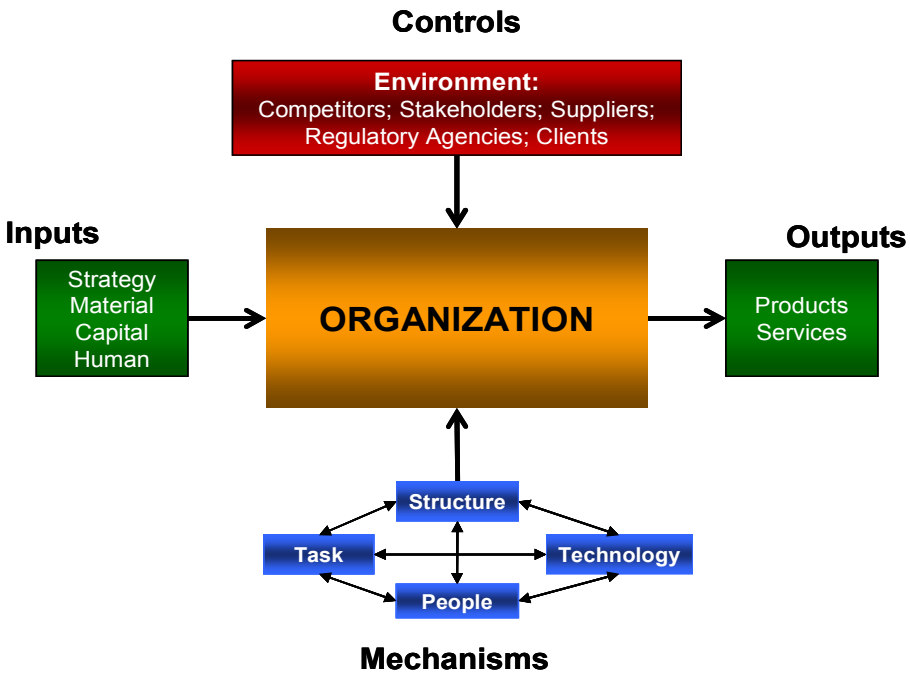
CHAPTER 7
PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS

In this chapter…

Overview of the Findings and Organizational Behaviour Framework:



7.1 INTRODUCTION

In the previous chapters a detailed literature review was conducted focusing on concepts related to World Heritage, Best Practices and Organizational Behaviour (OB). Furthermore, the rationale for the proposed research approach in the empirical phase of the study, as well as the actual methodology followed, was described.

The research process was divided into three stages:

1. **Stage one** involved a detailed literature review.
2. **Stage two** ascertained by means of in-depth interviews the state of Organizational Behaviour (OB) and related issues at the selected World Heritage sites in South Africa.
3. **Stage three** consists of the development of a Strategic OB Framework to sustain the effective management of South African World Heritage sites.

This chapter is concerned with stage three of the process. To fulfil the **main purpose** of this research study, i.e. *the development of a strategic OB framework to sustain the effective management of South African World Heritage sites*, several research questions were asked:

- What are the organizational level elements, which need to be managed strategically and included in a strategic organizational behaviour framework to sustain Best Practices in a South African World Heritage site?
- How should the organizational behavioural dynamics of World Heritage sites be managed for optimal performance as an open system?
- What roles do strategic stakeholders of the World Heritage sites play and what are their contributions to the management, functioning and sustainability of the World Heritage organization?
- What are issues and elements that influence stakeholders' perceptions both positively and negatively with regard to the management, functioning and sustainability of the organization?

The current chapter concentrates on the results and insights gained from the in-depth interviews and document survey conducted during the empirical phase of the research. Inferences have been made and a Strategic Organizational Behaviour Framework is proposed.

7.2 REPORTING AND INTERPRETATION OF RESULTS

The research results are reported by means of the presentation and discussion of the themes identified during the coding of the primary data. The results are presented in tables containing the quoted responses from various respondents and a synopsis of the theory relating to the responses. Furthermore, interpretations of the findings have been provided.

The themes and sub-themes that have emerged have been put in the context of the literature review. Tesch (1990:95) regards the analysis and coding of qualitative data as finally being completed when new data no longer generates new insight. He is of the opinion that qualitative analysis is a process of intellectual “craftsmanship”, and thus such categorisation is not a mechanistic process.

As illustrated in Figure 7-1 on the following page, the responses have been interpreted in respect of two larger identified themes. These themes arise from issues identified in the previous literature chapters including international Best Practices and key OB concepts. Because this process is not mechanistic, the following discussion of themes do not follow the exact sequence of the literature review chapters, but rather aims to present an integrated view which incorporates the key elements as and when necessary.

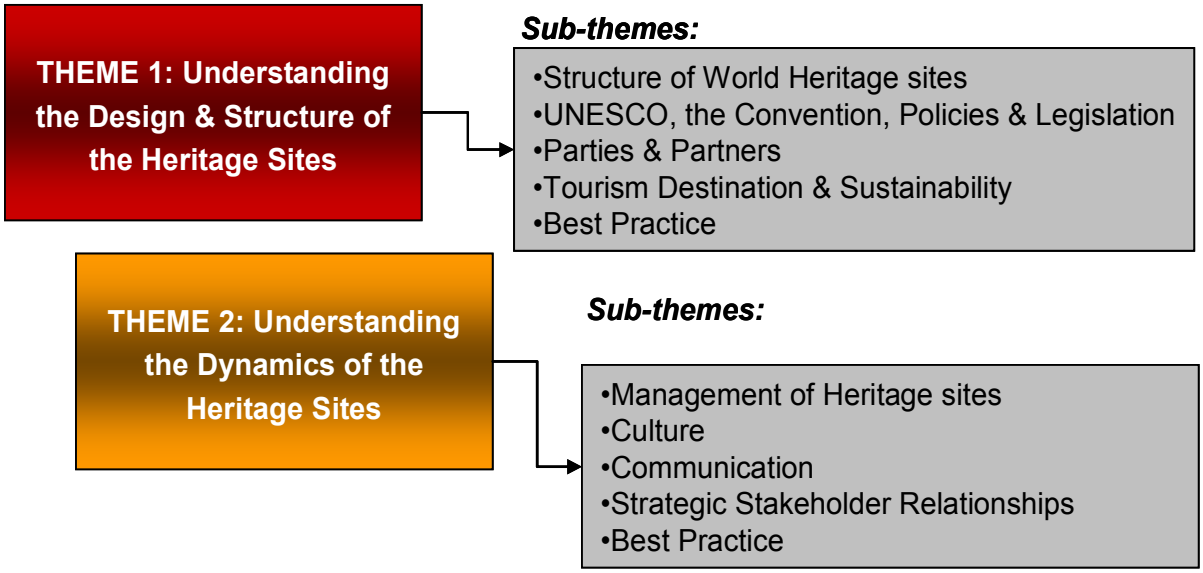


Figure 7-1: Graphic Representation of Identified Themes
(Author's own)

In the following discussions, the findings from the empirical research will be presented alongside the theory from the literature review. Interpretation thereof and additional recommendations will also be discussed. This is done with the aim of developing a Strategic Organizational Behaviour Framework which may be used to guide the strategic management of OB within the selected World Heritage sites. Within these discussions mention is also made of Best Practices when applicable, as these sites do not necessarily reflect Best Practices. It is not the aim of this study to solve all the problems by suggesting the application of Best Practices.

From the research it has become clear that not only are organizations as open systems affected by their environment, but the way each organization reacts may differ depending on many variables. The suggested Strategic Organizational Behaviour Framework may be used to highlight the elements that impact on an organization's reaction to these elements. The strategic management of this reaction or behaviour can give the heritage organization a competitive advantage and lead to sustained successful existence.

7.3 TOWARDS A STRATEGIC FRAMEWORK OF ORGANIZATIONAL BEHAVIOUR

7.3.1 Designing the Framework

The aim of the research was to use the results from the interview data and document survey to propose a Strategic Organizational Behaviour Framework for use in the management of World Heritage sites in South Africa. The Mitroff model formed the basis for the model-building process. The inquiry started with the identification of the research problem through a literature review. This was further refined with the empirical research in order to develop a framework (Mitroff *et al.* 1974:47). Mouton (2001: 177) and Cooper and Schindler (1998:48) explain that there are several advantages to a model-building study:

- theories and models are the basis on which science makes progress;
- the construction of models is an attempt to explain phenomena;
- good models can show causal relationships and thus allows for prediction;
- models can bring conceptual coherence to a domain;
- models can simplify the understanding of a domain or phenomenon.

Mouton (2001: 177) and Cooper and Schindler (1998:48) also identified the key disadvantages of a model-building study:

- models can be ineffective if they make implausible claims; and
- models can be ineffective if they are conceptually incoherent.

In this study I employed a model building strategy to address the research objectives as it was felt to be particularly useful in explaining the phenomenon under scrutiny and would illustrate the causal relationships occurring within the phenomenon.

7.3.2 An Open Systems Approach

Cherrington (1989) has argued that an organization is an open social system that consists of the patterned activities of a group of people that tend to be goal directed. An organization is a set of interrelated elements including resources that use inputs from the environment to which it exports some useful outputs. Since World Heritage sites conform to this description, they are considered to be organizations and should be studied within the Open Systems Theory.

What is also under scrutiny is the way in which World Heritage organizations deal with the inputs received from the environment. Delmas and Toffel (2008:1027) note the importance thereof on strategic decisions. They argue that organizations differ in their receptivity to the element in their environments. Organizations channel these elements in different ways (which process is arguably influenced by management and possibly by culture and communication as well) which iteratively have an effect on the sensitivity and responses of managers to such elements. Therefore, differences in the adoption of management practices by organizations reflect different levels of institutional pressures, but also differences in the influence their functional departments have. This is significant as the implication is that there isn't necessarily a one-size-fits-all framework or model to explain the strategic OB phenomena of any organization. However, a framework of this nature can highlight the important phenomena that significantly pressure World Heritage organizations specifically. The individual reaction of the different World Heritage organizations to these pressures provides an opportunity for learning by identifying mistakes to be avoided and Best Practices to be implemented.

The proposed Strategic Organizational Behaviour Framework is based on the Systems Theory (discussed in previous literature chapters) which explains organizations as open systems interacting with various stakeholders within a defined environment and which forms the basis of the graphic representation of the framework. The graphic representation of the Strategic Organization Behaviour

Framework is based on the Integrated Definition (IDEF) Function Modelling Method or IDEF0 (discussed in Chapter 6)

7.4 THEMATIC DISCUSSION OF RESULTS

This study is mainly concerned with the Organizational Behaviour of identified World Heritage sites and the strategic management thereof in order to optimise and sustain these selected organizations. Different factors influence the behaviour of organizations. For instance, personality and ability factors determine both which organizations people choose to join and also how they behave whilst members of the organization thus there is evidence of reciprocal causation. Furnham (2004:427) argues that through vocational choice we select organizations to work in that subsequently reward us for what we prefer to do. This may result in organizational forces being consequences and not causes of OB.

The above is true if one argues that organizational members get to choose the organizations in which they work. However this is an idealistic view – in reality we are often put into situations where we have to cope with a type of organization, whatever it may be. This is especially true of World Heritage organizations where members often are part of the organizations by default because they live within the heritage zone. Organizations influence individuals and vice versa. OB highlights the effect of forces of an organization on the individual, such as how organizational culture, climate, norms or structures shape individual behaviour. Some individuals adapt. However, some can also influence and change the organization to fit their needs (Furnham, 2004:428).

An ongoing debate calls into question the most appropriate unit of analysis in OB: the individual, the group or the organization. OB is often structured in terms of this threefold demarcation, that is, the study of the *individual* at work, working *groups*, and the structure and behavioural processes of the *organizations*. The issue is what the central boundaries are. Ultimately one may argue that the demarcation disputes are

irrelevant as managers want solutions to problems and are less interested in whether these are found by psychologists, sociologists or economists (Furnham, 2004:425).

The findings of this study will be presented in a thematic form. Two broad groupings of themes have been identified: firstly, themes and issues concerning understanding the make-up of the World Heritage sites (such as their organizational design and structure) and secondly, themes and issues regarding the organizational dynamics that impact on OB within the World Heritage sites. The identified themes have been grouped as follows:

- Understanding the Design and Structure of the Heritage Sites
  - UNESCO, World Heritage Status, the Convention, Policies and Legislation
  - The Structure of World Heritage Sites
  - Parties and Partners
  - Tourism Destination and Sustainability

- Understanding the Organizational Dynamics of the Heritage Sites
  - The Management of the World Heritage Sites
  - The Organizational Culture of the World Heritage Sites
  - Communication at the World Heritage Sites
  - The Strategic Stakeholder Relationships of the World Heritage Sites

7.4.1 Understanding the Design and Structure of the Heritage Sites

During the study of the design and structure of the selected World Heritage sites, several issues and themes have surfaced. Themes that will be presented include:

- the role of UNESCO and the World Heritage Convention;
- the role of policy and legislation;
- the importance of a structure and vision;
- the identification of the parties and partners involved; and
- the importance of World Heritage organizations as tourist destinations.

7.4.1.1 UNESCO, World Heritage Status, the Convention, Policies and Legislation

Responses and Findings

- In terms of UNESCO, **Respondent 3 (a Tourism Association representative)** sees its role as a very important advisory role in terms of providing guidance and learning from other World Heritage sites. It can also provide financial support and access to donor funding.
- **Respondent 4 (a UNESCO representative)** explained that because UNESCO is a voluntary body made up of and funded by member states, UNESCO cannot dictate to member states. However, the World Heritage Convention is an agreement by State Parties to adhere to certain principles, which is ratified by member states. The purpose is to "*bring everybody to the same baseline of defining heritage sites*". UNESCO can only "*make recommendations for compliance*".
- This was seconded by **Respondent 6 (a DEAT representative)**, who stated that UNESCO uses a system of National Commissions in each member country to show that although UNESCO is an international organization, it has local representation. Through the World Heritage Centre, UNESCO aims to implement the World Heritage Convention. The World Heritage Centre is the engine room or gateway to UNESCO and its General Conference.
- **Respondent 6** explained that South Africa is one of the few countries in the world that has converted the World Heritage Convention into law. In the South African World Heritage Convention Act (South Africa, 49/1999), there is a definition of a World Heritage Site, i.e.: "*It is a site that is inscribed by the UNESCO World Heritage Committee on the World Heritage list as well as proclaimed in terms of national legislation*". If a site is inscribed but not yet proclaimed it is in fact "*half a World Heritage site*".
- **Respondent 6** explained that the South African World Heritage Convention Act provides for the creation of entities to manage the sites that can function

separately from State. He cautions however that with independence comes accountability. If the managing organization is not performing they can be sued or the site they manage can be taken into custodianship, but that there is a process to be followed as outlined in the Act, to prove non-performance.

- **Respondent 6** further explained that most of the management authorities (except iSimangaliso), are appointed on a performance-based contract of 5 years. They are not given "*all the powers*", they are however given powers to act independently in the execution of their duties to the best of their abilities as one cannot assess a person's performance if you restrict his or her actions. In the case of iSimangaliso, **Respondent 6** explained that iSimangaliso's management structure is one of the oldest authorities. After its establishment, many lessons have been learnt at other sites that are perhaps not incorporated there. For example, the management at iSimangaliso is responsible for all the functions necessary to manage an organization. **Respondent 6** suggested that there could be value in help and support from government or an overseeing management organization providing support to all sites.
- **Respondent 2 (a land and business owner)** questioned the 'absolute' power that the World Heritage Convention Act gives the management of South African World Heritage sites as… "*nobody in that position should have that decision-making power to say yes or no*".
- **Respondent 4 (a UNESCO representative)** asserted that it is critical to understand the core reasons why any particular site is on the World Heritage list. If the reasons behind the inscription of a site and its heritage status are not understood [by the stakeholders], the existence and management of the site will not be sustained.
- **Respondent 11 (a management representative)** commented that World Heritage sites must also be judged on their contribution to changing people's lives and how it contributes to the economic and social well-being of the area.
- **Respondent 7 (a local community representative)** lamented the fact that most of the people on the ground (local community) don't understand what 'World Heritage' means. This was confirmed by **Respondent 6 (a DEAT representative)**, who stated that in some cases there is much antagonism with

regard to heritage and conservation as there are instances where the establishment of such sites were used in the past as a reason to displace people from their land. **Respondent 2 (a land and business owner)** stated that many of the community have basic needs that are unfulfilled and until those are addressed they cannot conceive of the value of World Heritage.

- **Respondent 2** stated that it is "*our responsibility as a country to protect it* [World Heritage]*… private ownership actually is … irrelevant*".
- **Respondent 3 (a Tourism Association representative)** viewed World Heritage sites as so significant that they are often put on a pedestal. To be able to sustain this image and to survive requires as much support as possible, both locally and internationally.
- **Respondent 6 (a DEAT representative)** would like to see World Heritage sites branded, so that it is a widely recognised and valued brand, which stands out from other heritage sites and that… "*People must be willing to pay more for the same thing because it comes from a World Heritage site – that's how much it should be valued*". He felt that the presentation and status of a World Heritage site should reflect its significance. In his opinion World Heritage sites should not be managed as National Parks, although some of them are parks, but one should always be mindful that managing a World Heritage site entails managing the "*universal value*".
- **Respondent 2** supports the above notion and suggests that a sense of place be created at the Cradle of Humankind by erecting gateways at strategic points. "*By doing that we suddenly define it so people don't… wander around thinking what the Cradle is*".

Relation to Literature

The World Heritage Convention is concerned with the protection of the world's cultural and natural heritage and it was signed and ratified by South Africa on July 10, 1997. Although UNESCO has no ruling power over its member states, UNESCO does constantly monitor Heritage sites for any signs that may indicate that a site might be in danger of any kind in order to be of assistance, be it in terms of

finance, research or expertise (UNESCO World Heritage Centre, 2007a). A key benefit of ratification, apart from the prestige that comes from being a State Party to the Convention and to having sites inscribed on the World Heritage List, is that it raises awareness of heritage and provides access to the World Heritage Fund (UNESCO World Heritage Centre, 2008a).

In South Africa, Section 4 of the World Heritage Convention Act (South Africa, 49/1999:12-14) *inter alia* provides that every World Heritage site management authority must have a management plan; they must consult with surrounding communities, owners of private land, and land claimants; and must conduct their affairs in accordance with the approved integrated management plans. Section 3 of the Act *inter alia* provides for the establishment of Management Authorities and the granting of additional powers to implement the World Heritage Convention. It also allows for duties to be performed such as to liaise with relevant authorities; enter into agreements; acquire land; charge fees and use for gain or reward any movable and immovable asset under its control.

The nomination document for the Cradle of Humankind indicated that the prospect of inscription had general support from the stakeholders with some reservation on the impact of inscription in terms of limitations on land use (Gauteng Provincial Government, 1998:38).

The Cradle of Humankind World Heritage site states as its vision "*to achieve an acceptable balance in the World Heritage site between the conservation of cultural and natural resources, access, education and scientific research, the interests of those living and working in the area, and its use for economic and social benefit of the population at large, within the framework of the World Heritage Convention.*" (Department of Agriculture, Conservation, Environment and Land Affairs, 2000:3).

The Management of iSimangaliso has as its business "*to conserve the Park and create jobs and benefits for affected communities through optimal tourist development*" (The Greater St Lucia Wetland Park Authority, 2006:13). Its mission

is to "*protect, conserve and present the Wetland Park and its World Heritage values for current and future generations in line with the standards laid down by UNESCO, the World Heritage Convention Act and the Protected Areas Act, and deliver benefits to communities living in and adjacent to the Park by facilitating environmentally sensitive and appropriate viable tourism and related development*" (The Greater St Lucia Wetland Park Authority, 2006:20).

Deductions and Recommendations

In terms of UNESCO's role and responsibility, there appears to be the perception that UNESCO can reach out to a site and tell management what to do. It is important to remember however, that they have no governing authority within a country's borders and this is a concern for stakeholders who are looking towards UNESCO to help address issues and unhappiness with regard to the management of certain World Heritage sites.

Respondent 6 (a DEAT representative) discussed the fact that South Africa is still building a conservation culture. There is still much to be done to educate people with regard to what World Heritage is and what the resultant benefits and associated responsibilities are. In many respects it appears as if World Heritage status is considered to be a cure-all to their problems. Many stakeholders are not aware of their roles and responsibilities and their rights as stakeholders of a World Heritage site. This is clearly a shortcoming of the inscription process, where it may have been omitted for political reasons (in order to push the inscription through) or due to a lack of information or a lack of understanding by stakeholders of the implications of a particular site's listing on the World Heritage List.

The Department of Environmental Affairs and Tourism (DEAT) is busy with a noble exercise in the Vredefort area, where they are actively consulting with every stakeholder to educate and inform them. Specific concerns are to educate and

inform with regard to what it means for a local community to be living in a World Heritage site and what the implications are for their daily lives.

UNESCO proclaims that World Heritage sites belong to all the people of the world and they strongly advocate participation between relevant stakeholders. It is evident from the nomination documents of both iSimangaliso and the Cradle of Humankind that this was the intent. It is clear however, from the responses of the interviewees that a disparity exists between what was intended with the World Heritage sites and what is now being practiced at site level. Both nomination documents strongly advocated issues such as partnership and the inclusion of stakeholders. However, the perception from the stakeholders appear to be that once the government had achieved inscription of the site on the World Heritage list, it turned around and disregarded many of the aspects it advocated and promoted in order to get buy-in from stakeholders. Respondent 2 (a land and business owner) was very vocal in stating how included the land owners felt during the very beginning of the process and how left out they felt after inscription. He described current public participation meetings as "show and tell", a sentiment echoed by stakeholders from iSimangaliso.

Respondent 6 (a DEAT representative) elaborated on the issues of the World Heritage status and proclaimed that the World Heritage brand must be a national one… "*not the Cradle branding itself… and Mapungubwe battling to brand itself. The quality of branding at the Cradle is different from the quality of branding at Mapungubwe because of financial resources.*" Respondent 2 also suggested some form of identity creation, possibly by erecting gates and beacons which demarcate the Cradle of Humankind with the purpose to promote awareness of something special. This would result in World Heritage organizations being able to attract funding and resources instead of government pumping money into the sites. According to Respondent 6, South African World Heritage sites currently do not exploit enough of these opportunities and it needs a single structure that could exploit these opportunities on behalf of the sites so that one site doesn't perform very badly and others perform very well.

The South African government must be commended for the fact that it has so enthusiastically taken on the World Heritage Convention. However, it is this same act that gives rise to much of the contention as can be seen from Respondent 2 (a land and business owner) questioning the amount of power that the World Heritage Convention Act gives the management of South African World Heritage sites. Although the main aim of the South African World Heritage Convention Act is to provide the guidelines by which World Heritage sites in South Africa must be managed, it gives the sites the opportunity to manage themselves and bestows power on them. Respondent 11 (a management representative) indicated clearly that the Cradle of Humankind, for example, chose an organizational structure that excludes land owners and other stakeholders.

7.4.1.2 The Structure of World Heritage Sites

Responses and Findings

- **Respondent 11 (a management representative)** explained that the management structure of a World Heritage site is appointed in terms of clauses in the World Heritage Convention Act which allow a management authority to be established. In the case of Robben Island and iSimangaliso there is a Board appointed by the Minister, and the Chief Executive Officer (CEO) reports to the Board. In the case of the Cradle of Humankind, the management authority is appointed in terms of a clause that allows for the appointment of an existing organ of state as the management authority. In this instance the Gauteng Provincial Government was responsible for the nomination of and management of the site, the Member of the Executive Council (MEC) for Finance and Economic Affairs is the management authority and the CEO reports to the MEC. In the view of the government, the establishment of a representative board would be impossible as the site involves many interested parties with divergent views which would result in an unmanageable Board or one that would not be able to take decisions.
- The Cradle of Humankind operates as a Trading Entity of the Department of

Economic Development and is funded as a strategic economic infrastructure investment, i.e. the "Blue IQ" project of the Gauteng Provincial Government. It is managed together with Dinokeng **(Respondent 11, a management representative and Respondent 2, a land and business owner).**

- **Respondent 2** stated that in order to sustain the Cradle of Humankind, its management must be made up of "*people picked from business, from land owners, from government… have a management with* [including] *land owners, scientists, professionals, businessmen, developers, tourism and government*". It should be structured and run much like a company with elected members and a budget. It should not be situated in the middle of Johannesburg but right inside the Cradle of Humankind. "*It must be answerable, visible, active on a daily basis*".
- **Respondent 6 (a DEAT representative)** explained that the iSimangaliso structure is an entity on its own where the CEO is accountable to a board or a council that is appointed by the minister. After a term a new board will be appointed. The board is responsible for making recommendations on the appointment of the CEO, and the minister would then appoint the CEO.
- **Respondent 7 (a local community representative)** suggested a co-management structure with the local community, for iSimangaliso.
- **Respondent 8 (a land owner)** stated that the iSimangaliso structure should include local residents. When issues are discussed, inclusion of more stakeholders in the structure will lead to better feedback or suggestions for solutions.
- **Respondent 3 (a Tourism Association representative)** was of the opinion that a World Heritage site should be part of a larger organization and should not function independently. One organization cannot do everything that is required to maintain a World Heritage site. Failure to include all relevant parties and stakeholders in the structure could lead to some trying to undermine the efforts of the current management structure. A benefit of being part of a larger organization would be ensured sustainability.
- This sentiment was seconded by **Respondent 6**, who explained that an authority responsible for all the necessary functions of a site would have to be able to

perform and be knowledgeable about all the different functional areas which are important for managing an organization, otherwise such site authorities would be set up for failure.

- **Respondent 6 (a DEAT representative)** considered it a problem that South African sites are managed in such a fragmented way. He stated that it is not sustainable for South Africa to have independent managing bodies for each and every site. He proposed a single management structure overseeing all the World Heritage sites in South Africa that would serve as a neutral body interested in checking the compliance of all involved, although certain site level decisions should still be made by a site manager.
- **Respondent 6** suggested that such a body could apply for financial resources and other resources, which it could split amongst the sites evenly and according to need. Such an overseeing authority could ensure that every site performs according to the required standards.

Relation to Literature

The World Heritage Convention Act provides for the establishment of Management Authorities and the granting of additional powers to implement the Convention and to perform their duties. Currently iSimangaliso Wetland Park and the Cradle of Humankind are managed by Management Authorities headed by a Chief Executive Officer. In the case of iSimangaliso, the Management Authority is accountable to a Board.

Organizations are open systems comprising interrelated and interdependent components that need to be continuously harmonized with each other and the environment in order to form an integrated whole and achieve the organization's goals (Cook & Hunsaker, 2001:13-15). Variations in for example the external markets, in technology or knowledge all impose different requirements on organizational arrangements (Lorsch, 1977:2-14) which implies that no single structure is ideal, but that form would (and should) follow function. Thus, the

structuring of the different World Heritage organizations will differ as they deal with different issues. The concern in the case of the Cradle of Humankind as well as iSimangaliso is the acceptance of the management and organizational structure by the organization's members – whether it is seen as acceptable and productive.

According to the Gauteng Provincial Government (1998:38) nomination document for the Cradle of Humankind indicated that the ownership of the site is made up of three main parties: private landowners comprise approximately 98%, ranging from small plots to vast estates; about 8 hectares is owned by a local municipality; and the University of the Witwatersrand owns the sites on which the Sterkfontein caves and Swartkrans is located.

The nomination document for the Cradle of Humankind indicates that the composition of the management structure will be determined through participation and consultation with the State, land owners, the University of the Witwatersrand and other interest groups. This is qualified by the condition that government will have to be able to fulfil its obligations to the World Heritage Convention. Initially management of the area would rest with the Gauteng Provincial Government's Department of Agriculture, Conservation and Environment until the establishment of a Board (Gauteng Provincial Government, 1998:43-46).

According to the Stakeholder Engagement Framework of the Cradle of Humankind, the Gauteng Provincial Government is appointed as the Management Authority in terms of the World Heritage Convention Act no.49 of 1999 (Cradle Of Humankind World Heritage Site Management Authority, 2008:2).

For iSimangaliso, the original nomination document indicated that all the land in the park is state-owned (Kwazulu-Natal Conservation Service, 1998:46). However, there are local communities with claims on the land as well as the residents of, for example the town of St Lucia, which is an enclave to the Park. In this document the initial structure responsible for the management was the Kwazulu-Natal Conservation Service who pledged as their mission the promotion of environmental

ethics, ecotourism, development in especially rural areas, and the building of alliances (Kwazulu-Natal Conservation Service, 1998:54).

The Management Authority of iSimangaliso is a public entity, established by Regulation 1193 under the South African World Heritage Convention Act of 1999. The Board's purpose is to formulate policy and oversee the Executive of the Authority and comprises representatives from key stakeholder groups (The Greater St Lucia Wetland Park Authority, 2006:13-18).

Deductions and Recommendations

The Cradle of Humankind and iSimangaliso are opposites in one very significant way: The Cradle of Humankind is 98% privately owned, while iSimangaliso is mostly owned by the state. Yet the structure of the management organizations are very much the same in the sense that both groups chose management structures (as provided to them in the World Heritage Convention Act) which seems to have created management entities separate from the stakeholders. In the case of iSimangaliso the CEO and Board are appointed by ministerial appointment and in the case of the Cradle of Humankind the Management Authority is an existing organ of the State (i.e. the Department of Agriculture, Conservation and Environment). To a degree this makes sense in the case of iSimangaliso, where the state ostensibly owns the property. However, for the Cradle of Humankind one would expect greater representation of land owners at a strategic level, as it is in fact their land that is in question. In both cases the decisions taking by these authorities, impact on stakeholders on a daily basis and from the results it is clear that stakeholders feel alienated and excluded.

Cognisance is taken of the comment made by Respondent 11 (a management representative) that having too many stakeholders involved in the management of the Cradle of Humankind could debilitate the organization. However, it is apparent from the responses that in the case of the Cradle of Humankind the initial public

participation was quite successful in terms of getting all stakeholders to buy into the process of inscription, and that they now feel cheated out of participation. Respondents 1 (a business owner), 2 (a land and business owner), 3 (a Tourism Association representative), 5 (a tourism operator and land owner), 8 (a land owner) and 9 (a business owner and community welfare representative) all discussed their experiences of frustration in some form or another with the autocratic management practices at both the Cradle of Humankind and iSimangaliso.

The nomination document for the Cradle of Humankind indicated that the composition of the management structure will be determined through participation and consultation with the State, land owners, the University of the Witwatersrand and other interest groups (Gauteng Provincial Government, 1998). However, government decided (after inscription was achieved) that this would not be feasible and opted for a structure made up of government officials. One wonders that if it could be accomplished once, why government who advocates participatory management, would not now "allow" a structure at the Cradle of Humankind which included land owners on a strategic level. It seems unfair that the government had been able to accommodate them in a spirit of participation during the process of applying for inscription, when it was imperative that everyone should buy into the idea. However, after inscription the government decided that such a management structure would be impossible to manage and as such independent authorities have been established in order to get on with the business of managing the site (apparently) as the management authority sees fit without direct participation by the stakeholders.

The suggestion of a single management structure overseeing all the World Heritage sites in South Africa is deemed a very positive one. It would serve as a neutral body interested in checking the compliance of all involved according to a set of rules. Respondent 6 (a DEAT representative) considered it a problem that South African sites are managed in such a fragmented and decentralised way and suggested that it is not sustainable for South Africa to have independent managing bodies for each and every site. He proposed a centralised management structure overseeing all the World Heritage sites in South Africa.

Considering the vast resources required by each site, it makes sense to pool expertise and share knowledge and Best Practices. If some of the functions are shared that would ensure that a site's authority will have access to the best experts in various fields and will not have to do it all themselves. Respondent 3 (a Tourism Association representative) expressed frustration with the disjointed rather than group effort as it appears that sites are "*doing their own thing*". Respondent 6 has stated that government has learnt from its mistakes in the sense that allowing a site to have an exclusive and independent authority will result in setting them up for failure as it is difficult for one organization to have all the resources necessary to optimally manage a World Heritage site.

It would be easy to incorporate newly inscribed sites or sites which do not yet have a management authority into such an organization. However, in the case of iSimangaliso, Respondent 6 explained that when its Management Authority had been established, World Heritage in South Africa was still in its infancy and since then many lessons have been learnt and facts realised. It appears to me as if there is some concern about exactly how to address issues with regard to iSimangaliso's structure and management given the power granted them by the legislation.

The sustainability of having separate management structures for each and every site and duplicating the resources required to optimally manage the sites is questionable. Government has other tasks and obligations and cannot enforce the desired behaviours. A single managing organization concerned with the participatory governance of World Heritage in South Africa would be keeping in line with the philosophy of UNESCO that World Heritage belongs to all people and not to a particular site's management. With an overseeing institution, tasked with looking after the welfare and performance of World Heritage sites in South Africa the idea is not that the site's management is accountable to a Board or Council but rather that it is accountable to the country, the nation and the world. Currently such a structure that could be tasked to ensure that particular sites perform according to required standards or that could address stakeholder complaints, does not exist.

In terms of Best Practices, the focus in organizational design is gravitating towards collaborative or partnership designs (Anand & Daft, 2007: 329–344). The result of such designs would be that management would lose direct control over resources required for performance and would have to depend on others over whom there is little or no direct control, yet still retain responsibility for performance. It appears from the research findings that the management of the selected World Heritage sites are not yet ready to opt for more collaborative or partnership organizational structures.

7.4.1.3 Parties and Partners

Responses and Findings

- **Respondent 3 (a Tourism Association representative)** asserted that to ensure a World Heritage site retains that status requires effective partnerships, and "*the lack of partnership may lead to a site's demise*". Heritage sites need tremendous resources, not only monetary, but political support, specialist knowledge and all these aspects are not embodied in the management authority of a site. When partners are isolated, these support mechanisms break down, signalling danger for the sustainability of a site.
- **Respondent 6 (a DEAT representative)** stated that it may be that before a site was declared a World Heritage site, the site may have struggled with for example invasive species or pollution. Once they have World Heritage status it's no longer the site or its management's sole problem, as government and others responsible for World Heritage would come together in partnership and intervene because it becomes important for the "*common good*".
- **Respondent 11 (a management representative)** also stated that it is "*the job of the Management Authority to make sure that everybody comes to the party*". This includes municipalities and government departments and although each department is still responsible for its core business (such the Department of Public Transport, Roads and Works being responsible for roads in the area), the Management Authority might work with those departments to ensure that special

attention is given to the World Heritage site.

- **Respondent 1 (a business owner)** cited as an example of parties not cooperating in partnership for the collective good, the case of St Lucia's lack of municipal water supply. If residents go to the municipality, it blames the management authority, if they talk to the management authority; the latter claims it's the municipality's responsibility. Meanwhile, residents and (possibly most notably from a negative publicity viewpoint) tourists may turn on a tap and nothing comes out. **Respondent 7 (a local community representative)** as well as **Respondent 8 (a land owner)** gave the same example.
- **Respondent 3 (a Tourism Association representative)** explained that "*we're supposed to sit on the board of that organization and the advisory committees… at one stage we were the clearing house for a lot of the funds that were made available… We helped put in a lot of the infrastructure… It was all cleared through KwaZulu-Natal Tourism*" and feels that this has made them an important support stakeholder.
- **Respondent 11 (a management representative)** states that the World Heritage Convention Act make extensive reference to collaboration with parties involved in a site, but states that the realities of a site like the Cradle of Humankind is "*that there are competing and conflicting priorities and they're irreconcilable in many instances*". Conflicting interests may include some rich landowners who would like limits on access to the site and the poor and unemployed for whom jobs need to be created.
- **Respondent 2 (a land and business owner)** explained that the stakeholders have many ideas with regard to sustainable job creation. He stated that land owners "*would assist them in putting something there like a park centre… that would create long-term jobs, skills training, tourism related potential*".
- **Respondent 2** was of the opinion that in the Cradle of Humankind there is basically no public-private partnership. The individual stakeholders are for example compiling a map of the area and undertaking other activities separately from the government as well as from the management of the Cradle of Humankind and *vice versa*.
- **Respondent 2** elaborated on the issue of landowners involved in the Cradle of

Humankind and identified a point of contention between the land owners who are right in the centre of the Cradle of Humankind and those on the periphery. The peripheral land owners are unhappy as their properties are worth less because they can't develop, yet they are the greater in number. **Respondent 2** asked whether in this case one must "*go the democratic view of those people who are more numerous – cut the Cradle up*" and allow development, or whether one should protect a site because of its World Heritage status. His opinion was that development and subdivision rights are awarded arbitrarily and not in the interest of the site.

- **Respondent 6 (a DEAT representative)** explained that living within a World Heritage site brings certain responsibilities. Although many businesses within heritage sites have indicated that they have benefited from the site's status, many of them are not prepared to also accommodate the responsibilities and rules that govern a protected area. For example, if one is in a protected area one has to operate within acceptable legal requirements such as only flying over the site once with a permit and only at certain approved heights.
- In terms of Best Practices, **Respondent 3 (a Tourism Association representative)** suggested that any World Heritage site must have strong partnerships, local, government and international, and especially in terms of the focus on tourism.
- **Respondent 3** believed that often key parties or stakeholders are "*kept at bay, very cleverly*". Although the management of iSimangaliso has managed to get a lot done, it has been done in a very autocratic way, isolating people instead of engaging them. He further theorised that World Heritage sites in particular should be about partnerships otherwise one would question the site's sustainability.

Relation to Literature

A number of institutions are involved with or are potentially responsible for heritage in South Africa such as UNESCO's World Heritage Committee; the South African World Heritage site management authorities; the South African World Heritage Convention Committee (SAWHCC); The Department of Environmental Affairs and Tourism (DEAT); the South African Heritage Resources Agency (SAHRA); the World Conservation Union (IUCN); and the International Council on Monuments and Sites (ICOMOS) (November, 2007).

The World Heritage sites specifically consist of diverse stakeholder groupings including local government, nature conservation, tourism related operators and visitors, private residents and local communities (World Conservation Monitoring Centre, n.d.). The Cradle of Humankind and iSimangaliso both have the following parties involved in the sites:

- the land owners (private or government);
- the site managers;
- the local communities and residents;
- visitors to the site;
- the municipalities and government departments;
- UNESCO.

The nomination document for the Cradle of Humankind indicates that the interests, needs and values of all interested and affected parties must be taken into consideration when decisions are made regarding the site (Gauteng Provincial Government, 1998:43).

According to the Stakeholder Engagement Framework of the Cradle of Humankind (Cradle Of Humankind World Heritage Site Management Authority, 2008:2-13) the stakeholders for this site include various government departments, most notably the

Department of Environmental Affairs and Tourism (which reports to UNESCO), the Department of Arts and Culture (for participation in the South African World Heritage Convention Act) as well as interdepartmental co-operation; various national agencies such as the South African Heritage Resources Agency and South African Tourism; neighbouring provinces; local governments, and lastly, stakeholder engagement with land owners, occupiers, business owners, investors, non-government organizations and education institutions.

Deductions and Recommendations

From the research and responses it is clear that many different parties are role-players in the establishment and continued existence of World Heritage sites in South Africa. It is useful to study the parties involved in the selected World Heritage sites because of the value of organizational social capital. Organizational social capital refers to connections within and between social networks as well as connections among individuals that have value and can increase productivity (Portes, 1998:1-24).

To make a site successful requires the cooperation of many parties firstly during the process of inscription and afterwards in the daily management of the site. Respondent 11 (a management representative) explained that within a World Heritage site all the normal agencies are still responsible for their various functional areas for example, the Department of Transport would be responsible for roads in the area. What is unclear is the influence and rights afforded to each party. It appears as if the Management Authority unilaterally decides who they will work with, in what way and how often. What is clear is that the frustrations of the different parties are not addressed. A discrepancy exists between what was proposed in the nomination documents and what is in fact the case at present with regard to what roles the different parties should play.

In the spirit of UNESCO's philosophy, World Heritage sites should be about partnerships. Once a place is declared a World Heritage site its problems becomes the shared responsibility of parties such as government and others responsible for World Heritage. All stakeholders (from land owners and residents to government) should be enabled by legislation and by common courtesy and goodwill, to unite in partnership because they have the common purpose of the success and sustainability of the World Heritage site at heart.

The nomination document for the Cradle of Humankind indicates that the interests, needs and values of all interested and affected parties must be taken into consideration when decisions are made regarding the site (Gauteng Provincial Government, 1998:43). However, the question is who defines who the interested and affected parties are? Who defines what a "stakeholder" is? Should stakeholders show some form of proof such as an electricity account from the local municipality or a title deed in order to qualify for participation? For example, local community members may not be able to produce a municipal account but may have valid land claims. Respondent 11 (a management representative) presented a "Stakeholder Engagement Framework" for the Cradle of Humankind that dictates who is seen by the Cradle of Humankind's management as stakeholders and the mode and frequency of communication with such stakeholders.

My recommendation is for country-wide strategic planning seminars to be held where a constitution for the effective management of World Heritage sites in South Africa is decided by all relevant stakeholders. Who the relevant stakeholders are and what their contribution could be, should be decided not in a one-sided manner by current Management Authorities or by government, but by participatory discussion. This should be the general blueprint on which site specific management can be based.

7.4.1.4 Tourism Destination and Sustainability

Responses and Findings

- **Respondent 6 (a DEAT representative)** stated that "*a World Heritage site by its existence is a tourist destination*". He commented that upon a site being listed as a World Heritage site tourists flock there, which must be managed. The tourism sector plays a significant part in attracting visitors to South African World Heritage sites.
- **Respondent 6** elaborated on the fact that there is a fine balance between managing the site as a tourist destination and managing the site for its intrinsic value. One cannot only focus on managing the tourist numbers; however, tourism is the result of the numbers that come to experience the value of the site and express appreciation.
- **Respondent 11 (a management representative)** stated that the Cradle of Humankind is a geo-spatial heritage site whose main economic activity is tourism. Respondent 11 commented on the obligations imposed by the Convention stating that a World Heritage site must provide interpretation of the site and must be accessible to the public. She commented that in 2003 there were 63 tourist attractions in the area and that there now are an estimated 400 attractions including accommodation, places to eat and things to do.
- **Respondent 10 (a Tourism Association representative)** would not characterize the Cradle of Humankind as one of the main attractions of the province because of its "*unique interest and nature*" and suggests that it could possibly be packaged with more popular attractions in an effort to introduce more people to the site.
- **Respondent 6 (a DEAT representative)** stated that often a World Heritage site's value is quite abstract and this may impact on the tourist activities.
- This is also an issue for **Respondent 10 (a Tourism Association representative)** who explains that the Cradle of Humankind is an example of a site which can be quite difficult to market as a tourist destination. It is inscribed on a scientific basis with which many religious people have an issue.

- In response to the argument that it is unique and could alienate religious people, **Respondent 11 (a management representative)** stated that at the Cradle of Humankind an effort has been made to cater for all belief systems and cultures. It is the responsibility of the site's management to make sure that the site is not interpreted in a way that excludes any belief system. One of the requirements for the visitor interpretation centre was that it would "*be scientifically correct but still allow for debate and continued discovery*". The management of the Cradle of Humankind is supported by a committee of scientists that vouches for the scientific correctness of any new display.
- **Respondent 2 (a land and business owner)** believes that high-end tourism is the vehicle with which to promote and protect heritage. He feels however that the tourist offering at Maropeng is a "*white elephant… hugely expensive*" and not in line with the spirit of the place. He is concerned about the manner in which it was conceived and built – without the input of many of the stakeholders and scientists involved in the original process. He suggests tourist offerings such as a Museum of African Art.
- There has been a disproportionate investment in the Cradle of Humankind by government departments in order to attract private sector investment and ensure that the infrastructure is sufficient for tourists to have a high quality experience. The economic rationale for this it is that tourists will spend more in the area according to **Respondent 11 (a management representative**).
- **Respondent 11** stated that the development of Maropeng and Sterkfontein Caves as visitor interpretation centres was firstly to comply with the obligation of interpreting the site and making it accessible to the public, but also as a "*pull factor*" for tourists. She made the point that "*the only way you can protect it* [the World Heritage site] *is if you've got thriving economic activity that contributes to creating a sense of place*". New development in the area is limited to eco-tourism so that it can remain a pristine geo-spatial area for leisure and business tourism. The site has won an award for best sustainable tourism investment on the African continent which was awarded by the UN World Tourism Organization.
- **Respondent 11** explained that the generation of income for the Management Authority is on the basis of concessions for the operation of the official visitor

centres, Maropeng and Sterkfontein. Once the annual income reaches a threshold a concession fee is payable and this will be used for community projects, research and education projects.

- **Respondent 10 (a Tourism Association representative)** indicated that the Cradle of Humankind is an important tourist destination for South Africa, especially in terms of international tourism. In terms of local tourists, there seems to still be a lack of interest about the site from locals, possibly due to the local culture not being one of tour and travel.
- **Respondent 11 (a management representative)** also indicated that the Cradle of Humankind has a strong appeal for international tourists who are interested in the uniqueness of the site. The domestic tourists, who want to relax and not necessarily be educated, do not find the site as appealing.
- However, **Respondent 1 (a business owner)** commended the tourist offering at Maropeng for providing "*very nice educational programs*" especially for schoolchildren. In her own capacity she has started initiatives such as a slideshow and a book concerning World Heritage in South Africa, in an effort to add value to the understanding and experience of our World Heritage sites by tourists.
- **Respondent 2 (a land and business owner)** considered that having the Cradle of Humankind declared a World Heritage site has had quite a significant negative impact that is not being adequately managed by the current management authority. As a World Heritage site, awareness of it as a tourist destination has increased and this leads to increased traffic especially in the form of noise pollution by motorcycles.
- **Respondent 3 (a Tourism Association representative)** stated that iSimangaliso is a very important World Heritage site and from a tourism perspective, it is regarded as very, very significant. From a tourist destination perspective, the World Heritage sites are key attractions for KwaZulu-Natal and ensuring that the site is effectively marketed is a key concern. It is however more a disjointed rather than group effort as it appears that the various stakeholders of the site are "*doing their own thing*" in terms of marketing.
- **Respondent 3** indicated that partnerships and strategic management are some

of the key concerns with regard to tourism and that tourism is a most extreme from of relationship marketing. Often World Heritage sites are very good at conservation but they don't market themselves effectively in terms of communications, public relations, consumer and trade awareness. In the case of iSimangaliso, the separate stakeholders appear to want to do their own thing. Although they are supportive of interest groups visiting, they also choose to remain distinct groups, for example by having separate stands from South Africa Tourism and KwaZulu-Natal Tourism at trade shows.

- **Respondent 3 (a Tourism Association representative)** stated that if one looks at the policies that have been formulated with regard to iSimangaliso, the tourism organization is supposed to be an important partner but that they felt excluded as iSimangaliso does their own marketing.
- Often conservationists are opposed to opening up their parks to tourism, and according to **Respondent 3** this is an extremely narrow view, because in order for conservation to be sustainable it must be based on sound business principles, and well-managed tourism makes business sense. iSimangaliso being declared a World Heritage site has had a significant impact on the visitor numbers to KwaZulu-Natal. Heritage status raises awareness of an area and has a status attached to it "*almost becoming a 'must-see' attraction*".
- At iSimangaliso, some of the Best Practices initiated by the management authority includes restocking the game and putting in roads and fencing. However, some of the facilities such as camping sites have deteriorated significantly. **Respondent 3** elaborated further that although controversial, the ban on 4x4 vehicles driving on the beaches, was a positive initiative.
- **Respondent 9 (a business owner and community welfare representative)** feels that although the high-end tourism market is what iSimangaliso is aiming for, the overseas visitors do not buy the local wares and fruits. Previously, local tourists and fishermen would visit the site and buy the fruits and crafts; however after the 4x4 vehicle ban as well as derogatory remarks by the Park's management with regard to "*brandy drinking fishermen*", they are now rather going to Mozambique. Therefore, as a result of actively changing the tourist demographic many of the locals have lost their income and are suffering.

- Possible negative aspects of increased tourist activity at a World Heritage site can be in terms of wear and tear, pollution and general degradation and this must be managed actively, according to **Respondent 3 (a Tourism Association representative**). He complimented iSimangaliso on the way they have zoned tourist activity to certain nodes on the periphery of the park, in order to capitalize on the benefits yet manage the negative impact. **Respondent 3** was of the opinion that carrying capacity can be amended by more effective management.
- Tourism activity at iSimangaliso is also regulated by means of concessions for which Tour operators can tender, according to **Respondent 5 (a tourism operator and land owner**).
- **Respondent 5** stated that tourism is critical to iSimangaliso as there is little other employment available save those opportunities created through tourism.

Relation to Literature

One of the key criticisms of OB is that it tends to focus on psychological issues and does not take full cognisance of the social and economic workings that may impact on the organization (Furnham, 2004:429-431; Martin, 2004:415). Tourism is the economic means by which heritage information and awareness is imparted to the public. Tourism is an essential part of the sustainability of World Heritage organizations (Andah, 1990:116) and should be managed sustainably. Tourism in protected areas has benefits and risks, yet through sustainable destination management the risks can be mitigated and the benefits reaped. Destination management entails a coalition of stakeholders working towards the viability and integrity of a destination (World Tourism Organization, 2007b).

The nomination document of the Cradle of Humankind (Gauteng Provincial Government, 1998:35) states that interpretation is considered to be "*the art of explaining to non-specialists the significance of an object, place, historical period or landscape*". Towards this purpose the original nomination document suggested the principle of channelling visitors through an orientation centre, which was adopted at

Maropeng. It stated the type of tourism to be eco-tourism related activities and expressed the notion that inscription would lead to an increase in visitor numbers, which has indeed been the case.

According to the nomination document (Gauteng Provincial Government, 1998:35) the Gauteng Tourism Association would play an active role in the promotion of the area. However, from the interviews it transpired that they at best play a supportive role with the Cradle of Humankind doing their own branding and promotion.

The Chief Executive Officer of iSimangaliso states in the 2006 Annual Report that while the Park is proving a catalyst for regional tourism development, he considers the benefits it can generate to be limited and that it must be managed as such (The Greater St Lucia Wetland Park Authority, 2006:10).

Deductions and Recommendations

Respondent 11 (a management representative) described the development of Maropeng and Sterkfontein Caves as interpretation centres used as a "*pull factor*" for tourists, explaining that the only way to protect the World Heritage site is through thriving economic activity. The Cradle of Humankind has won an award for best tourism investment on the African continent, awarded by the UN World Tourism Organization. However, one of the key concerns noted during the interviews is the lack of stakeholder say in what is to be done with regard to tourism at the World Heritage sites. Frustration exists because once again the stakeholders feel left out of making decisions which often directly impact on them. This is evidenced in Respondent 2's (a land and business owner) dislike of Maropeng and Respondent 3 (a Tourism Association representative) and Respondent 10's (a Tourism Association representative) feelings of being left out of significant tourism marketing activities. Respondent 2 also expressed a concern with regard to access allowed to tourists at the Cradle of Humankind with reference to motorcycle driving in ecologically sensitive areas. Despite the fact that many complaints have been made by locals the site's

management has not responded. The solution to such a situation could be found in stakeholders' participation instead of one-sided decision-making with regard to tourist activity.

Respondent 3 and Respondent 6 (a DEAT representative) commented on the fact that both the Cradle of Humankind and iSimangaliso appear to want to be responsible for their own tourism marketing. Although such sites are sensitive, I believe that a participatory approach to tourism destination management will have many rewards, not least of which is the increased buy-in from the local community. It also appears as if there is much fragmentation of resources with sites not working together with the provincial tourism associations for example, which leads to duplication of effort.

World Heritage is often a driver for tourism demand. From the research it appears as if in both the case of the Cradle of Humankind and iSimangaliso, there has been a change in tourism demographic to a more ecologically aware and often international tourist. This high-end tourism has many benefits such as the potential for a higher income earned by accommodation providers; however, specifically in the case of iSimangaliso, and according to Respondent 9 (a business owner and community welfare representative) concern was noted for the local community who for a long time had been reliant upon a local, less sophisticated demographic to buy their wares. The original nomination document for the inscription of iSimangaliso as a World Heritage site stated that there was a "*progressive neighbour relations policy*" in place to foster good relations with the surrounding communities whereby they are given "*free access and business and employment opportunities*" in order to derive direct benefit from the protected area such as through the selling of curios and fresh produce at designated market areas (Kwazulu-Natal Conservation Service, 1998:45).

Respondent 6 (a DEAT representative) stated that the existence of World Heritage status results in a site becoming a tourist destination. This was supported by Respondent 11 (a management representative) who defined the Cradle of Humankind as a heritage site whose main economic activity is tourism. Respondent

5 (a tourism operator and land owner) stated that tourism is critical to iSimangaliso as there is little other employment available save those opportunities created through tourism. Respondent 6 elaborated on the fact that there is a fine balance between managing the site as a tourist destination and managing the site for its intrinsic value. One cannot only focus on managing the tourist numbers even though tourism is the result of the numbers that come to experience the value of the site. The literature shows that tourism has the potential to create jobs, increase education and uplift communities. Most notably tourism can be the vehicle by which heritage is protected and cherished.

7.4.2 Understanding the Organizational Dynamics of the Heritage Sites

In trying to understand the dynamics of the selected World Heritage sites, several issues and themes have been identified such as:

- the management and leadership styles applied at the sites;
- the organizational culture at World Heritage sites;
- the communication at World Heritage sites; and
- the stakeholder relationships.

7.4.2.1 The Management of the World Heritage Sites

Responses and Findings

- **Respondent 4 (a UNESCO representative)** hypothesised that "*management of all sites must be in line and supporting* [sic] *the critical essence of why they* [heritage sites] *are on the list*". The manner of management should support the core essence of heritage namely to encourage the identification and protection of the heritage, which is considered to be of outstanding value to humanity.
- **Respondent 2 (a land and business owner)** echoed this by calling for a "*list of rules*" agreed on by all parties involved, sustaining the heritage for posterity. **Respondent 6 (a DEAT representative)** proposed that the management of sites should be neutral and not have vested interests in sites apart from conserving it for posterity. There should be a universal standard of management applied and

he stated that "*rules are common and applied evenly to everybody*".

- **Respondent 6** explained that our legislation allows us to create management entities that are separate from state and can sue and be sued. If they are not performing they can be taken into custodianship but there is a process to be followed.
- **Respondent 6** stated that the management plans of World Heritage sites are important as they should become an agreement or contract between the management and stakeholders. The only way to prove that a management authority is not performing is when a management plan exists against which performance can be measured. **Respondent 7 (a local community representative)** indicated that he has not to date seen the management strategy document for iSimangaliso and did not know what the long-term vision for the site was.
- A failing of the management officials of any World Heritage site is that although they are often brilliant conservation or heritage specialists, they are not capacitated in all the important aspects of management and also in particular not in the management of a tourist destination, asserted **Respondent 3 (a Tourism Association representative)**.
- **Respondent 11 (a management representative)** describes the management of the Cradle of Humankind as a constant balancing act in terms of the different interest groups and between balancing development and protection of the site.
- **Respondent 11** explained that managing the Cradle of Humankind's conflicting interest groups is particularly difficult. She stated that the reason for the Cradle of Humankind's management approach to managing the site in a specific way is to get the balance right between *"consulting and getting on with planning and development*".
- In order to improve the management of the World Heritage site, **Respondent 2 (a land and business owner)** suggests a coordinated, properly thought through master plan that gives cognisance to heritage status and involves the locals and scientists who live and work on the site, in the decision-making.
- **Respondent 2** has experienced the management style of the Cradle as one of "*divide and rule*" where stakeholders are shut out and made to feel as if they

can't speak out for fear of losing their own rights.

- **Respondent 2** alluded to an investigation instigated by stakeholders into the management of the Cradle but felt unsure whether any good would come of it as the main investigator tasked with this is part of the management structure and would in all probability not find anything wrong with the way in which his own group has conducted the management of the site.
- **Respondent 2**'s view was that after Mary Metcalfe (the previous MEC) left the Cradle of Humankind to pursue other interests, the whole process and management thereof changed for the worse. He believed that the management authority of the Cradle of Humankind ignored the original application document (which was used to get everyone to buy in) and created a series of very expensive but ineffective master plans.
- **Respondent 2** was quite negative towards the current management of the Cradle of Humankind as he believed that they are a "*dictatorship*" and don't take heed of suggestions or requests from other stakeholders. He cited as an example the road that has been tarred. It had been his and other land owners' idea to have the road tarred, but their intention was that the flow of the road had to take cognisance of archeologically sensitive areas, as well as private land owners' properties. As it happened, according to **Respondent 2**, the management disregarded other stakeholders and tarred a road going "*right through the middle of the Cradle*". This has led to increase in traffic and noise pollution which is not being managed by the management authority despite numerous complaints, meetings and letters from stakeholders. He feels that this is a trend of the current management: to ignore letters and petitions by stakeholders.
- **Respondent 2** questioned the transparency of the management of the Cradle of Humankind and cited as an example how difficult it was to get insight into the budget of the organization… "*We get told to check a website… it is impossible to find the budget – it's buried in another budget, which is buried in another budget*".
- **Respondent 2** cited several other examples where the management of the Cradle of Humankind has or is planning to implement projects or developments

without the buy-in from strategic stakeholders such as the tarring of a "*dead-end*" road in order to create short-term jobs (rather than transferring skills for longer-term impact) or building a community centre in a key tourist spot (where very few people actually live). Respondent 2 claimed that the stakeholders are prepared to invest a lot of time and money in partnership with management to build community centres at a location which will be more accessible to the local community and starting initiatives which will lead to long-term jobs.

- With regard to the management of iSimangaliso, **Respondent 3 (a Tourism Association representative)** stated that he had experienced the leadership as extremely autocratic and controlling. In some issues, the management of iSimangaliso has done an incredible job, yet have managed to rub so many people up the wrong way that feelings of frustration abound; there are even rumours of death threats. This was echoed by **Respondent 5 (a tourism operator and land owner)** and **Respondent 9 (a business owner and community welfare representative)**.
- The above sentiment was repeated by **Respondent 1 (a business owner)** and **Respondent 4 (a UNESCO representative)**. Respondent 1 stated that according to her sources the management authority of the previously named St Lucia had applied to have the name "iSimangaliso" trademarked. She speculated that this was an attempt to have "*absolute, full control*". **Respondents 1 and 4** questioned why the management authority should be allowed to have such control over a site which they don't own, which (in theory) belongs to all the people of the world.
- **Respondent 4** went so far as to speculate "*that everybody's scared of*" the management in the area.
- **Respondent 3 (a Tourism Association representative)** furthermore stated that the management of iSimangaliso appears to operate like an island. Management has accomplished many important achievements. However, by and large the communities (who are thus being managed as part of the site) feel alienated: "*The Convention gives those powers. Yes sure, but in a way they almost operate like an island unto themselves and that's what you'll pick up…*".
- **Respondent 3** feels that many investment opportunities just take too long to get

off the ground and stakeholders are frustrated because "*there's just so much red tape to wade through to get things going*".

- In contrast **Respondent 5 (a tourism operator and land owner)** stated that he had noticed that there has been a "*positive shift in the management*" of the St. Lucia Estuary system and that previously this eco-system has been jerked back and forth through a series of management policies.
- **Respondent 1 (a business owner)** was concerned about the lack of transparency of iSimangaliso's management.
- **Respondent 1** explained that the annual report of iSimangaliso was a 5-year strategic management plan with core management objectives, including a description of how they were measured. She compared it to the management deciding what game to play, making up the rules and being their own referee. She proposed that in order to truly support sustainability these plans cannot focus on 5-year periods but should be longer term in vision and focus, such as 15 years.
- **Respondent 3 (a Tourism Association representative)** has never seen a long-term vision and strategy document for iSimangaliso, at least not which are "*freely available for people… and it should be available in Zulu… little brochures which are readily available so people understand the long-term vision and mission"*, although he has seen many planning documents.
- In terms of a vision of iSimangaliso, **Respondent 7 (a local community representative)** stated that he would like to see a democratic structure, that the land and people are uplifted and that the stumbling blocks of lack of water, lack of employment and lack of skills are addressed. If these are neglected, it will not be sustainable.
- It was also mentioned by **Respondent 3 (a Tourism Association representative)** that it would be essential for the manager of a World Heritage site to have the personal skills to effectively lobby and engage people. The ability to "*pick up on warning signals*" (in terms of not getting the resources needed and cooperation from various stakeholders) is one of the most important ingredients for sustainability.
- **Respondent 1 (a business owner)** agreed that a dictatorial style of

management lends itself to a situation where sustainability is questioned and the site is then put on UNESCO's endangered list.

- In terms of Best Practices, **Respondent 3 (a Tourism Association representative)** suggested that any World Heritage site must have strong leadership, not autocratic, but rather a participatory style. Another suggestion is that managers of such sites should have business qualifications (in addition to their conservation or heritage background) in order to gain a broader perspective.

Relation to Literature

In South Africa, Section 4 of the World Heritage Convention Act (South Africa, 49/1999:12-14) *inter alia* entrusts the management of South African World Heritage sites to Management Authorities. Their powers and duties include, but are not limited to: implementing the World Heritage Convention; liaising with relevant conservation and similar authorities on a local, provincial, national and international level; negotiating land claims; entering into agreements with any person for the provision of goods and services; charging fees for any function it fulfils; undertaking research or investigations relevant to a World Heritage site; and co-ordinating with the relevant authorities in order to expedite sustainable development in World Heritage sites.

Strategic OB management involves harnessing the potential of entities within an organizational setting to achieve a common objective. According to Hitt *et al*. (2006:6) an organization's strategy must be implemented and its goals achieved by empowering these entities in order to utilise their capabilities to the benefit of the organization. In order to gain a competitive advantage in a dynamic environment, organizations must implement their strategy successfully. The implication for the Cradle of Humankind and for iSimangaliso is that their management should not simply be operational. In order to strategically manage the OB of their organizations they will have to effectively and participatively organize and manage the actions,

knowledge and skills of the individuals and groups within an organizational context. Hitt *et al*. (2006:15) refers to this as the strategic approach to OB.

The nomination document for the Cradle of Humankind states that "*good governance depends on mutual trust and reciprocal relations between government and people. This must be based on the fulfilment of constitutional, legislative and executive obligations, and acceptance of authority, responsibility, transparency and accountability*" (Gauteng Provincial Government, 1998:43).

The nomination document for iSimangaliso pictured the shared vision and commitment of the management which would entail a well-balanced, representative executive Board, ensuring effective communication, and "*to pursue participatory management practices*" (Kwazulu-Natal Conservation Service, 1998:55)

One of the principles and objectives that support the vision of the Cradle's management is "*to acknowledge the need for management to be integrated and participatory"* as well as providing for "*ongoing stakeholder participation*" (Department of Agriculture, Conservation, Environment and Land Affairs, 2000:4-5).

Holloway (1991:187) argues that organizational behaviour is far from value free and often serves specific interest groups. There is a powerful political dimension to organizational behaviour that cannot be denied. The whole history of the twentieth century is scarred by the extreme politics of left vs. right, communism vs. capitalism, management vs. labour. Hopefully, the future will see less conflict and more cooperation between management and labour, and a genuine interest in the understanding of the complex mechanisms and processes of the elements that determine behaviour in the work place.

Deductions and Recommendations

In the case of the selected World Heritage sites, both management authorities have chosen the option of being separate entities, with government connections, and with the CEOs being appointed by ministerial appointment and not for example by means of a public meeting. With iSimangaliso, the CEO is accountable to a Board. It is unfortunate that in both cases neither of the Management Authorities nor their CEOs is accountable to the public. A recommendation would be that these Management Authorities be directly accountable in some form to the public, specifically to role-players in and around the specific sites.

The Cradle of Humankind in particular, follows a regulated approach with regard to stakeholder engagement and involvement (or lack thereof as the case in fact is) in the structure of the organization, which is contrary to UNESCO's vision of World Heritage belonging to all the peoples of the World. Most respondents felt that the management structures of both the selected World Heritage sites were not inclusive and representative of all stakeholders. Most stakeholders are of the opinion that it might be a good thing if the sites were not managed as islands but rather as part of larger organizations with stakeholders who were part of actual management rather than only being invited to attend public meetings. Stakeholders, especially at sites where a significant portion is owned by private landowners, should be represented at a significant level in the planning and involved in the day-to-day management of the site.

It is a concern that the management of heritage sites are often made up of heritage or conservation management specialists with little or no expertise in financial aspects, human resources or marketing, and this confirms the importance of being part of larger network or organization where such expertise can be drawn upon. A significant finding of both the literature review and the interviews was that the leadership and style of management of a particular organization will often determine what type of culture develops at the organization, and this will either positively or negatively influence communication and relationships within the organization. It is

clear from the responses that a dictatorial type of leadership is experienced as very negative and the sustainability of such a structure is questioned.

Cooperation and support for this research was granted by UNESCO, the Department of Environmental Affairs and Tourism as well as the management of the Cradle of Humankind. The top management of iSimangaliso did not want to cooperate with this research, despite numerous efforts on my part to engage them. This is a significant shortcoming, as their non-cooperation seems to support the general perception of other interviewees regarding their autocratic and exclusive management practices.

Participative leadership is very important and entails involving stakeholders in making decisions that impact on themselves and the organization. Participation encourages them to contribute to group goals and share responsibility and is the psychological result of supportive management (Johns & Saks, 2008; Newstrom, 2008). Elenkov *et al.* (2005:666) define strategic leadership as the process of forming a vision for the future, communicating it to subordinates, stimulating and motivating followers, and engaging in strategy-supportive exchanges with peers and subordinates. As evident from the responses above, many of the respondents had very little idea what the vision and strategy for either organization entailed. This is a significant shortcoming for the selected World Heritage sites and indicates an area for improvement in terms of best Practices as strategic leadership and strategy are crucial for achieving and maintaining strategic competitiveness.

The nomination document for the Cradle of Humankind states that “good governance depends on mutual trust and reciprocal relations between government and people. This must be based on the “*fulfilment of constitutional, legislative and executive obligations and acceptance of authority, responsibility, transparency and accountability*” (Gauteng Provincial Government, 1998:43). One of the principles and objectives that support the vision of the Cradle’s management is “to acknowledge the need for management to be integrated and participatory”. It also provides for “ongoing stakeholder participation” (Department of Agriculture, Conservation,

Environment and Land Affairs, 2000:4-5). My perception is that these documents pay lip service to the participation. The wording seems to read that they have to 'acknowledge' it, but it appears from the research that they do not 'practice it'. Respondent 2 (a land and business owner) specifically stated that land owners at the Cradle of Humankind would donate the land and put in permanent staff in order to ensure a more representative management at the Cradle of Humankind that included land owners, scientists, professionals, business owners and tourism. He commented that site-specific management should be located at the site where it can be answerable to the stakeholders, and visibly active on a daily basis. It should not be situated far away in the middle of Johannesburg. If it were situated on site it could deal with problems in a timely manner.

From the responses it appears as if there is little or no mutual trust. The Management Authorities do not trust stakeholders enough to involve them in decision-making or management, and the stakeholders do not trust management as they do not perceive management as transparent and participatory. In the case of the Cradle of Humankind, as well as with iSimangaliso, the respondents questioned the transparency of the Management Authorities, citing how difficult it is to gain access to information or to get answers to questions. If there is extreme mistrust of the management structure such as is the case with Respondent 2 (a land and business owner) who believed that the current management of the Cradle of Humankind were "cooking the books", an assumption possibly based on the issue of this stakeholder not being able to gain access to information, thus experiencing a lack of transparency, causing the sustained existence of these sites to be questioned.

In both cases studied, it appears as if there is a combination of a lack of participatory management, together with a significant number of aggrieved stakeholders, and also some opportunists, who are only concerned for their own interests. This combination of dynamics does not bode well for continued sustainability. For continued sustainability and success there must be acceptance and support of the management plan by the stakeholders. If this support is lacking together with a lack

of an inclusive structure and rules, then management cannot be brought to task, and they make the rules to suit themselves.

Respondent 6 (a DEAT representative) proposed that there should be a universal standard of management applied and "*rules are common and applied evenly to everybody*". Respondent 2 (a land and business owner) echoed this by calling for a "*list of rules*" agreed on by all parties involved, sustaining the heritage for posterity. For iSimangaliso as well as the Cradle of Humankind the nomination documentation detailed a picture of a shared vision and commitment of the management to stakeholder participation. However, both Respondent 3 (a Tourism Association representative) and 7 (a local community representative) indicated that they were not familiar with the long-term vision and management strategy documents for iSimangaliso. The research supports Respondent 2's suggestion of a set of basic rules to which all site managers must comply. One could argue that the current management plans should be this set of rules. However, from the interviews it was clear that stakeholders either rejected the management plans or simply did not know what they entailed. I had difficulty trying to obtain the management plans of either site, and was told that it was either not yet in the public domain, still being drafted, or I was simply not provided access to it. Best Practice dictates that management in general should be transparent, and specifically in the case of fragile sites such as World Heritage sites, one would expect the management and their management plan (or set of rules) to be open and transparent and easily accessible.

There may be value in exploring the use of Hockings *et al.*'s (2006) methods of assessing the effectiveness of Protected Area management within the South African context which will help managers and stakeholders develop and implement monitoring and evaluation systems that are relevant to site needs and circumstances. One of the key issues identified is the need for representation by the community as part of the management authority of the demographic within which the site falls. Within a South African legislative context one could argue that management authorities should be representative of the demographic. However in the case of the Cradle of Humankind for example, the site should possibly be representative of the

owners of the site. A participatory style of management will be greatly enhanced if the management authority is better represented by local residents, land owners, community members, and other stakeholders.

One should heed the warning of "*too many cooks spoil the broth*" and possibly have different levels of management cascading down. Clause 13 of the World Heritage Convention Act (South Africa, 49/1999) *inter alia* provides the option of a single Management Authority to oversee all others. The point is that the current level of alienation experienced by many stakeholders is not acceptable for World Heritage sites and it is not in line with a philosophy of participation and community in the spirit of UNESCO's World Heritage Convention. How and when such an overseeing World Heritage authority may be implemented remains to be seen. Many respondents acknowledged that the managers of the selected sites have good intentions. Respondent 3 (a Tourism Association representative), 5 (a tourism operator & land owner) and 9 (a business owner & community welfare representative) stated that in some issues, the management of iSimangaliso has done an incredible job, yet has managed to rub so many people up the wrong way that feelings of frustration abound. Respondent 3 commended iSimangaliso for the manner in which they have managed the development of tourism nodes along the periphery of the site, thereby balancing conservation and tourism. However, both the sites are perceived by the respondents to be run very much like dictatorships rather than in a cooperative manner, and the amount of power given by the Act to a single authority is thus questioned.

7.4.2.2 The Organizational Culture of the World Heritage Sites

Responses and Findings

- **Respondent 6 (a DEAT representative)**'s point of view was that the management style and cooperation between parties involved in World Heritage sites would depend on the culture of the organization and that often people will react to anything according to what they have experienced in the past.
- **Respondent 11 (a management representative)** commented that all stakeholders at the Cradle of Humankind, whether they may complain and agree or disagree, feel passionate about the site and feel ownership of it. The uniqueness of the site in terms of all the land owners and stakeholders creates a set of dynamics that have to be properly managed.
- **Respondent 2 (a land and business owner)** expressed the wish that a climate could be created at the Cradle of Humankind where stakeholders would be more cooperative with one another. He described the current scenario as one where stakeholders are divided and ruled by the current management structure.
- **Respondent 3 (a Tourism Association representative)** stated that he had experienced the culture of iSimangaliso as frustrating and bureaucratic. The "*general feeling that comes to the fore is that this World Heritage site doesn't really want to work closely with other communities and other tourism stakeholders to try and make it as successful as it should be*".
- **Respondent 8 (a land owner)** agreed, stating that there appears to be little cooperation between municipalities, iSimangaliso's management and other organizations.
- **Respondent 8** also believed that the relationship between the park management and the residents and community "*left a lot to be desired*". In fact he described the current culture as "*more negative than positive*".

Relation to Literature

Literature shows that an organization's culture reflects the assumptions and values that guide a firm, are intangible but have powerful influences on employee behaviour and is typically created by a founder or the top-level management who forms a common vision (Luthans, 2008; Newstrom, 2008; Robbins, 2001:528). Researchers differ on whether an organization's strategy and leadership serves as a foundation for the culture or whether the opposite is true: an organization's culture can serve as a foundation for the organization's strategy and promotes consistent behaviour in employees. An important consideration is successfully matching individual values with the organizational culture, thereby affecting motivation, satisfaction and turnover. From the empirical research it is clear that there is a dissonance in the matching of the stakeholders' values with the specific World Heritage site's culture.

Culture results in particular ways of relating to the organization, to superiors, to colleagues and to a role, job or task. There are several ways of reacting to an organization's culture. At both iSimangaliso and the Cradle of Humankind it appears from the research as if there is a weak alignment with organizational values from the organizational members (many of whom feel excluded) and it appears as if bureaucracy is used to maintain control. In terms of Handy (1993:183-191) and Hofstede's (1980) definitions the cultures appear to be power-type cultures. Whatever an organization's culture may be, what is important is the way in which members of the organization react to that culture. The interviewees' responses indicated that there is mostly s*trained adherence* where employees buy into the culture although they have some concerns about the ethics or effectiveness of the values (Brown, 1998:93; Knights & Willmott, 2007:344-374) and it is the reaction of the stakeholders to this perceived culture which is of concern to this study as it negatively impacts on the effective OB of these sites.

According to Furnham (2004:428) organizations can only influence the behaviour of

individuals within them if they are very powerful such as having institutional rewards and punishments in place to maintain a particular behaviour pattern. Thus individuals are pressured into a certain corporate culture because of loyalty to organization values, roles and norms of behaviour, or because organizations demand and enforce strong conformity. The organizational culture at both the Cradle of Humankind and iSimangaliso is of concern since according to Schein (1985) culture is the most difficult organizational attribute to change, therefore the effect of this seemingly pervading discontent on the sustained success of these World Heritage sites could be destructive.

Deductions and Recommendations

The literature suggests that an organization's culture contributes to its success as a business (Ashkanasy *et al*., 2000). It is important to note that the type of culture that works in one organization, may not work for the next organization. The leader of a particular organization will often determine what type of culture manifests in the organization and it is often a direct result of the type of leadership displayed. In the case of both the Cradle of Humankind and iSimangaliso, the type of culture seems to indicate what Handy (1993:183-191) describes as a power culture. A power culture is based on a central power source such as the leader.

A culture can be created and enforced by an organization's management who shapes a common vision and implements the organization's strategy. It may be argued that South Africa's World Heritage sites are relatively young and do not have all the necessary frameworks in place, and as such it is up to the leaders of those sites to manage the site as they see fit even though it is effected by means of power and bureaucracy. However, at this stage for both the Cradle of Humankind and iSimangaliso, there are quite a number of vocal calls for a more participatory culture, facilitated by participatory management. The situation is not improved by the fact that the concept of a participatory culture is only paid lip service; it must be implemented at ground level.

Most respondents described the culture of the respective organizations as one where the management has all the power and operates independently from stakeholder views and suggestions. The general feeling is rather negative and antagonistic and brings into question the sustainability of the current status quo. Sharing power does not mean abdicating managing authority; it can enhance and strengthen management. When there is little alignment with organizational values and control must be exercised through extensive procedures and bureaucracy (Mcfarlin, 2002) the culture is considered weak. At iSimangaliso and the Cradle of Humankind, it appears from the research as if there is a weak alignment with organizational values from the organizational members and thus bureaucracy is used to maintain control. A move away from Handy's bureaucratic power-type culture to a more inclusive and participatory culture may go far in alleviating many of the negative feelings currently in existence.

7.4.2.3 Communication at the World Heritage Sites

Responses and Findings

- **Respondent 6 (a DEAT representative)** believed that Best Practice with regard to communication would involve always giving people the right information and "*also aligning your actions with your words… and you will win people's confidence*".
- When a place is declared a World heritage site, **Respondent 3 (a Tourism Association representative)** considered that special attention had to be given to what it means and the way it is communicated. The heritage status often raises undue expectations with stakeholders who think that the increase in tourism for example is going to be a "*panacea to all their problems*".
- During the original process, **Respondent 2 (a land and business owner)** explained that there were very good public meetings.
- **Respondent 11 (a management representative)** explained that during the original inscription process for the Cradle of Humankind communication was

through two or three intensive public meetings a week and considered this to be a Best Practice in the sense that "*if we hadn't consulted to the extent we did... we wouldn't have got to where we are*".

- The current methodology followed at the Cradle of Humankind involves four general information meetings a year, two tourism meeting per year and issue-specific meetings with interest groups as is deemed necessary. The reasoning behind this is that the "*state's resources are limited and the extent to which you have staff capacity and capability to have intensive consultation had to be balanced with implementing the plan*" according to **Respondent 11**.
- **Respondent 8 (a land owner)** believed that in the case of iSimangaliso stakeholders are not consulted (thus no "*flow of information*") and as a result "*you leave the door open for assumptions*". A change from this negative perception to more open communication and involvement should come from the Park Authority.
- **Respondent 1 (a business owner)** criticized the general lack of communication from the iSimangaliso management authority: "*They didn't tell anyone about it. No one knows*"… referring to an attempt of the management of iSimangaliso to have the word "iSimangaliso" trademarked.
- **Respondent 5 (a tourism operator and land owner)** commented that the "*bigger picture*" is often not communicated by the management of iSimangaliso to the community and residents. **Respondent 8 (a land owner)** stated that most of the communication from the management authority were imparted to a select few tour operators. There is little communication with other stakeholders and that they (as stakeholders) feel as if the public meetings are "*just show and tell*".
- **Respondent 2 (a land and business owner)** explained that the Cradle's management, instead of saying "*this is what we're going to do*", should say for example "*what would you like us to do with this money in order to preserve this site for all humankind for the future*".
- **Respondent 3 (a Tourism Association representative)** speculated that the management of iSimangaliso may actually be accomplishing a lot of things, but is just not informing the community about them in an effective way.

Relation to Literature

Effective organizational communication is necessary for transmitting directives, building cooperation and optimizing performance. Communication channels can be formal or informal and flow in several directions. Communication is convoluted by frames of reference, value judgments and distrust, and can be overcome by clear and complete communication. These elements have been identified as barriers to successful communication at the Cradle of Humankind and iSimangaliso. Credible organizational communication is enhanced by demonstrating expertise, clarifying intentions, being reliable and dynamic, exhibiting warmth and friendliness, and building a positive image (Cook & Hunsaker, 2001:270-283). Communication is extremely important as organizational goals will not be accomplished without communication (Johns & Saks, 2008).

According to the Stakeholder Engagement Framework of the Cradle of Humankind Site Management Authority (2008:11-13) stakeholders are kept informed and involved through media releases and newsletters, as well as general and issue specific stakeholder meetings. General public meetings are held biannually to update stakeholders, or *ad hoc* issue specific meetings are held as required. According to the Department of Agriculture, Conservation, Environment and Land Affairs (2000:17), the management objectives for the Cradle of Humankind are communication, public awareness and training and that there will be ongoing dialogue with land owners and residents in the area.

The Chief Executive Officer of iSimangaliso affirms in the 2006 Annual Report that there is "*an intensive process to keep stakeholders informed*" (The Greater St Lucia Wetland Park Authority, 2006:6). In the same report, the Management Authority states that it maintains a policy of "*open and regular communication with all stakeholders on material matters of significant interest and concern to stakeholders. The information furnished to stakeholders conforms to the criteria of openness, substance over form, relevance, clarity, effectiveness, transparency and objectivity.*"

(The Greater St Lucia Wetland Park Authority, 2006:17). To this effect the Park holds public meetings to keep relevant parties informed about the Park.

Deductions and Recommendations

The way an organization communicates can explain its culture. If the culture is not an open and participative one, communication within organizations cannot build relationships but will rather lead to mistrust and assumptions. The only way to address such negativity is through open and consistently credible communication.

The wording of both iSimangaliso and Cradle of Humankind documentation with regard to stakeholder participation seems indicative of practices of "informing" stakeholders rather than discussing issues with them and using their inputs in a recognisable and significant way towards decision-making. As an example, the Chief Executive Officer of iSimangaliso declares in the 2006 Annual Report that there is "*an intensive process to keep stakeholders informed*" (The Greater St Lucia Wetland Park Authority, 2006:6). The stakeholders rightly object to only being '*kept informed*' and not '*included*' in decision-making. During the interviews it became clear to me that the stakeholders want to be involved in a positive way. Many of the respondents felt very frustrated because not only were their criticisms, but also their positive suggestions ignored.

At the World Heritage sites it appears as if information, and the communication thereof by management authorities to stakeholders, is used to convey or retain power. Comments describe information sessions as "show-and-tell" rather than open and honest discussions. Communication can shape OB. Thus if the World Heritage sites are perceived to be power cultures that exclude stakeholders there may be an inherent mistrust affecting the acceptance of any communication no matter how honest or well-meant it may be.

Best Practice with regard to communication would be to be open and honest and not to create the perception that information is being withheld, especially if it is information that is expected to be publicly available and which impacts on stakeholders, such as is the case at the Cradle of Humankind. It is also important to be consistent and to deliver what has been promised. If this is not possible, then to be honest about the reasons for failure. In all cases the keywords with regard to communication, which currently seems to be lacking at both iSimangaliso and the Cradle of Humankind, are: *openness*; *access to information*; and *consistency*.

7.4.2.4 The Strategic Stakeholder Relationships of the World Heritage Sites

Several issues and themes play a role when one is attempting to understand the strategic stakeholder relationships of the selected World Heritage sites such as a need for participatory management; involvement and cooperation; and relevant Best Practices.

Responses and Findings

- **Respondent 3 (a Tourism Association representative)** identified heritage and conservation bodies, whether government or non-government organizations (NGO's) as key strategic stakeholders. A wide range of government departments would be involved, most notably the Department of Environmental Affairs and Tourism (DEAT), the Department of Arts and Culture because of heritage, the Department of Transport because of infrastructure and possibly the relevant Sector Education and Training Authorities. Security, Health, as well as virtually every government department could impact on a site because of the significant need for resources and infrastructure. There would need to be a lead agency such as DEAT but it requires support from various government departments, provincial agencies, local municipalities and chambers of commerce, and of course residents. Tourism structures should play a major role as well as tour operators and service providers.
- **Respondent 6 (a DEAT representative)** believed that any World Heritage management organization should be assisted by stakeholder forums at the site

level where decisions are taken.

- **Respondent 3 (a Tourism Association representative)** stated that the sometimes unrealistic expectations of stakeholders with regard to what heritage status implies, should be better managed from the start. When DEAT lobbies for a site to be declared, it mustn't just be left to the locals once it has been declared.
- **Respondent 11 (a management representative)** presented a "Stakeholder Engagement Framework" for the Cradle of Humankind that dictates who is considered by the Cradle of Humankind's management as stakeholders and the mode and frequency of communication with such stakeholders (Cradle of Humankind World Heritage Site Management Authority, 2008). For example with regard to land owners "*allowance is made for project based interaction… ad-hoc issue specific general public meetings*".
- **Respondent 2 (a land and business owner)** was of the opinion that in the case of the Cradle of Humankind the term "*stakeholder*" is used as a very random and divisive term to include farm workers or adjacent township residents, and to exclude actual land owners. During the original process, he explained that the public meetings and stakeholder participation were excellent until the government obtained the buy-in from the stakeholders. He has experienced the current stakeholder participation forums as meetings where people are "*bussed in, provided with food and drinks*", presented with information, and bussed out. It is a "*show and tell*". Respondent 2 asserted that if he asked questions they were not answered but that one was referred back to material printed beforehand (with facts and figures supporting the management's view) and he does not feel that serious questions are properly addressed.
- **Respondent 11 (a management representative)** feels that the reality of a site like the Cradle of Humankind is that all of the stakeholders cannot be pleased all of the time. In order to avoid a "*situation of being paralysed*" the Stakeholder Framework provides an opportunity to hear the views, to use the views in decision-making, to provide information back to the stakeholders, but to make decisions "*knowing that there will never be 100% support*".
- **Respondent 2** reflected that the original application document with which

UNESCO was approached in order to have the Cradle of Humankind and its surrounds declared a World Heritage site, prepared under the auspices of Mary Metcalfe (then MEC for Agriculture, Conservation, Environment and Land Affairs), was the "*most incredible document… perfect in terms of what we wanted to preserve in that area*". He explained that the application document explained the sort of things that should happen step-by-step and it was based on this document that stakeholders bought into the idea of a World Heritage site. He considers it to be a point of Best Practice.

- During the original process, **Respondent 2** explained that it was quite a process to get the buy in as the Cradle of Humankind is a unique site in the sense that it is mostly privately owned. There were, and still are, many commercial concerns going and the impact of having the site declared a heritage site was a concern for all stakeholders.
- **Respondent 11 (a management representative)** also commented on the uniqueness of a site such as the Cradle of Humankind where there are over 1200 private landowners as opposed to a site which is wholly owned by the state.
- **Respondent 3 (a Tourism Association representative)** wondered whether there is really an appreciation by the surrounding communities of iSimangaliso of what World Heritage status means. Although St. Lucia has benefited from the status and has become a foreign tourist destination rather than the fisherman's village it was in the past, there still appears to be some antagonism regarding heritage status: "*the local communities realize the importance of conservation but they are very, very frustrated… they feel cheated to a degree*".
- **Respondent 3** had perceived feelings of extreme frustration from the community at iSimangaliso, as they feel that much of what has been promised has not been delivered. Instead of the management winning the local community over, the community feels alienated and not "*part of*" the stakeholder meetings.
- In terms of Best Practices, **Respondent 3** suggested that the sustainability of a World Heritage site depends on the stakeholders working together in partnership.

Relation to Literature

World Heritage organizations are made up of individuals and groups interacting and being interdependent, and who have come together to achieve particular objectives (Robbins, 2001:218). When this happens, inevitably power becomes an issue, politics and conflict emerge, and negotiation becomes relevant (Kreitner & Kinicki, 2007:499).

Any heritage organization must work in unison with stakeholders if they wish to avoid unnecessary conflicts, which is also a prerequisite for effective management of a site. The results of involving stakeholders in planning and management include that it can save time and money while failure to understand stakeholder positions can delay or even stop projects. Stakeholders can inform site managers about easily misunderstood local cultural differences; and stakeholders can help identify problem areas that experts have missed (Pedersen, 2002:37-44).

The original nomination document for the inscription of iSimangaliso as a World Heritage site stated that there was a "*progressive neighbour relations policy*" in place, to foster good relations with the surrounding communities whereby they are given "*free access and business and employment opportunities*" in order to derive direct benefit from the protected area such as through the selling of curios and fresh produce at designated market areas (Kwazulu-Natal Conservation Service, 1998:45).

As a result of operating in a challenging environment, partnerships with various stakeholders are required. Social capital is especially important in World Heritage organizations where many of these sites are vying for and dependent upon limited resources (such as government funding), and as a result additional needs are met by stakeholders who have a sense of ownership for and share a belief in the value of the site (Ireland *et al.,* 2002:413-436). The Strategic Stakeholder Engagement Framework of the Cradle of Humankind propagates that "*structured relationships with key stakeholders*" in a coordinated manner, is integral to the implementation of

> the site's strategies and management (Cradle Of Humankind World Heritage Site Management Authority, 2008:3)

Deductions and Recommendations

Stakeholder participation is important for any World Heritage site. It is however important to note that stakeholders are not always the experts but that their insights are nevertheless valuable, especially for site-specific issues which outsiders may not see or understand or consider important. From the interviews it is clear that all stakeholders want to contribute to their World Heritage sites and feel very strongly about the exceptional value thereof. Their perceived exclusion by the Management Authorities from making a contribution is the cause of their frustration.

My suggestion would be that World Heritage sites be managed more in accordance with stakeholder inputs. I suggest that a Stakeholder Committee be established that forms part of the daily management of the site. Stakeholders should also have a say in who is appointed as CEO. Although the Cradle's management indicated that they have decided that it would not be feasible to include land owners and other role-players, they have also stated that the initial public participation was extremely successful (although intensive). A perception of having been betrayed is evident from many of the stakeholders who question why the management would now say that it would not be feasible to include stakeholders in the management after the Authority had convinced them to support inscription. In iSimangaliso the land is mostly state-owned. However, at the Cradle of Humankind the land is mostly privately-owned, yet land owners do not serve on the Management Structure.

It is clear from the comments of the respondents that some leaders see open discussion as a challenge to their power and control, and it appears from the findings that the current management authorities are unwilling to support wider participation possibly because it is seen as a threat to their authority. It serves no purpose if there are public meetings where the stakeholders feel they are told what will be done rather than taking part in the decision-making. This situation eventually creates a climate of

distrust and conflict (as is evident from the responses) and will limit the site manager's success in dealing with the public or creating a participatory management culture.

Many of the stakeholders interviewed seemed to echo the feeling of being marginalised by the management of the World Heritage sites. This creates an 'us *versus* them' or 'win-lose' dynamic which leads to mistrust and much antagonism. It is a pity as World Heritage sites can ill afford to lose people who are (or were at some stage) keen to be part of such a positive initiative. Many of the stakeholders expressed frustration a having nowhere to go with their queries and complaints. Respondent 6 (a DEAT representative) explained that currently they would complain to DEAT but that government was not involved with this on a daily basis and at a site level, and as such cannot effectively deal with complaints. An independent institution responsible for the overall welfare and performance of World Heritage sites in South Africa (as suggested under heading 7.4.1.2) would go a long way to address this need by providing a responsible and accountable organization enabled to deal with issues related to World Heritage sites in South Africa.

Best Practices call for the inclusion of stakeholders in a meaningful way in the management of World Heritage sites. Involving stakeholders at both sites have facilitated the process of inscribing the sites on the World Heritage lists. This is not possible without the buy in and cooperation of all stakeholders. As Pedersen (2002:37-44) states other benefits of the inclusion of stakeholders can include:

- **It can save time and money**. Relying solely on law enforcement is less practical and more costly than involving interest groups from the start. Projects with limited local input are less productive and ultimately more expensive as there are limited buy-in and ownership, therefore projects may be sabotaged by disgruntled stakeholders and thus the site's long-term sustainability is questioned.
- **Failure to understand or accommodate stakeholder positions can delay or stop projects**. Pedersen cites examples of projects that were blocked because of a lack of effective communication with stakeholders. Through meetings with

key stakeholder groups, site management becomes familiar with the various stakeholder issues that could have an impact on the site.

- **Stakeholders can inform site managers about easily misunderstood local cultural differences** if involved in the planning and management process. An archaeological site may be regarded as a natural resource by site management, but fencing and other structures built in such areas may be offensive to the local people who for example may consider the site to be sacred and this may lead to conflict. Another example of conflicting interests may be found at the iSimangaliso Wetland Park where the local community goes into the park to cut grass used in the weaving of traditional products. After consultation the management authority and local community came to an agreement as to the times and amount of grass cutting although it appears from the responses as if this agreement needs to be reviewed.
- **Stakeholders can help identify problem areas that may have gone unseen by the experts** who cannot always judge the local conditions of host communities. For example, local communities in iSimangaliso believed that their land rights were neglected when projects went ahead to conserve the wetland and that the changing tourism demographic is negatively impacting on the earning potential of the local community. At both the Cradle of Humankind and iSimangaliso, the stakeholders are very vocal with regard to problem areas and many have very positive suggestions on how to deal with issues. They are prepared to invest their own time and money to address these issues. The problem appears to be the acceptance of these suggestions and offers of help by the current management structures of the selected sites.
- **Stakeholders can provide useful input regarding what is desired at a site.** Stakeholders can help managers to establish visitor conditions, to set the standards for management and to limit the impact of visitors on the site. Experience has shown that stakeholder input is essential for developing realistic policies and management objectives that will gain long-term support. For example, the community should be encouraged to participate in decision-making on how many and what type of tourists they would like to receive and areas that would be off-limits. At the Cradle of Humankind it appears as if the local

community has a lot of input to give with regard to tourist activity but from the responses it does not appear as if the Management Authority has taken any cognisance of this.

Pedersen (2002:37-44) also identified several *challenges* in stakeholder cooperation and public participation, many of which are experienced at the Cradle of Humankind and at iSimangaliso:

- **Formulating a clear idea of different stakeholder groups can be difficult**. Unravelling the identity and goals and objectives of different stakeholder groups can be time consuming and not always obvious. In the case of the iSimangaliso Wetland Park, the site has a management authority which controls the overall management of the site and another agency, namely Ezemvelo KZN Wildlife is tasked with the effective protected areas management. Other stakeholders include the local indigenous population who have land claims to the property and who utilise the property's natural resources for their cultural practices, as well as local town residents and municipalities, and tourism-related business operators and tourists. In many cases, several agencies control various sections of a protected World Heritage site, each with its own management strategy.
- **Open discussion may be seen as a threat to one's power and control**. Some managers are unwilling to support wider participation, especially when it is seen as a threat to their authority. For example, managers may accept a policy of openness and communication but may resist supplying all pertinent information to interest groups. This situation eventually creates a climate of distrust, limiting the site manager's ability to deal with the public. It is clear from the interviews that this is exactly what is being experienced at both the Cradle of Humankind and at iSimangaliso.
- **The most vocal critics can dominate the participation process**. Public participation could be viewed as a means of influencing policies and decisions. From the findings it is clear that many respondents experienced the public meetings as simply a case of show and tell where the Management Authority

dominates discussions. Some people with legitimate concerns may be intimidated and afraid to speak up. A balanced communication process among stakeholders must be encouraged.

- **Hierarchical structures may inhibit stakeholder participation in decision making**. In many organizations the formal structure of institutions as well as cultural norms may make it difficult to elicit the opinions of certain groups, therefore making stakeholder participation impossible. In South Africa, our heritage legislation gives total authority to the management of the World Heritage sites and this results in them dominating other stakeholders and blocking cooperation. In some countries, such as is the case in South Africa, the government is directly involved in the actual business, which may lead to imbalances in stakeholder input.
- **Public participation may be more a form of appeasement than a way to solicit stakeholders' input**. Offering local communities the opportunity to participate raises expectations about acceptance of their suggestions. Government or the Management Authority may try to guide a particular choice either by representing only one opinion or by proposing a set of choices among which only one is tenable. It is clear from the responses that a perception exists that decisions may have already been made before public participation begins; any changes may be minor with relatively small impacts. In my opinion, the management of the sites cannot appease stakeholders by giving them what the management may *think* stakeholders would want, but by giving them what they *actually* want. From the responses this appears to be the opportunity to be directly involved in a meaningful way in the management and decision-making of the site where they are stakeholders.
- While public participation is necessary, **over-reliance on public input can lead to inaction** and a deterioration of conditions over time. Respondent 11 (a management representative) explained that one has to be wary of continuously consulting and never being able to make a decision. With resource bases declining and the demand for recreation and tourist attractions on the rise, it is managers who must ultimately decide the parameters that are acceptable. I think the important consideration here is that although managers

are allowed to manage the participation, they should not restrict it as is the perception amongst stakeholders at both iSimangaliso and the Cradle of Humankind.

7.5 THE PROPOSED STRATEGIC ORGANIZATIONAL BEHAVIOUR FRAMEWORK

The iSimangaliso and Cradle of Humankind World Heritage sites are not organizations in a traditional sense. However, World Heritage sites involve interrelated parts and different role-players who must work together to achieve interdependent goals, the most important of which is the continued and sustained existence of the organization. They have an explicit purpose and written rules, a strategy to implement and the risk of severe loss if the organization's sustainability is threatened.

These organizations are dynamic units interacting with their external environment and influenced by the behaviour of individuals and groups within the organization (Cook & Hunsaker, 2001:13; Greenberg & Baron, 1997:5-9). An organization is an open system with interrelated parts and depends upon its organizational dynamics, stakeholders and environment for its continued successful functioning (McShane & Von Glinow, 2003:4). It is useful to study the World Heritage sites within the context of Organizational Behaviour Management (OBM) in order to gain greater insight into how this specific type of organization functions and should be managed to meet strategic goals.

The literature states that the effective management of important destinations such as World Heritage sites impacts on their sustainability (Andah, 1990; Holloway; 2006; Horner & Swarbrooke, 2004; Laws, 1995; Middleton, 1994). Sustainability, in a general sense, is the capacity to maintain a certain process or state indefinitely. An organization is considered to be sustainable if it has adapted its practices for the use

of renewable resources and is accountable for the environmental and social impacts of its activities (Blewitt, J. 2008).

The World Heritage Sites are faced with many challenges and issues, which impact on their sustained functioning. As shown in the literature review, strategic areas to ensure effective management of World Heritage Sites include the organizational design; management and decision-making style; cooperation between stakeholders; long-term planning and commitment to sustainability; the culture of the organization and the processes within the organization. All these could influence the behaviour of the organization either positively or negatively, and have an impact on performance and sustainability. When there are issues regarding the continued sustainability of a site immediate investigation and resolve is essential.

iSimangaliso and the Cradle of Humankind are not sheltered from outside influence and are increasingly confronted with the challenges of having to cater to a tourism market as well as satisfy the needs of its stakeholders. Tourism is the channel through which the heritage is experienced and as such tourism ought to be regarded as an essential part of the sustainable management of Heritage organizations (Andah, 1990:116).

The identified research problem was that currently an effective model to guide and sustain the strategic management of the OB of World Heritage sites does not exist. According to Hitt *et al*. (2006:15) 'Organizational Behaviour' refers to "*the actions of individuals and groups in an organizational context*". A '*strategic*' approach to OB involves organizing and managing the knowledge and skills of the individuals and groups within organizations effectively, in order to implement the organization's strategy and thus gain a competitive advantage (Hitt *et al.*, 2006:5). Thus a Strategic OB Framework could help the management of the selected organizations to plan, organize, lead and control the organizational design, dynamics and relationships that are considered to be important for the effective strategic management and sustainability of World Heritage sites.

7.5.1 World Heritage Organizations as Open Systems

World Heritage organizations are open systems that interact with their environment by transforming inputs into outputs (as is depicted in Figure 7-2). The environment surrounding the organization consists of events and conditions that influence its activities. It refers to the forces and institutions outside the organization with which its members must deal to achieve the organization's purposes. This includes the topics discussed previously such as UNESCO's role in World Heritage, relevant legislation, policies and procedures, the parties involved and their roles and responsibilities, as well as the impact of tourism on World Heritage sites.

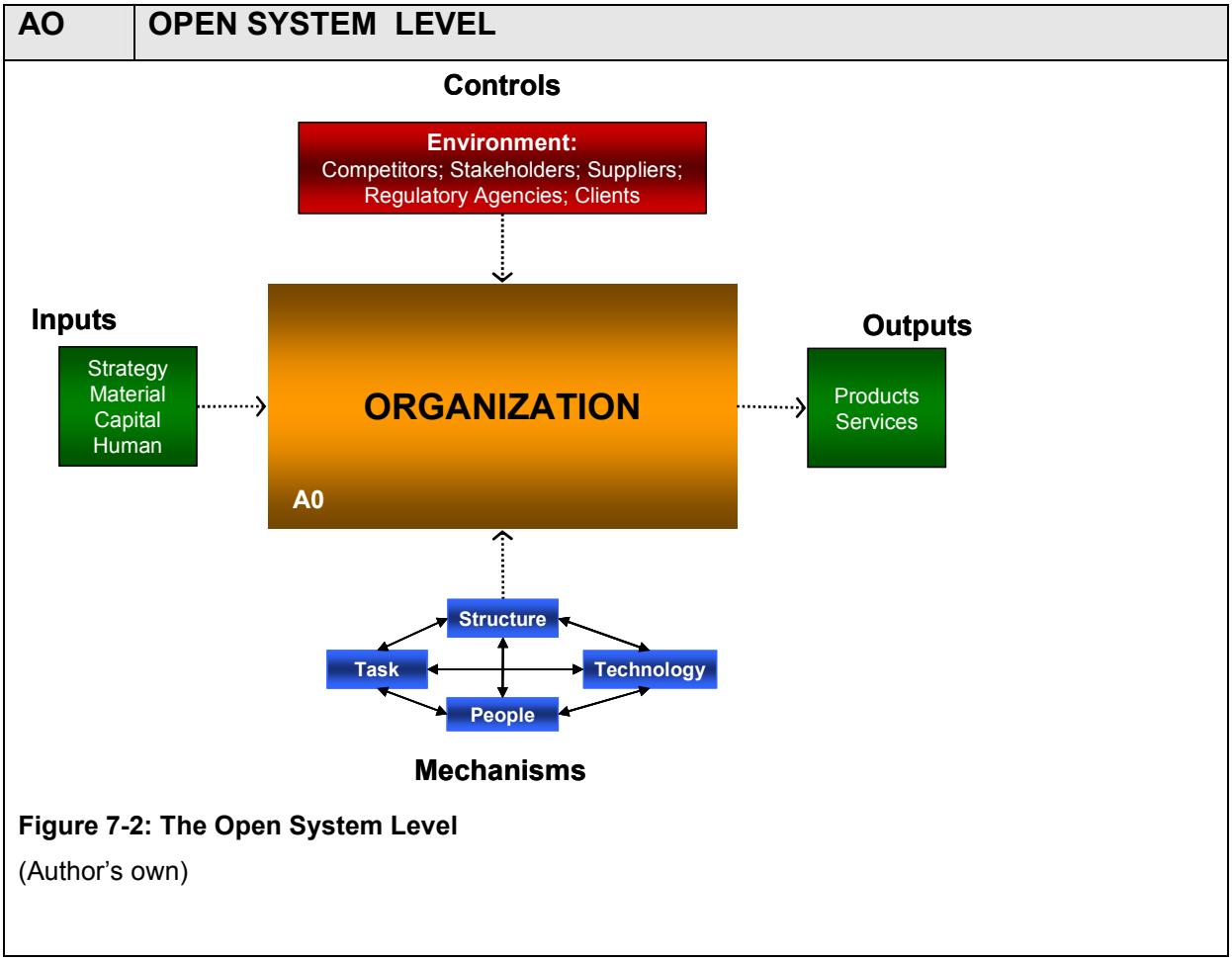


Figure 7-2: The Open System Level
(Author's own)

All South African World Heritage sites function within the same type of environment with many of the same controls and issues which impact on its successful and sustained functioning. However, each site also has its own unique issues and may

react differently to the environmental stimuli and pressures. The following may be distinguished:

- **Inputs** – The triggers or inputs are that these particular sites have been declared World Heritage sites because they comply with criteria that deem them to be objects of universal value and they must be protected and managed as such. This ultimately defines their strategy and management.

- **Controls** – World Heritage sites in South Africa are controlled, i.e. guided and regulated by a myriad of national, provincial and local legal requirements, as well as several institutional parties such as UNESCO and the Department of Environmental Affairs and Tourism. South Africa has taken UNESCO's World Heritage Convention to heart by writing legislation which regulates World Heritage in South Africa. It is the interpretation of the legislation by the Management Authorities that has lead to much contention.

- **Mechanisms** refer to systems, people and equipment used to perform the activities of the organization. The following elements will be included (see Figure 7-2):
    - A *task* refers to an organization's strategy, mission, purpose for existing and the means by which goals will be achieved. For the World Heritage sites this involves the protection, conservation and presentation of the sites and heritage values, by facilitating optimal tourism and development of communities.
    - *People* refer to the resources of the organizational system. It is crucial to the continued existence of World Heritage sites (as with any organization) that they are managed in such a way as to sustain the staff and stakeholder complement. However, often at World Heritage sites the management is made up of heritage or conservation experts with little business management skills and in the case of iSimangaliso and the Cradle of Humankind the management structure does not include the local communities or other stakeholders.

- *Structure* refers to the manner in which an organization is designed to work at the macro level. The World Heritage sites should ideally involve a large number of diverse role-players and stakeholders ranging from governmental groups to on-site agencies and individuals; from international non-governmental organizations (NGOs) to private residents and tourists who are grouped together and who must make the sites function successfully.
- *Technology* refers to the processes used by an organization to transform inputs into products or services that meet organizational goals. In terms of heritage organizations this can be seen as the promotion of the heritage value of the site as a tourist destination.

- **Outputs** refer to the results of performing the activities of the organization. In the case of South African World Heritage sites, this refers to the successful and sustained protection, conservation and presentation of the sites and its heritage values, through the facilitation of tourism and development, and involving stakeholders in a meaningful way.

7.5.2 The Strategic Organizational Behaviour Framework

This framework was derived from the interviews and literature review and is based on the following principles related to Organizational Behaviour and Open Systems Theory (as discussed in Chapter 4):

- **Open systems approach:** Any organization, particularly focusing on World Heritage organizations, operates as an open system within an environment where there are elements that exert control over the organization and which may use certain mechanisms to convert inputs into outputs in an effort to achieve certain goals and objectives, as discussed in Chapter 4. As an open system, a World Heritage organization has to *communicate* and work with stakeholders in order to achieve certain goals and objectives;
- **Organization Leadership:** The leadership and strategic intent will drive the organizational culture, communication and relationships between

stakeholders;

- **Levels of Analysis:** Organizational Behaviour can be analyzed on three distinct levels, namely the individual level, the team or group level and the organizational level. This study has revealed several levels of analysis but the focus remains on the organizational level aspects in order to fulfil the primary research objective.

The Strategic Organizational Behaviour framework illustrates the interdependency of the different dimensions and their influence on one another. The literature and findings from the interviews have indicated that the management of the World Heritage organizations influences its culture, communication and ultimately the relationships with its stakeholders.

Organizational Behaviour is concerned with the study of individuals and groups within organizational and social contexts, the study of internal processes and practices as they affect those individuals and groups, as well as the interaction between organizations and their environment. The optimal management of an organization for sustained success through the understanding of the design, dynamics and relationship within the organizations will ultimately lead to more effective Organizational Behaviour Management at World Heritage sites.

On a strategic Organizational Behaviour level, three elements or functions have been identified during the literature review and empirical research as critical to the sustained management of South African World Heritage sites. As illustrated in Figure 7-3 on the following page as well as shown and discussed in the context diagram in terms of the IDEF methodology shown in the figures 7-4, 7-5 and 7-6 later, these three elements or functions are:

- the ***design*** or structure of the World Heritage organization;
- the ***dynamics*** within the organization referring specifically to the management, culture and communication at the World Heritage site; as well as
- the ***strategic stakeholder relationships***.

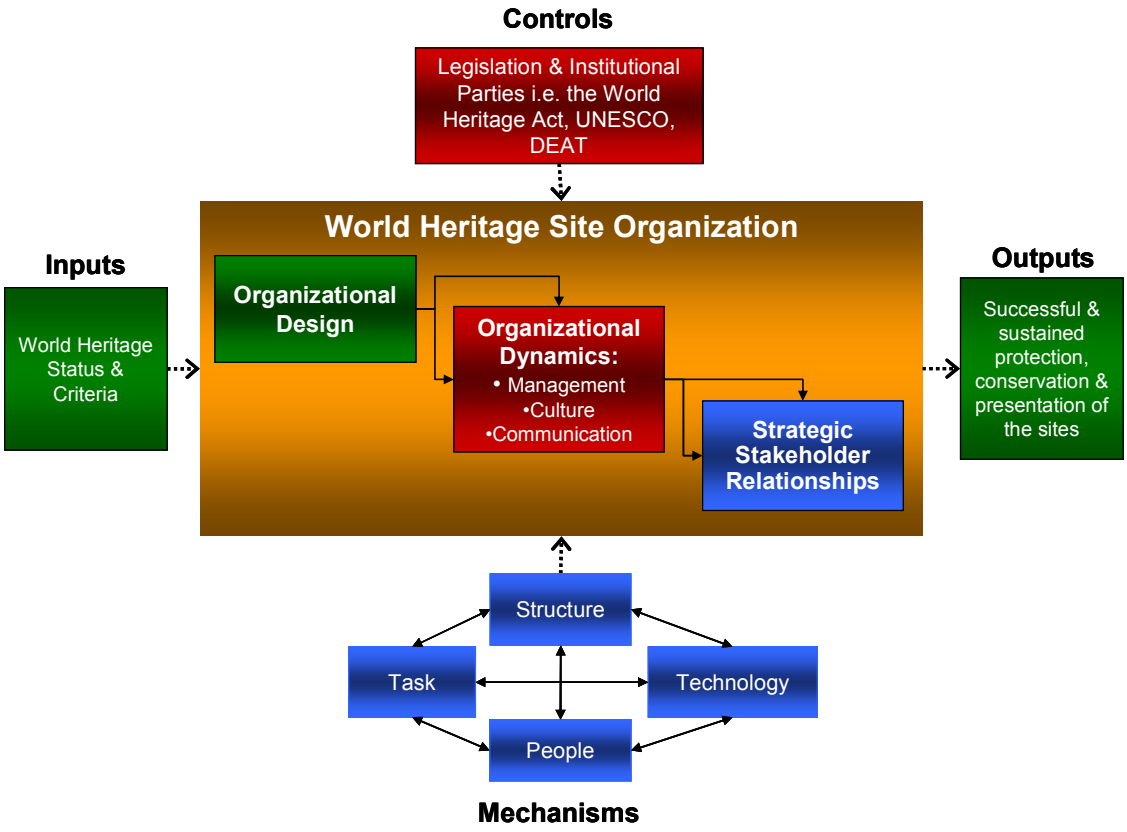


Figure 7-3: The Strategic Organizational Behaviour Framework
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Organizational design is illustrated and elaborated on as follows:

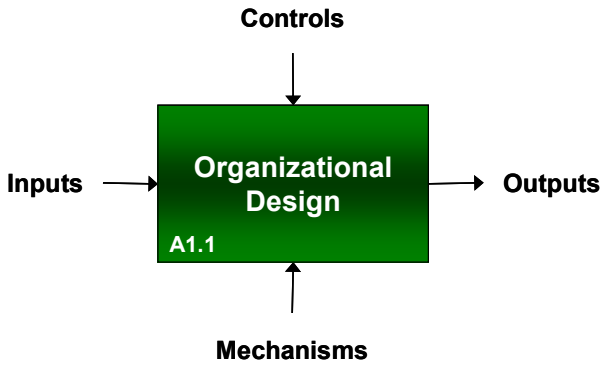

Figure 7-4: Organizational Design
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Organizational design defines the formal division, grouping and coordination within organizations. Design elements include span of control, centralization and

decentralization, departmentalization, formulization and chain of command. Constructive design and structure can reduce ambiguity and clarify the roles for individuals and groups within the organization, thereby influencing the attitudes and behaviours of the organizational members (Greenberg & Baron, 2008:586-593; Johns & Saks, 2008; Robbins, 2001:413; McShane & Von Glinow, 2005:449-455; Robbins, 2001:436). It involves the pattern of interactions and coordination that links the technology, tasks, and human components of the organization to ensure that the organization accomplishes its purpose. The following may be distinguished:

- The fact that these particular organizations are World Heritage sites, are the **inputs** or trigger for the design. Often World Heritage organization's design and structure are made up of mostly heritage specialists who lack business or managerial skills. The key concern that has been noted in the responses is the fact that there is a lack of representation by key stakeholders in the structure of the selected World Heritage organizations.
- The South African World Heritage Convention Act **controls** and regulates the structure to a World Heritage site organization. It also defines its power and responsibilities. This is a concern for many interviewees who question the amount of ultimate power given to the Management Authorities. How this could possibly be addressed is a difficult issue since it is a difficult and time-consuming process to amend legislation; however, an independent overseeing managing organization may go a long way to ensure that the concerns of all the interested parties are addressed.
- **Mechanisms** include the systems, people and equipment used in the design and structure of the World Heritage organization and refers specifically to the current structure of the Management Authorities which many respondents felt excluded significant role-players.
- **Outputs** refer to a design or structure that aids in the successful and sustained protection, conservation and presentation of the sites. Currently, although the Cradle of Humankind and iSimangaliso informally includes all the mentioned stakeholders in their organization in the broadest definition of the term, in practical terms the management authorities make up the functional

organization to the perceived exclusion of other stakeholders. It would be Best Practice to design a representative sample of the stakeholders to be included in the structure who have an interest in the site, as well as including the necessary business and tourism expertise.

Organizational dynamics are illustrated and explained as follows:

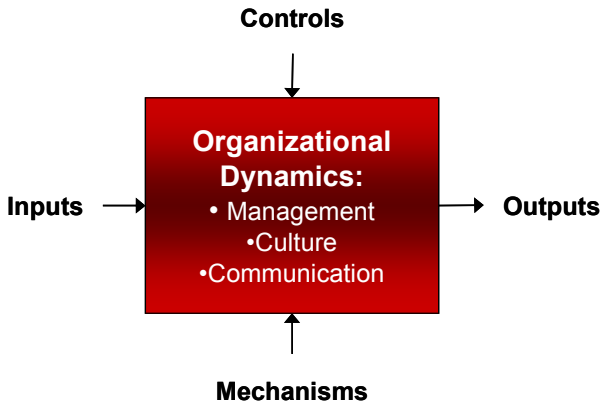

Figure 7-5: Organizational Dynamics
(Author's own)

Organizational Dynamics are processes that influence and direct an organization's optimal functioning. These include the type of leadership, organizational culture and communication displayed within and by the organization.

Leadership is the influence and support that particular individuals bring to bear on the achievement of goal in an organizational context. Elenkov *et al*. (2005:666) conducted research which found that strategic leadership and strategy are crucial for achieving and maintaining strategic competitiveness, emphasising the importance of its effects on organizational processes and outcomes.

Organizational culture is defined as "*a cognitive framework consisting of attitudes, values, behavioural norms and expectations shared by organizational members*". Of significance is the perception of an organization's culture by its members and the affect thereof on employee performance and satisfaction (Greenberg & Baron, 2008:544; Robbins, 2001:528).

Greenberg and Baron (2008:337) state that the purpose of communication within organizations is to direct action; to coordinate; and to communicate in order to build relationships. The way an organization communicates can explain its culture and the inter-organizational linkages. Many of these elements such as selective listening, filtering, and distrust have been identified as barriers to successful communication at the Cradle of Humankind and iSimangaliso. The following is identified:

- World Heritage sites can be interpreted as being particularly sensitive as a result of the very reasons and value for which they have been inscribed. This is often the **inputs** or trigger for the type of leadership, which in turn significantly influences the culture and communication of the organization. It would be easy to adopt an authoritarian and dictatorial style as a consequence of being the heritage expert and out of a not entirely misplaced concern for the fragility of World Heritage. However, this type of leadership and the restrictive communication and culture is not Best Practice, and it is not sustainable. World Heritage organizations have many stakeholders who must be included in order to ensure sustainability.
- The South African World Heritage Convention Act **controls,** regulates and defines the power and responsibilities of a World Heritage organization. It is the interpretation thereof by the management that results in a positive or negative style of management, a constructive or negative culture and open or restricted communication that is experienced as either positive or negative.
- World Heritage sites are sensitive objects of universal value within a complex environment and with many stakeholders involved. As Middleton (1994:9-10) asserted, these may include strategic plans, mission statements and strategic objectives which refer to the management of the organization as a whole dealing with issues that influence the organization in the long run. The abovementioned components all form part of the **mechanisms** that influence and determine the dynamics as described above.
- **Outputs** refer to dynamics that promote successful and sustained protection, conservation and presentation of the sites. It would be Best Practice to have a

participatory management style, where trust, open communication and consistent behaviour are fostered.

Strategic stakeholder relationships are represented as follows:

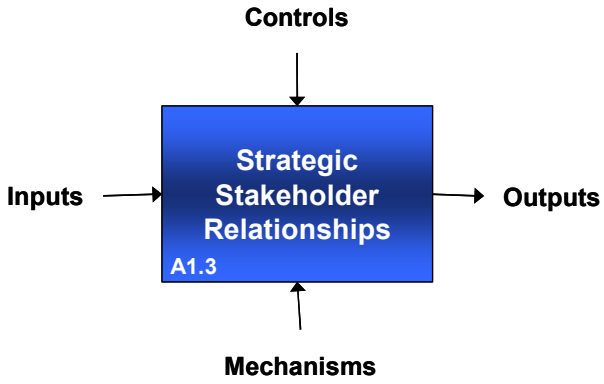

Figure 7-6: Strategic Stakeholder Relationships
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Strategic Stakeholder Relationships refer to the individuals and groups who have to interact in order to achieve the organization's objectives. The World Heritage organizations have to unite and look after the interests of many stakeholders including nature conservation, tourism related operators and visitors, private residents and local communities (World Conservation Monitoring Centre. n.d.). The success of these organizations is contingent upon the successful leveraging of the relationships between stakeholders, the bridging of social capital which must occur in order to achieve a common goal. The following is identified:

- World Heritage sites involve a myriad of different parties and stakeholders who are responsible for or involved in, the World Heritage site (**input**). Any heritage organization must work in unison with stakeholders if they wish to avoid unnecessary conflicts and achieve goals.
- The interpretation of the South African World Heritage Convention Act by the Management Authority **controls** regulates and defines the roles and responsibilities of the stakeholders of a World Heritage organization. Leadership style in particular influences stakeholder relationships for the better or worse.

- World Heritage sites are sensitive objects of universal value within a complex environment and with many stakeholders involved. These **mechanisms** influence and determine the relationships between all those involved.
- **Outputs** refer to result of the protection, conservation and presentation of the sites. It would be Best Practice to include stakeholders in decision-making in a meaningful way and have a participatory organizational structure and management style.

7.6 CONCLUSION

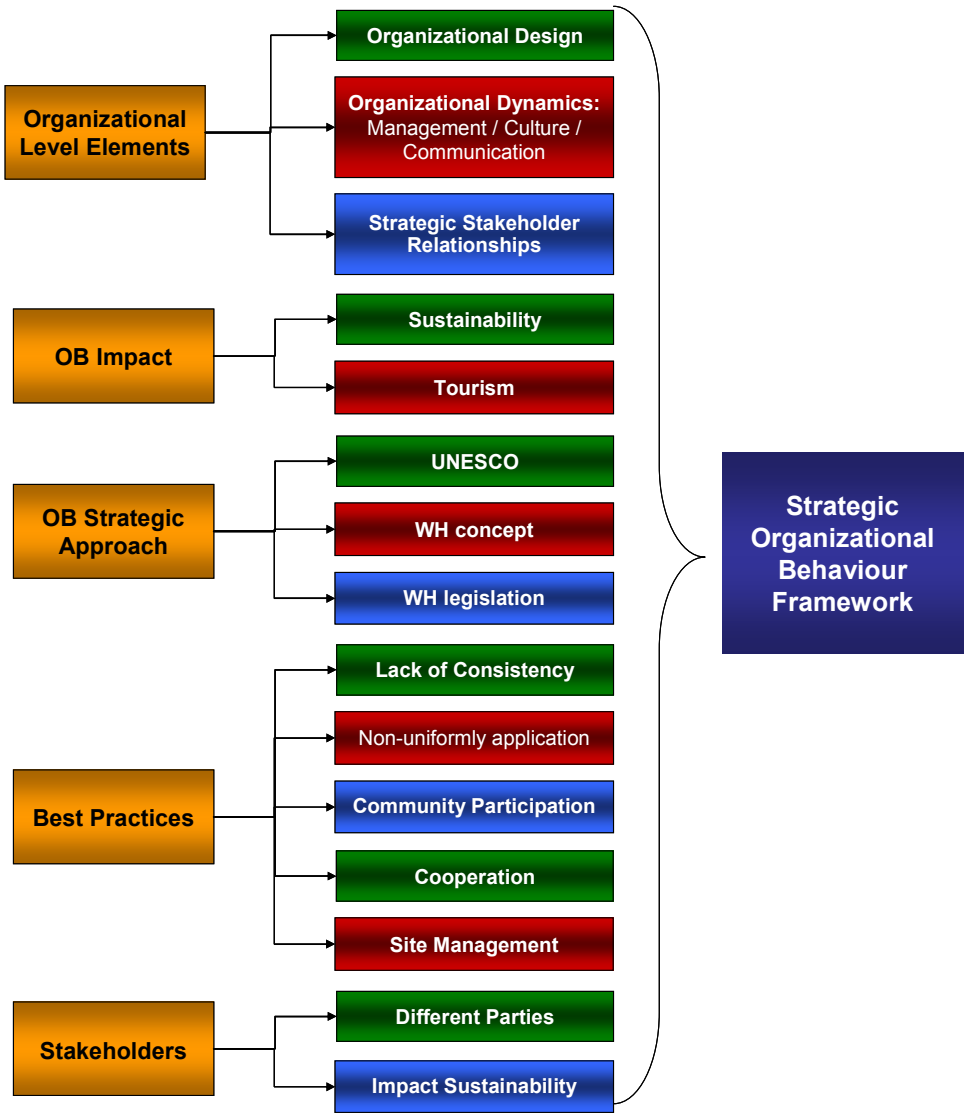
The purpose of this chapter was to report and discuss the results from the empirical phase of this study and the resultant Strategic Organizational Behaviour Framework. The framework is based on the principles of the Open Systems Theory which have been applied to World Heritage sites in South Africa.

The following chapter will conclude the research by providing a summary of the study as well as highlighting the limitations and directions for future research.

CHAPTER 8
CONCLUSION AND RECOMMENDATIONS

In this chapter…

Overview of Conclusions and Recommendations:



8.1 INTRODUCTION

Goethe (n.d) is quoted to have said "*Knowing is not enough; we must apply!*". This research has attempted to look at selected World Heritage sites in South Africa within the context of strategic Organizational Behaviour, to see how they currently operate, what they should be doing, what the gaps are and how these gaps could possibly be addressed.

In the **introductory chapter (Chapter 1)** the main research objective was to study the strategic level of Organizational Behaviour of selected World Heritage sites in South Africa, in order to develop a Strategic Organizational Behaviour Framework that will be of academic and practical use for the improvement of performance and the sustainability of World Heritage sites.

Chapter 2 reviewed relevant literature with regard to World Heritage. It provided context to the research by providing greater detail on UNESCO, the World Heritage Convention and the parties involved with World Heritage as well as more detail on the selected World Heritage sites of South Africa. In **Chapter 3**, literature regarding World Heritage Best Practices was discussed. And the last of the literature review chapters, **Chapter 4**, was dedicated to examining Organizational Behaviour Management as a theoretical basis from which to study the functioning and interactions of and within World Heritage organizations. The focus was specifically on the organizational level, concentrating on issues related to design, dynamics and strategic relationships.

The research rationale for the research is provided in **Chapter 5**. This refers to the reason for doing the research as well as describing what was to be done to get answers to the research questions. It relates to the foundation used to gather the necessary information which in this case was based on exploratory qualitative research. Although it appears that quantitative research continues to dominate research, it was felt that qualitative research would be the most appropriate design as its characteristics and methodology lend itself to gathering rich and descriptive data, which was felt to be the best suited rationale and methodology for this study.

Chapter 6 discussed the actual research methodology followed. The sampling methods and data collection process followed was discussed with particular focus on the in-depth interview as a data collection method. The recording, management and coding of data was discussed. In this study I utilized judgement sampling in identifying interview subjects. They in turn directed me to other knowledgeable role-players (snowball sampling). The information gathered from the identified subject matter experts provided significant insights.

Chapter 7 focused on presenting the findings from the empirical phase of the research. The interview responses were analysed within the context of the identified themes and interpreted within the context of Organizational Behaviour. A proposed Framework for the Strategic Organizational Behaviour of South African World Heritage sites was presented.

This chapter contains concluding remarks about the research conducted and findings of this study. The research objectives will be revisited and attention will be given to the Strategic Framework of Organizational Behaviour for World Heritage sites in South Africa. The reliability and limitations of the research will be discussed and suggestions will be made for future research.

8.2 FINDINGS AS RELATED TO THE OBJECTIVES

All the research objectives have been addressed and the results found were included in the development of the Strategic Organizational Behaviour Framework as discussed in the previous chapter. Concluding remarks regarding the research results follow and will be related to the research objectives as stated in Chapter 1.

8.2.1 The Organizational Level Elements Necessary for the Sustained Strategic Organizational Behaviour of a World Heritage Site

The first secondary research objective was to explore the organizational level elements necessary for the sustained strategic organizational behaviour of a World Heritage site.

The organizational elements identified as of particular concern to World Heritage sites were the design or structure of the sites, the culture of the organization as well as the communication at the site. The research findings with regard to the organizational elements will be discussed in detail below.

8.2.1.1 The Structure and Design of the World Heritage Sites are not Inclusive Of all the Role-Players

The management organizations of both iSimangaliso and the Cradle of Humankind are very much the same in the sense that in both cases they chose management options, as provided to them in the South African World Heritage Convention Act (South Africa, 49/1999). These choices seem to have created management entities separate from the stakeholders. In the case of iSimangaliso the CEO and Board are appointed by ministerial appointment and in the case of the Cradle of Humankind, the Management Authority is an existing organ of the State. However, they are different in one significant aspect namely that the Cradle of Humankind is 98% privately owned, while iSimangaliso is mostly owned by the state.

Having too many stakeholders involved could paralyse the organization, however most stakeholders felt that the management structures of the World Heritage sites were not inclusive and representative of all stakeholders. The nomination document for the Cradle of Humankind (Gauteng Provincial Government, 1998:38) indicated that the composition of the management structure will be determined through participation and consultation with the State, land owners, the University of the Witwatersrand and other interest groups, however government decided (*after*

inscription was achieved) that this would not be feasible and opted for a structure made up of government officials only.

Most stakeholders are of the opinion that it might be a good thing if the sites were not managed as islands but rather as part of larger organizations with stakeholders who were part of actual management rather than only being invited to attend public meetings. A single and neutral management structure overseeing all the World Heritage sites in South Africa could serve as a neutral body interested in checking the compliance of all involved. Considering the vast resources required by each site, it makes sense to pool expertise and share knowledge and Best Practices.

8.2.1.2 The Culture of the World Heritage Sites is Influenced by the Management, which in turn Contributes to its Success as a Business

The leader of a particular organization will often determine what type of culture manifests in the organization. The literature suggests that an organization's culture contributes to its success as a business (Ashkanasy *et al*., 2000). In the case of both the Cradle of Humankind and iSimangaliso, the type of culture seems to indicate what Handy (1993:183-191) describes as a power culture and is not experienced as participatory by the stakeholders.

It is important to note that the type of culture that works in one organization, may not work for the next organization. It may be argued that South Africa's World Heritage sites are relatively young and do not have all the necessary frameworks in place, and as such it is up to the leaders of those sites to manage as they see fit. It appears as if the concept of participation is only paid lip service at this stage. However, it is important that participation should be implemented at ground level. Most respondents described the culture of the respective organizations as situations where management has all the power and operates independently from stakeholder views and suggestions. The general feeling is rather negative and antagonistic and brings into question the sustainability of the current status quo. Many respondents indicated

a need for a culture of participatory management at both the Cradle of Humankind and iSimangaliso.

8.2.1.3 Open Communication Contributes to Building of Relationships whereas a Lack of Communication leads to Mistrust and Antagonism

The way an organization communicates can be explained by its culture. If the culture is not an open and participative one, open discussion is seen as a threat to the power and control of the Management Authorities and communication within organizations cannot build relationships but will rather lead to mistrust and assumptions. The only way to address such negativity is through open and consistently credible communication where actions are experienced as consistent with words.

According to the Department of Agriculture, Conservation, Environment and Land Affairs (2000:17) there will be ongoing dialogue with land owners and residents in the Cradle of Humankind area. The iSimangaliso 2006 Annual Report states that there is an intensive process to keep stakeholders informed (The Greater St Lucia Wetland Park Authority, 2006:6). From interviews with stakeholders it appears that stakeholders have divergent views with regard to communication at the selected World Heritage sites. Some feel marginalised and indicated that communication consisted of being informed what decisions have been taken and what will be done. This leads to a climate of distrust and limits the management's ability to build relationships in order to foster the sustainability of the sites. One respondent commended the process followed during inscription as well as the level of communication that took place at that time.

The research study has found that stakeholders expect open and honest communication. Management should not appear to be withholding information, especially if it is information that impacts on stakeholders, which is expected to be publicly available. It is important for management to be consistent and to deliver what they have promised.

8.2.2 The Impact of Organizational Behaviour on Sustained Destination Management

The second secondary research objective was to investigate the impact of organizational behaviour on sustained destination management.

8.2.2.1 World Heritage Status Holds Significant Opportunity and Challenges in Terms of Tourism

Tourism is one of the largest industries worldwide, and heritage tourism a rapidly growing sector within this industry. Tourism has become a management concern at most World Heritage sites since many tourists visit the World Heritage sites each year. However, frequently personnel and local communities at the heritage sites lack the experience necessary to deal with tourism and the impact it can have on, or the contribution it can make to their site.

World Heritage is often a driver for tourism demand. Tourism has the potential to create jobs, increase education and uplift communities. Most notably it can be used to show that heritage must be protected and cherished. It appears as if there is much fragmentation of resources for example that sites are not working in partnership with the provincial tourism associations, which leads to duplication of effort. Although such sites are by definition sensitive, it is felt that a participatory approach to tourism destination management will have many rewards not least of which is the buy-in from the local community.

According to the World Tourism Organization (2007a) some advantages of the effective management of tourist destinations, which cannot be accomplished without a coordinated management approach based on a collective vision and strong partnerships, include the following:

- Management should establish a competitive edge by means of a strong brand and deliver a high-quality visitor experience, which will lead to visitors returning regularly.
- Proper management and planning can help to avoid social and cultural conflicts and prevent tourism from affecting the site's values adversely and thus ensure tourism sustainability.
- Tourism can support the development of community based products and experiences, and promote small business development.
- Tourism revenue can improve through focused development and targeted marketing.

Heritage is often the main motivator for stimulating travel to destinations. Some of the world's most visited attractions are World Heritage Sites. They are logical products for tourism consumption. However, managing this in a responsible and cooperative manner may be difficult to achieve. Most heritage attractions may not originally have been intended for tourist use and therefore require sympathetic product development and management strategies to meet the requirements of conserving as well as maintaining the area within the limitations of financial resources. They also need to provide visitor access and services such as accommodation. If heritage sites are poorly managed and interpreted then there will be a loss in quality of both the actual heritage and the visitor's experience (World Tourism Organization, 2007a). In the case of both iSimangaliso and the Cradle of Humankind their tourism offering enjoys much support, especially from international visitors. This has had benefits and disadvantages for the local community. Although most of the respondents praised the management of tourism at these sites, frustration was noted as a result of a lack of inclusion of stakeholders in partnerships.

The focus on partnership is particularly evident in the shift in tourism governance from the traditional public sector model to a corporate model with the emphasis on efficiency, return on investments, the market and specifically focusing on partnership between public and private sectors. Partnerships may be formed for economic, social or environmental purposes. They may occur on many different levels, for

example between different government agencies such as national authorities or transport agencies, between different levels of government (national or provincial), between members of the private sector such as market clusters, or as a collaboration across sectors including government, private sector, educational groups and the community (World Tourism Organization, 2007a). In the selected sites it appears as if partnerships do exist, but only at the discretion of the particular Management Authorities and that they unilaterally dictate the terms of the partnership.

The overall mission of the Tourism Program of the World Tourism Organization (2007a) is to aid the World Heritage Committee and site management authorities in order to use tourism as a positive force to retain World Heritage site values and to help mitigate site threats. This is done by focusing particularly on building strategic partnerships to support sustainable tourism as a conservation tool at World Heritage sites (UNESCO World Heritage Centre, 2007b).

South Africa supports sustainable tourism practices with the National Responsible Tourism Development Guidelines (Department of Environmental Affairs and Tourism, 2002) that has identified principles that embody a strong commitment to responsible tourism. Key principles include that the local community must be involved in planning and decision-making and that participation by all stakeholders in all the different stages of the tourism life cycle should be encouraged.

8.2.3 The Strategic Approach Taken to the Development and Sustainability of a World Heritage Site

The third secondary research objective was to describe the strategic approach to the development and sustainability of a World Heritage sites, with particular focus on the long-term vision.

8.2.3.1 UNESCO Provides the Philosophy but does not have Governing Powers

UNESCO proclaims that World Heritage sites belong to all the people of the world and they strongly advocate participation between relevant stakeholders. It is evident from the nomination documents of both iSimangaliso and the Cradle of Humankind that this was the intent. However, it is clear from the responses that disparity exists between what was intended with the World Heritage sites and what is now being practiced at site level. In terms of UNESCO's role and responsibility, there appears to be the misperception amongst some respondents that UNESCO can reach out to a site and tell management what to do. It is important to remember however, that UNESCO has no governing authority within a country's border.

8.2.3.2 The Concept of World Heritage is still not Widely Understood

Much still needs to be done with regard to awareness building around the concept of World Heritage. Stakeholders sometimes have a misperception of the benefits that World Heritage status will bring and are not made aware of the implied responsibilities. Specific concerns are to educate and inform stakeholders with regard to what it means to be living as part of a local community in a World Heritage site and what the implications are for their daily lives. Table 8-1 illustrates the focus of the World Heritage Tourism Program on seven activities in order to achieve the above mentioned aims (UNESCO World Heritage Centre, 2007b):

Table 8-1: The World Heritage Tourism Program Activities

1	"*Building the capacity of World Heritage site management to deal with tourism*".
2	"*Training local community members in environment and culture preservation and tourism related activities to receive tourism's benefits*".
3	"*Aiding communities around the sites to market their products and use the World Heritage sites as a lever for local economic social and cultural development*".
4	"*Raising public awareness of World Heritage Outstanding Universal Values and building pride and intercultural dialogue with local communities and visitors through conservation education*".
5	"*Using tourism generated funds to supplement site conservation and protection costs*".
6	"*Spreading the lessons learned to other sites and protected areas*".
7	"*Building increased awareness of the objectives of the 1972 World Heritage Convention and other UNESCO conventions to the Tourism Programs activities and policies for local and national public tourism authorities, tourism industry officials and tourists*".

Adapted from the World Heritage Tourism Program (UNESCO World Heritage Centre, 2007b)

This study has found that amongst the respondents several of these activities should receive particular attention. More training and raising public awareness should take place at both site and at national level in South Africa. The general South African public is still unaware of the "*World Heritage Outstanding Universal Values*" (UNESCO World Heritage Centre, 2005b). As we are still, in many ways, building a conservation culture in South Africa and dealing with past prejudices against the negative actions in the name of conservation, such as forced removals, local communities must be included in the management. Also, training related to tourism should be provided to local communities in order to receive the benefit of tourism, which in turn will provide a rewarding educational experience to the tourist.

8.2.3.3 The World Heritage Legislation Provides for Structure and Power of the Sites

The South African government has converted the World Heritage Convention into the South African World Heritage Convention Act. The main aim of which is to provide the guidelines by which World Heritage sites in South Africa must be managed. It gives the sites the opportunity to manage themselves and it bestows power on them. However, it is this same act that gives rise to much contention, as independent

authorities have been established in order to get on with the business of managing the site as they see fit to the perceived exclusion of other stakeholders.

Due to the complexity of managing a World Heritage site, a unique management structure has to be established to consolidate the various units under a single entity. The responsibilities of such an entity is vast and includes ensuring the effective conservation and management of the site through the implementation of major cultural or ecological programs; tourism evaluation; and the inclusion of land claimants and local communities as mandatory partners in the development of the sites.

Many of the interviewees were concerned about the interpretation of our legislation and the perceived amount of control it afforded current Management Authorities. Our legislation gives the Management Authorities the opportunity to be legal and separate entities, which can function independently from stakeholders. In both the case of the Cradle of Humankind and iSimangaliso, stakeholders feel alienated and excluded by the Management Authorities.

An option which needs to be pursued further is the creation of an independent and neutral Management Authority overseeing all World Heritage sites in South Africa. The World Heritage Convention Act (South Africa, 49/1999) provides the opportunity for such an entity, which could deal with issues and concerns with regard to a site's management to be created. This independent structure could consolidate knowledge and resources which would be available for all sites to utilise. It could also apply for funding for all sites and distribute funds according to need.

8.2.4 Best Practices for Optimal and Sustained Management of South African World Heritage Sites

The fourth secondary research objective was to examine what the best practices are for optimal and sustained management of South African World Heritage sites.

8.2.4.1 Lack of Consistency exists with regard to Monitoring and Evaluating World Heritage sites

Evidence from the periodic reporting of management and best practices indicates that in Africa in general, certain shortcomings exist, which may also be applied to the situation in South Africa:

- State Parties and site specific management still control much of the information regarding sites, which makes it difficult to obtain the site manager's honest reflections.
- There is a lack of consistency between countries and even between sites in the way that reports are presented, how information is collected and who makes the interpretation.
- There appears to be a lack of understanding and agreement about the World Heritage Convention and its values within government, between sites, and amongst stakeholders.
- It is important to look at the expectations of different stakeholders such as the World Heritage Centre, the government, protected area managers and other stakeholders regarding managing the site and periodic reporting (UNESCO World Heritage Centre, 2005a).

Obtaining buy-in from and committing managers and stakeholders to the necessary continuous systematic performance monitoring in order to assess the achievement of organizational objectives, instead of individual agendas, can lead to the long-term sustainability of the site.

8.2.4.2 General Best Practices are not Applied Uniformly

a) Raising Awareness

According to UNESCO World Heritage Centre (2004b), government and site management should take appropriate steps to raise awareness of decision-makers, property-owners and the general public regarding the protection and conservation of cultural and natural heritage; the significance of listing a site on the World Heritage List; and the roles and responsibilities associated with implementing the World Heritage Convention. Awareness programs should target the general public and be aimed at people of all educational levels.

In South Africa there appears to be limited national advertisements and public relations campaigns to create awareness of our World Heritage sites and it appears as if each site is left to their own devices to raise awareness. The selected sites do have programs in place that target for example school children but partnering with the relevant stakeholders and particularly tourism organizations could multiply the impact of current programs. Increasing awareness of heritage through structured communication, education and public relations programs will strengthen popular appreciation and respect for heritage. It is also important to keep the public informed of the dangers threatening World Heritage sites as well as of activities carried out in pursuance of the Convention.

b) Increasing Protection

The inscription of properties on the World Heritage List necessitates the development of adequate legislation and institutional frameworks to ensure their safeguarding and conservation. Each sovereign State Party is responsible for designing its own legislation and policies focusing on the protection, conservation and presentation of World Heritage (UNESCO World Heritage Centre, 2004b).

While most World Heritage sites have some degree of domestic legal protection, there is no standard legislative approach that member states can use to ensure that their obligations in terms of the Convention are met. South Africa is one of the few countries that has internalised the World Heritage Convention by creating the World Heritage Convention Act (South Africa, 49/1999).

c) Improving Management

Middleton (1994:9-10) asserted that even though many heritage organizations are relatively small, general terms of business are as applicable to them as to large corporations. These terms of business include:

- Heritage organizations need to have strategic plans which refer to the management of the organization as a whole dealing with issues that influence the organization in the long run (more than 2 years) and which are related to overall vision and goals.
- Mission statements must be utilised and be well-known to all stakeholders. The mission statement relates to an overall statement, aim or vision of a heritage organization, identifying what it deems to be its core role, overall objectives and intended future position.
- Strategic objectives for at least three years ahead that relate to the mission of the organization, which ought to be feasible and measurable. They should they be implemented, and accompanied by strategies that comprise management action plans stating how specifically identified strategic objectives will be achieved.
- Continuous performance monitoring must be implemented. Monitoring refers to evaluation and control, i.e. the way in which a heritage organization measures the extent to which it achieves its strategic objectives.

In their efforts to conserve, protect and present the World Heritage sites, the managers thereof face many challenges. These challenges can be either local or global, for instance visitors to the site or climate change. Furthermore, challenges

can originate outside their boundaries such as the mining for minerals in the proximity of the site can have an impact on the property. Such challenges are typical of those faced by protected heritage areas – both natural and cultural around the world (UNESCO World Heritage Centre, 2005b). Effective conservation, management and sustainable development of World Heritage sites derive from the identification and promotion of the heritage values of the properties, from developing and implementing appropriate management plans, and from the inclusion of stakeholders in management (UNESCO World Heritage Centre, 2004c).

Thomas and Middleton (2003:1) state that management plans must be prepared and implemented taking into consideration the context of the issues and people surrounding the protected areas, as well the national plans for protected areas which will help ensure co-ordination with other national planning agencies and protected areas. According to Thomas and Middleton (2003:19) management planning must be carried out within a framework of approved policies within the protected area agency. During the implementation of the plan, several problems could be encountered. Problems may be a result of weaknesses in the plan itself such as difficulties inherent in its content or unreasonable expectations about what will be achieved with the plan (Thomas & Middleton, 2003:21-24). A significant concern is that if relevant stakeholders have not been involved in the preparation of the management plan, they may not buy into it and be less inclined to accept it. Middleton (1994:10) states that a well drafted plan and mission statement should last at least five years, if not decades, and that it is most important that there is a sense of ownership of the plan by those affected by it, i.e. the stakeholders of the heritage organization.

According to the operating guidelines of the World Heritage Convention (UNESCO, 2005:26) the elements of an effective management system should include a shared understanding of the property by all stakeholders and the involvement of partners and stakeholders, as well as an accountable, transparent management system. The general perception evident from the interviews indicates that stakeholders do not share the vision of the Management Authorities for the heritage sites because of a

lack of communication of what the vision entails. They also do not feel involved in a meaningful way in the management of the sites and they do not perceive the current management systems as transparent.

8.2.4.3 Participation of Local Communities

Local communities should participate in the joint management arrangements that exist at any heritage site. World Heritage properties should have some form of property-specific committees for community and NGO input, private sector and scientific advice for building links with stakeholders and specialist expertise in order to create positive outcomes.

Participatory management is fostered in cases where the local population is both informed and involved. This is backed by the World Heritage Convention, which states that heritage should have a function in the life of a community (UNESCO, 2005).

8.2.4.4 Cooperation for World Heritage

The joint Canada-USA engagement confirms the value of exchanging ideas and information on site management in a World Heritage context. Such opportunities include invitations to meetings, exchanges of personnel on short-term assignments, or sharing Northern American expertise with the global World Heritage network, particularly in lesser developed regions (UNESCO World Heritage Centre, 2005b). This is an important lesson that could be applied in South Africa where staff could exchange posts between sites in South Africa, as well as with international sites in order to gain shared expertise and knowledge of Best Practices.

8.2.4.5 The Management of World Heritage Sites is Experienced as Dictatorial rather than Participatory

The current World Heritage legislation in South Africa gives the managing entities the power to be separate entities leading to the perceived exclusion of many stakeholders at the selected sites. Most respondents felt that the management structures of both the selected World Heritage sites were not inclusive and representative of all stakeholders. There is a need for management to be integrated and participatory.

A significant finding of both the literature review and the interviews was that the type of management influences the culture of the organization, which in turn influences communication and relationships within the organization. It is clear from the responses that a dictatorial type of leadership is perceived and this is experienced as very negative by the stakeholders. As a result, the sustainability of such a structure is questioned.

8.2.5 The Roles and Contributions of the World Heritage Sites' Strategic Stakeholders

The fifth secondary research objective was to investigate the roles and contributions of the World Heritage sites' strategic stakeholders.

8.2.5.1 Many Different Parties are Involved in and Responsible for World Heritage in South Africa

From the research and responses it is clear that many different parties are involved in World Heritage in South Africa. To make a site successful requires the cooperation of many parties firstly during the process of inscription and afterwards in the daily management of the site. What is unclear is the degree of influence and rights afforded to each party.

World Heritage sites should be about partnerships. Once a site is declared a World Heritage site its problems becomes the shared responsibility of parties such as government and others responsible for World Heritage. All stakeholders should be enabled by legislation as well as general goodwill, to work together in partnership and to intervene because they have a common purpose, namely to preserve and sustain the World Heritage site.

8.2.5.2 Strategic Stakeholder Relationships Impact on the Long-Term Sustainability of the World Heritage Sites

The organizational framework of a heritage destination will often be complex and may be fragmented. The organizational framework of a destination such as a World Heritage site may have a significant impact on the effectiveness of its functioning as an organization, as well as the continued sustainability of the destination. The objectives of a heritage organization should be to foster cooperation between various stakeholders and to act in unison to promote and protect the destination (Holloway, 2006:176).

Stakeholder participation is important for any World Heritage site. It is however important to note that stakeholders are not always the experts but their insights are valuable especially for site specific issues which outsiders may not see or understand or consider important.

Stakeholders currently have very little input with regard to the management of the sites. It appears from the comments of several of the respondents that the current management authorities are unwilling to support wider participation possibly because it is seen as a threat to their authority. World Heritage sites need all the resources available and can not afford to estrange the people who are a significant part of such a positive initiative.

8.2.6 The Strategic Organizational Behaviour Framework for South African World Heritage Sites

As shown in Figure 8-1, this study was divided into several phases resulting in all the research objectives being addressed and the findings included in the development of a Strategic Organizational Behaviour Framework to aid the sustained management of South African World Heritage sites.

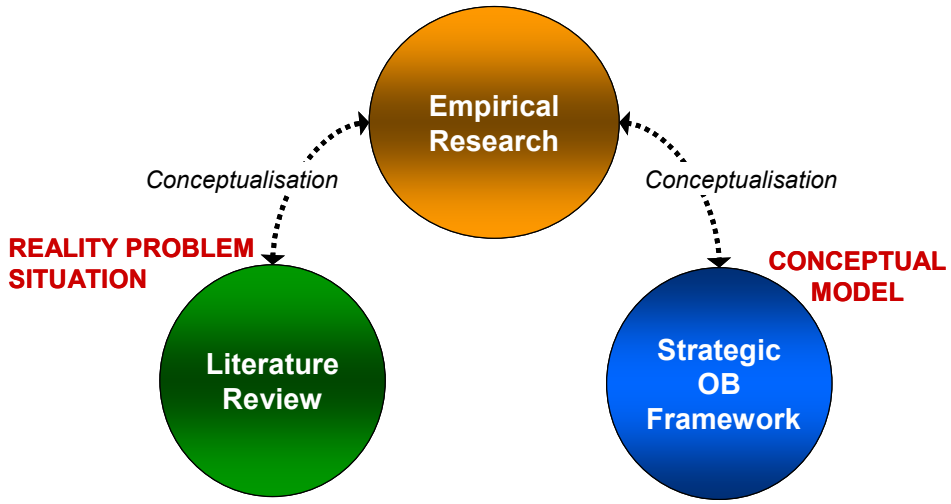


Figure 8-1: The Relationship between Phases of the Study
(Author's own)

The Strategic Organizational Behaviour Framework was developed to address the main research objective of this study. Organizational Behaviour should be viewed holistically as a set of interacting forces between the organization, stakeholders and its environment, and as such this framework was based on the general systems theory and is graphically represented as such in the previous chapter (see Figure 7-3).

The systems theory is particularly concerned with the relationships, structure and interdependence of the parts, rather than with the particular parts themselves. In today's constantly changing environment this implies that the management of World Heritage sites must be willing to reposition themselves in relation to its stakeholders and environment to ensure sustainability.

On a strategic Organizational Behaviour level, three elements or functions have been identified during the literature review and empirical research as critical to the sustained management of South African World Heritage sites. They are the design or structure of the World Heritage organization; the dynamics within the organization referring specifically to the management, culture and communication at the World Heritage site; as well as the strategic stakeholder relationships.

Organizational Design involves the arrangement of interactions and the coordination of the technology, tasks and humans to ensure that the organization accomplishes its strategy and objectives.

Organizational Dynamics are processes that influence and direct an organization's optimal functioning. These include the type of leadership, organizational culture and communication displayed within and by the organization.

Strategic Stakeholder Relationships refer to the individuals and groups who have to interact in order to achieve the organization's objectives.

The **Strategic Organizational Behaviour Framework** illustrates the interdependency and influence of the different dimensions on one another. The literature and findings from the interviews have indicated that the effective management of the Organizational Behaviour of the World Heritage organizations will positively affect its long-term sustainability.

8.3 THE RELIABILITY OF THE STUDY

It was the aim of this study, as it should be for all research according to Mouton (2001:11), to produce reliable findings. Kvale (1994:152) gives a description of **objectivity** as being free of bias, which he believes is based on solid craftsmanship and producing new knowledge which has been systematically checked and verified. The absence of standardization in the interview may be either a vice or a virtue of

qualitative research, depending on the situation. The research interview is flexible, context-sensitive and dependent on the personal interaction of the interviewer and interviewee (Kvale, 1994:159).

The purpose of this research was to understand the world as experienced by a few subject matter experts within a specific context. According to Kvale (1994:165-166) the approach is to have an emphasis upon the **contextuality** of knowledge rather than universal **generalization**. This philosophy has also influenced the sample population and size. The purpose of the study was to explore and describe issues related to Organizational Behaviour in selected World Heritage sites, and interviews were conducted up "*to the point where further interviews yielded little new knowledge, until the law of diminishing returns applies*" (Kvale, 1994:165-166).

In terms of **validity**, a valid argument is well grounded, justifiable, strong and convincing. The research interview will yield valid knowledge, depending upon the quality of the craftsmanship and that the method investigates what it claims to investigate. The interpretations and observations must also reflect the phenomenon of interest (Kvale, 1994:166). With an interview methodology "*the validity of an interpretation cannot be established by a research monograph or detailed manual. The aim for the report is to advance sensible discussion*…" (Cronbach, 1980:107).

In order to ensure **credibility** in this study I attempted to produce information which has been systematically checked and verified. This has been accomplished through various means such as **triangulation** where evidence was sourced from a wide range of sources such as comparing interview findings with written records; and the **validation** of the findings from interviews by feeding the findings back to the interviewees to see if they regard the findings as reasonable. I made a specific effort to describe the context of the study, to report the theoretical research framework and rationale followed, as well as to explain the sampling strategy clearly. The methodology followed during the empirical phase of the research was described in detail as well as the procedures for data analysis.

As so eloquently stated by Cronbach (1980:107) the aim of this research report is "*to advance sensible discussion*…". It is not my contention that the findings in this study can be generalised to fit all World Heritage sites. For example it was found in both the Cradle of Humankind and iSimangaliso that stakeholder relationships are critical. However it may not be relevant at other sites such as Robben Island. It is however my belief that the issues, perceptions and views expressed by the interviewees should be used as points to stimulate debate as they highlight discrepancies that may (and often do) impact on organizations either in a positive but often in a negative way.

8.4 THE LIMITATIONS OF THE STUDY

The first limitation of this study was the fact that certain key stakeholders could not be interviewed and in fact blocked my attempts to engage them. Possible reasons for this may have been that they felt threatened or that they did not see the value of the research in their context, and unfortunately I was not provided the opportunity to explain the purpose of the research to them as I would have liked to have done.

There is a lack of interdisciplinary knowledge as it relates to Organizational Behaviour applied within World Heritage sites. I have made an attempt to create such an application. It may be incomplete and would require further study and refinement to build on this complex body of knowledge.

There is a lack of knowledge concerning Best Practices as they relate specifically to South African World Heritage sites. As such I made use of international examples, which may not always be appropriate or applicable within a South African context, but it was felt that they set a benchmark towards which current management authorities of South African World Heritage sites can aspire.

The findings should not be generalised as the interpretations were based on the personal experiences of the specific participants and interpreted by myself. The study was undertaken to create a framework that will aid the sustained and optimal

functioning of South African World Heritage sites. It is my intent that the findings of this study be used as basis of discussion and to create awareness of the organizational level elements that impact on Organizational Behaviour as it applies to organizations in general and World Heritage sites in particular.

The sample size or "representivity" may be problematic in the statistical sense. Consistent with the paradigm, purposive sampling was used i.e. selecting interviewees because they were key and knowledgeable informants adopted in order to obtain the rich and descriptive data necessary to explain the subjective reasons and meanings behind the reality. If all significant informants are included then a fuller or more comprehensive picture would emerge, also referred to as crystallization. So the limitation of not including some of the key stakeholders is that one may have missed out on some of the story, or at least on the perspective of these key stakeholder groups.

8.5 THE CONTRIBUTION OF THE STUDY

This study has attempted to contribute to the body of knowledge related to the fields of Organizational Behaviour and World Heritage management. A Strategic Organizational Behaviour Framework has also been developed. It is envisaged that this framework can be used to facilitate the optimal and sustained management and existence of South African World Heritage sites by highlighting organizational level issues such as the sites organizational structure and management style, its culture, the way communication takes place and its relationship with its stakeholders, that impacts on effective performance.

World Heritage sites are a top brand and utilising Organizational Behaviour Management principles intended to enhance the management of World Heritage sites, will assist management and stakeholders to move towards Best Practices for management of heritage resources or sites. This information will greatly benefit the World Heritage sites and can be utilized to maximize the organization's functioning and performance. The only way to reach that level is through partnerships: at site

level between management and the various stakeholders as well as partnering with research institutions and existing bodies such as provincial tourism organizations.

8.6 RECOMMENDATIONS FOR FUTURE RESEARCH

- A first recommendation would be for a study to be undertaken to test the proposed framework in order to move the framework from a conceptual model to a scientific model as explained in the methodology according to Mitroff *et al*. (1974). One criticism of Organizational Behaviour is that there is too much emphasis on stories, case studies and anecdotes and not enough emphasis on the data to substantiate theories and concepts (Furnham, 2004:432). Case studies make interesting reading and are extremely useful for teaching but they need to be developed further and tested. This study focused on the development of a conceptual Strategic Organizational Behaviour Framework and further research could focus on the development of a scientific implementation model.

- As this study only focused on the organizational level elements of Organizational Behaviour, research could be conducted to establish what the nature of the individual and group level issues and dynamics are that may impact on the sustained and optimal performance of South African World Heritage sites.

- Based on the views expressed by the respondents as well as my own observations, it is strongly recommended that further research be undertaken to determine the feasibility and value of an independent and neutral management agency or overseeing body for all the South African World Heritage sites. I have identified that independently managed heritage organizations operating on a unilateral basis will become increasingly difficult to monitor. It may prove more useful to have a central management authority unified in supporting the separate heritage sites that would serve as a neutral body interested in checking the compliance of all involved according to a blueprint of specific management plans and objectives.

- In terms of the ongoing monitoring and evaluation of listed South African World Heritage sites, November (2007) suggests that these submit annual reports and plans to DEAT and the SAWHCC as a part of regular reporting procedures. This can be followed up by a one-day annual peer evaluation by an expert or expert panel together with a relevant national DEAT official with the purpose of anticipating potential problems, assessing progress of previously identified problems, and focusing on areas of learning. Lastly, there is a need for the development of a monitoring and evaluation file for each SA World Heritage site for inclusion in the international six-yearly evaluation report. This will not only demonstrate good management practice, but will also simplify and reduce the cost of the six-yearly reporting requirements. This phase will require a budget, and the attribution of responsibilities and costs will necessitate agreement between the stakeholders involved. This proposed annual process will provide for alignment with annual planning and budgeting processes, an early warning system and avoidance of international embarrassment if problems are not managed before the six-yearly evaluation.

- It may prove useful in terms of tourism research to have a study focusing on what impact inscription on the World Heritage list has on a site. Specific focus could be on what the impact is in terms of visitor numbers and their experience of the site and the economic contribution of the site to the country.

- Within a South African context research could be undertaken to study the perception and understanding of World Heritage as a brand and its related benefits and responsibilities. Knowledge gained can be used to promote an understanding of the concept of World Heritage and what it implies to for example, the promotion of tourism.

- Organizational Behaviour can be analyzed on three distinct levels, namely the individual level, the team or group level and the organizational level. This study has revealed several levels of analysis but the focus remained on the

organizational level aspects in order to fulfil the primary research objective. Future research could focus on the group and individual aspects of Organizational Behaviour.

8.7 CONCLUSION

In conclusion, Organizational Behaviour holds tremendous potential in terms of sustainable management and performance of World Heritage sites. In order to optimise the Organizational Behaviour at World Heritage organizations, it is necessary that the organizations understand, develop, implement and manage the identified elements, i.e. open and effective communication; supportive and cooperative management; a participatory culture; as well as positive stakeholder engagement and relationships.

Specifically, this Strategic Organizational Behaviour Framework has highlighted the importance of the structure or design of the World Heritage organization, the culture and communication of the site, which is largely influenced by the leadership or management of the site, and lastly the strategic stakeholder relationships. The literature review and the comments of the respondents have provided evidence that the identified elements of Organizational Behaviour are interrelated and significant for the continued sustainability and successful management of World Heritage sites in South Africa.