006) to the current level where it leads multimillion-dollar WH projects. In areas and towards stakeholders (such as the eight WH C2 Centres) where NWHF less consistently and over shorter time periods have provided lectures or training, it is difficult to find clear documentation of NWHF's activities having impact.

Sustainability: Will outcomes and NWHF itself survive over time?

New WH sites will likely survive over time, as the formal recognition of such an area's value leads to raised awareness of the values and also to investments. The new WH sites are not dependent on any further activity from the side of NWHF to be upheld. The contribution to development of strategies and policies at WHC will have sustainable results to the extent that WHC, States Parties and individual sites implement them.

With regards to capacity building, the impact at AWHF is a fruit of long-term engagement through which AWHF has matured considerable as an organisation. This impact appears to be sustainable and not dependent on any further NWHF activity. The sustainability of the other capacity-building activities is uncertain. In many cases, isolated lectures and trainings will have an impact but general experience with capacity building indicates that very often the impact is low and not sustainable unless the trainee is engaged over time and receives concrete tools or follow-up tasks to implement in his/hers every-day work situation. It seems NWHF is engaged in quite a number of lecturing and training events where the precise impact and sustainability of NWHF's contribution is low.

The Periodic Reporting training likely has a real impact, at least in the short term, as the trainees afterwards will apply the knowledge they receive at their work place when conducting the Periodic Reporting exercise. The sustainability of the training is brought into question, however, by the fact that interviewees report that the turnover at the responsible ministries and the time (6 years) between each Periodic Reporting exercise leads to a lack of institutional memory. In order to ensure sustainability of the Periodic Reporting training, it will thus be important to find ways for receiving institutions to contain the knowledge/skills provided over time and without being dependent on NWHF. NWHF acknowledges the need to train trainers, but has so far not developed stand-alone tools or platforms making it possible for stakeholders to extract the information or skills NWHF typically provides without resorting to NWHF itself. This might compromise the sustainability of the training efforts.

Recommendations

The evaluation reveals that, while the quality of the work the foundation carries out is recognized as high and useful for many stakeholders, there are room for improvements, especially in order to secure a better alignment between the mandate and actual activities.

In order to improve the function of NWHF, and to ensure a better consistency between the mandate and the actual activities the evaluation points to the following recommendations:

Increase cooperation with Nordic experts, both in academia and elsewhere, in order to facilitate the dissemination of their competence in the UNESCO system

NWHF could achieve more if they to a less extent involved their own staff directly in projects and processes, and to a larger extent facilitated engagement of experts from external Nordic milieus. Establishment of a network of Nordic experts on WH issues would help make NWHF a Nordic focal point, and enhance the attainment of the objectives in the Agreement. Continued work on Periodic Reporting within the Nordic-Baltic region could provide a useful platform for this.

Develop the professional profile of the secretariat

In order to be able to act as a Nordic focal point effectively, NWHF should ideally have staff with working experience from or with Nordic organizations and institutions working on WH-issues, as well as strong professional networks among such organizations. Moreover, as fundraising is a central role in the mandate and crucial to ensure the financial sustainability of the organization, proven fundraising competence involving public and private donors should be included in the secretariat.

Increase the Nordic dimension

The Nordic dimension can be strenghtened by including other Nordic nationalities in the staff, on a permanent or interim basis, where the latter can take form as an internship for Nordic students in appropriate disciplines. This can make the foundation more visible among Nordic stakeholders and increase its relevance. The foundation could also be responsible for organizing an annual conference of Nordic experts dealing with natural and cultural heritage, in order to bring together Nordic experts and relevant stakeholders from the WHC community and elsewhere.

Expand the funding base

In order to provide an incentive to both the Secretariat and other potential funders, MoE should consider providing matching funds for certain types of donors, e.g., the private sector and foundations.

Ensure a common understanding between the parties of the Agreement

The present formulations in the Agreement leave room for interpretation of the activities NWHF should pursue. It is important that the agreement parties have a clear and common understanding of what they expect from NWHF, and that a possible new Agreement reflects this clearly.

Strenghten the dialogue between MoE and NWHF

In order to improve effectiveness and ensure synergies and the long-term sustainability of the foundation, there is a need for an improved dialogue between the management level of MoE and NWHF's Board of Directors.. Better cooperation and a common understanding of the role of NWHF must be ensured between NWHF and MoE.

Increase the visibility of the foundation, both targeting the general public and Nordic experts

External marketing and profiling ought to be strengthened with regards to the general public, the World Heritage sites and relevant Nordic experts. The two first target groups are being addressed in the still un-implemented, communication plan. Nordic experts should either be included in this plan or addressed in a separate strategy (e.g., included as a part of the strategy to work as a focal point, strengthen the Nordic dimension and establish a network of these experts).

Develop material showing relevance and inviting cooperation

NWHF could for instance produce some short, easily understandable printed information (promotion) aimed at all persons involved in the work related to Nordic World Heritage, and distribute it to all relevant parties (e.g., at Nordic conferences, meetings, to new WH sites etc.). Important questions to be answered could include: - What is NWHF? -What is the aim of NWHF? - What can I use NWHF for/ how can NWHF support me or my site?

Improve the present RBM-system

The RBM system needs to focus on using indicators that are measurable and that to a greater extent are linked both to distinct activities at NWHF and their (direct) outputs, and not so much to outcomes that are dependent upon the action of other actors. Implementing monitoring and evaluation routines is also crucial.

A thorough analysis of different organisational set-ups

If the Agreement parties decide to enter in to a new Agreement when the present ends in 2014 it is necessary to make a thorough analysis of the pro and cons of different organisational set-ups for the organisation. It is important that both parties have equal steering control of the foundation.

1 Introduction

1.1 Background

The Nordic World Heritage Foundation (NWHF) is a Category 2 (C2) Centre under the auspices of UNESCO. Category 2 Centres are not legally part of UNESCO, but are associated with it through formal arrangements approved by the General Conference. The Centres are committed to engage in support of UNESCO's strategic programme objectives (in this case support for the implementation of the World Heritage Convention). They are governed by an agreement between UNESCO and the Member State where they are located, and the Member State is obliged to fund the centre. Their scope goes beyond the boundaries of their country, some with a regional scope while others cover more than one region or are organized around a thematic issue.

NWHF was established by the Norwegian Government (the Government) as a permanent independent foundation of the Norwegian Ministry of Environment (MoE) in March 2002, and the status as a Category 2 Centre was granted in 2003. The activities of NWHF as a Category 2 Centre is based on an agreement (the Agreement) between UNESCO, signed by the Director-General, and the Norwegian Government, signed by the Minister of Environment. The present agreement is signed for the period 2008-2014 and based on a framework adopted by UNESCO´s General Conference in 2005.

MoE is the contractual partner with UNESCO on behalf of the Norwegian Government. As contractual partner MoE is responsible for ensuring that the foundations professional and administrative efforts are in accordance with the Governments contractual obligations.

The Government is obliged to provide the foundation with all necessary funding for the administration and proper functioning of NWHF, and the Government undertakes to contribute to NWHF a total amount of minimum NOK 3.5 mill a year (article 12 of the Agreement).

NWHF is a non-profit foundation supporting the implementation of UNESCOs World Heritage Convention. NWHF has a governing board with representatives from the Nordic Countries and UNESCO. Being the founder, MoE is only an observer in the governing board and has no right to change the statutes – according to Norwegian law.

NWHF shall contribute to the medium-term strategies of UNESCO in the implementation of the World Heritage Convention, taking into account the linkages to other relevant standard-setting instruments, and it shall support the Secretariat of the Convention in its work. The Agreement also stipulates how NWHF shall go about doing this (article 7.2 of the Agreement).

1.2 Objectives for the evaluation

According to the terms of reference (ToR) the evaluation shall serve several purposes. The Agreement states that UNESCO shall carry out an external evaluation of NWHF's activities (Article 15), and that the Government can carry out its own evaluation. However, MoE and UNESCO have initiated this evaluation in cooperation, to serve as an evaluation in accordance with the Agreement (Article 15). The results from the

evaluation shall be used as a basis for a decision by UNESCO's executive board and the Government of Norway whether to renew the agreement or not (Article 17). The evaluation shall also provide insights into the outputs and impacts of the use of Norwegian funds, as a part of MoEs on-going grant administration and Financial Management.

The objective of the evaluation is to

4. *Assess to what extent NWHF is attaining the Contractual functions and objectives as defined in Article 7 of the Agreement.* This includes how the agreement is being understood by different stakeholders and to what degree strategic documents and activities reflects the obligations. The assessment should also include major outcomes and results achieved by NWHF, and if these are in accordance with the contractual obligations and expectations, and major external and internal elements that influence the achievement.

5. *Assess the relevance, efficiency and effectiveness of the present grant to the NWHF and the organizational and management ability of NWHF.* Are objectives and organization consistent with the priorities and policies of MoE, principles for Norwegian development cooperation and the strategic goals of UNESCO? Are the results in accordance with resource use, or could they have been achieved using fewer resources and/or delivery mechanisms? Could they have been better used on other activities? When it comes to effects from NWHF activities the assessment should include possible long terms effect and whether these effects can be attributed to NWHF. The assessment should also include NWHFs internal systems and routines for management and control, e.g. financial management and Result Based Management systems. In order to assess these questions a broad range of stakeholders will be addresses.

6. *Serve as an evaluation that should be used at a base for decisions on the agreement between UNESCO and the Government of Norway and future direction of the grant.* This part of the evaluation will point at lessons learned and give operational recommendations for the arrangements of Norwegian support to the World Heritage Convention, based on findings and conclusions. This will also include possible alternative models for future arrangements of the grant.

In addition UNESCO wants to use this evaluation, or at least parts of it, as a form of template for future evaluations of other C2 institutes and Centres. This is especially the case for use of RBM. The UNESCO Executive Board has decided to mainstream RBM in the work of C2s, and as such the evaluation might be of interest for all C2s as an example of how RBM can be applied to their planning and monitoring.

Scope

The evaluation covers achievements of NWHF to date and those likely to be achieved by the end of the contractual duration, i.e. end of 2014. This means that the evaluation

covers the whole period for the present agreement, i.e. activities and results from 2009[1] to 2014, but with a focus on on-going activities and present performance.

In the evaluation we have defined the main stakeholders to be the two contracting partners, i.e. the Norwegian Government (represented by MoE) and UNESCO. Other stakeholders include other ministries in Norway, in particular MFA, other Nordic Governments, non-governmental Nordic milieus working on WH issues (such as WH site managers[2], researchers/experts and NGOs), and international partners in WH work (such as AWHF, WHITRAP, IUCN, ICCROM and ICOMOS). World Heritage Site manager are not necessarily non-governmental, as some are employed by local or regional governments, whereas others have private employers (mostly in different forms of non-profit organisations, like foundations), but for simplicity reasons we have grouped all site managers in the non-governmental group.

1.3 Methods used in the evaluation

The evaluation has been carried out on the basis of a desktop analysis of relevant documents, structured interviews with relevant actors and an electronic questionnaire to a broader selection of actors.

Relevant documents include for instance several UNESCO documents, yearly reports from NWHF Board, other written communication between MoE and NWHF, and documents and plans from NWHF describing their work and outcomes. All documents reviewed are listed in the Document list at the end of the report.

The structured interviews, 32 in all, have been with representatives of the Agreement partners, of relevant authorities in the Nordic countries, key professional institutions and representatives for selected projects, programmes and activities supported by NHWF (ref. appendix I for a list of organisations/institutions included). The interviews were all based on a guideline, but this was adjusted according to the type of stakeholder being interviewed. Questions covered in these interviews include for instance understanding of NWHF´s mandate, whether the activities are in line with the mandate, the relevance, effectiveness, efficiency and impact of NWHF. The interviews were also used to get an understanding of the history of NWHF and the activities they are engaging in.

In addition we have approached a broader selection of representatives for stakeholders through an electronic questionnaire (ref. appendix II both for the questionnaire and a summary and discussion of the results). The questionnaire was sent to 72 stakeholders, and we got replies from 31, of which 26 answered the questionnaire (the 5 other replies were mainly that the questionnaire could not be answered due to no knowledge/cooperation about NWHF). This gives us a reply rate of 36 per cent.[3] The questionnaire were designed to answer questions like how much contact NWHF have with different types of stakeholders and on what topics, how useful these stakeholders find this contact and alike.

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1 The present Agreement went in to force in December 2008.

2 In Norway site managers are called World Heritage coordinators, but their role, at least for the relevance of this evaluation, is similar to site managers.

3 World Heritage organisations had the lowest reply rate, followed by Nordic researchers and experts. The highest reply rate was from site managers at Nordic World Heritage sites.

Adherence to OECD DAC Evaluation Quality Standards

The evaluation has been conducted in accordance to OECD DAC Evaluation Quality Standards. As part of conducting the evaluation according to DAC Evaluation Quality Standards, we have organized the report according to the DAC Evaluation Criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability:

- *Relevance*: The extent to which the objectives of the foundation are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

- *Effectiveness*: The extent to which the foundations objectives were achieved, or are expected to be achieved, taking into account their relative importance.

- *Efficiency*: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

- *Impact and Sustainability*: The likely long-term results (impacts) of NWHFs work and the continuation of benefits from the foundation after major assistance has been completed, including the probability of continued long-term benefits.

Adherence to Norwegian rules for grant schemes

In addition to the OECD-DAC criteria, the MoE in the ToR refers to the Norwegian regulations and provisions on financial management in central government, and especially for administration of grant schemes. These regulations mostly concerns how the ministry should design and manage grant schemes, but they also regulates how grant recipients should report on the use of funds. In the evaluation we have analysed the communication regarding the funding, including assignment letters and reports, between MoE and NWHF.

1.4 Readers Guide

The report starts with a description in chapter 2 of the framework under which NWHF operates, i.e. UNESCO and the World Heritage Centre (WHC) and Norwegian policies for World Heritage and development aid. In this chapter we also present NWHF; the mandate, the organisation, its strategy and activities, its economic performance and its Results Based Management (RBM)-system.

In chapter 3 we present three brief case studies including a short assessment, with the purpose of giving a more detailed description of selected activities.

An analysis of the organisation and running of NWHF is presented in chapter 4, structured according to the DAC evaluation criteria mentioned above.

The conclusion and recommendations from the analysis is presented in chapter 5.

In addition there are six appendixes, with more details than what could be presented in the running text.

2 World Heritage and NWHF

In this chapter we describe the organisational setting/framework, i.e. UNESCO and World Heritage, C2 Centres and Institutes, the Norwegian Governments work with World Heritage, in addition to NWHF with respect to the agreement, organisation, economy and activities.

This chapter aims at giving an introduction to the framework under which NWHF is operating, to describe how NWHF operates, and serve as a basis for the analysis in chapter 4.

2.1 UNESCO & World Heritage

The United Nations Educational, Scientific and Cultural Organization (UNESCO) "seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity". The core instrument of UNESCO in carrying out this mission is the "Convention concerning the Protection of the World Cultural and Natural Heritage" (World Heritage Convention), which was adopted by UNESCO in 1972.

Box 2.1 UNESCO's World Heritage Mission

According to UNESCO's website, its World Heritage Mission is to:

- encourage countries to sign the World Heritage Convention and to ensure the protection of their natural and cultural heritage;
- encourage States Parties to the Convention to nominate sites within their national territory for inclusion on the World Heritage List;
- encourage States Parties to establish management plans and set up reporting systems on the state of conservation of their World Heritage sites;
- help States Parties safeguard World Heritage properties by providing technical assistance and professional training;
- provide emergency assistance for World Heritage sites in immediate danger;
- support States Parties' public awareness-building activities for World Heritage conservation;
- encourage participation of the local population in the preservation of their cultural and natural heritage;
- encourage international cooperation in the conservation of our world's cultural and natural heritage.

The World Heritage Convention commits its signatories, which are States Parties, to identify potential sites and preserve them. It also requires them to report on the state of conservation of sites inscribed on the World Heritage List. As of September 2012, 190 States Parties had ratified the World Heritage Convention, and the World Heritage List contained 981 properties in 160 States Parties.

The highest decision-making body for matters regarding the World Heritage Convention is the General Assembly of States Parties, which meets every two years during sessions of the General Conference of UNESCO. The General Assembly elects 21 States Parties to serve as members of the World Heritage Committee, which meets once per year and is responsible for implementation of the World Heritage Convention. The World Heritage Committee has the final say on whether a property is inscribed on the World Heritage

List, examines the periodic reports, evaluates the state of preservation of the inscribed sites and requests States Parties to take action to preserve sites as needed. It also decides on the use of the World Heritage Fund, to which States Parties may apply for assistance. It also decides whether to inscribe sites on, or remove them from, the List of World Heritage in Danger.

The World Heritage Centre (WHC), established in 1992, is the focal point for World Heritage matters within UNESCO. It serves as the secretariat to the World Heritage Committee and is responsible for the day-to-day management of the World Heritage Convention and World Heritage List. It advises States Parties in preparing site nominations to the List, coordinates statutory periodic reporting on listed sites, monitors the state of conservation of the sites, organizes assistance from the World Heritage Fund (budget of about $4 million annually) and coordinates emergency action for sites, including those on the List of World Heritage in Danger.[4] The Centre also organizes technical workshops and helps raise awareness of World Heritage issues.

The WHC is assisted in its World Heritage mission by three Advisory Bodies: The International Council on Monuments and Sites (ICOMOS, (non-governmental), The World Conservation Union (IUCN) (intergovernmental and non-governmental), and the International Centre for the Study of the Preservation of Cultural Property (ICCROM) (intergovernmental), each of which has technical expertise in a particular area of conservation and nature preservation.

UNESCO also recognises certain international and regional institutes and Centres that are not legally part of UNESCO but have committed themselves to contributing to "the achievement of UNESCO's strategic programme objectives and sectoral or intersectoral programme priorities and themes." On the basis of an Agreement between UNESCO and the Member State/host country, a Centre or institute may be granted the status of "Category 2 Institutes and Centres" under the auspices of UNESCO. The General Conference must approve the Agreement. A particular feature of Category 2 Institutes and Centres is that they must be international or regional in scope, i.e., they cannot be focused on a single country.

As of September 2012 there were 81 approved Category 2 Institutes and Centres across 58 countries. However, about half of these had been approved only during the previous four years, and many reportedly were not yet active.[5] Many new agreements on establishing Category 2 Centres have been introduced at every recent general conference. According to the World Heritage Centre, 23 Category 2 Centres deal with culture, and of these, eight deal specifically with World Heritage.[6] Box 2.2 contains a list of the eight Category 2 Centres related to World Heritage and the year they received their status. As can be seen, NWHF, which received Category-2 status in 2003, was the first Category 2 Centre related to World Heritage.

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4 The World Heritage Centre, together with the United Nations Foundation and Fauna & Flora International, also operates a Rapid Response Facility to "protect natural World Heritage sites in times of crisis." There are also several Trust Funds provided by countries to support particular projects.

5 190 EX/18, 7 September 2012, "Category 2 Institutes and Centres".

6 http://whc.unesco.org/en/category2Centres/ and http://www.unesco.org/new/en/bureau-of-strategic-planning/resources/category-2-institutes/

The 2009 "Integrated Comprehensive Strategy for Category 2 Institutes and Centres" (35 C/22 and Corr) sets out guidelines for approving Category 2 status and includes a model Agreement between UNESCO and a prospective Category 2 Institute or Centre. This supersedes the 2005 "Principles and guidelines regarding the establishment and operations of UNESCO institutes and Centres…" (33C). However, the current Agreement between UNESCO and NWHF (2008) was signed under the 2005 document, which continues to govern the relationship until the current Agreement between Norway and UNESCO expires or is renewed. Renewal of NWHF's Category-2 status would take place under whatever relevant governing document for Category 2 Institutes and Centres is considered operational at the time of renewal, i.e., has been approved by the UNESCO General Conference. While the governing document at the moment for renewal of status is the 2009 "Integrated Comprehensive Strategy", amendments to or replacement of this document are expected in the near future.

Box 2.2 Category 2 Centres related to World Heritage

- Nordic World Heritage Foundation (NWHF, Norway) 2003
- African World Heritage Fund (AWHF, South Africa) 2007
- World Heritage Institute for Training and Research in Asia and the Pacific (WHITR-AP, China) 2007
- Arab Regional Centre for World Heritage (ARC-WH, Bahrain) 2009
- Regional World Heritage Institute in Zacatecas (Mexico) 2009
- Regional Heritage Management Training Centre "Lucio Costa" (Brazil) 2009
- International Centre for Rock Art and the World Heritage Convention (Spain) 2011

In addition, the International Centre on Space Technologies for Natural and Cultural Heritage (HIST, China), which became a Category 2 Centre in 2009, deals with World Heritage issues, but is affiliated with UNESCO's Sector of Natural Sciences.

The thematic and geographic focus and range of activities of Category 2 Institutes and Centres varies. As noted on the World Heritage Centre web pages, "some are regional in scope while others cover more than one region or are organized around a thematic issue. Many are involved in capacity building and research, while some are set up as foundations or funds to support activities carried out by others."[7]

One of the main roles the World Heritage Centre sees for Category 2 Institutes and Centres is capacity building. This assumption is reflected, for example, in the 2011 "World Heritage Strategy for Capacity Building". This role has become more important to WHC in light of the enormous financial strain that demands for such activities have put on the WHC at a time when its budget has been cut by over 25 per cent due to the non-participation by the United States since 2012.

The budget crisis at UNESCO has led to an emphasis on the need for more efficient use of resources. As part of this, WHC and other parts of UNESCO have been looking intensely at what they can get from their relationship with Category 2 Institutes and Centres, re-emphasising that these should conform their activities as much as possible to relevant UNESCO strategies and goals. It has also led UNESCO to examine the transaction costs of dealing with the increasing number of Category 2 Institutes and Centres: UNESCO staff are now required to keep track of the hours dealing with Category 2 organizations in

[7] http://whc.unesco.org/en/category2Centres/

UNESCO's Intranet-based monitoring tool, the "System of Information on Strategies, Task and the Evaluation of Results" (SISTER). UNESCO has been reviewing progress in implementing recommendations by UNESCO's Internal Oversight Services from its joint audit and evaluation of the management framework of Category 2 Institutes and Centres. The review focuses on strengthening the network of Category 2 Institutes and Centres so that it can be utilized as a "reliable, low cost means of pursuing UNESCO's core programmatic objectives, while at the same time reducing the financial and administrative impact on [UNESCO's] limited resources."[8]

2.2 Norwegian policies for World Heritage

Norway was one of the first countries to ratify the World Heritage Convention, in 1977. As of today Norway has seven sites on the World Heritage List.[9] The Norwegian ambition with regard to the obligations in the Convention is to develop the Norwegian World Heritage sites to become "lighthouses" of best management practices (Norwegian Government White paper 26, 2006-2007).

The World Heritage work includes several sectors and actors, and a clear understanding of roles and responsibilities between these is important. The work also has to have a firm foundation both at local, regional and national level. The main responsible for the World Heritage work lies with the Ministry of the Environment. The practical implementation is delegated to the Directorate for Cultural Heritage and the Norwegian Environment Agency[10]. The ministry represents the state party in UNESCO's and the Convention's decision-making bodies. In addition, nine other ministries have sectorial responsibilities, and county governor, county administration and municipalities manage the regional and local work in accordance with current laws and regulations. Norway has a national UNESCO-commission with representatives of bodies working on the different topics covered by UNESCO, and which provides advice with regards to the development of the Government's UNESCO policy.

With respect to Norway's international obligations in the Convention, the latest white paper on Norwegian cultural heritage policies (no. 35, 2012-2013, Framtid med fotfeste/Future with a foothold) stresses that Norway should mainly contribute within areas where Norway can make a difference – i.e. in areas where Norway have special competence. Nordic cooperation is seen as an important part of the international work, and the NWHF is one vehicle to accomplish this. It is important to acknowledge as since this policy is just recently implemented, it has not been decisive for NWHFs activities. It should however have an impact on future activities.

Development cooperation

The overall objective of Norway's development policy is to fight poverty and promote social justice. The Government has achieved its target of allocating 1 per cent of gross national income (GNI) to international development. The priority areas for Norwegian development cooperation is based on an assessment of areas where the Government

8 190 EX/18, 7/09/2013, "Category institutes and Centres. Part I", paragraph 8

9 Bryggen in Bergen, Urnes stave church, Røros mining town, the rock art of Alta, Vega Archipelago, West Norwegian fjords, Struve geodetic arc.

10 1 of July 2013 the former Directorate for nature management and the Environmental Protection Agency were merged, and the Norwegian Environmental Agency was established.

believes Norway can make the greatest contribution: the environment and sustainable development; peace building, human rights and humanitarian assistance; oil and clean energy; women and gender equality; good governance and the fight against corruption; and efforts to reach the health-related Millennium Development Goals.

Norway and UN

According to Government White Paper 33 (2011-2012, Norway and the United Nations: common Future, Common Solutions) UN is an important arena for Norway, and Norway wants to strengthen the role of the UN in global affairs including modernization of the organization. Promotion of sustainable development is a Norwegian main priority within the UN, with a focus on integration of economic, social and environmental dimensions. The Nordic region is seen as especially important in order to secure alliances within the UN.

The Norwegian Government provides budget support to UNESCO and has since 1998 had 2-year program cooperation agreements about support to culture in developing countries. In 2010 this system was changed, so that Norway now provides support to such activities through two funds (instead of project support). One of the funds is linked to the 2003 Convention about promotion and protection of immaterial cultural heritage, and one fund is linked to the 2005 Convention about Cultural Diversity.

A recent White Paper (19, 2012-2013, Regjeringens internasjonale kulturinnsats) about the role of culture in Norwegian foreign policy, underlines that the relationship to UNESCO is an important channel for Norwegian support to the development of the cultural sector in developing countries. The White Paper also notes that the Norwegian government shall work to make the two funds mentioned above important and robust tools for the implementation of the UNESCO Conventions in developing countries. This white paper has no mention of NWHF.

2.3 Nordic World Heritage Foundation

2.3.1 History

The forerunner to NWHF was the Nordic World Heritage Office (NWHO), founded in 1996 as a part of the Norwegian Directorate for Cultural Heritage. The establishment of this office was based on a request from the director at the World Heritage Centre, and there was an informal understanding between Norway and UNESCO about the office, in addition the office had the support of all the Nordic governments. The office staffs was employed at the Directorate for Cultural Heritage, and the Director General of the Directorate was both chairman of the board and the staff's employer during 1996-2002.

In March 2002 NWHF was established by the Norwegian Government as a permanent independent foundation of the Norwegian Ministry of Environment (MoE). The status as a Category 2 Centre was granted in 2003 and NWHF was one of the first Category 2 Centres in the UNESCO system.

The activities of NWHF as a Category 2 Centre is based on an agreement between UNESCO, signed by the Director-General, and the Norwegian Government, signed by the Minister of Environment. The present agreement is signed for the period 2008-2014 and based on a framework adopted by UNESCO´s General Conference in 2005 (see above).

2.3.2 The agreement

The present agreement between UNESCO and the Norwegian government was signed October 1st 2008, and covers a period of six years from its entry of force, i.e. until October 1st 2014.

According to this agreement the overarching objectives/functions of NWHF is to (article 7.1):

- Contribute to the medium-term strategies of UNESCO in the implementation of the Convention, taking into account the linkages to other relevant standard-setting instruments such as the Convention for the Safeguarding of the Intangible Cultural Heritage, the Convention of the Protection and the Promotion of the Diversity of Cultural Expressions, the Convention on Biological Diversity and the United Nations Framework Convention for Climate Change, enhancing the linkages between the protection of World Heritage, capacity-building and sharing of knowledge.
- Support the Secretariat of the Convention in its work related to the Convention.

In order to fulfil these functions, the foundation shall focus its activities with the objective to (article 7.2):

1. *Act as a focal point bringing Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation.*

2. *Support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects, all in support of the Convention and the World Heritage Committee's Global Strategy.*

3. *Mobilize funds from bilateral and multilateral sources and private sources in a coordinated and transparent way and facilitate assistance for natural and cultural World Heritage conservation efforts in developing countries in support of the Convention*.

According to MoE (ref. letter of 23. March 2010 to NWHF) the foundation shall contribute in identifying important common Nordic challenges or obstacles related to fulfilling the obligations of the Convention, contribute in developing solutions to these obstacles and challenges. This means that the foundation must have a good overview of existing expertise in Norway and the Nordic countries related to the Convention and be able to connect the expertise to requests from UNESCO. The foundation should also help strengthen innovative projects in such academic environments and institutions, and make sure that UNESCO is provided with the academic results.

The agreement from 2008 between UNESCO and the Norwegian government is based on the 2005 "Principles and guidelines regarding the establishment and operations of UNESCO institutes and Centres…" (33C Resolution 90 (Principles and Guidelines Regarding Category II Institutes/Centres)), whereas all other C2 Institutes and Centres are regulated by The 2009 "Integrated Comprehensive Strategy for Category 2 Institutes and Centres" (35 C/22 and Corr). As stated above, a possible continuation of an agreement between the Norwegian government and UNESCO will be based on whatever

governing document for Category 2 Institutes and Centres is operational at the time of renewal.

The main differences between the 2005 and the 2009 agreement are:

- The 2009 agreement do not include any "sunset clause", i.e. it is automatically renewed unless there is a severe breach of the agreement. In the older version the agreement had to be actively renewed by the end of the period.

- The new agreement requires that the government in the country hosting the Centre is represented in the board.

2.4 Organisation of the foundation

2.4.1 An independent non-profit foundation

The foundation was established in order to be a Category 2 Centre, and the choice of organisational form as a foundation was due to UNESCO demand for the formal independence of C2 Centres.

According to the Norwegian law for foundations the founder (or owner) of a foundation has very limited, if any control over it. A foundation shall be free and independent of the founder. Therefore, MoE participates only as an observer in board meetings. Likewise the founder cannot change the statutes, as this is a right that solely accrue to the board. It is the board that decides if the foundation should cease to exist. This means that NWHF will exist until the board decides otherwise, and as such not dependent on a renewal of the agreement between UNESCO and the Norwegian Government. MoE must however approve such a decision, as well as other changes in purpose, or on dissolution, merging, or demerging. The status as Category 2 Centre cannot be kept unless the agreement between UNESCO and the Norwegian government is being renewed.

The possibilities MoE has to steer the foundation are primarily through the annual assignment letters, and secondly through appointments to the board.

2.4.2 The Board

According to the agreement the MoE appoints the representatives to the board of the foundation (apart from the UNESCO board representative) and also holds a seat as observer to the board. From 2008 all Nordic countries are represented in the board. The present board is presented in table 2.1 below.

MoE appoints all the representatives and the Chairperson for a four-year period. Each Nordic country nominates two board members, and MoE decides on which to appoint based on a judgement where, for instance a balance between cultural and natural heritage is emphasised. The Deputy Chairperson should rotate between the Nordic countries each year, also appointed by MoE. All board members are elected based on personal competence and adequacy, and as such do not represent the organisation they belong to.

The board members are elected for four years, i.e. that for most board members the appointment from 2008 ended in 2012. But instead of selecting a new board for 2013-2104 MoE decided to prolong the period for the board until the end of the agreement

period. The reason for prolonging the board period was mainly to align it with the period for the agreement between UNESCO and the Norwegian government.

Table 2.1 Board members 2013

Name	In board since	Organisation/position	Comments
Kristen Grieg Bjerke, Chair	2008	Independent	
Olav Nord-Varhaug,	2008	Norwegian Environmental Agency	Vice chair 2008-2010
Anita Bergenstråhle-Lind, S	2011	Swedish National Heritage Board	Succeeded Rolf Löfgren, Swedish Environmental Protection Agency
Michael Lauenborg, DK	2012	Danish Agency for Culture	Succeeded Anne Mette Rahbæk (vice chair 2011-2012)
Margaretha Ehrström, SF	Before 2008	National Board of Antiquities, Senior Advisor	
Ragnheidur H. Thorarinsdottir, IS	Before 2008	Ministry of Education, Science and Culture, advisor	Vice chair since 2012
Kishore Rao, UNESCO	2012	UNESCO World Heritage Centre	Deputy member for Francesco Bandarin 2008-2011
Berit Halvorsen, observer	*2011*	*Ministry of Environment*	*Succeeded Siri Kloster*

2.4.3 The secretariat

The NWHF secretariat is located in central Oslo, in an office building with a number of small or medium-sized enterprises. The NWHF secretariat is the only organisation in the building working on World Heritage issues. The secretariat moved offices in 2010, as part of a general effort to cut costs and ensure sustainability, see also section 2.6.1. The previous location was also central and in a building with a number of small and medium-sized enterprises. The secretariat has in the period not been located together with any public institution working on World Heritage issues.

By 2013, the secretariat consists of three persons; the director, the deputy Director and one advisor, see appendix IV. As NWHF is a small organisation, all staff carries out tasks according to need in addition to carrying out core responsibilities. The working culture is informal and based on mutual trust and communication on a need-to-know basis. The director delegates responsibility for main areas of work to the staff, who leads the work on the issue and checks up with the director on different issues that may arise, according to need. This model is reported to work efficiently and well, by internal staff as well as external stakeholders. The secretariat has weekly (office) meetings, and projects/professional meetings as needed. The Director in addition has current contact with the Chair of the Board.

In the period 2010-2012, NWHF carried out secondments with AWHF through a Collaboration Agreement between FK Norway (Fredskorpset) and NWHF. Four NWHF staff worked one year at AWHF, two in 2010-2011 and two in 2011-2012. While two AWHF-related staff worked one year at NWHF's office in Oslo, in 2011 and 2012.

The size of the secretariat has varied moderately throughout the period, in line with the available funding, with the core staff staying at 3-4 persons. The staffing, and responsibilities, of NWHF throughout the period 2008-2013 is described in appendix IV.

2.5 Strategy and activities

2.5.1 NWHF's Alternative Strategy 2010-2014

NWHF's current work is based on the "NWHF Alternative Strategy 2010-2014", which was adopted at a board meeting in April 2010.

The outlook of the Alternative Strategy

The Alternative Strategy states initially (ref. point 2 Purpose) that the key objective of the strategy is to strengthen the NWHF Category 2 Centre as a useful instrument for UNESCO. The goal of NWHF is described (ref. point 3.3) as "Through information, capacity building, technical assistance and fundraising support, be a useful vehicle for UNESCO."

The Alternative Strategy represents a shift in focus for NWHF, away from engagement in project implementation and towards engaging primarily in facilitation and capacity building: "The Alternative Strategy represents a move towards added value-, normative- and upstream activities and initiatives (rather than project implementation), manifested in a longer-term and multi-country and regional approach" (ref. point 2 Purpose). In terms of geographical focus (ref. Point 8), it is stated in the Alternative Strategy that NWHF specifically serves the State Parties and Committee members within the Nordic-Baltic region, and that the international focus rests on Africa, Asia-Pacific and the Arctic.

This change in the way the foundation works is explained by a need to bring activities in line with the available human and financial resources (ref. point 7 Financial and Human resources): "The three year budget prognosis for 2009-2011 (Inf.Doc.23/08) illustrates an unsustainable future economic situation. NWHF's broad mandate, increased role and function as a C2 Centre (35C/22), and strained financial and human resources, calls for an Alternative Strategy with strict strategic priorities ensuring the highest *return on objectives*."[11] As of 2009, NWHF had three permanent employees, one temporary and one part time employee.

The strategy highlights emphasis on result-based management (ref. point 2 Purpose): "Each activity, project and initiative shall have identified success criteria and performance targets relating to the overall aims of the Foundation. NWHF projects will include a risk analysis, and 2% of the total project budget shall be allocated to project evaluation."

[11] NWHF has noted that this strategic reorientation was necessitated as an initiative in 2008 to secure a framework agreement between NWHF and MFA did not materialize, leading to a weaker funding base than expected.

The Strategic Objectives of the Alternative Strategy

In the Alternative Strategy the three *Strategic Objectives* (SO1.1, SO1.2, SO1.3) for the period is listed under point 10 under the heading "Strategic Objectives: Strengthened WH Convention and Institutional Capacities". The following three objectives are thus ways to "strengthen the WH convention and institutional capacities". The following three objectives are referred to as a "non-exhaustive list of priorities (based on current obligations and proposed new activities)". For each strategic objective, a list of indicators is provided. The strategic objectives and indicators are presented in table 2.3.

Table 2.2 Strategic objectives and indicators as listed in the Alternative Strategy

Strategic Objective (SO)		Indicators
1.1	Promote sustainable development through tourism: - Cooperation with UNESCO-WHC, C2 Centres and other international partners - Development of a WH and Sustainable Tourism Community of Best Practice utilizing new and innovative technology to promote information sharing, communication and cooperation among WH stakeholders in the Nordic-Baltic region (incl. the Artic).	- Establishment of tools / networks / platforms meeting stakeholders' needs. - Revision of Operational Guidelines to include references to sustainable tourism - Sustainable Tourism included in WH Sites' management plan
1.2	Strengthen the Periodic Reporting Tool - Assist the Nordic-Baltic State Parties through coordination of the Periodic Reporting - Provide assistance for Africa and the Pacific together with Africa Unit and Asia/Pacific Unit of WHC and C2 Centres incl. AWHF and WHITRAP	- PR exercise performed according to objectives and schedules - States Party-, Focal Point- and Site manager level participation and coherence - Increased capacities at States Party- and Category 2 Centres level
1.3	*Implementation of the UNESCO Integrated Comprehensive Strategy for C2 Centres and Institutes:* - Establishment of network and resource pool among WH C2 Centres	- Nordic-Baltic visibility within UNESCO and C2 network - Development of operational MoUs/LoIs (incl. WH and ST) - Shared activities and programmes - Exchange programmes

The Strategic Approach of the Alternative Strategy

The strategy also lists three *Strategic Approaches* (SA 1.1, SA 1.2, SA 1.3) under the heading "Synergies and Partnerships". The following approaches are thus ways to ensure strategic synergies and partnerships. The approaches are referred to as a "non-exhaustive list of priorities (based on current obligations and proposed new activities)". For each strategic approach, a list of indicators is provided. The strategic approaches and indicators are presented in table 2.3.

Table 2.3 Strategic Approach and indicators as listed in the Alternative Strategy

Strategic Approach (SA)		Indicators
1.1	*Support Nordic-Baltic States Parties (technical and conceptual support within NWHF fields of competencies).*	- NWHF preferred partner in WH activities in the region
1.2	*Coordinated activities with other Conventions and NGOs:* - Activities with other UN-initiatives and programmes such as cooperation with UNEP/GRID-Arendal in the Arctic region.	- Development of operational MoUs/LoIs - Collaboration on projects/funding.
1.3	*Development of Private-Public Partnerships:* - Explore opportunities and initiate operational partnerships with private sector such as UNF cooperation on selected activities - Engagement of tourism industry in relation to WH processes	- Development of operational MoUs/LoIs - Collaboration on projects/funding

2.5.2 NWHF's Strategy 2009-2014 (abandoned Spring 2010)

In December 2008, the NWHF Board adopted a Strategy for the period of 2009-2014, following the renewed Agreement between UNESCO and the Norwegian Government concerning NWHF. This Strategy was in April 2010 replaced by the Alternative Strategy.

The goal of the Strategy 2009-2014 was to "Contribute to the implementation of the World Heritage Convention with emphasis on sustainable development" (ref. point 3.1). The "Main strategy purposes and targets" (ref. point 3.2 and Annex) are described as:

- To contribute to a balanced World Heritage list, by providing financial and technical assistance to state parties in regions with few WH sites.

- To raise awareness on WH issues, through facilitating information exchange through thematic seminars and conferences, and through information sharing via newsletters and the NWHF website.

- To contribute to develop new approaches to WH management, by identifying and supporting projects to develop new innovative approaches.

As stated in the Alternative Strategy (ref. above) it gradually became clear that the Strategy 2009-2014 was to ambitious compared with the realistically available human and financial resources. In the beginning of the period, MoE approached the Norwegian MFA with the goal to get a framework agreement for project funding to work in developing countries. The MFA did not find it correct to enter such an agreement, however. The financial crisis may also have contributed to NWHF's difficulties to raise the necessary funds to implement the Strategy 2009-2014.

2.5.3 Main projects and activities

When considering NWHF's main projects and activities in the period, we see a shift after the Alternative Strategy was adopted in 2010.

Field projects related to the development of nomination dossiers for WH sites in developing countries were an important activity in the period 2008-2010 and also earlier. In the period 2008-2010, NWHF was engaged in the nomination process for the

Kenya Lake System site (ref. case study in chapter 3.1 below). (In the period 2002-4007, NWHF was engaged in preparing nomination dossiers for two cultural heritage sites in Samarra, Iraq and Suleyman-Too, Kyrgyzstan, respectively, as well as a natural heritage site in Madagascar.) Such engagement was abandoned as a core activity with the Alternative Strategy (2010-2014). Since 2010, NWHF has only engaged in one such project (after being requested directly by the MoE); the "Safeguarding natural heritage in Myanmar"-project which started in 2013. NWHF has since 2010 been engaged in activities related to the Strategic Objectives, ref. appendix V for a full overview.

With regards to **WH and Sustainable Tourism** (SO 1.1), NWHF conducted a Nordic-Baltic workshop in Visby, Sweden in 2010, funded by the Governments of Sweden, Norway and Denmark, and is in the period 2012-2014 working on the project "Towards a Nordic-Baltic pilot region for WH & ST". This project shall result in a supplementary tool for the Periodic Reporting exercise that focuses on Sustainable Tourism and consists of i) an analytical framework and ii) a strategy framework with users guidelines. The preliminary results shall be presented at a Nordic network conference in Karlskrona, Sweden, autumn 2013 (a more detailed description of this project is given in chapter 3).

With regards to **Periodic Reporting (PR)**, NWHF is recognized as having a coordinating and supporting role in the Nordic-Baltic region[12] and has organised and/or supported 17 capacity-building workshops and meetings in the sub-region in the period December 2009 to September 2013, both at sub-regional and national levels as well as for the networks of site managers in the region.

NWHF has provided extensive technical assistance to WHC in 2010-2013 related to analysis and presentation of results from PR. NWHF worked with WHC/AFR in 2010/2011 and the ways of working developed then are used for Periodic Reporting in other regions, including Europe. NWHF collaborates closely with WHC/EUR concerning the PR for the Nordic-Baltic sub-region.

As a follow-up to the PR in Africa, NWHF assisted AWHF in securing funding for a NOK 10 million project for implementation of the action plan for the 2nd PR in Africa, which is implemented from October 2012.

With regards to **support to C2-Centres** (35/CC), NWHF in the period developed a close relationship with AWHF (established in 2007) and contributed considerably to the consolidation of the organisation through several staff exchanges (ref. annex IV) in the period 2010-2012, project cooperation and strategic support. NWHF also developed a relationship with WHITRAP, developing an annex to the existing MoU, and participated in the annual meetings for C2-Centres working on WH, hosting the meeting in Oslo in 2013, supported by MoE.

[12] A meeting in Stockholm December 2009, hosted by the Swedish National Heritage Board, discussed the 2nd cycle of periodic reporting in the Nordic-Baltic region. In the minutes from the meeting it is stated: "The States Parties expressed their support for the Nordic World Heritage Foundation's (NWHF) engagement towards the Nordic-Baltic sub-region and for offering to coordinate and assist in the upcoming Periodic Reporting (PR) exercise. The States Parties decided that the NWHF shall continue its efforts and coordinate and assist the sub-region with the future PR exercise, and prepare the sub-regional synthesis reports."

A major activity of NWHF is travelling to participate in and contribute to meetings and workshops related to their strategic objectives, as well as the annual WH Committee meetings. The high travel rate is reflected in an annual budget for travelling between NOK 500 000 – 800 000 throughout the period.

2.6 Economics and internal systems

2.6.1 Funding and accounts

Funding from MoE

The basic grant for the foundation comes from the MoE, and the general terms for the foundation's activities are formed through the annual letter of award from the ministry to the foundation. According to the agreement between UNESCO and the Norwegian government the government shall contribute a minimum of NOK 3.5 million per year. There is no formal application from NWHF, but NWHF regularly informs the ministry of the work plans approved by the board and the implications this will have for the budget. As such these letters effectively function as an application for continued funding. In 2011 the foundation asked for support of NOK 5.5 million and for 2012 NOK 6.1 million, in order for the foundation to be able to keep up the required level of activity and ensure the necessary robustness of the secretariat. In 2009 NWHF received NOK 5.0 million, i.e. an increase with NOK 1.5 million (43 per cent) from 2008 and the minimum funding. This level was kept for 2010 and 2011, but a dip occurred with funding of NOK 4 million for 2012 (ref. table 2.6 below, summing up the annual accounts 2008-2012). In 2013 the funding from MoE again was NOK 5.0 million.

The annual letter of award from MoE has been unaltered in the period 2008-2013, with exception of the amount awarded. The letters consistently refers to the purpose of "strengthening implementation of the WH Convention" with reference to the statutes §7. The purpose of the funding has thus been unchanged in the period 2004-2013.

Reporting from NWHF

The letter of award states that the grant account should be based on the Norwegian rules for accounting, and that all account data should be kept for at least 10 years.

The Norwegian "Regulations on Financial Management in Central Government" states that the grant administrator (MoE) shall obtain reports from grant recipients (NWHF) "making it possible to assess the degree of achievement of objectives. The criteria for achievement of objectives shall be in accordance with the decisions and premises of the Storting. The criteria shall be concrete and precisely formulated in order to enable monitoring without disproportionately large costs… Each ministry must consider to what extent information reported by the grant recipient shall be attested by a chartered accountant or registered auditor."

The letter of award and the Articles of Association states that NWHF shall report final yearly, audited accounts, including project specific accounts and a yearly report from the Board of Directors. The latter shall include an overview of activities performed for the year in question. The account and report shall be approved by the board and attested by the foundation's state authorised auditor.

The yearly accounts from NWHF contain rather detailed information on the use of funds, as described in notes to the accounts. For 2012, in addition we have been presented a detailed list of all costs (NWHF Income Statement 2012), including allocations of spending on administration (i.e. related to the basic funding from MoE) and projects. Since 2009 the yearly account also includes a project account showing opening balance, amount received, cost accrued, interest income and closing balance for each project. The change in reporting practice was based on a demand from the board, as well as MoE, in order to make the reporting more transparent. This practice makes it easy to follow the spending of project funds. All yearly accounts have been approved by the auditor without any remarks, and all are registered at the Norwegian State Register (Brønnøysundregisteret).

Operating results

As table 2.6 shows NWHF have had a positive operational result all years except for 2012, i.e. the year when funding from MoE were reduced by 20 per cent. The deficit in 2012 has been covered by accumulated equity and budget savings. As noted above the funding from MoE for 2013 was back at NOK 5 million.

Table 2.4 Annual accounts, 2009-2012

	2008[1]	2009	2010	2011	2012
Basic funding, MoE	3 500 000	5 000 000	5 000 000	5 000 000	4 000 000
Project income (tied)	2 491 774	170 919	1 586 158	1 889 264	1 875 315
Other income (untied)	64 598	0	23 117	254 906	173 248
Total income	*6 056 372*	*5 170 919*	*6 609 275*	*7 144 170*	*6 048 563*
Staff costs	2 227 333	2 715 508	3 400 883	3 727 982	3 969 558
Other operating expenses	3 253 866	1 203 887	2 024 959	2 323 949	2 170 464
Travel expenses	626 934	510 553	845 745	544 470	681 643
Total operating expenses	*6 108 133*	*4 429 948*	*6 271 587*	*6 596 401*	*6 821 665*
Result	***-51 761***	***740 971***	***337 688***	***547 769***	***-773 102***
Financial income	116 344	25 369	47 494	80 181	58 817
Financial expenses	1 543	33	406	3 866	22 069
Operating results	**63 040**	**766 307**	**384 776**	**624 084**	**-736 354**
Equity and liabilities	**1 839 157**	**2 932 306**	**3 434 551**	**4 010 602**	**3 956 215**

[1] The present agreement runs from October 2008, and therefore only parts of the accounts for 2008 are relevant for this evaluation.

Project accounts

In addition to the basic funding from MoE NWHF receives project funding, mainly from the Norwegian Ministry of Foreign Affairs (MFA). Table 2.7 sums up project funding, per project and for the whole period. Yearly NWHF have received from NOK 250,000 in 2008 to NOK 2.34 million in 2011, whereas it decreased slightly in 2011 to NOK 1.48 million. The largest projects are the NWHF/AWHF Exchange financed by FK Norway (Fredskorpset), a programme that was closed early in 2013, and any surplus after completion of the programme will be reversed to the funder. Another large project is the

Programme on World Heritage and Sustainable Tourism, funded by the Government of Switzerland, please see chapter 3 for a description of this programme. The project Natural Heritage in Africa was actually funded before 2008, and in 2008 there were a transfer of NOK 1.15 million to AWHF. The project ended in 2010.

Table 2.5 Project funding

No	Name of project	Funder	Total amount received	Total amount used
	Buddhist Sangha[1]	MFA	24 409	24 409
	WH/Sustainable Tourism film[1]	MFA	-5 009	-5 009
8	Environmental processes[2]	MFA	850 720	850 720
9	Technical support for UNESCO-WHC/EUR, AFR, APA	Internally	298 142	255 735
10	Natural heritage and sustainable tourism	MFA	888 178	815 178
12	Madagascar	MFA	26 045	27 071
14	NWHF/AWHF exchange	Fredskorpset	3 422 862	2 813 952
15	Kulturarvstyrelsen: Workshop	Kulturarvstyrelsen, DK	-	9 209
16	Nordic-Baltic WS	MoE	300 000	300 253
17	Programme on World Heritage and Sustainable Tourism (PWHST)	Government of Switzerland	1 060 504	1 054 039
18	Natural heritage in Africa	MFA/MoE	1 365 227	1 309 609
19	PR AFR F-U, follow up of PR in Africa	MFA/MoE	96 791	96 791
	TOTAL		**8 327 869**	**7 551 957**

[1] Amount transferred from 2007, no payment in 2008-2012
[2] Support to experts from developing countries to attend the World Heritage Committe meeting. Granted amount are being transferred to UNESCO on a yearly basis

In addition to these closed projects two on-going projects are

- Myanmar (P20) where NWHF has secured MFA funding amounting to NOK 1.6 million in 2013

- Nordic-Baltic ST pilot (P21) where NWHF has received preliminary confirmation from the Nordic Council of Ministers' working group for terrestrial ecosystems (TEG) that it will support the ST project with 283 000 DKK (pending final approval by the Nordic Committee of Senior Officials for Environmental Affairs).

Staff costs

As can be seen from table 2.6 the staff costs have increased from NOK 2.7 million in 2009 to nearly NOK 4 million in 2012, i.e. an increase of 48 per cent. The number of staff, including permanent employees and project staff, has varied between the years and therefore it is not possible to compare the costs between different years. It is, however, notable that the staff cost increased from 2011 to 2012 while the income decreased substantially.

The wages for individual staff members have not been available for the evaluation, with exception of the wage for the Director. For 2012 the salary to the Director was NOK

1.075.691, in addition the Director received compensations like phone, home office, training fee, health insurance, travel insurance, diet and lodging allowances amounting to NOK 133.000.[13]

Travel expenses

The NWHF secretariat travels extensively, which is reflected in the accounts (ref. table 2.8). Some of the travel expenses are being paid by project funding, but the rest is financed from the basic funding, see table 2.8. With exception of 2011 the administration travel expenses (funded by MoE) have increased each year. In 2012, when the funding from MoE was cut by 20 per cent, the administration travel expenses were 40 per cent higher than the year before. Travel expenses for the secretariat constitutes 8-13 per cent of the basic funding from MoE.

Table 2.6 Funding of travel expenses

	2008	2009	2010	2011	2012
Core funding (MoE)	372 934	458 711	460 492	379 776	535 004
Projects	254 000	51 842	385 253	164 694	146 639
TOTAL	**626 934**	**510 553**	**845 745**	**544 470**	**681 643**

2.6.2 Result Based Management

UNESCOs RBM approach

The Result-Based Management (RBM) approach put in place by UNESCO aims to set out clear expected results for programme activities and projects, by establishing performance indicators and associated benchmarks to monitor and assess progress towards achieving the expected results and by enhancing accountability.

The philosophy of Result Based Management is to increase the focus on outcomes (results), i.e. the change one wants to achieve, and avoid being caught up in implementation of activities while loosing track of the purpose and whether that purpose is achieved.

RBM is a broad management strategy aimed at changing the way institutions operates, by improving performance, programmatic focus and delivery. RBM is a participatory and team-based approach to programme planning and focuses on achieving defined and measurable results and impacts. It is designed to improve programme delivery and strengthen management effectiveness, efficiency and accountability.

The following key concepts are important for UNESCOs RBM approach:

- *The results chain:* a logical relationship between the expected results at different programmatic levels, to ensure that all resources are invested in the pursuit of the intended results

[13] As a comparison the salary for the Director at GRID-Arendal in 2011, which is a similar type of organization as NWHF but with a staff of 33 full-time employees, was NOK 801.500.

- *"SMART" Results:* describes a concrete, visible and measurable change in state, induced by the activity or project to be undertaken. Results are to be "SMART" (i.e. Specific, Measurable, Attainable, Relevant, Time-bound).
    - *Specific*: exact, distinct and clearly stated, expresses the nature of expected changes, the beneficiaries, the region, etc.
    - *Measurable*: in some way, involving qualitative and/or quantitative characteristics.
    - *Achievable*: realistic with the human, financial and institutional resources available.
    - *Relevant:* contribute to the attainment of the higher level results and respond to specific and recognized needs or challenges within the Organization's mandate.
    - *Time-bound:* It has to be achievable within a specific timeframe.

- *The Transformative process:* Inputs - Interventions - Outputs - Results. The result is the last step of the transformative process, where *inputs* (human and financial and institutional resources) are used to undertake *interventions* (acts to be undertaken) leading to *outputs*, which contribute to a desired change of situation (*result*).

Key steps of the RBM approach

The essence of the RBM is to place focus on the results achieved for the resources invested. The RBM approach encompasses programme, financial and human resources management. The formulation of expected results and implementation strategy is part of an iterative process. At UNESCO the RBM approach consists of seven steps:

1. *Defining the contribution to the higher level results* in order to ensure coherence between the results at different programmatic levels and thereby forming a logical and coherent chain of results.

2. *Analysing the problems to be addressed* and determining their causes and effects. The purpose of the situation analysis is to identify the most crucial issues among the numerous ones that could be addressed in a specific area. It also includes considering the resources available (or which could be mobilized). The purpose of this assessment is to define the scope of the results to be attained.

3. *Formulating expected results,* in clear, measurable terms. Based on the conclusions of the situation analysis, expected results are formulated expressing how the situation is expected to be different after the interventions compared to the current situation. For each expected result, performance indicators and associated benchmarks need to be identified, specifying exactly what is to be measured along a scale or dimension.

4. *Developing an implementation strategy* by providing the conceptual framework on how to move from the current situation to the one described in the result statement, identifying main modalities of action. It should be action-oriented specifying the major issues to be addressed and relevant baseline; the rationale of the interventions to be undertaken, outputs to be produced and results to be attained; indicating the role of the key stakeholders concerned.

5. *Monitoring progress towards the expected results* with appropriate performance monitoring drawing on data of actual results achieved. The purpose of monitoring is to compare the ”planned” with the ”actual’ situation in order to keep track of implementation and progress towards the expected results and take corrective measures if necessary.

6. *Reporting* to key stakeholders on progress achieved comparing the programmed results with the actual achievements, the beneficiaries impacted, partners involved, and resources invested. The purpose of reporting is to provide key stakeholders with transparent and results-oriented information on performance to inform decision-making and improve future programme and policy development; analyse eventual discrepancies between the “expected” and the “achieved” results; disseminate and discuss results and lessons learnt in a transparent and iterative way.

7. *Evaluation* moves beyond the assessment of progress as it seeks to examine whether the subject of the evaluation could be improved in terms of relevance, efficiency, effectiveness, impact and sustainability.

NWHF RBM Framework and Indicators 2010-2014

NWHF have used a RBM framework for a long time, and already in 2006 the Nordic Consulting Group (NCG) reviewed NWHF’s competencies in RBM/Log Frame Capacity, based on interviews and NWHF practical work on Quality Assurance of Norway Funds-in-Trust Cooperation with UNESCO. According to NCG the benchmark “confirms that NWHF maintains a high international standard in practical application of the full range of Log Frame elements across three projects including; Relevance, Results/effectiveness, Efficiency, Sustainability, Indicators/means of verification, Risks and Risks mitigation.” (letter to MFA dated 06.02.2007).

The present strategy highlights emphasis on result-based management, where all activities, projects and initiatives shall have identified success criteria and performance targets, and all projects include a risk analysis, with 2 per cent of the total project budget allocated to project evaluation. The latest version of NWHFs RBM Framework adopted in December 2010[14], is based on:

- UNESCO’s Results-Based Programming, Management and Monitoring (RBM) as stated in BSP/RBM/2008/1 Paris January 2008.

- The methodological Guidelines in Norad/MFA’s “Results Management in Norwegian Development Cooperation”, which conforms to OECD/DAC and UN standards.

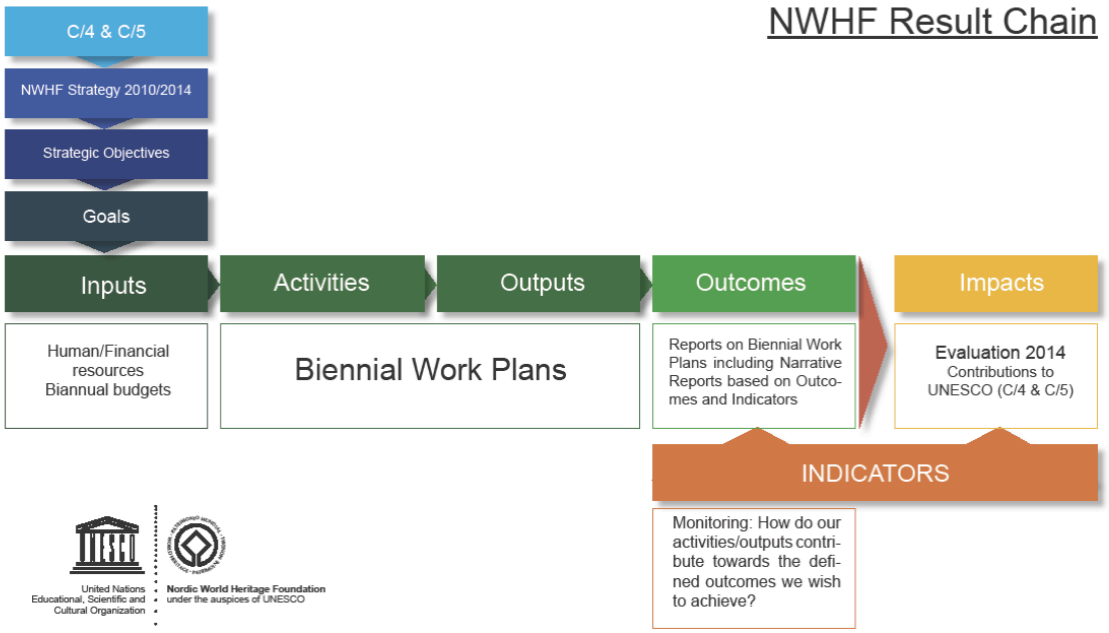
- The requirements contained in Norwegian laws and regulations, such as the Administration Act (Forvaltningsloven), the Budgetary Regulations (Bevilgningsreglementet) and the Norwegian Financial Management Regulations (Økonomiregelverket).

[14] Our description is based on Annex 3 to Board meeting 3. December 2012: NWHF RBM Framework and Indicators 2010-2014, Amended for Work Plan 2012-13

The RBM Framework worked out in connection with the Alternative strategy is founded in the result chain as described in figure 2.2.

The indicator Framework is an operational "rolling" document, where the intention is to continually update it based on monitoring information; oversight of assumptions, risks and decision-making; and evaluative information, including analysis, reviews and evaluations. For each strategic objective the framework identifies indicators that constitutes the "identified success criteria and performance targets". For each strategic objective the goal is listed, i.e. Sustainable development through World Heritage (WH) & sustainable tourism (ST); Effective knowledge management on WH&ST; Strengthen the implementation of the Convention in the Nordic-Baltic region through planning, coordinating and finalising the sub-regional Periodic Report; Strengthen the implementation of the Convention in the AFR&APA regions; WH C2s recognised as significant vehicles in the implementation of the Convention; Cooperation between the WH C2s strengthening the implementation of the Convention.

Figure 2.1 NWHF Result chain



Source: NWHF

For each goal the RBM system includes:

- *Baseline/Problem*: explaining the context for the goal, and status before the strategy is implemented.

- *Outcome*: the expected outcome or impact of the work in NWHF. This mostly refers to impacts at other actors/levels than NWHF directly, but where NWHF can contribute to the outcome being reached.

- *Result indicators*: Some of these are SMART in the sense described above. Examples of such indicators include Action Plan developed and Operative MoUs between NWHF, C2s and other relevant stakeholders on promotion of WH&ST (SO 1.1A), Periodic Report for Europe including tourism analyses (SO 1.1B), NWHF Website in action, 42 St. of OUV (Outstanding Universal Value) submitted, 42 Section IIs submitted, 8 Section Is submitted (SO 1.2A), Five workshops conducted, providing clear recommendations (SO 1.2B), 4 participants from national WH institutions in LDCs participating at annual WH Committee meeting and Results Based Management Frameworks with indicators developed at all C2s (SO 1.3). Others are less clear and measurable, for instance Relevant initiatives following up on Action Plan for the Programme on WH&ST (SO 1.1B), Action Plan applied against overall goals and needs (SO 1.2A) and Reflected in UNESCO RBM system and C/4 (SO 1.3).

- *Monitoring Mechanisms & Information Sources*

- *Assumptions/Risks*

Concerning monitoring and evaluation (M&E), which is an important part of a RBM framework, the secretariat has recently worked out a draft strategy, presented at the board meeting in March 2013. It has so far not been fully implemented.

3 Case studies: Three projects from the period

In this chapter we will look at three case studies, to uncover in more detail how the foundation works, the topics they engage in and the results they achieve. The tree case studies are:

- The "Natural World Heritage in Africa Phase II"-project (2008-2010), which focused on nomination of new WH sites in Africa.

- The "Implementation programme of Second Periodic Report in Africa"-project (2012-2015), which focuses on implementing the action plan for improved management of WH sites in Africa that came out of the last African periodic reporting exercise.

- The "Towards a Nordic-Baltic pilot region for WH & ST"-project (2012-2014), which shall develop a tool for stakeholders need within the Periodic Reporting. Best practice from The Nordic Region is used as a model.

We thus cover cases from the beginning of the period as well as present cases, and cases related to the foundations main areas of work in the period; nomination of sites, periodic reporting, and sustainable tourism.

For each case we will first present the baseline (the intention and rationale for the project), the outcome (what was the actual result), comment upon reasons behind any differences between the original plan and the outcome, and a conclusion about the extent to which the foundation in the project was able to deliver in an effective manner in accordance with its mandate.

3.1 The Natural World Heritage in Africa Phase II–project

Baseline

On 19 June 2007, funding was granted to NWHF in a letter from MoE signed by the Department for Cultural Heritage Management, of up to NOK 1.3 mill. (to be the equivalent of USD 213 000) to the project "Natural World Heritage in Africa Phase II: Finalisation of tentative lists and nominations to the World Heritage List". The project's purpose is referred to as follows:

A. to finalize the development of tentative World Heritage Site lists in ten countries in Southern and Eastern Africa, and
B. to finalize two nomination proposals within the Great Rift Valley project.

The project aimed to implement the strategies developed in Phase 1 of the project, which had focused on capacity building in the field of Natural World Heritage conservation and protection in ten countries[15] from eastern and southern Africa. The project proposal lists the overall project goals as: 1) To assist the countries in the region to develop capacities for implementing the WHC in a manner that strengthens

[15] Burundi, Democratic Republic of Congo, Kenya, Malawai, Mozambique, Rwanda, Tanzania, Uganda, Zambia , Zimbabwe.

conservation and sustainable development, 2) submission of three new nominations (of which one is a transboundary site), and updated tentative lists from all ten countries, 3) The nominations should stand out as models for other conservation areas in terms of planning, use of partnership/networking and on site management.

The project was estimated to take 1.5 years to implement, and involves authorities of the 10 countries and the "assisting organisations" NWHF, IUCN, MoE (represented by DN) and UNESCO. Activities mainly include a stakeholder meeting between the ten countries plus assisting organisations (with travel and meeting costs of USD 74 000), work in the ten countries to update tentative lists, and preparation of nomination dossiers by State Parties with the help of the assisting organisations (with a total budget line of USD 90 000).

Outcome

21 May 2010, NWHF reported to the Norwegian MFA that the project had ended and attached a project report from AWHF, a copy of a World Heritage site nomination proposal, AWHF accounts and NWHF' annual audited accounts. The project outcome was a Kenyan WH nomination proposal – Kenya Lakes System - consisting of three lakes in the Rift Valley, which was submitted to UNESCO 29.01.2010 and inscribed on the World Heritage List in 2011. The Norwegian MFA accepted the audited accounts and the report.

The project outcome differs significantly from the project goal, as

- Updated tentative lists from 10 countries were not produced as part of the project

- One WH site nomination proposal was produced and submitted, not two (ref. grant letter) or three (ref. proposal document). It is also unclear whether the proposal represents a best-practice model (ref. proposal)

The practical responsibility for implementing the project was in the period transferred to AWHF, which at the end of the project documented project expenses of USD 216,667. Main deviations from the original budget are as follows: The National Museums of Kenya prepared the nomination dossier, at a cost of USD 153,545 (the planned cost for two nominations was USD 90,000). A consultant was hired to assist in the project implementation process, at a cost of USD 15,000 (not in the original budget). It seems clear that the original cost estimate of USD 45,000 for one nomination proposal was an underestimation. It also seems that the intention to use the assisting organisations (including DN) for preparation of the proposal, was not followed-up on, as AWHF conducted this with local expertise..

Explanation of the gap between goals and outcome

The main reason for the gap between project goals and outcome presented by different stakeholders (but not documented), is that the original plan to update nomination lists and develop three nomination proposals (including one transboundary) related to the Great Rift Valley, was hampered by political differences in the Great Rift Valley group of countries. The broader framework for the project was a Great Rift Valley initiative, to strengthen the representativity of African sites on the WH list and also develop international serial trans-national sites along the Great Rift Valley (which stretches from

northern Syria to Mozambique). The initiative was gradually refocused and renamed African Great Rift Valley. The active presence of Israel in initial stages of the initiative allegedly made it politically controversial, with the effect that joint efforts related to the initiative during the project period proved not to be feasible.

We have been informed that the WHC originally planned to support the elaboration of more than one nomination in this project, with matching funds from the International Assistance Programme under the World Heritage Fund. This is not mentioned in the project proposal, and it is also not referred to in the final report.

Procedural issues

There are a number of problematic procedural issues related to the implementation of the project. The heading of the project proposal provided by NWHF and the donor, says "Draft Project Proposal". To our knowledge, no final version actually exists. The (draft) project proposal was not in NWHF's files, and a copy had to be required from the donor (MoE). There are a few occasional letters, but no real written reports between NWHF and the donor describing project progress, adjustments and the reason for them during the project. The final report letter of 21 May 2010 is sent to MFA and refers to a previous letter to the MFA of 12.11.2008 about the project. This letter is not in NWHF's files and neither we nor NWHF or MoE have been able to locate it. The final report from NWHF consists of a report letter plus attachments from AWHF about the nomination proposal and AWHF's project budget. There is no explanation of why the outcome differs from the original project goal, why the implementation structure for the project was changed radically, any mention of why the budget lines of the final accounts differ significantly from the original project budget (ref. above), or of lessons learned. The actual work NWHF has done in the project is not described or quantified. Given that AWHF's project budget equals the total granted amount for the project, it seems clear that NWHF during project implementation has contributed with unquantified in-kind resources. Since receiving the grant from MoE in 2007, NWHF has occasionally provided the MFA with rudimentary reporting and also submitted the final report letter with attachments to MFA. As pointed out by MoE, the NWHF should have communicated with and reported directly to MoE about the project during the project and at the end of the project, since MoE is the formal donor to the project.

Conclusion

This case seems to bear witness of poor project management routines at NWHF in the period 2008-2010. Project documents and copies of correspondence including attached documents were not properly kept, project reporting routines were not properly in place, and a system ensuring that lessons from project implementation are drawn, documented and learnt was not used. The lack of comment on significant discrepancies between project goals and results, and on budget lines between the original proposal and the final accounts are worrisome. As the full project amount ($216 667) eventually was transferred to AWHF for project implementation, there seems to have been no cost recovery for NWHF. It would thus seem that NWHF ended up spending more internal resources on the project than originally planned, something that also should have been described and explained. One may consider the outcome of the project (the Kenya Lake System nomination) to demonstrate NWHF's ability to find a pragmatic and practical solution when problems arise and to secure at least one concrete outcome. How and why this was done, is not transparent, however.

3.2 The ”Implementation programme of Second Periodic Report in Africa”-project

Baseline

With facilitation provided by NWHF, the AWHF in February 2012 submitted an application to the Norwegian MFA for funding of implementation of the action plan of the second periodic report in Africa. The total amount applied for was NOK 10 million for the period August 2012 - July 2015. MFA approved the application and funding of the full amount of the project at the end of June 2012 (note: the grant letter is not dated).

The Project “aims to implement the Second Cycle Periodic Report's Action Plan to strengthen management, protection, conservation, community involvement and development in African World Heritage properties through various capacity building initiatives” (AWHF application for funds, point 1). The project is also a component of UNESCO’s regional programme “Africa 2020”.

The project comprises five inter-linked components:

1. A methodological workshop where the content of the trainings and field projects and research will be designed, on the basis of the action plan 2012-2017 and taking into account recommendations from WH conferences in Røros, Norway May 2012 and South Africa 26-29 September 2012 where representatives of Norwegian, South African and other World Heritage sites shared experiences.

2. Regional trainings workshops: 4 two-week workshops are planned, including 2 on Risk preparedness and 2 on Entrepreneurship. However, the thematic scope of the trainings is flexible, depending on further needs and funds raised.

3. Regional field projects: 5 multidisciplinary field projects related to priorities of the Periodic Report will be implemented in the country groups /language regions; Central Africa French, West Africa French, East and West Africa English, Southern Africa English and Portuguese Speaking countries.

4. Research projects on a) Traditional management systems and how to harmonize them with World Heritage management mechanisms, and b) World Heritage, sustainable development and communities.

5. Final evaluation and review meeting. At the end of the three years project, an independent and external evaluation will be carried out and the evaluation report will be presented and discussed during the three days review meeting gathering principal stakeholders of the project.

In order to strengthen regional capacity, a three months internships system will be set up for young practitioners. Three interns will be selected in 2013, 2014 and 2015.

The AWHF is responsible for carrying out the project, providing administrative coordination, accounting, monitoring and evaluation. The UNESCO World Heritage Centre shall provide overall policy framework and guidance, as well as reporting to the World Heritage Committee. NWHF and ICCROM will function as facilitators and technical

advisors/experts. The project also has operational and field partners on the ground that will implement training and project components of the project: EPA (Ecole Patrimone Africain, in Benin) and CHDA (Centre for Heritage Development in Africa, in Kenya). A Steering Committee for the project will meet annually, consisting of AWHF, NWHF, WHC and ICCROM.

According to the project budget, NWHF shall contribute with in-kind resources worth NOK 297 500 per annum in the three-year project (total of NOK 892 500). This is equal to 1 man-year over the three-year period. Our understanding is that NWHF's main work-load in the project is in the first design- and proposal-writing phase and in the final reporting phase. NWHF will not be involved in implementation activities, but contribute with oversight and guidance in the Steering Committee. Technical input will mainly be based on NWHF's experience with the PR for Africa.

Outcome (so far)

Table 3.1 Milestones/activities of the project in the period August 2012 – June 2013

No.	Activity	Responsible party	Planned start date	Planned end date	Status
1.	Project methodology workshop	AWHF	27 Aug 2012	31 Aug 2012	Held October 22-25.12 in Johannesburg, SA.
2.1	Training workshop 1 (Risk)	CHDA	6 May 2013	18 May 2013	Held on the dates at the Great Zimbabwe Hotel, Zimbabwe.
3.1	Field project 1 (West Africa Francophone)	EPA	18 Feb 2013	16 Mar 2013	Held on the dates at Abhomey Places in Benin.
4.1	Research: Traditional Management Systems	WHC	15 Jan 2013	30 Jan 2015	Group for the research constituted and started working.
4.2	Research: WH, Development and Communities	AWHF	15 Jan 2013	30 Jan 2015	Preliminary discussions, not fully started.
6.	Programme coordination and internships	AWHF	1 Aug 2012	30 Jul 2015	Internships are underway at the three institutions.

Gap between goals and outcome

There are currently no gaps between project goals and outcome; activities are being conducted according to plan. A few activities have seen a delay of a few months, mainly as a consequence of the granting of funds taking place in June 2012. The project is still in an early and preparatory phase, and the risk of potential delays and/or difficulties is likely higher in the up-coming implementation phase. There is, however, according to our knowledge at present no indication of increased risk related to implementation.

Final considerations and conclusion

This case provides an example of NWHF's ability to support WH work in developing countries by a facilitating role and in a strategic manner. The project is anchored in a common platform related to Periodic Reporting and is ambitious in scale and scope. While AWHF has submitted the proposal, it seems clear that NWHF has played a key-

enabling role. Maybe first of all, by being instrumental in the development of AWHF up to the point where AWHF can lead such a project. Secondly, by advising on proposal development and facilitating contact with Norwegian MFA. NWHF's participation in the project is in-kind, showing that NWHF does not directly benefit from the project in economic terms. This effectively means that MoE core funding to NWHF, partly goes to participation in this project. AWHF is the recipient of the grant and responsible for project implementation. This makes NWHF's role and responsibility clear and easier to handle than in the "Natural WH in Africa Phase II"-project described earlier.

While it seems clear that NWHF played an important role in developing the project and raising funds, the added value of NWHF's engagement in the project Steering Committee is not clear. NWHF does not seem to be facilitating relevant knowledge transfer from the Nordic-Baltic region and it is unclear what kind of competence NWHF brings to the Steering Committee that is not covered by WHC and ICCROM. It is thus also unclear whether it is justified for NWHF to cover such project participation by MoE core funding.

3.3 Sustainable Tourism

Baseline

Sustainable tourism has been increasingly relevant during the last decades. In the context of the World Heritage Convention (1972) the potential of tourism as a tool to promote sustainable development had remained largely unrealized. NWHF has been actively involved in selected on-site as well as programmatic activities related to sustainable tourism in World Heritage sites since the 1990ties.

"Towards a Nordic-Baltic pilot region for WH and ST" is implementing a key aspect of the World Heritage and Sustainable Tourism Programme Action Plan specifically using the mechanisms of the World Heritage Convention as a tool for sustainable tourism adopted by the World Heritage Committee in St. Petersburg in 2012. NWHF also took an active part during the whole process of refocusing the WH and Sustainable Tourism Programme that started before the 34th session in Brasilia in 2010, followed up through the programme funded by Switzerland until it was presented in St Petersburg. The first results of the Nordic-Baltic implementation will be presented in Karlskrona autumn 2013.

Below is a short summary of the foundations work towards sustainable tourism as a key factor for the World Heritage Convention.

Tourism is the largest industry in the world, and cultural tourism is one of the fastest expanding segments. Increasingly the developing world will feel the impact of tourism. Already by the end of the 1990ties a Model for Cooperation Among Stakeholders project was launched, covering the period 1998-2001. At the time, the Nordic World Heritage Office (NWHO) was asked to provide technical assistance in the development of this new and inclusive programme. Funding was provided by MFA and NORAD. Case studies were Asia and the Pacific with participation of eight pilot sites in cooperation with the NWHO and UNESCO Office in Bangkok. The project objectives were 1) dialogue among stakeholders in each pilot site and 2) to develop best practice models.

In 1999, a report by NWHO concluded that there was a solid, and growing basis for action. The report provided an overview of the relationship between protection of

cultural heritage and tourism and describes strategies that could lead to sustainable tourism with cultural heritage as a key factor.

The Tourism Programme was one of four thematic programmes established by the World Heritage Committee in 2001. It was implemented as a series of projects mainly funded by the United Nations Foundation until 2010 when the World Heritage Committee asked UNESCO to develop a new programme. Committee's decision was based on an evaluation that was commissioned by the UN Foundation at the request of UNESCO.

In 2009 NWHF proposed in a preliminary concept paper, a Nordic-Baltic conference concerning WH and sustainable tourism. This replaced the proposed Norway-UNESCO-conference and led to a Nordic-Baltic workshop in Visby in 2010 funded by grants from MoE, Denmark and Sweden.

2010 (June) – At the 34th session in Brasilia there were two decisions with regard to sustainable tourism:

1. To accept the Sustainable Tourism policy orientations that were developed at a conference sponsored by the Australian Government that was held at the Mogao Caves in China.

2. To close the old UNESCO World Heritage and Sustainable Tourism Programme and direct UNESCO to develop a new and inclusive World Heritage and Sustainable Tourism Programme based on the independent evaluation of the UN Foundation.

WHC formed a small Working Group in 2011 including NWHF, for development of the programme. The Government of Switzerland provided financial support for specific actions undertaken by the Steering Group, including external consultants (from New Zealand), and an Expert Meeting. They subsequently have provided some funding for the on-going work in the Nordic-Baltic region. NWHF was requested by the WHC to contribute with technical assistance in a Working Group (which included WHC, representative of the funder, and NWHF).

2010 (Oct.) – Nordic Baltic Workshop in Visby. Sweden. The workshop was financially supported by the governments of Norway, Denmark and Sweden. The results from the Working Group (above) were presented, and the project Towards a Nordic-Baltic pilot region for WH and ST representing a regional contribution to implementation of the Programme was presented. The workshop explored how to encourage stakeholder involvement and cooperation in the region. But before establishing the Nordic Baltic Program, it had to be anchored in UNESCO.

2012 – The final WH&ST Programme and Action Plan was presented to the WH Committee at the St Petersburg session (36COM) in 2012 where UNESCO WH and ST Programme was adopted. The programme reflects an extensive stakeholder consultation process. The programme aims to create an international framework for the cooperative and coordinated achievement of shared and sustainable outcomes related to tourism at WH properties. The programme takes a strategic approach in its implementation, working in partnership with key stakeholders to achieve its objectives.

NWHF acted as a fiduciary agent throughout the development of the programme, which was key to secure the Swiss funding.

Shortly after the 36COM in St Petersburg, NWHF presented a programme proposal for a Nordic-Baltic model region for WH and ST supported by the NWHF's board and the WHC. This is the first regional implementation of the Programme after its adoption in St Petersburg.

2013 – Nordic–Baltic pilot region for WH and ST. The goal of the project is to contribute to tools for assessing and developing ST and WH properties. The project is supposed to result in a supplementary tool for the PR exercise concerning ST and consists of two phases 1) analytical framework and 2) a strategy framework with users guidelines.

The State Parties in the region adopted the programme and they also proposed the pilot sites.

Outcome (so far)

As a part of preparing the analytical framework pilot sites were chosen. In Norway these are the following sites: Røros Mining Town and the Circumference, The Vega Archipelago and Western Norwegian Fjords. These sites have already been pilots in other programmes/projects such as "Verdiskapningsprogrammet"/Directorate for Cultural Heritage (Vega for both periods and Røros for the coming period), "Bærekraftspilotprogrammet"/Innovation Norway, MTEs Criteria for Sustainable Tourism. These criteria followed the UN Foundation's Global Sustainable Tourism Criteria. The pilots should therefore be well documented and good cases for the pilot project.

NWHF has taken an active role in the Conference of the Nordic WH Network, which will take place in Karlskrona 2013 where sustainable tourism is the main issue. This is the first time the foundation has taken an active role within the network conserning sustainable tourism. Before the conference there will be a meeting in Sveaborg with the States Parties to bring input to the process. The work shall result in a tool based on the input from PR. The States Parties take an active part in the process (inclusive help) and key words are as the following: Operational Guidelines, carrying capacity, management plans for sustainable use, World Heritage Centre etc.

Gap between goals and outcome

There are no gaps between the goals and outcome within the project so far. The project is concrete and well defined and the use of well documented pilots with stakeholder expertise at site level should be a good introduction to the work with guidelines.

Using stakeholder expertise seems to be well established within the project, but there seem to be a lack of use of academic or institutional expertise. As far as the evaluator has experienced there has been no use of expertise to develop a higher knowledge level of sustainable tourism outside the NWHF. The Foundation has not stimulated acitivities within Nordic academic or institutional milieus to develop competence within ST nor used such milieus in their work in the UNESCO system. The Foundation informs that they have involved Nordic stakeholders, but this does not include Nordic academic and institutional ST milieus.

Procedural issues

There does not seem to have been any procedural issues concerning the Nordic Baltic project so far. The use of site pilots, their stakeholders and being active within the annual stakeholder conference gives the opportunity to establish a good dialogue between the NWHF and the Nordic site level.

Therefore the Nordic Baltic project seems to have led to an active participation between the Foundation and the Nordic region at site level. There has also been a certain dialogue between the MoE while choosing the pilots.

Final considerations & conclusion

It is not possible to draw any conclusions before the Karlskrona conference. It is however positive that NWHF use the Nordic-Baltic as a pilot region. It is positive that NWHF has taken an active part in the Karlskrona conference and it is positive that they seem to have initiated a constructive dialogue with stakeholders at WH sites.

There seem however to be a missing link between the academic and institutional expertise and the NWHF. Sustainable tourism is complex as field/subject and both experience and empirical work is important. There might not be relevant expertise within the Nordic countries for the time being, but such projects should initiate a work to build up the expertise. The sustainable tourism field consists of carrying capacity levels, human behaviour, information and communication, pollution, systems for channelling of traffic to mention some of the issues concerning ST. This should not be built up within a secretariat consisting of three persons.

The secretariat informs that the project is designed, through the use of Periodic Reporting, to assist sites and their stakeholders to identify issues, needs, and develop solutions using and building local expertise – not to identify individual solutions and external consultants. As the NWHF only should act as a facilitator and coordinator, there is a need for developing profetional milieus to assist stakeholders in their work with sustainable tourism on the one hand, and to contribute with competance through the Foundation to UNESCO on the other hand.

4 Analysis of NWHFs organisation and activities

In this chapter we present the findings from the evaluation, structured according to the criteria:

- *Relevance*: The extent to which the objectives (as expressed in the agreement between UNESCO and MoE) of NWHF are consistent with policies and priorities of main stakeholders, if the organizational setup and the strategy are consistent with the rules in the agreement, and the relevance of NWHFs activities for different stakeholders.

- *Effectiveness*: The extent to which NWHFs objectives were achieved, or are expected to be achieved. We here also assess NWHF RBM system, which is an important tool for determining effectiveness.

- *Efficiency*: Are the results achieved in a cost-effective manner and is the organisation of NWHF efficient.

- *Impacts and sustainability*: What are the likely long-term results (impacts) of NWHFs work, and the possibility for continuation of benefits from the foundation after their assistance has been completed? We here also assess the sustainability of the foundation as such.

In addition we briefly presents some of the findings from earlier evaluations and assessments of the foundation, and assess whether the recommendations in these have been followed up or not.

The assessment is based on documents reviewed, interviews with NWHF (secretariat and board members) and relevant stakeholders, and a questionnaire to a broader selection of stakeholder.

In the evaluation we have defined the main stakeholders to be the two contracting partners, i.e. the Norwegian Government (represented by MoE) and UNESCO. Other stakeholders include other ministries/directorates in Norway (MFA, the Directorate of Cultural Heritage and the Norwegian Environment Agency), other Nordic Governments, Non-Governmental Nordic milieus working on WH issues (such as researchers, WH sites and NGOs), and international partners in WH work (such as AWHF, WHITRAP, IUCN, ICCROM and ICOMOS).[16] Representatives from stakeholders and partners have been interviewed directly (ref. annex 2), or have been sent a questionnaire (ref. annex 1) to fill out and return electronically.

The stakeholders with views on NWHF's performance are in principle those who have been in contact with NWHF. However, there are stakeholders that for different reasons have not been in contact with NWHF or even don't know that they are stakeholders

[16] Whether these actors are stakeholders to NWHF or not can be discussed, and are partly a question of how the concept stakeholder is being defined. In the evaluation we distinguish between the 'main stakeholders' (the parties to the Agreement: The Norwegian Government and UNESCO) and stakeholders in the broad sense, including all WH-related actors in the Nordic-Baltic region that have, or can have, some interest of NWHF.

given NWHF's mandate. Such stakeholders are difficult to reach and if reached, they have little basis for articulating views. Methodologically, it is important to take into account the "message" implied by the lack of feedback from certain types of stakeholders and balance this with the feedback from other stakeholder groups.

4.1 Relevance

In thus sub-chapter we will assess the relevance of NWHF on a number of levels, from the overall level of consistency between the mandate and the policies and priorities of main stakeholder, down to assessing the relevance of the actual activities NWHF carries out for its stakeholders. The sub-chapter has five sections:

- The consistency of NWHF's mandate with the policies and priorities of the main stakeholders
- The consistency of NWHF's organizational set-up with the mandate
- The consistency of NWHF's current strategy with the mandate
- The consistency of NWHF's activities with the mandate
- The relevance of NWHF's activities for the stakeholders

This reveals that in addition to assessing relevance, we also assess internal consistency between the different levels on which NWHF has obligations and work.

4.1.1 The consistency of NWFH's mandate with the policies and priorities of its main stakeholders

The agreement, which defines NWHFs objectives, is based on a common understanding between the Norwegian government and UNESCO – and as such the objectives should be consistent with policies and priorities of its main stakeholders.

The Agreement states that NWHF shall contribute to the implementation of the medium-term strategies of UNESCO in the implementation of the Convention while taking into account the linkages to other relevant conventions and support the WHC, by

1. acting as a focal point bringing the Nordic countries together in work related to the Convention,

2. support the WHC by facilitating technical expertise and disseminating information, and

3. mobilize funds from bilateral, multilateral and private sources and facilitate assistance for WH conservation efforts in developing countries.

Norwegian Government

The objectives of NWHF are consistent with the general objectives of the Norwegian government concerning World Heritage, ref. chapter 2.2. above. An important task in Norwegian World Heritage policy is to facilitate institutional and capacity building in fields where Norway/the Nordic countries have a special competence and where Norway can make a difference. In interviews, representatives of MoE confirm that the objectives described in the Agreement are consistent with the policies and priorities of the Norwegian Government. The Norwegian National Commission to UNESCO also expresses that NWHF work is in line with the objectives of the commission. There is also a general consistency between the mandate and Norwegian development cooperation

principles and priorities, ref. chapter 2.2 above. NWHF's mandate seems to fit well with Norwegian UN-policy; it contributes to strengthen the work of UN (in UNESCO), it contributes to a Nordic UN dimension, and it follows up on the sustainable development priority. NWHF's mandate does not, however, fit directly in with thematic priorities, which are pointed to in White paper 33 (2011-2012) on Norway and UN (ref. chapter 2.2. above).

UNESCO

The objectives of NWHF as spelled out in Article 7 of the 2008 Agreement between UNESCO and Norway are by definition relevant to the policies and priorities of UNESCO, since they refer to implementation of UNESCO strategies and support to UNESCO institutions.

The UNESCO Medium-Term Strategy 2008-2013 (34/c4) sets out the strategic vision and programmatic framework for UNESCO's action in the period in all its domains at the global, regional and country levels. The Medium-Term Strategy has a very broad scope and notes that UNESCO shall accord priority to Africa and to gender equality in all its fields of competence throughout the duration of the Medium-Term Strategy (p. 8). The strategy also points to youth being a priority group and to two priority groups of countries; the Least Developed Countries (LDCs) and Small Island Developing States (SIDS). The Medium-Term Strategy lists five Overarching Objectives (OO), with a total of 13 Strategic Programme Objectives (SPO):

- OO1: Attaining quality education for all and lifelong learning,
- OO2: Mobilizing science knowledge and policy for sustainable development,
- OO3: Addressing emerging social and ethical challenges,
- OO4: Fostering cultural diversity, intercultural dialogue and a culture of peace,
- OO5: Building inclusive knowledge societies through information and communication.

WH-related issues typically relate to OO4 and OO2, within the context of implementation of the World Heritage convention.

The Agreement refers to the Medium-Term Strategy but does not refer to priority areas, themes or groups mentioned in the Medium-Term Strategy. The Medium-Term Strategy is in the UNESCO-system followed-up by WH-related strategic policy documents that are adopted by the States Parties in the period, such as for instance the WH Capacity Building Strategy or – at regional level – the relevant action plans developed by States Parties.

The objectives in the mandate are described quite generally and there is a high degree of overall consistency between NWFH's mandate and the policies and priorities of its main stakeholders.

4.1.2 The consistency of NWHF organizational set-up with the mandate

The agreement states that NWHF should have a constitution granting NWHF the necessary autonomy to perform its functions, and a governing structure to allow UNESCO representation within its governing bodies. In order to secure that NWHF is an autonomous institution, the Norwegian Government chose to establish it as a non-profit foundation. Norwegian law grants such institutions more or less total independence

from its owner/founder. This means, however, that the organizational set-up limits the possibility for MoE to steer the institution, and MoE has been very cautious not to exceed Norwegian law in its formal communication with NWHF.

The agreement states that the foundation should have a board consisting of representatives from the Nordic countries, a representative for the Director-General of UNESCO and an observer from MoE. The MoE appoints the representatives and the Chairperson for a four-year period, while UNESCO appoints its own representative. In practice, MoE recruits board representatives from the other Nordic countries by asking the relevant ministries in each country to appoint an appropriate person. The Deputy Chairperson should rotate between the Nordic countries each year.

The agreement further states that NWHF should have a secretariat consisting of a Director and such staff as is necessary for its proper functioning. The procedures for appointment of director and the duties of the director are also a part of the agreement.

Based on the presented documentation of the foundation the organisational set-up (constitution, board and secretariat) is consistent with the agreement, see also description of the organisation in chapter 2.4. For a possible extension of the agreement, it will however be necessary to carefully investigate other constitutions besides a foundation, since Norwegian law for foundations might be inconsistent with the present requirements UNESCO has for C2 Centres. The present governing document for Category 2 Centres (35 C/22 and Corr) requires that the government in the country hosting the Centre is represented in the board, but according to Norwegian law for foundations the founder (in this case the Norwegian Government) can not hold such a position.

4.1.3 The consistency of NWHF's strategy with the mandate

NWHF's interpretation of the objective and functions described in the Agreement §7 is operationalized in the current strategy (Alternative Strategy 2010-2014). In table 4.1. we compare the mandate (the objective and functions in the Agreement §7) with the Strategic objectives.

There is consistency between the Alternative Strategy and the mandate in so far as the Alternative Strategy objectives contribute to Medium-Term Strategies of UNESCO for implementation of the Convention and represent support to the WH Centre. The Alternative Strategy's SO1.3 "Implementation of UNESCO Strategy for C2 Centres", follows up on a policy document adopted by State Parties as part of implementing the Medium-Term Strategy.

It is stated in the mandate that NWHF shall contribute to the Medium-Term Strategy while taking into account other relevant conventions. The Alternative Strategy does not mention this or indicate how or when that will be done. In this area there is not consistency between the mandate and the Alternative Strategy.

There is not consistency between the Alternative Strategy and the mandate with regards to the scope of activities and how the foundation is working when supporting implementation of the Convention and support WHC.

Table 4.1 Comparison of the Agreement §7 and the Alternative Strategy

The Agreement §7 (2007)	Alternative Strategy (2010-2014)
Objectives/functions and focus	*Strategic Objectives (SO)*
The objectives/ functions of NWHF is to: - Contribute to the medium-term strategies of UNESCO in the implementation of the Convention, taking into account the linkages to other relevant standard-setting instruments such as the Convention for the Safeguarding of the Intangible Cultural Heritage, the Convention of the Protection and the Promotion of the Diversity of Cultural Expressions, the Convention on Biological Diversity and the United Nations Framework Convention for Climate Change, enhancing the linkages between the protection of World Heritage, capacity-building and sharing of knowledge. - Support the Secretariat of the Convention in its work related to the Convention In order to fulfil these functions, the foundation shall focus its activities with the objective to: - Act as a focal point bringing Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation. - Support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects, all in support of the Convention and the World Heritage Committee's Global Strategy. - Mobilize funds from bilateral and multilateral sources and private sources in a coordinated and transparent way and facilitate assistance for natural and cultural World Heritage conservation efforts in developing countries in support of the Convention.	*SO 1.1 Promote sustainable development through tourism:* - Cooperation with UNESCO-WHC, C2 Centres and other international partners - Development of a WH and Sustainable Tourism Community of Best Practice utilizing new and innovative technology to promote information sharing, communication and cooperation among WH stakeholders in the Nordic-Baltic region (incl. the Arctic). *SO 1.2 Strengthen the Periodic Reporting Tool* - Assist the Nordic-Baltic States Parties through coordination of the Periodic Reporting - Provide assistance for Africa and the Pacific together with Africa Unit and Asia/Pacific Unit of WHC and C2 Centres incl. AWHF and WHITRAP *SO 1.3 Implementation of the UNESCO Integrated Comprehensive Strategy for C2 Centres and Institutes:* - Establishment of network and resource pool among WH C2 Centres *Strategic Approach (SA)* *SA 1.1 Support Nordic-Baltic States Parties (technical and conceptual support within NWHF fields of competencies).* *SA 1.2 Coordinated activities with other Conventions and NGOs:* a. Activities with other UN-initiatives and programmes such as cooperation with UNEP/GRID-Arendal in the Arctic region. *SA 1.3 Development of Private-Public Partnerships:* a. Explore opportunities and initiate operational partnerships with private sector such as UNF cooperation on selected activities b. Engagement of tourism industry in relation to WH processes

With regards to how NWHF is supposed to work (ref. table 4.1), we see that:

- the Agreement's point 1 "Act as a Nordic focal point bring the Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation", is only partly met by the Alternative Strategy's SO 1.1b "Develop a WH and Sustainable Tourism community among WH stakeholders in

the Nordic-Baltic region" and 1.2a "Assist the Nordic-Baltic States Parties with Periodic Reporting".

- The Agreement's point 2 "Support the WHC by facilitating technical expertise, disseminating information and contribute to innovative projects", is met by SO 1.1a "Cooperation on promoting sustainable development through tourism", 1.2b "Strengthen the PR tool by providing assistance to Africa and the Pacific in cooperation with WHC", and 1.3a "Support implementation of the UNESCO strategy for C2 Centres and Institutes".

- The Agreement's point 3 "Fundraising from bilateral, multilateral and private sources and facilitate assistance for WH conservation efforts in developing countries", is not clearly followed up on in the Alternative Strategy as it does not mention fundraising from public and private sources as an objective. It may, however, be inferred that fundraising is part of SO 1.2b. SA 1.3a about developing public-private partnerships also seem to imply fundraising.

The Alternative Strategy is thus narrower than the mandate, as it seems to prioritize the agreement's point 2 at the expense of point 1 and 3. The Alternative Strategy only partly follows up on the stipulated role to be a "Nordic focal point" and only indirectly follows up on the stipulated fundraising role.

The Alternative Strategy also differs fundamentally from the mandate with regards to point 2 (and to some extent point 3), as it gives NWHF a different role when supporting WHC and WH-related work in developing countries. While the Agreement stipulates that NWHF shall facilitate that Nordic experts support the WHC, the Alternative Strategy puts NWHF itself in the role of working with WHC and international partners.

4.1.4 The consistency of NWHF's activities with the mandate

NWHF works out biennial work plans, since 2010 structured according to the strategic objectives of the Alternative Strategy, stating activity, output and status. The board is regularly adopting these work plans. The work plan 2012-2013 (Work.Doc. 04/13) refers to 24 main activities sorted thematically under the three Strategic Objectives.

The activities follow the Alternative Strategy, which is not fully consistent with the mandate, and the activities are thus also not fully consistent with the mandate. In appendix VI we have noted how and to what extent we see the different activities relate to the different roles laid out in the mandate.

The general picture is that while a number of the activities are related to the different roles stipulated in the mandate, the respective activities are either too few or superficial in nature to really fill out the stipulated role, or they are only partly contributing to the stipulated roles.

In the work related to sustainable tourism and periodic reporting, NWHF takes on a role that is consistent with being a Nordic focal point. This activity is in itself, however, not enough for NWHF to be a Nordic Focal Point on WH issues as such.

NWHF engages in a number of activities related to UNESCO-processes and frameworks as well as work with C2s in developing countries, especially related to periodic

reporting. This corresponds with the role to provide technical assistance, but while the mandate stipulates that this should take place by facilitating engagement of Nordic experts, NWHF is in the activities itself stepping into the expert role. For instance, activity 3.4 refers to NWHF's participation in and providing input to an expert meeting in Brazil. The mandate points to NWHF's role being to facilitate participation of a Nordic expert at such a meeting.

NWHF is engaging in WHC's Periodic Reporting exercise in several regions and it seems NWHF has developed generic competence that is useful in many contexts. Such competence is useful for a Nordic focal point, and engagement in PR work in regions such as Africa has also served as a basis for developing successful project proposals – in line with the stipulated role as fundraiser. In general, however, NWHF contributing to the periodic reporting exercise in different regions does not seem to be a role that is in correspondence with the mandate – unless it entails facilitating engagement of Nordic experts in such work.

NWHF has contributed to fundraising for WH projects in Africa and Myanmar and secured funding from the Norwegian MFA, something that is consistent with the stipulated role as fundraiser in the mandate. In the mandate, fundraising from bilateral, multilateral and private sources is highlighted as a key role. The activities reflect a more limited focus on fundraising that what is stipulated in the mandate, as fundraising activities addressing private and multilateral sources are not present.

It is unclear how NWHF's engagement towards the other C2s in network meetings and through representation in the boards of two other C2s, corresponds with the mandate. Besides fundraising, support to WH-related work and C2s in developing countries should be in the form of facilitating engagement of relevant Nordic experts.

Since 2010, the foundation has increased its work towards Nordic stakeholders and provided support related to sustainable tourism and periodic reporting. This has increased NWHF's engagement with Nordic stakeholders in the latter part of the evaluation period.

4.1.5 Relevance of NWHF's activities for its stakeholders

The main stakeholders are UNESCO represented by the WH Centre and the Norwegian Government represented by the MoE. Other stakeholders are the other Nordic governments represented by departments working on WH issues and non-governmental Nordic milieus working on WH issues.

UNESCO

The participation of the WH Centre in the board helps ensure the relevance of NWHF's strategy and activities for UNESCO. UNESCO has not specified its expectations to the NWHF in writing, besides the Agreement. Based on the available documents and interviews with UNESCO staff, it is our clear impression that NWHF meets UNESCO's expectations and that its activities are considered relevant. Our tentative understanding of UNESCO's (WHC's) de facto expectations and wishes with regard to NWHF may be described as follows (not in an order of priority):

- To draw on technical expertise and thereby reduce workload at WHC.
- Help with development of plans and programmes when relevant

- Help with implementation of the C2 Centre strategy (35/CC).
- Contribute to WH-related work in the Nordic-Baltic region
- Contribute to capacity building on Period Reporting and Sustainable Tourism according to need.
- Fundraising to WH-related work in developing countries.

NWHF's activities since 2010 are tied to the three objectives in the Alternative Strategy. These are relevant and contribute directly to current UNESCO priorities and objectives.

SO1 and related activities on sustainable tourism is aimed at supporting UNESCO's Sustainable Tourism Programme. UNESCO's biennial Approved Programme and Budget (C/5) for 2012-2013 notes that "Particular attention will be given to providing policy advice and guidelines on sustainable tourism and to developing programmes for a sustainable heritage use" (p. 163). Moreover, NWHF reportedly contributed to the Strategy document on World Heritage and Sustainable Tourism, launched in 2012.

SO2 and related activities on strengthening the Periodic Reporting tool addresses one of the WH Centre's premier activities in implementing the Convention. It also addresses capacity building, which is another current WHC priority (ref. the World Heritage Capacity Building Strategy).

SO3 and related activities on implementation of the UNESCO Integrated Comprehensive Strategy for Category 2 Centres and Institutes, addresses a preoccupation of UNESCO in the current budget crisis, which is to strengthen the network of Category 2 Institutes and Centres, so that they can be utilized as a "reliable, low cost means of pursuing UNESCO's core programmatic objectives, while at the same time reducing the financial and administrative impact on [UNESCO's] limited resources."[17]

Several interviewees within the WHC pointed out that NWHF's work with periodic reporting also has made NWHF particularly aware of the priorities of the States Parties and other stakeholders in the regions, since the periodic reporting process helps determine priority actions that need to be taken in the regions. This has been the case particularly in Africa, where NWHF assisted in writing the synthesis periodic report for the region.

The Norwegian Government

The Norwegian government is a signatory to the WH Convention and therefore strategic goals and activities related to implementation of the Convention (such as those of the Alternative Strategy) are by default relevant for the Norwegian government. The strategies and activities of NWHF are in general terms in line with the orientation and priorities of the Norwegian government in the fields of World Heritage, tourism and development aid. Interviews with several Norwegian Government stakeholders confirm that NWHF's strategy and activities generally speaking are relevant.

More specifically, however, NWHF's activities are not necessarily relevant or consistent with Norwegian WH and/or development policy. With regards to capacity building, Norwegian development policy highlights that Norway shall contribute in areas where

[17] 190 EX/18, 7/09/2013, "Category institutes and Centres. Part I".

Norway has special competence (*særlig fortrinn*). NWHF's capacity building activities are not in areas where Norway as such has special competence. Another point is the focus in Norwegian development policy on improving governance, in line with which efforts to strengthen WH-work in developing countries should focus on strengthening relevant government institutions. NWHF usually works with and supports C2s in developing countries, however, rather than government institutions.

In a letter dated 23 March 2010, from MoE to the NWHF Chair of the Board, MoE describes the State Party Norway's precise expectations for NWHF and the way it interprets the Agreement's §7 (ref. point 2.3 of the letter):

- NWHF's primary geographic area of work is the Nordic-Baltic region. At the outset, work on global issues is outside the foundation's area of responsibility. If taking place, such work (including policy development at WHC) shall take the form of facilitating input from relevant experts in Nordic milieus.

- *To act as a focal point bringing Nordic countries together…*, means that the foundation shall contribute to the identification of important and common Nordic challenges related to implementing the Convention and contribute to develop measures in order to overcome these challenges.

- *Support the Secretariat for the Convention by facilitating…*, means that the foundation shall have an updated overview of all relevant milieus in the Nordic countries working on WH-issues, enabling the foundation to effectively facilitate support from Nordic milieus to UNESCO in accordance with the needs of UNESCO. NWHF shall further contribute to promotion and strengthening of innovative projects in these milieus in important WH areas. NWHF shall also contribute to the dissemination of results from such projects to UNESCO.

- *Mobilize funds from bilateral, multilateral and private sources…,* means that the foundation shall be an important fundraiser for UNESCO-projects focussing on developing countries. Moreover, it is important to raise money also from other sources than the Norwegian MFA, especially from the other Nordic countries. This is a pure fundraising role, which generally should not involve project development and follow-up.

MoE, representing the State Party Norway, here explicitly outlines how it sees NWHF's relevance and role in relation to other Nordic stakeholders working on WH-related issues. As outlined in chapter 4.1.4 above, NWHF does not fill this role as intended.

As NWHF to a small degree plays the role of facilitator of engagement from Nordic WH-milieus to WHC and WH-related work in developing countries, NWHF is also to a limited degree practically relevant for the State Party Norway (and Nordic non-governmental milieus working on WH-related issues).

The Nordic WH site managers and network

The contact between World Heritage site managers (coordinators) in the Nordic countries and NWHF has increased and become more useful during the evaluation period. NWHF is always participating in the network meetings, usually with two staff members, and has also participated in the national site manager meetings. However,

there has to a lesser extent been a regular cooperation with the Nordic Baltic World Heritage Network and the Secretariat has not taken a clear role within the Network. But this har recently changed for the better by the foundation's involvement in the next conference at Karlskrona November 2013 Summarized the following answer from the questionnaire can illustrate this:

> *"By now there has been a very good cooperation on the periodic reporting and the on-going planning of the workshop on sustainable tourism in November 2013. I hope there will be other formal arenas to develop competence and capacity in cooperation with NWHF"*

The Nordic WH network has asked NWHF several times to have a more active role within the network and Nordic WH work. According to one of the informants the network have asked the foundation for support to establish funds and competences to develop common Nordic competence program for site managers and to professionalize the network. NWHF found the topic relevant and interesting, but "could not be a part of the work". Such an approach would also be consistent with the Norwegian policy towards the coordinators at Norwegian World Heritage sites.

The sustainable tourism program is considered a good possibility for cooperation between NWHF and Nordic WH actors. Site managers also mention that NWHF has informed them about UNESCO and WHC, which is important. Other answers indicate that NWHF has always been helpful in giving advise to the site managers, but until the Periodic Reporting there was little formal contact between the sites and NWHF.

Non-governmental Nordic milieus

We have attempted to map the expectations and experience of relevant Norwegian and Nordic milieus working on WH such as research organisations and NGOs (i.e. outside government directorates and site managers). Based on the response to the questionnaire and some interviews it seems that few have heard of or have experience with working with NWHF. Those who have, express uncertainty about NWHF's role in the Nordic region. They do, however, acknowledge the usefulness of such an organisation.

Other Nordic governments

The participation of staff from government institutions working on WH issues in Denmark, Finland, Sweden and Iceland in the NWHF board helps ensure the relevance of NWHF's strategy and activities for these governments. The Nordic governments are all signatories to the WH Convention and therefore strategic goals and activities related to implementation of the Convention (such as those of the Alternative Strategy) are by default relevant for the Danish, Finnish, Icelandic and Swedish governments.

Minutes from board meetings and interviews with Nordic State Parties confirm that NWHF's strategy and activities are considered relevant and that there are no apparent conflicts between their governmental policies on World Heritage and/or development cooperation and NWHF's work.[18] The other Nordic State Parties generally appreciate NWHF's activities and government agencies may make use of NWHF for providing

[18] This is primarily based on interviews with NWHF Board members from the Nordic countries.

services such as capacity building on periodic reporting. However, the use of NWHF generally limits itself to the use of free of charge contributions from NWHF. The other Nordic governments does not sponsor NWHF and generally does not channel project funds related to WH work in the Nordic region or in developing countries through NWHF, with the exception of smaller fundings of meetings and some activities concerning Periodic Reporting. NWHF thus seem relevant but not very important to other Nordic governments.

4.2 Effectiveness

In this section we analyse to what extent NWHFs objectives have been achieved, or can be expected to be achieved. We also assess NWHF RBM system, which is an important tool for determining effectiveness.

First, we assess the degree to which NWHF has achieved the objectives described in their mandate – have they done what they were supposed to do? Then we assess the degree to which NWHF has achieved the objectives described in their strategy – have they done and achieved what they planned to? Finally, we assess the key factors behind NWHF's achievement and non-achievement of different objectives. This analysis indicates strengths ands weaknesses of NWHF that are useful for the development of recommendations for the future.

4.2.1 Main achievements and correspondence with the objectives in the mandate

What are the major results or achievements of NWHF? Which changes in situation[19] has it achieved over the period, and are they in correspondence with obligations and expectations?

NWHF's results may be divided in three categories:

A. New WH sites, where NWHF has contributed to the nomination process through technical support, facilitating assistance and fundraising from bilateral sources.

B. Adopted policies, strategies and periodic reporting at WHC, where NWHF has contributed to their development and final form.

C. A higher knowledge-level related to Periodic Reporting, Sustainable Tourism and C2 Best Practise among WH stakeholders (in the Nordic-Baltic region and among C2 Institutes and Centres), where NWHF has contributed with lectures, training and facilitation of processes, networking and fundraising from bilateral sources.

The first category (A) is physical. In the evaluation period, NWHF provided funding for the preparation of the nomination dossier Kenya Lake System covering three sites in Kenya. The Kenya Lake System was included on the WH list in 2011.

[19] With 'achievement' or 'result' we here mean results in the sense of a desired change in situation. As highlighted in UNESCO's RMB-system, results or outcome is the last step of a transformative process, where inputs (human and financial and institutional resources) are used to undertake interventions (acts to be undertaken) leading to outputs (for instance workshops) that contribute to results - a desired change of situation.

The second category (B) is related to policy. NWHF has provided support to WHC, with the effect that certain policies, strategies, programs (such as the Sustainable Tourism Programme) and reporting exercises at least to some extent may have achieved a form they would not otherwise have had. As NWHF contributions have normally been through participation in working groups and workshops it is, however, difficult to link any specific developments directly to NWHF. Especially with regards to periodic reporting, sustainable tourism, capacity building and the C2 strategy, NWHF has engaged with the WHC consistently and over time. It is however important to note that development of strategies and policies for UNESCO is the exclusive right of States Parties.

The third (C) category is related to development of knowledge. On issues such as Periodic Reporting, sustainable tourism and C2 Best Practise, NWHF has been a knowledge hub contributing to knowledge development among relevant stakeholders.

The results correspond with the overall contractual obligations (Agreement §7) to contribute to the medium-term strategies of UNESCO in the implementation of the Convention and to support the Secretariat of the Convention in its work related to the Convention. The results do not correspond with the way the Agreement (§7) stipulates that NWHF shall work:

i) Act as a focal point bringing Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation.

ii) Support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects.

iii) Mobilize funds from bilateral and multilateral sources and private sources in a coordinated and transparent way

iv) and facilitate assistance for natural and cultural World Heritage conservation efforts in developing countries in support of the Convention.

With regards to i), it is not entirely clear what it means to be such a focal point. In the areas of Sustainable Tourism and Periodic Reporting, NWHF has clearly worked on a Nordic level and provided support to WH site managers leading to a higher knowledge-level among stakeholders (ref. C above).). It would, however, seem that the foundation falls short of the objective “bringing the Nordic countries together in their collective attempt” to fulfil the WH Convention. Rather than being a hub systematically working to bring Nordic countries together and release potential synergies between the parties, the foundation primarily provides knowledge of certain topics to Nordic government institutions and site managers, including facilitating seminars on these topics. The foundation has also not been able to do coordinated fundraising on a Nordic level.

With regards to ii), NWHF has provided support to WHC (ref. B above). This has mainly taken the form of providing their own competence and work capacity, and not by facilitating the use of expertise from the Nordic countries as stipulated.

With regards to iii), NWHF has been able to mobilize funds from bilateral (mainly Norwegian) sources (ref. A and C above) but not from multilateral or private sources. There are no results related to development of public-private partnerships for WH.

With regards to iv), NWHF has facilitated assistance for WH conservation efforts through the involvement of the Norwegian Environment Agency in one field-oriented project (the recent Inle Lake project in Myanmar).

NWHF has to a limited degree lived up to the role stipulated in the Agreement §7 (ref. 4.1.4 above) and NWHF's results to a low degree match the objectives of the Agreement.

4.2.2 Achievement of the objectives in the strategy

We here assess the extent to which NWHF has reached the Strategic Objectives and Approaches stated in the Alternative Strategy.

Strategic objectives

The Strategic Objectives with reference to the indicators provided in the strategy, are presented in table 4.2.

Table 4.2 ***NWHF's strategic objectives with indicators, as listed in the Alternative strategy***

Strategic Objective (SO)		Indicators
1.1	Promote sustainable development through tourism: - cooperation with UNESCO-WHC, C2 Centres and other international partners - Development of a WH and Sustainable Tourism Community of Best Practice utilizing new and innovative technology to promote information sharing, communication and cooperation among WH stakeholders in the Nordic-Baltic region (incl. the Artic).	- Establishment of tools / networks / platforms meeting stakeholders' needs. - Revision of Operational Guidelines to include references to sustainable tourism - Sustainable Tourism included in WH Sites' management plan
1.2	Strengthen the Periodic Reporting Tool - Assist the Nordic-Baltic State Parties through coordination of the Periodic Reporting - Provide assistance for Africa and the Pacific together with Africa Unit and Asia/Pacific Unit of WHC and C2 Centres incl. AWHF and WHITRAP	- PR exercise performed according to objectives and schedules - States Party-, Focal Point- and Site manager level participation and coherence - Increased capacities at States Party- and Category 2 Centres level
1.3	*Implementation of the UNESCO Integrated Comprehensive Strategy for C2 Centres and Institutes:* - Establishment of network and resource pool among WH C2 Centres	- Nordic-Baltic visibility within UNESCO and C2 network - Development of operational MoUs/LoIs (incl. WH and ST) - Shared activities and programmes - Exchange programmes

With regards to **SO 1.1: Promote sustainable development through tourism**, the *Report on NWHF Biennial Work Plan 2012-2013* (Work.Doc. 04/13) to the board (5 March 2013) lists NWHF's main outputs and activities related to this point (here summarized):

- Support to the WHC to develop a *Programme on World Heritage and Sustainable Tourism*, beginning in 2010 and which was adopted in June 2012.

- The Nordic-Baltic workshop on World Heritage, Tourism and Development, was held in Visby, Sweden October 2010.

- Developed the Project "Towards a Nordic-Baltic pilot region for World Heritage and Sustainable Tourism" (2013-2015), with an aim to "develop an approach for better generating and assessing information" related to tourism and WH properties. The project has received CHD 26 000 from the Swiss Government.

- Presented outcomes from the Visby conference and the Røros conference "Living with World Heritage" at the *World Heritage and Sustainable Development Forum* in Guizhou, China June 2012. The Nordic outcomes were reflected in the recommendations from the forum in Guizhou.

- Through the membership in the Global Sustainable Tourism Council (GSTC), NWHF attended the GSTC Annual Meeting in Washington D.C. in September 2002.

With regards to SO 1.1 (ref. table 4.2), NWHF has in the evaluation period been cooperating with the WHC and international partners (GSTC) on sustainable tourism issues. NWHF has been cooperating with other C2s on this issue, AWHF and WHITR-AP. With regards to "Development of a WH and Sustainable Tourism Community of Best Practice utilizing new and innovative technology to promote information sharing, communication and cooperation among WH stakeholders in the Nordic-Baltic region (incl. the Arctic)", this is not achieved, but may be underway with the project "Towards a Nordic-Baltic pilot region for World Heritage and Sustainable Tourism". The limited and concrete ST pilot project in the Nordic Baltic region seems to be a relevant exercise with good possibilities to obtain relevant outputs.

Considering the SO 1.1 indicators, NWHF has not yet established easily identifiable or formal tools/networks/platforms meeting stakeholder's needs in the area, but this may be underway with the project "Towards a Nordic-Baltic pilot region for World Heritage and Sustainable Tourism". It is unclear (and not reported on) whether a revision of Operation Guidelines to include references to sustainable tourism has taken place, or whether sustainable tourism has been included in WH sites' management plans.

The SA 1.1 with indicators notes that NWHF shall support the Nordic-Baltic states and be the "preferred partner" in WH activities in the region. It seems clear that NWHF has provided Nordic State Parties with assistance related to sustainable tourism (ref. the Visby seminar). In interviews, stakeholders generally acknowledge that NWHF have a role in the field. In the questionnaire 4 of 8 WH site managers answered that they have been cooperating with NWHF on sustainable tourism. This hardly seems to amount to being a "preferred partner", however.

NWHF has clearly carried out relevant work related to SO 1.1 in the period. When compared against the SO indicators, which show that the purpose of work is supposed to be changes at site level, actual achievement so far seem unclear (which partly could be explained by project being in an early implementation phase).

With regards to **SO 1.2: Strengthen the Periodic Reporting Tool**, the *Report on NWHF Biennial Work Plan 2012-2013* to the board (5 March 2013) lists NWHF's main outputs and activities related to this point (here summarized):

- NWHF was mandated to act as the Focal Point, facilitator and coordinator of the 2nd cycle of PR in the Nordic-Baltic sub-region at a State Part meeting in Stockholm, 9 December 2012. (ref. Work. Doc. 04/13, p. 4)[20]

- NWHF is promoting the Nordic-Baltic network model for implementation of the PR exercise in Europe, where a "train the trainers" approach to capacity building is utilized. This approach was utilized in a PR meeting in Reykjavik in October 2011, where two European sub-regions were gathered at a PR capacity building for the first time. NWHF also took part in planning and gave a presentation at the PR meeting for the Western, Mediterranean and Nordic-Baltic sub-regions in Europe in Berlin, September 2012.

- The 2nd cycle of PR in Europe was launched in 2012 and NWHF the same year facilitated, organized and supported a number of capacity-building initiatives in the Nordic-Baltic region at both regional, national and site manager levels. This includes lectures or workshops in Denmark (1), Finland (2), Norway (1) and Sweden (2).

- An application for network support towards a three-year capacity-building programme meeting the needs identified through PR at national and site levels, will be submitted to KK Nord (Nordic Council of Minister's Culture Programme).

- Upon request from WHC, NWHF provided technical assistance to the Africa Unit at WHC with facilitation of regional and sub-regional capacity building meetings, data analysis and drafting of the Periodic Report for Africa, and also contributed to the development of the Action Plan adopted by UNESCO.

- NWHF was further engaged in developing a project with AWHF and WHC/P/AFR on follow-up of PR through the regional Action Plan for Africa. The project was supported with NOK 10 million from the Norwegian MFA in 2012, for the period 2012-2015.

With regards to SO 1.2 (ref. table 4.2), NWHF has in the evaluation period assisted Nordic-Baltic state parties as well as WHC and the Africa Unit. When considering the indicators, we have not seen any proper assessment of degree of achievement. According to our general knowledge, however, it would seem that the PR exercise in the Nordic-Baltic region is performed according to objectives and schedules, that State Parties, focal point and site manager level are participating in a coherent manner, and that increased capacity has been fostered at State Party institutions as well at Site level.

[20] The meeting in Stockholm was organized by the Nordic World Heritage Foundation (NWHF) and hosted by the Swedish National Heritage Board. Representatives of all the Nordic-Baltic countries except Iceland and Latvia attended the event. The text from the minutes of the meeting in Stockholm says: "The States Parties expressed their support for the Nordic World Heritage Foundation's (NWHF) engagement towards the Nordic-Baltic sub-region and for offering to coordinate and assist in the upcoming Periodic Reporting (PR) exercise. The States Parties decided that the NWHF shall continue its efforts and coordinate and assist the sub-region with the future PR exercise, and prepare the sub-regional synthesis reports."

With regards to C2 Centres, NWHF's work has clearly contributed to increased capacity at AWHF. With regards to the indicators for the strategic approaches, it is not documented that NWHF is the preferred partner for Nordic institutions when it comes to the issue of Periodic Reporting

The NWHF degree of achievement for SO 1.2 appears to be high, but the degree of success is difficult to measure clearly and suggested indicators have so far not been properly reported on.

With regards to **SO 1.3: Implementation of the UNESCO Integrated Comprehensive Strategy for C2 Centres and Institutes**, the *Report on NWHF Biennial Work Plan 2012-2013* to the board (5 March 2013) lists NWHF's main outputs and activities related to this point (summarized below, as described in the work plan), as well as some non-related outputs and activities (not summarized below):

- NWHF prepared a Progress Report on the eight WH-related C2 Centres and Institutes, ref. the Guidelines and criteria for C2 Institutes and Centres (35/CC), which were presented to the WH Committee in St. Petersburg in 2012. A specific report on the progress made on the implementation of this Capacity Building Strategy, incl. reference to C2 Centres and Institutes, was also provided to the committee.

- NWHF participated in the first annual meeting of C2 Centres and institutes working on WH issues in 2010 in Bahrain, in the second meeting in Italy in 2012 and hosted the third meeting in Oslo in March 2013. The Norwegian Government funded the third meeting.

- NWHF has MoUs/LoIs with AWHF, WHITR-AP and ARC-WH (Arab Regional Centre for World Heritage) and cooperation has included concrete concept- and project development/exploration, institutional development and observer status at the BoD (AWHF, ARC-WH).

- NWHF has in close cooperation with WH Centre, shared experiences and knowledge as well as provided informal advice to C2 Centres.

- NWHF and AWHF carried out an exchange programme in the period 2010-2012, to strengthen the partnership and institutional capacity. The programme was facilitated by FK Norway (Fredskorpset) and funded by the Norwegian MFA. NWHF explored the possibility of including south-south exchange (AWHF – WHITR-AP) in a next phase of the programme, but the application to FK Norway was unexpectedly declined due to a change of policy at FK Norway.[21]

With regards to SO 1.3 (ref. table 4.2), NWHF has in the evaluation period assisted UNESCO and C2 Institutes and Centres in implementation of the UNESCO C2 strategy (35/CC). NWHF has also played a role in establishing a network of C2 Centres working on WH. The extent to which this network can be considered a resource pool, where the different C2 Centres actively use each other, is difficult to estimate; such integrated

[21] FK Norway decided to end the cooperation due to new priorities and guidelines limiting participation to organisations with more than five permanent employees.

cooperation would normally require time and maturation beyond the few years the network has existed. With regards to the indicators, NWHF has, primarily through its own activities, secured Nordic-Baltic visibility within UNESCO and the C2 network. Operational MoUs/LoIs are in place, but real cooperation on activities, projects and exchange programmes have mainly taken place with AWHF.

The NWHF degree of achievement for SO 1.3 is high when one considers the indicators. However, the indicators are very general and are not qualitative in nature. NWHF is clearly helping to implement elements of the strategy, but the effect this has on the involved C2s and, ultimately, on the performance of the involved C2s is not clear.

Strategic approach

The Strategic Approach with reference to the indicators provided in the strategy, are presented in table 4.3.

Table 4.3 ***NWHF's strategic approach with indicators, as listed in the Alternative Strategy***

Strategic Approach (SA)		Indicators
1.1	*Support Nordic-Baltic States Parties (technical and conceptual support within NWHF fields of competencies).*	- NWHF preferred partner in WH activities in the region
1.2	*Coordinated activities with other Conventions and NGOs:* - Activities with other UN-initiatives and programmes such as cooperation with UNEP/GRID-Arendal in the Arctic region.	- Development of operational MoUs/LoIs - Collaboration on projects/funding.
1.3	*Development of Private-Public Partnerships:* - Explore opportunities and initiate operational partnerships with private sector such as UNF cooperation on selected activities - Engagement of tourism industry in relation to WH processes	- Development of operational MoUs/LoIs - Collaboration on projects/funding

With regards to the Strategic Approaches, we have already mentioned SA 1.1 *Support to Nordic-Baltic State Parties* above.

With regards to SA 1.2 *Coordinated activities with other Conventions and NGOs* (such as UNEP/GRID-Arendal in the Arctic region), such activities seem not really to have taken place during the period in question. The indicators here mention MoUs/LoIs with such stakeholders and collaboration on projects/fundraising. We have not found any MoUs/LoIs or joint attempts to develop projects and fundraise in the period. SA 1.3 *Development of Private-Public Partnerships* involves developing cooperation with the private sector on WH related activities, such as engagement of the tourism industry. Here also the indicators are MoUs/LoIs with such stakeholders and cooperation on concrete projects. We have not found any MoUs/LoIs or joint attempts to develop projects and raise funds in the period.

The NWHF degree of achievement for SA 1.1 is high with relation to Periodic Reporting and sustainable tourism.

The NWHF degree of achievement for SA 1.2 is low, when considering the potential example provided and the indicators.

The NWHF degree of achievement for SA 1.3 is low, when considering the indicators.

Concerning achievement of the objectives in the strategy, it is generally difficult to see concrete results. This is partly related to the objectives and indicators often being very general in nature and not very precise. Moreover, reporting on indicators is weak.

4.2.3 Strengths: Major factors behind NWHF's achievements

Irrespective of what NWHF's mandate and strategy says about objectives, NWHF has accomplished a number of achievements. Expanding on the list in chapter 4.2.1, we consider the main achievements to be:

- NWHF has contributed to the implementation of the medium-term strategies of UNESCO in implementation of the WH Convention and has provided valued support to the WHC

- NWHF has supported Nordic-Baltic stakeholders in WH-work with reference to Periodic Reporting and sustainable tourism

- NWHF has supported C2s through capacity-building activities, direct cooperation and fundraising

- NWHF has contributed to secure funding from the Norwegian MFA to WH projects in developing countries

Based on available documentation and interviews, we consider the major factors behind NWHF's achievements in these areas to be;

- In-depth knowledge and understanding of WH-related processes in UNESCO
- Extensive network and good standing within the UNESCO-system
- Competent staff with strong networking skills
- Understanding of Norwegian development policy and the priorities of the Norwegian MFA

In-depth knowledge and understanding of WH-related processes in UNESCO

NWHF has over a number of years had close contact with the WH Centre on issues of periodic reporting, sustainable tourism, the capacity building strategy, and also with the Africa and Pacific desks. In periods, NWHF staff has been engaged in intense collaboration with WHC staff, something that has led to mutual trust and a high degree of understanding of the priorities and practical restrictions in WH-work seen from WHC. NWHF has participated in strategy development processes in WHC and at least in one case contributed to documents (Programme on Sustainable Tourism) that have been adopted by the WH Committee. This would not have been possible without in-depth knowledge and understanding of WH-related processes in UNESCO..

Extensive network and good standing within WHC

NWHF was the first C2 Centre to be established and the NWHF director has consistently worked with WH issues and WHC-cooperation for almost 20 years. Combined with a positive track record of contribution to the WHC, this has contributed to NWHF having a high standing in UNESCO and WHC and an extensive personal network of contacts. In a complex organisation like UNESCO, a refined understanding of the internal political dynamics and which people within UNESCO are important in which contexts, is very helpful when trying to leverage projects and cooperation. Many stakeholders have in interviews confirmed that NWHF has a very good network within UNESCO and a high standing at WHC. The recent Myanmar-project is an example of NWHF being able to facilitate design and provide a rationale for a field project on short notice, by leveraging its network in Norway, at WHC in Paris as well as the global UNESCO network.

Professional staff with strong network skills

NWHF has a small secretariat. Stakeholders consistently underline in interviews that NWHF staff is professional although not being experts on specific WH issues, skilful in handling the complexities of the UNESCO system, flexible and deliver on time – in spite of being stretched. The staff has also proved to have network skills and intercultural understanding, something that is crucial in order to enable smooth cooperation with the stakeholders within the UNESCO system. The staff skills are an important factor in the achievement of major objectives and targets.

Understanding of Norwegian development policy and priorities of Norwegian MFA

NWHF has successfully contributed to secure funds from the Norwegian Government for a number of projects, such as support to participation of representatives of developing countries at WH meetings (from a grant MoE distributes), staff exchanges with other C2s (AWHF), and three +1 million NOK projects in developing countries. The ability to frame WH-work within the context of Norwegian development policy and the priorities of MFA, have probably been important to achieve this.

4.2.4 Weaknesses: Major factors behind NWHF's non-achievements

NWHF's non-achievement of objectives may briefly be summarised as follows:

- NWHF has not been a Nordic Focal point that broadly and systematically brings the Nordic countries together to enhance WH-work in the region

- NWHF has not facilitated the use of Nordic experts in UNESCO processes or in WH-related projects in developing countries

- NWHF has not mobilized bilateral resources from other Nordic countries, multilateral resources or private resources for WH-work in developing countries.

Based on available documentation and interviews, we consider the major factors behind NWHF's lack of success in these areas to be:

- Lack of skills and experience to be a Nordic focal point
- Too ambitious work scope
- Lack of fundraising skills and network
- The present European Economic crisis

Lack of skills and experience to be a Nordic focal point in a broad sense

With the exception of the director, the staff has little previous work experience with WH issues in a Nordic context. In order to be a Nordic focal point for WH in the region in the sense described by the MoE, it would be useful to have many years of hands-on work experience from Nordic organisations working on WH issues and strong networks among the relevant experts. Generally speaking, NWHF staff does not have this. It would also probably be helpful if the secretariat had a more Nordic profile, for instance by employing staff from different Nordic countries, which would have complementary national networks.

Too ambitious work scope for a small secretariat

NWHF's strategy outlines an ambitious scope of work, with the Nordic-Baltic region, Africa and the Pacific being prioritised regions, and in addition support to WHC in Paris and other C2s is a priority. The current scope of work appear too broad for NWHF to be able to deliver on all the main objectives and targets with a secretariat of (at present) three people. The mandate stipulates NWHF's roles to be a coordinator (Nordic focal point), facilitator and fundraiser, which better fits a secretariat of 3-4 experienced staff. Several stakeholders, in Norway and abroad, have pointed out that NWHF could achieve more if they to a less extent involved their own staff directly in projects and processes, and to a larger extent facilitated engagement of experts from Nordic milieus.

Lack of fundraising skills and network

Fundraising is a pronounced issue in the agreement, and an issue where NWHF to a limited extent has followed-up outside a Norwegian government context (MFA). If NWHF is to be a professional fundraising organisation, raising funds from bilateral, multilateral and private sources, this requires a specific kind of competence. Fundraising skills typically involve a) ability to do current and prospective donor research, b) ability to initiate and develop relationships with existing and potential donors, c) ability to present a compelling case taking into account donor priorities while upholding the core purpose, d) ability to contribute at the strategic level to the development of one's organisation so as to ensure fundraising perspectives are included in plans and activities, and e) ability to ensure transparency and accountability as well as motivating communication towards donor stakeholders and other interested parties. Current NWHF staff to a limited extent possesses such skills and/or a track record of such work. Moreover, if NWHF is to be a professional fundraising organisation, the foundation would need at least one full-time person with these types of skills and a track record, as well as strong insight into WH issues and a relevant Nordic network.

The present European Economic crisis

According to the foundation fundraising has been difficult during the last period because of the economic situation in Europe. Accordingly fundraising has not been among the foundation's priorities during the last period. If this is just an opinion from the foundation or actually based on their experience with fundraising is unclear. According to MoE fundraising from private funds and foundations have increased in countries more heavily stricken by the crisis than the Nordic countries, indicating that fundraising not necessarily had been more difficult in later years.

4.2.5 Adequacy of RBM framework and associated indicators for assessing effectiveness

The philosophy of Result Based Management is to increase the focus on outcomes (results), i.e., the change one wants to achieve, and avoid being caught up in implementation of activities while loosing track of the purpose and whether that purpose is achieved. As highlighted in UNESCO's RBM-system, the outcome or result is the last step of a transformative process, where inputs (human and financial and institutional resources) are used to undertake interventions (acts to be undertaken) leading to outputs (for instance workshops) that contribute to outcomes - a desired change of situation.

A RBM system should ideally describe the change one wants to achieve in a way that is SMART (Specific, Measurable, Achievable, Relevant, Time-bound). Activities should contribute to making this change take place at a certain point in time. At regular intervals, the organisation should evaluate progress (using indicators) and the extent to which activities and outputs still can be considered sufficient to reach the desired outcome. If not, activities should be adjusted accordingly.

With limited resources it becomes especially important to have a well-functioning RBM system. As described in chapter 2.6.2 NWHF established a rather ambitious RBM framework in 2010 in connection with the Alternative Strategy. The RBM framework describes Goal, Baseline/Problem, Outcome, Result Indicators, Monitoring Mechanisms & Information Sources, and Assumptions/risks for all Strategic Objectives.

Although the Alternative Strategy and the management system are based on a RBM approach, it does not, yet, fully comply with RBM:

- It is unclear precisely what it is that NWHF wants to achieve with regards to sustainable tourism, Periodic Reporting and C2 Centres by 2014, as the *goals* for these objectives often are described in rather vague terms. For instance the goal for SO 1.1A (provide technical assistance and promote collaboration between UNESCO-WHC, C2s and other international and Nordic-Baltic partners, supporting UNESCO-WHC´s Programme on World Heritage and Sustainable Tourism) is "Sustainable development through World Heritage & Sustainable Tourism". This goal is a very ambitious, and in many respects difficult to measure. In addition the possible impact NWHF can have on such a development is probably small, as it is highly dependent on several other actors. NWHFs role in possible achievement is not always clear.

- The *baseline or problem* is mostly a qualitative description, making it difficult to assess changes, but on the other hand most of the problems are difficult to describe in more quantitative terms.

- Several of the *result indicators* are SMART, like "Operative MoUs between NWHF, C2s and other relevant stakeholders on promotion of WH&ST" (SO 1.1A), "Five workshops conducted, providing clear recommendations" (SO 1.2B), and "RBM Frameworks developed at all C2s" (SO 1.3). These are specific and measurable, as indicators should be. At other times indicators are more vague and not quantified, referring to "increased capacities", "participation" or "reflected in". It

seems that for SO 1.2 (Periodic Reporting) the indicators are generally more SMART than for the two other strategic objectives.

The formulation of the Strategic Objectives contains formulations like "cooperation with", "development of", "provide assistance", "establish network", with no milestones in the form of deadlines or precise quantification of what this is supposed to amount to in terms of content. In theory "providing assistance" can mean anything from answering phone calls on a certain topic, to developing comprehensive tools for a certain stakeholder group.

The reports to the Board from the secretariat since 2010 all contains a list of activities and rationale for those activities, but does not refer directly to the indicators from the RBM Framework. A description of progress with regards to the indicators is not provided at regular intervals, and degree of progress with relation to stated indicators (such as "sustainable tourism included in WH sites' management plans") is not reflected upon. Normally, a system should describe how and when one regularly measures the degree of progress using the indicators. The RBM Framework describes monitoring mechanisms and information sources, but these are not clear cut, and do to some extent seem like indicators rather than mechanisms and sources (like "Presentation to the WH Committee" and "launch in Japan in November 2012"). As mentioned in chapter 2, NWHF has recently worked out a strategy for Monitoring and Evaluation that, if implemented properly, can remedy this weakness. This strategy adopts a three level monitoring approach: Programme performance (for complex programmes that NWHF is involved in), Strategic and catalytic performance (assessment of the efficiency and effectiveness of the secretariat, UNESCO and partners), and Programme achievement (assess NWHFs contribution to changes in the WH system).

NWHF's purported RBM system is not fully in place, and there is a risk that the present RBM-system obscure NWHF's accountability. When the strategy for instance uses vague formulations such as "provide assistance" and "increase capabilities", it is difficult to say that the foundation is not achieving its strategy as long as it is keeping some activity going on the relevant issues. Considering that NWHF has been working with the RBM system since 2010, and also helps/trains other C2s on RBM (although assisted by the Bureau of Strategic Planning in UNESCO), the identified weaknesses can be viewed as critical. On the other hand, being a small organisation it is understandable that the RBM Framework is being developed over time.

4.3 Efficiency

In this section we analyse whether the results of NWHF are being achieved in a cost-effective manner and if the organisation of NWHF is efficient. We first consider the operations of the secretariat, the efficiency of the work towards the mandate, and the extent that NWHF is actually known among its stakeholders. Then we address more formal aspects, such as the institutional set-up, funding arrangements and resource implications for WHC of interacting with NWHF.

4.3.1 The operations of the secretariat

By 2013, the secretariat consists of three persons; the director and two advisors with primary responsibility for Sustainable Tourism (ST) and Periodic Reporting (PR), respectively. As NWHF is a small organisation, all staff carries out tasks according to

need in addition to carrying out core responsibilities. The working culture is informal and based on mutual trust and communication on a need-to-know basis. The director delegates responsibility for main areas of work to the advisors, who leads the work on the issue and checks up with the director on different issues that may arise, according to need. This model is reported to work efficiently and well, by internal staff as well as external stakeholders. The secretariat has weekly (office) meetings, and projects/professional meetings as needed. The Director in addition has continuous contact with the Chair of the Board.

The main ways the secretariat works may be summarized as follows:

- General participation and contribution in relevant meetings and processes related to WH-issues, in the Nordic-Baltic region and in multilateral WH-processes (various international destinations). This contributes to networking and information sharing.

- Technical contributions to and/or facilitation of relevant meetings and processes related to WH-issues in the Nordic-Baltic region and internationally. Examples: Periodic reporting, sustainable tourism, implementation of C2 strategy. This contributes to methodological development and/or implementation of different tasks.

- Contribute to raising funds from the Norwegian Government, by facilitating and supporting proposals.

NWHF is a small organisation, with short communication lines, both in the secretariat and between the board and the secretariat. This can make the need for formal systems and routines less important – at least in the daily work. But there is also a risk of cases falling between two stools if they are not being caught in a more formal system. We have no indication that this is the case, and the meeting routines, within the secretariat and between the secretariat and the board are appropriate.

In the evaluation we have however experienced that there are weaknesses in some of the archiving systems, for instance missing documents in the physical archive. NWHF has since 2011 been using a cloud-based system for shared access from anywhere to its electronic archive. Before this, NWHF used a local server-based system for its electronic archive, which currently contains the electronic archives from 2002-2011, and further runs as backup for the cloud-based system.

As the case study of The Natural World Heritage in Africa Phase II–project shows there seems to have been rather poor project management routines at NWHF in the period 2008-2010. Project documents and copies of correspondence including attached documents were not properly kept, project reporting routines were not properly in place, and a system ensuring that lessons from project implementation are drawn, documented and learnt was not used. For the later case studies this do not seem to be the case.

Regarding systems and routines towards the main stakeholders, NWHF has a more or less on-going dialogue with WHC, and in addition two to three coordination meetings

with WHC a year. At these meetings WHC works plans and priorities are being discussed in order to help determine NWHF's own work plan for the coming year.

Regarding the Norwegian main stakeholders, there is a form of systematic communication (besides the formal communication on the grant), with regular information meetings with the Heads of the Department for Cultural Heritage Management at MoE (where the chair of the board and one from the secretariat attend), and in addition the chair of the board has more or less regular meetings with the director for the international section at the Directorate for Cultural Heritage (the latter being deputy chair of the board). These meetings are considered as useful for all involved parties.

4.3.2 Efficiency of work towards the mandate

The way NWHF works has not led to NWHF delivering fully on the tasks stipulated in the mandate (ref. 4.1.4, 4.1.5, 4.2.1). The following may be considered main factors contributing to a low degree of delivery on main tasks and thus low efficiency:

- NWHF's task to support the WH Centre by facilitating engagement of Nordic experts is hampered by the fact that usually NWHF itself takes on the role of providing such support. This is not effective. NWHF has three staff and limited capacity, while Nordic milieus working on WH-issues consists of dozens or more experts with competence that may be relevant. Facilitating engagement of experts from such milieus, would allow for broader Nordic engagement and contribution with the same resources from NWHF's side. Moreover, the engagement and contributions would be deeper as the Nordic milieus as such represent much broader competence and deeper experience with WH-issues than what NWHF itself has.

- It would seem that NWHF uses its engagement in different processes at WHC to develop the competence among NWHF staff further on issues such as periodic reporting and sustainable tourism. This gives NWHF a role and a position on such issues, from which NWHF engages in a kind of expert role in the Nordic-Baltic region. While such an approach may be justified in certain cases and also simply may arise due to circumstance and need, it would likely be more effective if NWHF principally aimed to facilitated the development of such competence in representatives from the Nordic WH-related milieus through engagement of them in relevant processes. This would also allow for synergies to emerge between Nordic-Baltic milieus and international milieus, from practical cooperation on issues such as for instance periodic reporting in Africa.

- The task to act as a Nordic focal point is hampered by a strong international focus from NWHF's side, which comes at the expense of a broad engagement in the Nordic-Baltic region. There are synergies between an international focus and the role as Nordic focal point. NWHF has also with the Alternative Strategy increased its engagement towards Nordic-Baltic stakeholders. Still, in over view NWHF's engagement is still not anchored properly in the Nordic-Baltic region.

- The secretariat staff travels extensively, which is reflected in an annual travel budget of NOK 500-800 000 (including project related travel) in the evaluation

period. International travels are time consuming and provide difficult working conditions. For networking and engagement in different regional or multilateral processes, travelling may be necessary and important. However, multilateral organizations also have a tendency to generate processes and meeting needs, which it is important for involved organizations to respond to in a critical manner so as to avoid unnecessary use of human and financial resources. We have not found any justification for the level of travelling in the annual reports. We note that extensive travelling is only to a certain degree compatible with a role of being a stable Nordic focal point providing coordination and facilitation for others.

4.3.3 Visibility among stakeholders

The evaluation has revealed that the visibility of the foundation is limited among relevant Nordic stakeholders, which clearly hampers the effectiveness of the organization's efforts. There generally seems to exist some confusion on what the foundation is and how it can be used by different stakeholders. One of the WH site managers answered the following in the questionnaire:

> *This survey has made the role of NWHF much clearer to me, even if I have worked with a WH site for 8 years and have visited the NWHF website several times. I would suggest NWHF produce some short, easy understandable printed information (promotion) aimed for all persons involved in the work with Nordic World Heritage, and distribute it to all relevant parties (i.e., at Nordic conferences, meetings, to new WH sites etc.). Questions to be answered: -What is NWHF? -What is the aim of NWHF? - What can I use NWHF for/ how can NWHF support me or my site?*

This indicates that there might be a need for a market survey among site managers to find out what their needs are and how the foundation can contribute.

The NWHF website (www.nwhf.no) is not providing clear information about NWHF and how the foundation is relevant for Nordic stakeholders. The website also seems to have suffered from only rudimentary updating the last couple of years. Under "projects", the top story is a call for applications to do an internship at AWHF for one year in the period 2011-2012.

The lack of visibility has been recognized by NWHF. The board adopted an Information and Communication Strategy for 2012-2014 in 2011, and an Action Plan in December 2012. The Action Plan will be implemented in 2013, but according to the board there is a need for additional resources to allow for its implementation.

On the other hand, most informants at WHC have noted that NWHF has been very clear regarding its capabilities vis-à-vis the WHC, especially compared to other Category 2 Centres. This may be indicative of a stronger orientation toward Paris than toward the Nordic region.

4.3.4 The institutional set-up

Being a foundation renders NWHF a more or less automatic independence, at least in relation to MoE, which represents the Norwegian Government State Party.

When it comes to UNESCO the 2009 Agreement calls for NWHF to "contribute to the medium-term strategies of UNESCO in the implementation of the Convention…" Since the World Heritage Committee sets the priorities and policies regarding implementation of the World Heritage Convention, informants in the WHC told us that it is implicit that NWHF should align itself with such policies, when the World Heritage Committee has endorsed them. This means that while being an autonomous organisation as such, the status as Category 2 Centre requires that NWHF align to UNESCO. In addition, UNESCO has the possibility to influence NWHF directly through their seating in the board.

The other agreement partner, the Norwegian Government, does not have the same possibility to influence the daily work of the foundation. More indirectly, however, the MoE wields influence through its mandate to appoint board members.

This situation seems to have created a certain "imbalance in power" between the main parties in the Agreement with regards to the development of the daily work of the foundation. This may have contributed to the differences in interpretation of NWHF's mandate between the NWHF board and the MoE. The differences in interpretation have created uncertainty and frustration among involved parties, which have not contributed to efficiency. For the present set-up to work, a better coordination and alignment of interests and priorities between the main stakeholders (UNESCO and MoE) must be ensured.

Generally speaking, however, many interviewees note that a foundation is probably an efficient institutional set-up for a Nordic C2 Centre. The benefits of being a foundation versus the same work being put under a government ministry, is that an organization can act more independently and decisively, and be spared (reportedly often extensive) bureaucratic processes reflecting the rules and regulations for public administration. On the other hand, placing the same tasks and funding under a ministry would allow for synergies. The relevant Norwegian institutions would be the Directorate for Cultural Heritage, the Environmental Agency or a research organisation. The Nordic network that NWHF has is also available for these actors, as well as international contacts. The Directorate already works with international parties through bilateral projects, and can for instance use them to assist in nomination processes and Periodic Reporting. Such organisations could also maybe do a better work on supplying Nordic expertise internationally, given that they can be supposed to have a better, and updated, overview over existing competence. The marginal costs of expanding the Directorates international work would probably be lower than the funding of NWHF, given that it is possible to employ 3-4 persons within the same organisation and localities as today. Such a solution would guarantee MoE a better control of the use of these resources. However, one would no longer have a C2 Centre for the Nordic-Baltic region. Moreover, the flexibility and independence that NWHF provides would be lost with such a solution. In terms of efficiency, there are drawbacks and benefits that are difficult to quantify to the alternatives of placing the mandated tasks of NWHF in a foundation or under a ministry.

To transfer the funding to a research organisation could also prove difficult since the work of NWHF cannot be classified as research and hence could be incompatible with the statutes of the potential research organisation. It would also not necessarily solve the problem of lacking steering control for MoE.

4.3.5 Funding arrangements

The basic funding for the running of the secretariat and the board comes from MoE, see chapter 2.6. In addition projects have been funded by external funders, mainly MFA, but also FK Norway and Government of Switzerland in the present period. MoE also offers grants to seminars, conferences etc. as supplements to the basic grant to the Secretariat. Most of the project funds are being transferred to cooperation partners, while some are being used to cover travel and other expenses, for instance extra staff, in connection with the project in question.

Basic funding subject to National Budget regulations

The Agreement requires that the Norwegian government grants NWHF at least NOK 3.5 million per year, but for the whole period the basic funding has been above, with 1.5 million for all years except 2012 when the funding was reduced to NOK 4 million. The yearly grant is being decided in the National Budget, and is as such affected by the yearly governmental budget discussions and priorities. This renders some uncertainty for NWHF, since the Governmental budget is not being public before October, an uncertainty that was highlighted for the budget year 2012. Being presented for a 20 per cent cut in the funding from MoE on rather short notice NWHF was forced to implement cuts in their own budget, including moving to cheaper offices, non-renewal of one staff member's contract and drawing on the Foundation's retained equity to balance the budget. But given the regulations for the National Budget it is not possible to secure grants for more than one year ahead, except the amount that is decided in the agreement. This is a situation all grant recipients has to adapt to, and plan in accordance to. It is also noteworthy that the operating costs in 2012 were higher than in preceding years, for instance with higher travel expenses. This indicates that the reduction in the funding was not fully reflected in the operation of NWHF.

Possibilities for extra payment

The board has agreed to give the secretariat the possibility to invoice payment for services provided, for instance to governmental partners and WH site managers on work related to Periodic reporting. This possibility should however not be used for "basic" services. So far this opportunity has not been used by the secretariat, partly due to unclear delimitation of when to apply this payment (what is basic services?) and partly due to the extra work this will require from the secretariat.

Contribution from the other Nordic countries

NWHF has a Nordic dimension and one could therefore ask why the other Nordic countries should not contribute to funding the foundation. If they find NWHF useful there should be some willingness to pay in order to keep the foundation running.

At present NWHF covers all travel costs for the board members in connection with board meetings (but no allowances). This is common practice for boards, but one could argue that the other Nordic members should pay for this themselves. And to our knowledge at least one of the board members does not always send the travel expense bill to NWHF.

At the same time the Nordic board members (and hence their governments) contribute in kind, varying from 4-15 working days per year according to our informants in the board. In addition they contribute with knowledge to the foundation.

Another consideration is that for this kind of cooperation, both within the UN system and Nordic Council of Ministers, it is commonly agreed upon that the country hosting the institute also provides the core funding.

Funding UNESCO directly

Most of the interviewees agree that donating NOK 4-5 million directly to the WH Fund or WHC would most probably is less cost-effective than today's system. UNESCO is a large and bureaucratic organisation, not always being perceived as effective (ref. Norad 2009). And in addition NOK 4-5 million will run the risk of being used on other issues than WH or not in accordance with the WH policies of the Norwegian Government. This would rather be a donation than a grant, limiting the steering control for the government. The intended Nordic perspective would most certainly be lost with such a donation. In this assessment it is also important to take into account that NWHF is independent, and hence more flexible. The foundation can relieve WHC in Paris, i.e. give a benefit for UNESCO that probably is higher than UNESCO receiving the same amount directly. On the other hand, providing a few good extra staff through NWHF does not in itself really provide a sustainable long-term contribution to WH work.

Cost-efficiency

Having no other other organisation to benchmark with it is difficult to conclude whether the running of NWHF is cost-effective or not. The large spending's on travel are however a potential issue. According to NWHF the travelling all are related to processes directly related to the Strategic Objectives, and upon request/invitation from the Nordic-Baltic States Parties or UNESCO HQ and regional offices. In addition, NWHF participate in the annual WH Committee meetings. But focusing the work on being a focal point the travelling of the secretariat would most likely decrease.

4.3.6 Resource implications for UNESCO of interaction with NWHF

As mentioned earlier, the budget crisis within UNESCO has led the organization to utilize Category 2 Institutes and Centres more to conduct its work. At the same time, UNESCO is aware that interacting with the increasing number of Category 2 Institutes and Centres implies transaction costs. UNESCO staff now must record on SISTER (UNESCO's Intranet-based monitoring tool) costs and time related to interactions with all Category 2 Institutes and Centres. According to the "Report on the full cost of Category 2 institutes and Centres" of April 2013[22], the average cost per institute/Centre during the 2012/2013 biennium ranged from $10,000 to $30,000, with an average cost of just under $20,000. UNESCO would not reveal the cost of particular Category 2 Institutes and Centres, so it is difficult to see how NWHF compares with others. In any case, the report notes that higher costs "do not necessarily represent higher administrative costs, but rather a higher degree of substantive cooperation between the Secretariat and the institutes/Centres concerned around concrete activities" (3b). In other words, a high "cost" may simply indicate a high degree of cooperation.

According to a document reviewing progress so far in implementing recommendations from IOS' joint audit and evaluation of the management framework of Category 2 Institutes and Centres, transaction costs for UNESCO in dealing with Category 2 entities

[22] 191 EX/14.INF, 9 April 2013.

include the following: "conducting feasibility studies for proposed Category 2 entities, participation of UNESCO staff in Category 2 governing boards, liaising and engaging with a burgeoning number of institutes and Centres, and conducting the review assessments…prior to the renewal of agreements."[23]

It would seem that most of the direct costs mentioned have already been covered by NWHF for some time. For example, The 2007 Evaluation of the NWHF noted that "the work of the NWHF has no financial implications [for UNESCO] and travel to Board meetings is covered by NWHF".[24] It should also be noted that the direct costs of the present review are being borne by the NWHF, though this does not cover the time accorded by UNESCO staff.

In interviews with WHC one question concerned whether their transaction costs were reasonable compared to the value received from NWHF, and compared to the transaction costs associated with other Category 2 Institutes and Centres. Almost everyone agreed that NWHF was one of the most efficient Category 2 Centres to work with, not only because of the high degree of NWHF staff professionalism, but also because its staff understood UNESCO processes and cycles very well, leading to relatively smooth interaction. One Head of Unit commented that NWHF was the most efficient Category 2 Centres in the Europe region and that the unit "certainly gets more out of NWHF than it puts in." Another Head of Unit noted that time required to deal with NWHF was "minimal". A third Head of Unit called NWHF a "useful, cost-effective channel for Nordic funds." While Nordic countries provide more money to WHC bilaterally than they do via NWHF, he appreciated the NWHF channel because he felt he had little say over how the bilateral money was used. Money coming via the NWHF "is much more of a partnership", and the locals have larger say on how it is used.

Several informants pointed out that working with NWHF was efficient because NWHF made it clear to WHC staff where its expertise is, in turn making it easier for them to access that expertise. In contrast, some other Category 2 Institutes and Centres reportedly have been less transparent about their expertise, inflating the presentation of their capabilities, while in reality not being able to deliver all they claim. According to several WHC informants, this is much less of an issue with NWHF. Some pointed out that NWHF did not necessarily draw very much on expertise from the Nordic area beyond the Secretariat, but at least did not pretend it could draw on expertise that it could not deliver. Two other Heritage-related Category 2 Centres receiving high marks from UNESCO staff were the African World Heritage Fund and the Arab Regional Centre for World Heritage, the former primarily because of its good network of experts; the latter primarily because of its ability to provide large amounts of funding, at least in the past.

4.4 Impacts and Sustainability

4.4.1 Impact

Achievements or results create (or don't create) an *impact* – a long-term effect. This is something that may, and with certain likelihood normally should, follow from results,

[23] 190 EX/18, 7/09/2013, "Category institutes and Centres. Part I", paragraph 8

[24] 179 EX/12, 21/03/2008 "Evaluation of the Nordic World Heritage Foundation and renewal of Category 2 Centre Status", para 13.

but which is outside the direct control of the implementing institution. An impact is for instance a political decision that is made as a consequence of the public debate triggered by a report produced by NWHF, which changes something in society. An impact can also be a change in the work culture of WH site managers as a consequence of attaining new technical skills enabling monitoring and regulation of sustainable tourist flows, which was initiated by seminars supported by NWHF which providing training in such tools.

Generally, one could define NWHF's main results as:

A. New WH sites, where NWHF has contributed to the nomination process through technical support, facilitating assistance and fundraising from bilateral sources (Norwegian MFA).

B. Adopted strategies, programmes and periodic reporting at WHC, where NWHF has contributed to their development and final form.

C. A higher knowledge-level related to Periodic Reporting, Sustainable Tourism and C2 Best Practise among WH stakeholders (in the Nordic-Baltic region and among C2 Institutes and Centres), where NWHF has contributed with lectures, training and facilitation of processes, networking and fundraising from bilateral sources (Norwegian MFA).

As noted earlier, these results do not fully comply with NWHF's mandate, where there is a focus on being a Nordic Focal point, facilitating the use of Nordic expertise in WH-work internationally, and fundraising from a variety of sources incl. private.

Concerning impacts, we see with regards to A that NWHF channelled funding from the Norwegian MFA to the preparation of the nomination dossier Kenya Lake System covering three sites in Kenya. The Kenya Lake System was included on the WH list in 2011. This impact can be attributed to NWHF primarily by the fact that NWHF raised the money for developing the dossier. The importance of NWHF's role is thus determined here by the likelihood of the preparation of the nomination dossier being funded by some other donor. Currently, NWHF is involved in a facilitating role for a project aiming at securing WH-status to the Inle Lake in Myanmar.

With regards to B, contributing to strategies, such as the sustainable tourism program, has the potential to influence national or site-specific strategies and actions that are based on these. Another important area where NWHF has contributed is periodic reporting, which is a core process for WHC and States Parties that leads to regional action plans and helps prioritise eventual assistance. NWHF work in this area can influence the efficiency of the priority-setting process. NWHF's work on developing online guidelines for carrying out periodic reporting also has the potential to help future work in this area, even when NWHF does not participate itself. However, it is probably too early to see any actual impacts from such activities.

With regards to C, this is about capacity building. To what extent have these activities led to real change taking place among the involved stakeholders? We have no precise measure of this, but interview data backed up by reports on activities indicate that for instance NWHF's activities have a real effect on the Periodic Reporting in the Nordic-Baltic region, by contributing to an improved skills level and likely a more effective and

precise reporting. It also seems clear that NWHF's extensive engagement with AWHF has contributed to bringing this institution from infancy (AWHF was established in 2007) up to its current level. NWHF's work on sustainable tourism in the Nordic region, has contributed to the general activity in this area but the impact and added value is difficult to measure in any precise manner. In other areas and towards parties such as the eight WH C2 Centres where NWHF less consistently and over shorter time periods have provided lectures or training, it seems unclear and less likely that NWHF's activities have had real impact.

4.4.2 Sustainability of results and impacts

With regards to 'new WH sites' (A), this concerns the official recognition of a new WH site in Kenya – the Kenya Lakes System WH site. Such an outcome is in itself sustainable and not dependent on any further NWHF activity. Being a WH site brings increased status, something that – in principle – should bring increased attention from the authorities, increased income to the area in the form of core government support for management and tourism, and also increased pressure in the form of larger number of tourists. For the long-term integrity of the site, it will be important that proper management balances the increased pressure in the form of larger number of tourists.

With regards to the outcome 'strategies and policies at WHC' (B), contribution to such outputs are likely to be sustainable to the extent that WHC, States Parties and individual sites implement them; they will not necessarily require implementation from by NWHF. Of course, strategies and policies will be changed or replaced over time as circumstances and needs change. The sustainability of these results will also be influenced by the extent to which NWHF is able to contribute strategically to strategies and policies that are realistic and where there is buy-in and capacity among key implementation stakeholders. The more practical and the better political design of the strategies and policies adopted, the more sustainable the impact of this work will be.

With regards to capacity building (C), the impact at AWHF is a fruit of long-term engagement through which AWHF has matured considerable as an organisation. This impact appears to be sustainable and not dependent on any further NWHF activity. The sustainability of the other capacity-building activities is uncertain. In many cases, isolated lectures and trainings will have an impact but general experience with capacity building indicates that very often the impact is low and not sustainable unless the trainee is engaged over time and receives concrete tools or follow-up tasks to implement in his/hers every-day work situation. It seems NWHF is engaged in quite a number of lecturing and training events where the precise impact and sustainability of NWHF's contribution is low. (Such engagement may be legitimized by other factors, however, such as for instance networking.)

The PR training likely has a real impact, at least in the short term, as the trainees afterwards will apply the knowledge they receive at their work place when conducting the PR exercise. The sustainability of the training is brought into question, however, by the fact that interviewees report that the turnover at the responsible ministries and the time (6 years) between each PR exercise leads to a lack of institutional memory. In order to ensure sustainability of the PR training, it will thus be important to find ways for receiving institutions to contain the knowledge/skills provided over time and without being dependent on NWHF. Generally speaking, NWHF does not seem to train trainers and has not so far developed stand-alone tools or platforms making it possible for

stakeholders to extract the information or skills NWHF typically provides without resorting to NWHF itself. This compromises the sustainability of the training efforts.

4.4.3 The sustainability of NWHF itself

The current size of the NWHF secretariat is three full-term employees, which is a minimum size for an independent secretariat. The current size of the secretariat makes it vulnerable for changes in personnel and/or incidents that affect personnel (long-term sickness etc.), and such change will likely have high impact of the foundation's ability to deliver the required services. As NWHF itself has pointed out, a secretariat of around 5 people would seem a robust and sustainable level for an independent secretariat.

An alternative to expansion in order to reduce vulnerability and ensure sustainability, could be to integrate the secretariat more closely with other institutions working on WH-issues in the Nordic region. If NWHF for instance was located together with MoE-institutions or research institutions working on WH-issues, that could allow for synergies and mutual assistance according to need.

A foundation normally draws on a fund, something that gives long-term financial security and also enables a role as grant giver. NWHF is not this type of foundation, and is much more economically vulnerable. As an organization, NWHF is totally reliant on external funding on an annual basis and the core funding from MoE is its only secure financial basis. The core funding is provided from MoE on an annual basis, and is currently based on a 6-year agreement with UNESCO (ending 2014). The funding has been above the level mentioned in the Agreement for the whole period, but saw a temporary and unexpected reduction of 20% in 2012. In itself, the core funding is at a minimum of what is required for NWHF to uphold core services.

To ensure financial sustainability, the foundation must expand its funding base beyond the MoE core funding in a more robust manner than what has been the case in the evaluation period. Being a Nordic foundation, the foundation should have a clear Nordic presence and a Nordic funding base of private and public donors complementing the Norwegian MoE core support. The long-term financial sustainability of NWHF is dependent on its ability to work together with and raise funds from the Norwegian government as well as Nordic WH stakeholders including private sources.

It may be noted that NWHF's financial starting point is not unique. MoE supports on a similar basis (core funding) and on a similar level (NOK 4.5 million per annum) the UNEP GRID-Arendal Centre in Norway. Raising funds from different sources, UNEP GRID-Arendal raised funds of NOK 43 million in 2011 (ref. UNEP GRID-Arendal 2012)[25].

4.5 Implementations of recommendations from previous assessments

NWHF has been evaluated or assessed a few times before, the latest being the end-evaluation of the former agreement (in 2007) and a mid-term assessment in 2011. One NWHF-project (Cultural Survival and Revival in the Buddhist Sangha, 2004-2007) was also part of a Norad evaluation of Norwegian support to the protection of cultural heritage (Norad 2009). Some of the findings and recommendations in these evaluations are relevant also for our evaluation, therefore we shortly refer to these, focusing on

[25] UNEP GRID-Arendal (2012): *Programme Cooperation Agreement 2010-2011. Final Biennium Report*. March 9, 2012.

recommendations that are still relevant (some of the recommendations from the 2007 evaluation are redundant as the strategic focus has changed away from project implementation to more upstream activity).

4.5.1 The 2007 evaluation of NWHF

The 2007 evaluation was commissioned by NWHF in line with the former agreement between UNESCO and the Norwegian Government. The evaluation was mainly positive showing, amongst other things, that NWHF was well established and had streamlined its activities to address the strategic goals of UNESCO. A challenge pointed out in this evaluation was a need to strengthen the cooperation between the Nordic countries in their work towards developing countries.

Concerning the Nordic dimension the recommendations in this evaluation are:

1. To include members of all Nordic countries in the board.

2. To develop a resource base of expertise within the region to leverage increased participation of the Nordic countries in the work in the region as well as in developing countries.

3. To strengthen the profile and role of the NWHF in the region, and the role of NWHF as focal point for Nordic donor agencies requires to be strengthened.

In addition the evaluation recommended that major efforts should be undertaken to broaden the base of funding for projects and activities.

To our knowledge, point one (including all Nordic countries in the board) has been undertaken, whereas the other points still are not fully accomplished. NWHF has no resource base of Nordic expertise (but a database for the Nordic World Heritage network), the profile and role has been strengthened somewhat but there is still a need to work more on this (incl. for instance to get an up-dated website in place), and there has been no funding from other Nordic donor agencies during 2008-2012.

It is striking that this evaluation seems to describe a quite different key role for NWHF than the one which has developed since 2007, and which is endorsed in the 2011 mid-term assessment commissioned by NWHF.

4.5.2 Norad's 2009 evaluation of support to protection of cultural heritage

This evaluation addresses the experiences of Norwegian support to the protection of cultural heritage in developing countries, focusing on the period 2000-2008. Three country cases were selected from the project portfolio for further study, one being Nepal. The evaluators note that the projects were assessed from a local point of view. The Nepal country cases covered three networking programs focusing on intangible cultural heritage, of which the Buddhist Sangha project on cultural survival and revival of Buddhist practises in Nepal (where NWHF was involved) was the largest. This project was organised by the UNESCO Bangkok office and covered 18 sites in eight countries incl. Nepal. The evaluators note that the projects were implemented during a highly turbulent period in modern Nepali history, which may be partly the reason why they were implemented without involving national government counterpart institutions in Nepal.

The evaluators note (p. 53-55) that the Buddhist Sangha-project only partly reached its goals. The regional structure led to only 30-50% of the total budget being available for local implementation. Lack of communication between the local implementing organization and UNESCO meant that considerable time and energy was spent on planning activities that there was no budget to carry out. In the view of the local organization, their priorities were not taken into account. The evaluators conclude that "the sustainability of the projects has been limited, partly because of lack of resources and capacity among the organisations to replicate the activities, partly as a result of lack of interest from government. The review reports a surprising lack of coordination between the three UNESCO projects and defective communications with central government." (p. xiv).

In the recommendations, the evaluators note that "large parts of the Norwegian effort is channelled through multilateral institutions, with a limited involvement of Norwegian institutions, limited scope for country-level coordination of the Norwegian effort and limited opportunity for oversight and results monitoring. Norwegian bilateral institution- and capacity-building initiatives can benefit from mobilising and coordinating additional professional resources in Norway, partly through already established funding mechanisms for research and training, thus expanding the Norwegian resource base." (p. xv-xvi).

A clear recommendation of the evaluation of relevance to NWHF, is to increase mobilization and use of professional resources in Norway for institution- and capacity building initiatives related to WH in Norwegian development aid projects.

It should be noted that UNESCO and NWHF have stated that they disagree strongly with the description and conclusions of the evaluators concerning the Nepal case in the report (ref. footnote 33, p. 57).

4.5.3 The 2011 mid-term assessment of NWHF

The mid-term assessment in 2011 was commissioned by NWHF. It is not an evaluation proper, as NWHF according to the Agreement NWHF cannot commission evaluations of their work. According to this *assessment*, the NWHF activities have been in accordance with NWHF's mandate and strategic directions. It also identifies a conflict between MoE and NWHF when it comes to understanding roles and responsibilities.

The consultant carrying out the mid-term assessment found it difficult to measure the actual result of NWHFs activities. All stakeholders interviewed for the mid-term assessment with the exception of MoE, considered that NWHF's activities had been within the mandate, in line with strategic directions and reflecting the strategies. MoE disagreed, expressing reservations regarding the lack of Nordic-Baltic geographic focus and lack of coherence between the mandate and the Alternative strategy 2010-14.

The mid-term assessment recommended:

1. To develop the RBM framework, creating an effective monitoring methodology to promote the value added of NWHFs activities and results.

2. NWHF should proactively engage with the MoE to develop communication and resource mobilization strategy

3. NWHF and its board should approach the corporate sector and the Nordic countries + MFA as potential sources of funding.

4. When appointing the new board in 2012, a representative from the private sector should be included as well as inclusion of representatives from other ministries.

5. Efforts to improve the relationship between Moe and NWHF should be facilitated.

6. Reconsider to move responsibility for NWHF from MoE to MFA

The status for these recommendations is:

1. RBM framework is established, but it has weaknesses and is not fully functional (ref. 4.2.5).

2. A communication strategy has been developed, but so far not fully implemented.

3. The fundraising activities are limited.

4. The private sector and other ministries have not been included in the board. (Appointments to the board is a task for MoE. In 2012, the MoE decided to prolong the existing board's period until 2014.).

5. The relationship between MoE and NWHF has been facilitated through regular meetings between the directors at the Cultural department and the Chair of the board and representatives from the secretariat. This has improved the relationship in periods.

6. The responsibility for NWHF is still with the cultural department at MoE, which is responsible for and the coordinating body World Heritage issues in Norway.

5 Conclusions and recommendations

This chapter sums up the analysis in main conclusions. Based on these conclusions, it provides recommendations for the further running and organisation of NWHF.

5.1.1 Main conclusions

To what extent is NWHF carrying out the Contractual functions and objectives as defined in Article 7 of the Agreement?

In an overall sense NWHF is carrying out the contractual functions and objectives; the foundation assists UNESCO in implementation of the WH Convention. The foundation does not, however, fully live up to the more detailed objectives and functions mentioned in §7. In particular, NWHF has in the period not really acted as a "Nordic focal point", although it has carried out activities (mainly related to capacity building) on a Nordic level. NWHF provides support to the secretariat of the Convention mainly by providing its own expertise, rather than through facilitating involvement of Nordic expert milieus. NWHF has not been able to mobilize funds from various (bilateral, multilateral, private) sources to WH work in developing countries, but has been able to secure funding for such work mainly from the Norwegian MFA.

The relevance, efficiency and effectiveness of the present grant to the NWHF

NWHF is generally speaking a relevant and professional organisation, which carries out the activities it engages in in an efficient and effective manner. With the exception of academic milieus working on WH issues in the Nordic countries, stakeholders consistently report that the activities NWHF carries out are relevant for them. Stakeholders who have been in contact with NWHF also report that the foundation is professional, efficient and effective in communication and cooperation. More specifically, however, NWHF's relevance is low for the Norwegian MoE and academic milieus working on WH-issues in the Nordic countries, as NWHF does not fill out the role of being a Nordic focal point and facilitate engagement of Nordic experts in WH-related work internationally. The way the foundation works, taking the role of competence Centre rather than as a facilitating focal point, is not an efficient way to fulfil the commitments described in the mandate. The secretariat travels extensively to participate in WH-processes and work internationally, something that seems to be an ineffective way to use limited resources compared with facilitation of participation (incl. travel) of Nordic experts to relevant WH-processes.

The organizational and management ability of NWHF

NWHF has in the period had a small secretariat of 3-4 people, which must be considered an absolute minimum, given the foundation's wide mandate. The current organization is vulnerable due to its small size and dependence on specific individuals for different work streams, something that is not sustainable over time (the Board has also pointed this out). While the Alternative Strategy 2010-2014 and the RBM system reflect a conscious effort by NWHF to focus its work, overstretching is still a concern. The RBM-system has not been fully developed nor implemented, something that likely reflects limited managerial capacity, which is also indicated by other examples of less-than optimal management routines over the period.

5.1.2 Additional conclusions

Brings many benefits for WHC at UNESCO

NWHF is much appreciated by the WHC. NWHF has in-depth knowledge and understanding of UNESCO and a high standing within the UNESCO system. NWHF is generally considered by WHC as one of the most effective C2Cs. WHC staff also generally note that transaction costs of dealing with NWHF (mainly in the form of time) are considered justified compared with the value gained. The benefits for WHC relate to Periodic Reporting, Sustainable Tourism and capacity building for other C2s.

The Norwegian State Party representative is not content, but other government stakeholders are generally positive to their cooperation with the foundation

There is a long-standing disagreement between the Cultural Department at MoE, which represents Norway as a State Party to the Convention, and the foundation, where the former argues that NWHF does not fulfil its intended role to be a Nordic focal point facilitating Nordic engagement in line with the mandate given in the Agreement. This conflict is probably amplified by the fact that MoE have no direct means of steering the foundation, while UNESCO-WHC has a seating in the board and thereby has an opportunity to secure follow-up of its priorities in NWHF's daily work. The disagreement between MoE and NHWF about the role of the latter appears to drain resources from both parties (in terms of time and attention), and could be compromising the foundation's effectiveness.

Representatives from ministries and departments in the Norwegian Government other than the Cultural Department, also have experience with cooperation with NWHF in specific areas and over time. These government stakeholders are generally positive, both about the usefulness of the organisation and the form their dialogue have.

Other Nordic countries find NWHF very useful, but are reluctant to provide fund

The board members from the other Nordic countries all expresses that NWHF acts as a valuable link between themselves and UNESCO, and in particular provides an informal channel that can complement the formal channel between the state parties and UNESCO. However, other Nordic countries only contribute in-kind through their representatives on the board. There seems to be a tacit understanding that the host country of organisations such as NWHF should provide all core funding, apparently based on the fact that different countries take responsibility for different organisations/themes, and that the financial burden as such evens out. Thus the lack of funding from the other Nordic governments does not appear to indicate a particular problem these governments have with NWHF. However, the lack of Nordic funding may also imply that the Nordic governments consider NWHF nice to have but not a real necessity for their WH work.

Still a rather weak Nordic dimension

The Agreement stipulates that NWHF shall facilitate that Nordic experts support the WHC, whereas the Alternative Strategy puts NWHF itself in the role of working with WHC and international partners. Among relevant Nordic researchers, the knowledge about NWHF seems to be limited, and there is no regular cooperation between NWHF and these milieus. The Nordic dimension has however been somewhat strengthened the

last years, for instance with a more active approach towards Nordic World Heritage site managers, both regarding PR and Sustainable Tourism.

Limited visibility and Nordic relevance

There generally seems to exist some confusion on what the foundation is and how it can be used by the different stakeholders. The questionnaire clearly showed that NWHF is not well known among relevant academic milieus. NWHF has recognised the lack of visibility; the board adopted an "Information and Communication Strategy (for 2012-2014)" in 2011, and an Action Plan in December 2012. This plan addresses the general public, WH Site managers/coordinators, WH network and other C2C, whereas a focus on Nordic experts in academia and elsewhere is lacking. The Action Plan will be implemented in 2013, but according to the board there is a need for additional resources to allow for its implementation. In our view, the plan does not fully cover the need to become more visible and relevant for Nordic stakeholders.

Unclear role in Sustainable Tourism

NWHF has given priority to Sustainable Tourism during several years. NWHF has participated and contributed at national and regional network meetings. They have followed up The Tourism Programme with technical expertise, engagement and as a promoter. They have built up an expertise within the secretariat and this year they are a co-organiser of the Nordic Baltic Regions meeting at Karlskrona. NWHF presented a programme proposal for a Nordic-Baltic model region for WH and ST in St Petersburg in 2012, which is the first regional implementation of the Sustainable Tourism Programme after its adoption in St Petersburg. The goal of the project is to contribute to tools for assessing and developing ST and WH properties. The project is supposed to result in a supplementary tool for the PR exercise concerning ST and consists of two phases 1) analytical framework and 2) a strategy framework with users guidelines. Within their work with ST the foundation has provided their own expertise and has neither used academic milieus nor facilitated involvement of technical expertise or stakeholders within the Nordic Region. Using and facilitating Nordic experts would have been more in line with the mandate (as a focal point), then building own competence.

Successful work with Periodic Reporting

With regards to Strategic Objectives on Periodic Reporting, NWHF has assisted Nordic-Baltic state parties as well as WHC's Africa and Europe/NA units. The PR exercise in the Nordic-Baltic region is performed according to objectives and schedules; State Parties, focal point and site manager are participating in a coherent manner, and increased capacity has been fostered at State Party institutions as well as at Site level. With regards to C2 Centres, NWHF's work has clearly contributed to increased capacity at AWHF. With regards to the indicators for the strategic approaches, it does seem that NWHF is the preferred partner for Nordic institutions when it comes to Periodic Reporting. Periodic Reporting appears to be a highly useful area for NWHF to be involved in, because it puts NWHF in contact with the main players and helps it understand regional priorities; this in turn should help it focus its work. In the case of the Nordic-Baltic region, Periodic Reporting may also serve as a useful platform for NWHF to develop its competency as a Nordic focal point.

Why focus on strategies for C2C?

The achievement of the third Strategic Objective, Implementation of the UNESCO Integrated Comprehensive Strategy for C2 Centres and Institutes, is also considered high. The work NWHF is doing in this area is very helpful for UNESCO and the other C2s, especially since the efficiency of UNESCO work with the increasing number of C2s has become an important issue within UNESCO during its budget crisis. However, the benefit of these activities to the Norwegian government, as well as the other Nordic governments, is more doubtful. It is also difficult to see how this work fits with the roles described in the mandate. In light of the mandate, it would seem that capacity building and support to C2s should take the form of facilitation of involvement of Nordic expert milieus in areas where these milieus have special expertise of international interest.

Fund raising not prioritised

It is not exactly clear why the foundation to such a little extent has prioritized fundraising, when this is an explicit role highlighted in the mandate. The need too fundraise is also pertinent in light of the foundation's challenging economic situation. The financial crisis and the poor climate for fundraising it has created (at least in continental Europa) has been presented as a reason not to prioritize fundraising. A likely other reason for low activity in fundraising is that the present staff has little experience and competence in this field. Being a professional fund raiser requires specific competencies in this area, as well as more continuous effort than could be expected from the present small staff.

A basic RBM-system is in place, but needs to be improved

NWHF has developed an ambitious RBM system, but the evaluation reveals that it is not yet fully in place. For instance, when the strategy uses vague formulations such as "provide assistance" and "increase capabilities", it is difficult to say that the foundation is not achieving its strategy as long as it is keeping some activity going on the relevant issues. NWHF regularly reports progress according to their work plans, but this is not systematically tied to the RBM system. Monitoring and evaluation are activities that have so far not been implemented. There is a risk that the present RBM-system obscures NWHF's accountability.

5.2 Recommendations

The conclusions reveal that, while the quality of the work the foundation carries out is recognized as high and useful for many stakeholders, there are room for improvements, especially in order to secure a better alignment between the mandate and actual activities. There is a need for the type of work NWHF is doing, but it is not obvious that the present organisation (i.e. as an independent foundation) is the optimal way to organise these tasks.

In order to improve the function of NWHF, and to ensure a better consistency between the mandate and the actual activities our recommendations are:

Increase cooperation with Nordic experts, both in academia and elsewhere, in order to facilitate the dissemination of their competence in the UNESCO system

Establishment of a network of Nordic experts on WH issues would help make NWHF a Nordic focal point, and enhance the attainment of the objectives in the Agreement. Continued work on Periodic Reporting within the Nordic-Baltic region could provide a

useful platform for this. NWHF could achieve more if they to a less extent involved their own staff directly in projects and processes, and to a larger extent facilitated engagement of experts from external Nordic milieus.

Redirect the professional profile of the secretariat

In order to be able to act as a Nordic focal point effectively, NWHF should ideally have staff with working experience from or with Nordic organizations and institutions working on WH-issues, as well as strong professional networks among such organizations. Moreover, as fundraising is a central role in the mandate and crucial to ensure the financial sustainability of the organization, proven fundraising competence involving public and private donors should be included in the secretariat.

Increase the Nordic dimension

Including other Nordic nationalities in the staff, on a permanent or interim basis, where the latter can take form as an internship for Nordic students in appropriate disciplines, can strengthen the Nordic dimension. This can make the foundation more visible among Nordic stakeholders and increase its relevance. The foundation could also be responsible for organizing an annual conference of Nordic experts dealing with natural and cultural heritage, in order to bring together Nordic experts and relevant stakeholders from the WHC community and elsewhere.

Expand the funding base

In order to provide an incentive to both the Secretariat and other potential funders, MoE should consider providing matching funds for certain types of donors, e.g., the private sector and foundations.

Ensure a common understanding between the parties of the Agreement

The present formulations in the Agreement leave room for interpretation of the activities NWHF should pursue. It is important that the agreement parties have a clear and common understanding of what they expect from NWHF, and that a possible new Agreement reflects this clearly.

Strengthen the dialogue between MoE and NWHF

In order to improve effectiveness and ensure synergies and the long-term sustainability of the foundation, there is a need for an improved dialogue between MoE and NWHF. Better cooperation and a common understanding of the role of NWHF must be ensured between NWHF and MoE.

Increase the visibility of the foundation, both targeting the general public and Nordic experts

External marketing and profiling ought to be strengthened with regards to the general public, the World Heritage sites and relevant Nordic experts. The two first target groups are being addressed in the still un-implemented, communication plan. Nordic experts should either be included in this plan or addressed in a separate strategy (e.g., included as a part of the strategy to work as a focal point, strengthen the Nordic dimension and establish a network of these experts).

Develop material showing relevance and inviting cooperation

NWHF could for instance produce some short, easily understandable printed information (promotion) aimed at all persons involved in the work related to Nordic World Heritage, and distribute it to all relevant parties (e.g., at Nordic conferences, meetings, to new WH sites etc.). Important questions to be answered could include: - What is NWHF? -What is the aim of NWHF? - What can I use NWHF for/ how can NWHF support me or my site?

Improve the present RBM-system

The RBM system needs to focus on using indicators that are measurable and that to a greater extend are linked both to distinct activities at NWHF and their (direct) outputs, and not so much to outcomes that are dependent upon the action of other actors. Implementing monitoring and evaluation routines is also crucial.

A thorough analysis of different organisational set-ups

If the Agreement parties decide to enter in to a new Agreement when the present ends in 2014 it is necessary to make a thorough analysis of the pro and cons of different organisational set-ups for the organisation. It is important that both parties have equal steering control of the foundation.

Document list

The Document list is structured according to the organisation issuing the document, and after date.

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Concept Note and Agenda 3rd Annual Meeting of the UNESCO World Heritage related Category 2 Institutes and Centres, Oslo, Norway, 5-8 March 2013

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Norad (2009): Evaluation of Norwegian Support to the Protection of Cultural Heritage. Evaluation Report 4/2009

Note from the working group that followed up the evaluation of Norwegian support to the protection of cultural heritage in developing countries, Norad evaluation report no. 4/2009. No date.

Success criteria for good heritage projects. (Developed as a follow-up of Norad evaluation report 4/2009.) No date.

Appendix I – Interwieved organisations

AWHF

Directorate for Nature Management (Environmental Agency)

ICOMOS, Norway

IUCN, international

Norwegian Ministry of Finance (2)

Norwegian Ministry of Environment (Cultural Heritage Management (4), International Department (1))

NIKU

Norges verdensarv

NWHF Board (6)

NWHF Secretariat, including former employees (4)

The Norwegian Directorate for Cultural Heritage (2)

UNESCO (Internal Oversight Service (1), WHC (5))

UNESCO Nordic and Baltic National Commissions

Appendix II - Questionnaire

The questionnaire was sent to 71 persons, in 45 different organisations. Of these 32 replied to the e-mail, but only 27 answered the questionnaire, see table I.1. The 5 replies without answering the questionnaire mainly expressed no interaction what so ever with NWHF, and therefore had no basis for answering the questions.

As can be seen in table AII.1 World Heritage organisations had the lowest reply rate, followed by Nordic researchers and experts. The highest reply rate was from site managers at Nordic World Heritage sites. The National Commissions to UNESCO also had a rather high reply rate, but on the other hand 2 of these replied that they had so little knowledge and point of contacts with NWHF that they felt it was not right to answer the questionnaire.

Table AII.1

Type of organisation/profession	No of persons questionnaire sent to	No of replies[1]	Reply rate, %
UNESCO National commission	7	4 (2)	57,1
Ministries and directorates (Nordic countries)	12	7 (3)	58,3
Research institute (Nordic)	23	7	30,4
WH organisations (ICOMOS, ICCROM, IUCN etc)	10	2	20,0
WH Site Managers (Nordic countries)	10	8	80,0
UNESCO	7	3	42,9
Category 2 Centres	2	1	50,0
TOTAL	**71**	**32 (5)**	**45,1**

[1] Number in parentheses represents replies without answering the questionnaire

A general impression from the questionnaire is that persons who haven´t had contact with the foundation the latest years are more negative than persons who are in more or less regular contact with the foundation.

Another general impression from the questionnaire is that most respondents are in contact with NWHF a couple of times a year, i.e. that few of them are in regular contact. NWHF gets a ”high score” on being helpful in the respondents work with World Heritage issues, with 9 replying respectively Very helpful/essential and quite helpful.

When it comes to contribution to the medium-term strategies of UNESCO in the implementation of the World Heritage Convention 9 answers that they make an important contribution. But for the other priority areas (act as a focal point bringing the Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation, support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects, and mobilise funds from bilateral and multilateral sources and private sources [-] for World Heritage Convention efforts in developing countries) the respondents are a bit more critical – but generally NWHF gets high score for the work they are doing.

Researchers/academia: 4 of the 8 researchers have either had no cooperation with NWHF at all or not during the period covered in the evaluation. The 4 who have had contact with NWHF states that they have contact less than a couple of times a year. No one answers yes to the question "Has NWHF facilitated engagement of (or used) you or your institution's expertise in work related to implementation of the WH Convention?". This, together with the rather low response rate for researchers, confirms the finding that NWHF have had little contact with Norwegian experts on World Heritage issues. Three of the researchers also reply that NWHF does not really act as a Nordic focal point, whereas 2 replies that NWHF does this to some extent.

Site Managers at Nordic WH site have all been working with NWHF on periodic reporting, four on sustainable tourism and six on World Heritage issues in the Nordic/-Baltic region. Except for two who states that they are in contact with NWHF once a month on average, all are in contact with NWHF a couple of times per year. 5 consider NWHF to be very helpful in their work with World Heritage issues, 2 that they are quite helpful, and 1 states that NWHF neither makes a positive nor negative difference for this work.

Table 5.1 Results from the questionnaire

QUESTION	***No. of answers***
On what topics do you (your institution) cooperate with NWHF? (Several answers possible)	
Sustainable tourism in the Nordic region	10
Periodic Reporting according to UNESCO standards	17
World Heritage issues in the Nordic and/or Baltic region	13
World Heritage projects in developing countries	9
Fundraising	1
How often are you (or your institution) in contact with NWHF?	
Every other day, on average	0
Once a week, on average	1
Once a month, on average	5
A couple of times a year, on average	11
Less than a couple of times a year	7
To my knowledge we have never been in contact with NWHF	2
To what extent do you consider the NWHF to be helpful in your work with World Heritage issues?	
Very helpful/essential	9
Quite helpful	9
NWHF neither makes a positive nor negative difference for this work	3
NWHF's activities sometimes hinders my work on WH issues	0
NWHF's activities creates serious problems for my work on WH issues	0
Not relevant	5
Has NWHF facilitated engagement of (or used) you or your institution's expertise in work related to implementation of the WH Convention?	
Yes, several times in the period 2008-2013	5
Yes, but only one or a very few times	6
No	8

QUESTION	***No. of answers***
Not relevant	7
One of NWHF's statutory objectives is to contribute to the medium-term strategies of UNESCO in the implementation of the World Heritage Convention. To what extent do you experience that NWHF contributes to these strategies?	
To a very high extent	9
To some extent	6
They do not really contribute	1
I don't know/not relevant	9
One of NWHF's statutory priorities is to "act as a focal point bringing the Nordic countries together in their collective attempt to fulfil the requirements of the Convention and its implementation". To what extent do you experience that NWHF acts as such a focal point?	
To a very high extent	6
To some extent	9
They do not really act as such a focal point	5
I don't know/Not relevant	6
They consistently provide all these types of support	5
One of NWHF's statutory priorities is to "support the Secretariat of the Convention by facilitating technical expertise, disseminating information and contributing to innovative projects." To what extent do you experience that NWHF provides such support?	
They to some extent provide such types of support	7
They do not really provide such types of support	2
I don't know/Not relevant	11
One of NWHF's statutory priorities is to "mobilise funds from bilateral and multilateral sources and private sources [-] for World Heritage Convention efforts in developing countries." To what extent do you experience that NWHF is able to mobilise funds?	
To a very high extent	1
To some extent	6
They do not/hardly at all mobilize funds	2
I don't know/Not relevant	16
NWHF has three strategic objectives: promote sustainable development through tourism; strengthening UNESCOs Periodic Reporting Tool; implementation of a strategy for Category 2 Centres. Which of these areas are most important to you? (Several answers possible)	
Sustainable development through tourism	13
The Periodic Reporting tool	15
Strategy for Category 2 Centres	4
None of these	4

Appendix III - The UNESCO Medium-Term Strategy 2008-2013

The UNESCO Medium-Term Strategy 2008-2013 (34/c4) sets out the strategic vision and programmatic framework for UNESCO's action in the period in all its domains at the global, regional and country levels. The strategy describes five core functions for UNESCO: i) laboratory of ideas, ii) standard-setter, iii) clearing house, iv) capacity-builder in Member-States in UNESCO's fields of competence, v) catalyst for international cooperation.

The strategy notes that UNESCO shall accord priority to **Africa** and to **gender equality** in all its fields of competence throughout the duration of the Medium-Term Strategy (p. 8). The strategy also points to **youth being a priority group** and two **priority groups of countries**; the least developed countries (**LDCs**) and small island developing states (**SIDS**).

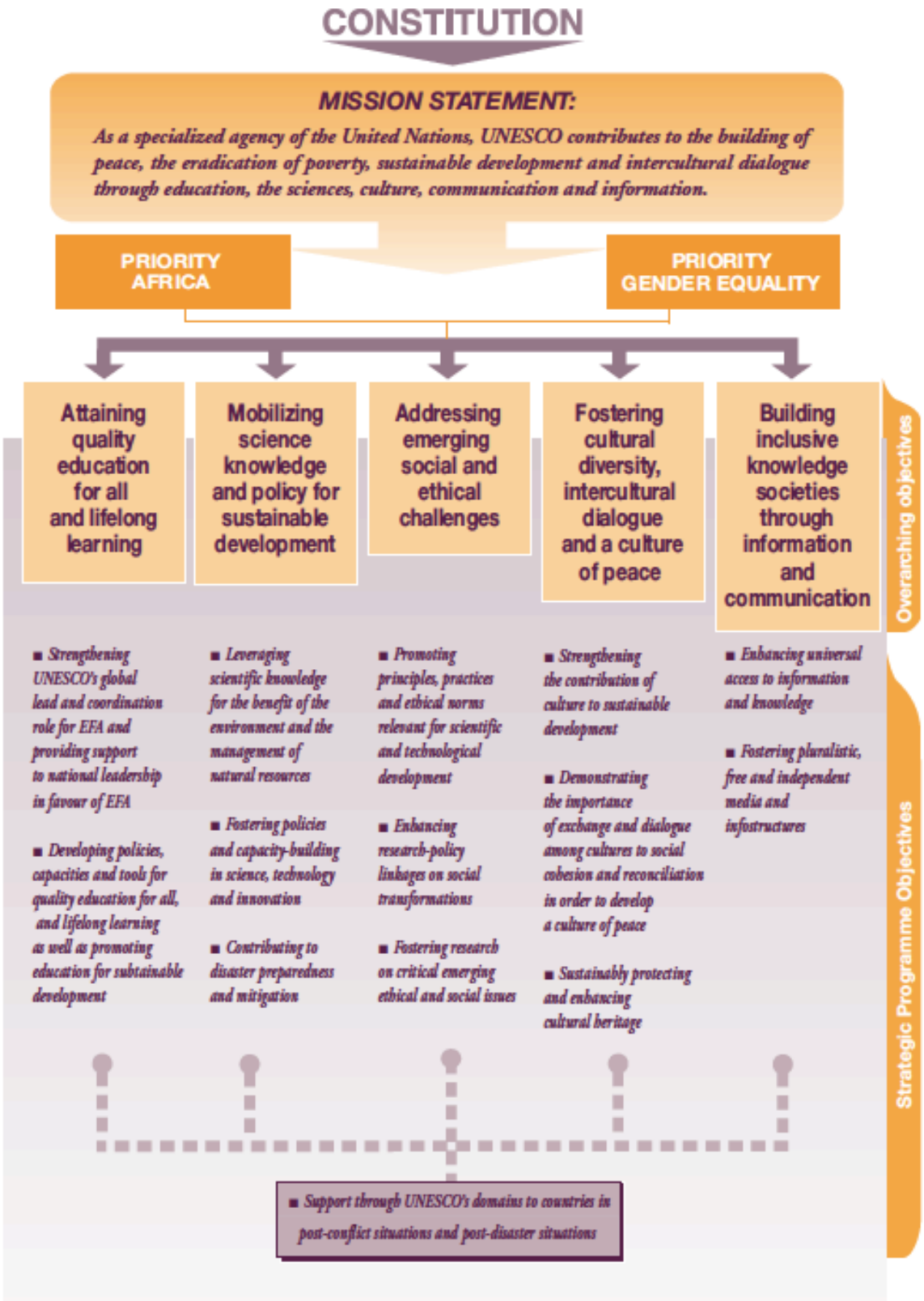
With regards to **Africa**, UNESCO intends to give priority and fresh impetus to its support for development efforts in Africa, aimed principally at meeting major goals and international commitments such as education for all (EFA), the Millenium Development Goals (MDGs) and those of the African Union, incl. NEPAD, that provide a common framework for concrete international action.

With regards to **gender equality**, UNESCO shall pursue gender equality through women empowerment and gender mainstreaming in Member States and within the organization. This includes mainstreaming gender equality issues throughout the programming cycle at all programme levels and reporting results against specific gender-relevant indicators, as well as building commitment, competence and capacity for gender mainstreaming through dedicated capacity development and resources for these purposes.

The Medium-Term Strategy lists 5 Overarching Objectives (OO), with a total of 13 Strategic Programme Objectives (SPO) (ref. figure below):

- OO1: Attaining quality education for all and lifelong learning
- OO2: Mobilizing science knowledge and policy for sustainable development
- OO3: Addressing emerging social and ethical challenges
- OO4: Fostering cultural diversity, intercultural dialogue and a culture of peace
- OO5: Building inclusive knowledge societies through information and communication

These objectives pertain to UNESCO's total activities and thus work related to implementation of the WH Convention should in different ways contribute to the objectives. Especially the OOs "Mobilizing science knowledge and policy for sustainable development" and "Fostering cultural diversity, intercultural dialogue and a culture of peace" with SPOs, fit with WH Convention related work.


CONSTITUTION
MISSION STATEMENT:
As a specialized agency of the United Nations, UNESCO contributes to the building of peace, the eradication of poverty, sustainable development and intercultural dialogue through education, the sciences, culture, communication and information.
PRIORITY AFRICA
PRIORITY GENDER EQUALITY
Attaining quality education for all and lifelong learning
Mobilizing science knowledge and policy for sustainable development
Addressing emerging social and ethical challenges
Fostering cultural diversity, intercultural dialogue and a culture of peace
Building inclusive knowledge societies through information and communication
Overarching objectives
Strategic Programme Objectives
■ Strengthening UNESCO's global lead and coordination role for EFA and providing support to national leadership in favour of EFA
■ Developing policies, capacities and tools for quality education for all, and lifelong learning as well as promoting education for subtainable development
■ Leveraging scientific knowledge for the benefit of the environment and the management of natural resources
■ Fostering policies and capacity-building in science, technology and innovation
■ Contributing to disaster preparedness and mitigation
■ Promoting principles, practices and ethical norms relevant for scientific and technological development
■ Enhancing research-policy linkages on social transformations
■ Fostering research on critical emerging ethical and social issues
■ Strengthening the contribution of culture to sustainable development
■ Demonstrating the importance of exchange and dialogue among cultures to social cohesion and reconciliation in order to develop a culture of peace
■ Sustainably protecting and enhancing cultural heritage
■ Enhancing universal access to information and knowledge
■ Fostering pluralistic, free and independent media and infostructures
■ Support through UNESCO's domains to countries in post-conflict situations and post-disaster situations

Appendix IV - Secretariat staff and main responsibilities in the period 2008-2013

Position	2008	2009	2010	2011	2012	2013	Main area of responsibility
Director	Ann-Kristin Endresen (1996-present)						Reports to the Board of Directors. Responsible for management, bi-annual budgets and work plans and reports, accounts, audits, HR, internal management and coordination with the World Heritage Centre.
Deputy Director		Cecilie Smith-Christensen Aug 2008-present (maternity leave April 2013-april 2014)					reports to the director, special responsibility for the development and implementation of the World Heritage Sustainable Tourism Program (WHSTP) of UNESCO
Adviser			Ole Søe Eriksen Aug 2009- present (one year contract in 2009, permanent position since Aug. 2010)				Program Officer, special responsibility, Nordic-Baltic region and Periodic Reporting and FK exchange (Fredskorps utvekslingen med African World Heritage Fund)
Adviser						Carol Westrik May 2013-april 2014	WHSTP, implementation in the Nordic-Baltic region, first pilot region for WHSTP.
Adviser						Synnøve Vinsrygg	Myanmar-project
Adviser	Marko Pedersen (Jan 2006-april 2010)						Natural Heritage expert responsible for Madagaskar rainforest project and Lakes of Kenya nominations
Adviser				Line Tresselt			junior program officer after FK exchange
Participants of the FK project, see 2.6.1			Line Tresselt				Support to AWHF
			Ingvild Baustad				
				Ida Breckan Claudi			
				Thea Natalie Finstad			
			Sandra Bruku				Support to NWHF
				Aicha El Baloui			

Do note that overlaps between people in individual years, such as between Cecilie Smith-Christensen and Carol Westrik in 2013, usually implies that one person is taking over from the other and not that the persons worked in NWHF at the same time.

Appendix V - Main projects and activities in relation to Strategic Objectives

Main projects and activities referred to in NWHF's annual reports and workplans 2008-2013 and their relation to the Strategic Objectives (SO) of NWHF's strategy for 2010-2014. Does not include general participation in processes and meetings.

2008	2009	SO	2010	2011	2012	2013
Project: Natural Heritage in Africa	Project: Natural Heritage in Africa	n/a	Project: Natural Heritage in Africa	-	-	-
Project: Promoting WH in Madagascar	Project: Promoting WH in Madagascar	n/a	Project: Promoting WH in Madagascar	-	-	-
-	-	n/a	-	-	-	Project: Safeguarding natural heritage in Myanmar within the WH framework
-	Nordic workshop: Using the IUCN/UNESCO Enhancing Our Heritage toolkit, for WH site managers. (Denmark)	n/a	-	-	-	-
Study: The role of biodiversity and sustainable tourism in promoting the UN MDGs	-	1.1	-	-	-	-
-	Nordic-Baltic workshop on WH, Tourism and Development (planning)	1.1	Nordic-Baltic workshop on WH, Tourism and Development. (Visby, Sweden) where the project Towards a Nordic-Baltic pilot region for WH & ST (2012-2014) was established.	Preparing papers for the 36com in St Petersburg 2012 (supported by the Gov of Switzerland)	36com, in St Petersburg; The WH and ST Programme adopted. NWHF presented the project "Towards a Nordic-Baltic pilot region for WH & ST" (2012-2014)	"Towards a Nordic-Baltic pilot region for WH and ST." The Nordic WH network conference in Karlskrona, Sweden, autumn 2013.

2008	2009	SO	2010	2011	2012	2013
-	-	1.1	Support to WHC: Development of the WH & ST Programme at WHC	Support to WHC: Development of the WH & ST Programme at WHC	Support to WHC: Development of the WH & ST Programme at WHC	-
-	Periodic Reporting in the Nordic-Baltic region	1.2	Periodic Reporting in the Nordic-Baltic region: Workshop in Tallinn, Estonia.	Periodic Reporting in the Nordic-Baltic region: Workshop in Reykjavik, Iceland.	Periodic Reporting in the Nordic-Baltic region: Capacity building training	-
-	-	1.2	Support to WHC: Technical assistance for WHC/AFR	Support to WHC: Technical assistance for WHC/AFR	-	-
-	-	1.2	-	-	Project: Implementation programme of 2nd PR in Africa	Project: Imple-mentation programme of 2nd PR in Africa
Support to participants from developing countries to attend WH meetings	Support to participants from developing countries to attend WH meetings	1.3 (?)	Support to participants from developing countries to attend WH meetings	Support to participants from developing countries to attend WH meetings	Support to participants from developing countries (LDCs) to attend WH meetings	-
-	Support to AWHF: Exchange program between NWHF and AWHF	1.3	Support to AWHF: Exchange program between NWHF and AWHF	Support to AWHF: Exchange program between NWHF and AWHF	Support to AWHF: Exchange program between NWHF and AWHF	-
Support to C2 Centres: MoU with AWHF	Support to C2 Centres: MoU with WHITRAP	1.3	Support to C2 Centres: Support and participate in network	Support to C2 Centres: Support and participate in network	Support to C2 Centres: Support and participate in network. C2 Centre strategy progress report to WH Committee.	Support to C2 Centres: Support and participate in network. Hosting C2 Centre meeting in Oslo
Source: Annual report 2008.	*Source: Annual report 2009.*		*Source: Report on NWHF work plan 2010-2011 (Work Doc. 12/10)*	*Source: Report on NWHF Biennial work plan 2010-2011 (Work Doc. 04/12)*	*Source: Report on NWHF Biennial work plan 2012-2013 (Work Doc. 14/13)*	*Source: Report on NWHF Biennial work plan 2012-2013 (Work Doc. 14/13)*

Appendix VI - Activities of NWHF and correspondence with the Agreement

S01: Promote sustainable development through tourism			
Activities 2012-2013, as described in work plan		Main content	Correspondence with Agreement §7 point 1 ,2, 3
1.1	Technical support in the development of a new programme on WH and ST.	Contribute to the development of the document and presentation/launch in international WH fora.	Not clear.
1.2	Strengthen the relationship between WH and ST through the Periodic Reporting tool.	Map synergies between PR and the WH+ST work (incl. the project "Towards a Nordic-Baltic pilot region for WH and ST" 2012-2014), and consult with stakeholders.	Consistent with role as Nordic focal point.
1.3	Follow-up on Nordic-Baltic workshop on WH and ST (Visby, 2010)	Stay in contact with partners wrt. integration with the "Towards a Nordic-Baltic pilot region"-project.	Consistent with role as Nordic focal point.
1.4	Support Stiftinga Geirangerfjorden Verdensarv in their Green Vision	Integration with the "Towards a Nordic-Baltic pilot region"-project.	Consistent with role as Nordic focal point.
1.5	AFR PR follow-up programme for sub-Saharan Africa, to include ST strategies in management plans	Project development based on the action plan for following up on the periodic reporting for Africa.	Consistent with role as fundraiser for WH projects in developing countries.
1.6	Nordic-Baltic region	Providing information to N-B States Parties and stakeholders about NWHF's and WHC's activities on WH+ST.	Consistent with role as Nordic focal point.
1.7	Internationally	Provide information on N-B initiatives to States Parties and international partners incl. C2 Centres. Include capacity building on WH+ST in staff exchanges with other C2 Centres.	Providing information is consistent with role as Nordic focal point. Capacity building is consistent with role to facilitate assistance to WH related work in developing countries – if it consists of engaging relevant Nordic experts.

S02: Strengthen the Periodic Reporting tool			
Activities 2012-2013, as described in work plan		Main content	Correspondence with Agreement §7 point 1 ,2, 3
2.1	Nordic-Baltic Capacity Building	Training workshop for national focal points. Meeting of Western, Mediterranean and Nordic –Baltic Europe in Berlin, Oct. 2012.	Consistent with role as Nordic focal point.
2.2	Nordic-Baltic Capacity Building	Support development of sub-regional/national actions plans to follow up on PR (autumn 2013)	Consistent with role as Nordic focal point.
2.3	National assistance activities	Capacity building for Nordic-Baltic site managers, in Finland, Sweden, Denmark, Norway (2012). Develop three-year training programme.	Consistent with role as Nordic focal point.
2.4	Technical assistance for WHC/P/EUR	Capacity building on PR. Contribute to analysis and development of European PR report and regional action plans.	Capacity building is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts.
2.5	Technical assistance for WHC/P/AFR	Contribute to analysis and development of African action plan 2012-2017 for follow up of PR. Follow-up project for implementation of Action Plan (proposal to Norwegian MFA)	Capacity building is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts. Consistent with role as fundraiser for WH projects in developing countries.
2.6	Technical assistance for WHC/P/APA	Follow-up after PR for Africa Pacific, incl. capacity building on nomination processes.	Capacity building is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts.
2.7	Explore sustainable development and tourism through the PR tool	Strengthen the PR tool through development of improved indicators for sustainable development and tourism	Unclear.

SO3: Implementation of strategy for WH capacity building (11/35)			
Activities 2012-2013, as described in work plan		Main content	Correspondence with Agreement §7 point 1 ,2, 3
3.1	Support of the "World Heritage Capacity Building Strategy (CBS)	Cooperation with WHC, IUCN, ICCROM, and other C2s. Fundraising from Norwegian MFA to participation of representatives from developing countries to WH Committee meetings.	Unclear. Capacity building/support is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts. Consistent with role as fundraiser for WH projects in developing countries.
3.2	Establish and maintain partnerships with other C2s	Participation and contribution to annual meetings between WH-related C2s. Participate in the board of other C2s (AWHF and ARC-WH).	Unclear. Capacity building/support is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts.
3.3	FK Exchange	Exchange of employees between NWHF and AWHF. Capacity building at institutional and participant levels.	Unclear. Capacity building/support is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts.
3.4	Input to WH processes including FotC (35.COM/12A) World Heritage Convention and SD (35.COM/5E)	Attendance at expert meeting in Brazil, February 2012.	Unclear. Providing input is consistent with role to facilitate technical expertise, if it consists of engaging relevant Nordic experts.
3.5	Establish linkages to other standard setting instruments	Contribute to establish such linkages in WH work, in contact with other C2s	Unclear.
3.6	Develop and maintain LoIs and MoUs with other UN organizations and NGOs	Engaging other C2s to be active partners in policy development processes in the ONE UN reform.	Unclear.
3.7	Contact point and resource for N-B States Parties and WH activities	Provide support on request from States Parties in the region, incl. assistance in General Assembly meeting, participation in Nordic Network meetings, participation in Norwegian conference on World Heritage and Local Communities (May 2012), technical support to Viking nomination project.	Consistent with role as Nordic focal point.
3.8	Result Based Management	Analyse and amend work plan in accordance with RBM.	Not applicable.
3.9	Extra-budgetary projects in Developing Countries	Technical support to the development of Myanmar-Norwegian cooperation in the project "Safeguarding Natural Heritage in Myanmar within the WH Framework"	Consistent with role as fundraiser for WH projects in developing countries.
3.10	NWHF Information and Communication Strategy	Implementation of the information and communication action plan 2012-2013 (still pending).	Consistent with role as Nordic focal point.

Vista Analyse AS

Vista Analyse AS er et samfunnsfaglig analyseselskap med hovedvekt på økonomisk forskning, utredning, evaluering og rådgiving. Vi utfører oppdrag med høy faglig kvalitet, uavhengighet og integritet. Våre sentrale temaområder omfatter klima, energi, samferdsel, næringsutvikling, byutvikling og velferd.

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