CHAPTER 1

INTRODUCTION

In this chapter…

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World Heritage	International Best Practices	Organizational Behaviour Management

Methodology

RESEARCH RESULT

STRATEGIC ORGANIZATIONAL BEHAVIOUR FRAMEWORK
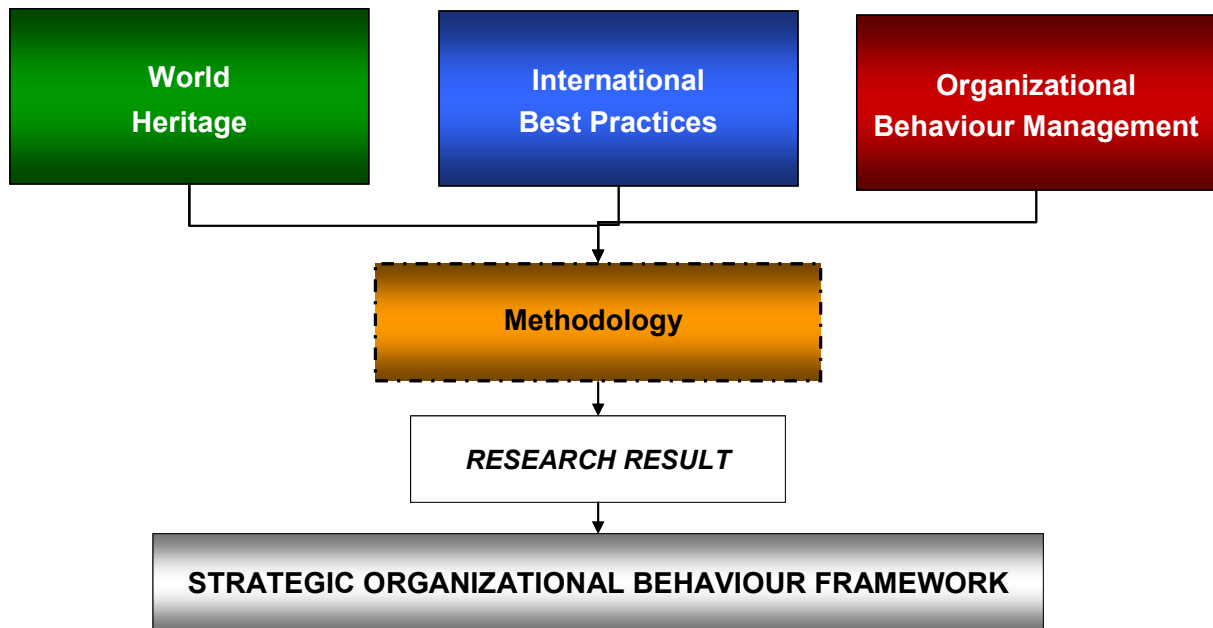
1.1 BACKGROUND

World Heritage sites are part of our legacy; they are unique and diverse tourist destinations, protected areas, archaeological or religious sites and are irreplaceable. The United Nations Educational, Scientific and Cultural Organization (UNESCO), encourages the identification, protection and preservation of the cultural and natural heritage worldwide which is thought to be of exceptional value to humanity. In theory, World Heritage sites belong to everybody in the world, irrespective of the territory on which the sites are located.

The World Heritage Sites are faced with many challenges and issues, which impact on their sustained functioning. When there are issues regarding the continued sustainability of a site immediate investigation and resolve is essential. To this effect the World Heritage Convention ensures that heritage sites around the world are recognized and protected. According to the Convention's operating guidelines, all inscribed sites must produce a management plan or process, which operates through participatory means. Scrutiny of these systems is rigorous and World Heritage status can be deferred or a site can be put on the Danger List should it not comply with the Convention's operating guidelines (UNESCO, 2005a:225).

World Heritage Sites comprise a unique organizational grouping of different stakeholders having to work together to achieve separate and interdependent goals. 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, 2005:4). Destination management experts and literature state 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).

As will be 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. Sustainability, in a general sense, is the capacity to maintain a certain process or state indefinitely. In an economic context, an organization is 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, 2008).

> *The **main aim and scope of this research** is to study the strategic level of Organizational Behaviour (OB) of selected **World Heritage** sites in South Africa in order to develop a **strategic OB framework** that is of academic and practical use in performance improvement and sustainability of **World Heritage** sites.*

The sites to be included in the study are the iSimangaliso Wetland Park and the Cradle of Humankind Fossil Hominid sites. These sites have been selected based on their maturity and status as well-established tourist destinations as identified by South Africa Tourism (www.southafrica.net\research). They have been chosen specifically because they represent three different facets of the tourism field as it relates to World Heritage, namely the nature and eco experience, the cultural heritage and the commercial aspects. Both sites are multi-faceted with unique defining elements and have established structures and experienced stakeholders in position, which together cause an improved representativeness and authenticity of the intended framework.

In order to obtain information that is relevant to this study, the focus will be on the organizational level aspects of Organizational Behaviour such as management style and organizational culture and not on the individual level as defined in Organizational Behaviour. At the organizational level the focus is on strategic areas such as the way organizations are structured, how they operate within their environments and how their operations affect the individuals and groups within them (Greenberg & Baron, 1997:6).

World Heritage sites are faced with many challenges and issues, which impact on their sustained organizational functioning (UNESCO, 2005a:225). It is envisaged that a Strategic Organizational Behaviour Management Framework will aid the understanding of strategic issues and management of the heritage organization as well as promote conduct that will enhance the effectiveness and sustainability of the organization.

As shown in Figure 1-1 on the following page, the research will firstly provide an overview of what World Heritage is and will entail conducting a situational analysis of the selected South African World Heritage sites in order to establish what the nature of the important issues are. Universal guidelines and best practices as they relate to international World Heritage sites will be examined. In terms of Organizational Behaviour the aim will be to obtain a thorough theoretical understanding of the strategic aspects of an organization with particular focus on issues that relate to organizational design, organizational dynamics and strategic stakeholder relationships.
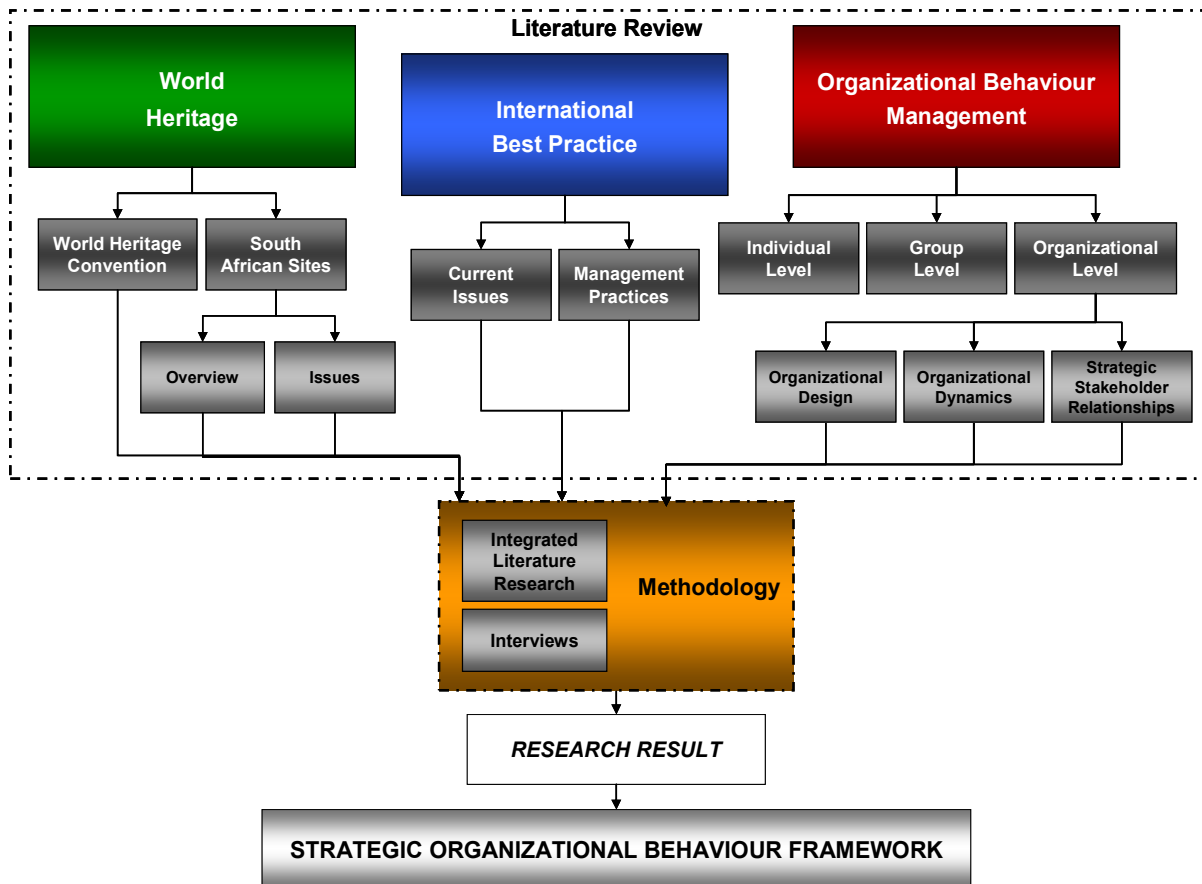
Figure 1-1: Context of Study

(Author's own)

1.1.1 World Heritage

UNESCO plays a critical role in preserving natural and cultural heritage worldwide. The UNESCO World Heritage Convention ensures that sites around the world are recognised for their exceptional cultural or natural value, history or contributions to humanity. The Convention is a framework for the protection of these unique and valuable sites (UNESCO World Heritage Centre, 2007a).

Figure 1-2: Map of South African World Heritage Sites
(Source: UNESCO World Heritage Centre, 2006b)

As can be seen from Figure 1-2 and given South Africa's diverse culture, history, spectacular natural resources and wildlife, South Africa currently features eight World Heritage sites (UNESCO World Heritage Centre, 2007a), which are:

① **iSimangaliso Wetland Park** (previously known as the Greater St Lucia Wetland Park);
② **Robben Island**;
③ Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai, and Environs *also known as* **The Cradle of Humankind**;
④ **uKhahlamba / Drakensberg Park**;
⑤ **Mapungubwe** Cultural Landscape;
⑥ **Cape Floral Region** Protected Areas;
⑦ **Vredefort Dome**;
⑧ **Richtersveld** Cultural and Botanical Landscape.

The World Heritage sites can be described as follows:

① **iSimangaliso Wetland Park (previously known as the Greater St Lucia Wetland Park):**
The iSimangaliso Wetland Park is located along the north-eastern coast of KwaZulu-Natal Province. The site consists of thirteen contiguous protected areas with a total size of over 230,000 hectares. The park system extends from the Mozambique

border for almost 220km south to Cape St. Lucia. The site is the largest estuarine system in Africa with exceptional species diversity and a unique grouping of five ecosystems. It was inscribed in 1999 based on 3 criteria namely vii; ix; and x (UNESCO World Heritage Centre, 1998b).

② **Robben Island:**

For almost 400 years, Robben Island, located 12 kilometres from Cape Town, was a place of banishment, exile, isolation and imprisonment. Between the 17th and 20th centuries, Robben Island was first used as a prison, later as a hospital for socially unacceptable groups and also a military base. Its buildings, particularly those of the late 20th century such as the maximum-security prison for political prisoners, witness the triumph of the human spirit, of democracy and freedom over oppression and racism. Robben Island has in many respects come to symbolise the triumph of the human spirit over enormous hardship and adversity. The justification for its inscription in 1999 was based on criteria iii and vi (UNESCO World Heritage Centre, 1998c).

③ **Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai, and Environs** *also known as* **The Cradle of Humankind:**

The Fossil Hominid Sites known as the Cradle of Humankind (inscribed in 1999 based on criteria iii and vi), covers 47 000 hectares of mostly privately owned land and has produced an abundance of scientific information on the evolution of the human being over the past 3.5 million years, his way of life, and the animals with which he lived and on which he fed. The Sterkfontein area contains an exceptionally large and scientifically significant group of sites that throw light on the earliest ancestors of humankind (UNESCO World Heritage Centre, 1998a).

④ **uKhahlamba / Drakensberg Park**:

The uKhahlamba/Drakensberg Park is of exceptional natural beauty with its mountain range, rolling grasslands, river valleys and gorges. The site has a high level of threatened species, especially birds and plants. This spectacular natural site also contains many caves and rock-shelters with a large concentration of paintings, made

by the San people over a period of 4,000 years. This property is nominated as a mixed site, under the natural and the cultural criteria based on criterion i, iii, vii and x (UNESCO World Heritage Centre, 1999).

⑤ **Mapungubwe Cultural Landscape:**

The Mapungubwe Cultural Landscape is located against the borders of South Africa, Zimbabwe and Botswana. Mapungubwe developed into the largest kingdom in the sub-continent but was abandoned in the 14th century. It is an open, expansive savannah landscape at the confluence of the Limpopo and Shashe rivers with the remains of the palace sites and settlement area, as well as two earlier capital sites, presenting a picture of the development of social and political structures over some 400 years. The site was inscribed based on criterion ii, iii, iv and v (UNESCO World Heritage Centre, 2002).

⑥ **Cape Floral Region Protected Areas:**

The Cape Floral Region Protected Areas is made up of eight protected areas from south of Cape Town extending northwards to the Cederberg and northeast to the Swartberg. The Cape Floral Region was inscribed in 2004 because it is one of the richest areas for plants in the world under the natural criteria ix and x. The site displays outstanding ecological and biological processes associated with the Fynbos vegetation, which is unique to the Cape Floral Region and comprises 80% of its floristic richness. Occupying less than 0.5% of the total area of Africa it contains nearly one fifth of its flora, and in less than 4% of the area of southern Africa it has nearly 44% of the sub-continental flora numbering 20,367 species. Two thirds of its vascular plant species do not occur naturally anywhere else in the world (UNESCO World Heritage Centre, 2003a).

⑦ **Vredefort Dome:**

The Vredefort Dome in the Free State, South Africa is a representative part of a larger meteorite impact structure called an astrobleme. Dating back 2,023 million years, it is the oldest astrobleme found on earth so far and with a radius of 190km, it is also the largest and the most deeply eroded. The Vredefort Dome (inscribed in

2005 under natural criterion viii, bears witness to the world's greatest known single energy release event known to have affected the surface of the earth. Meteorite impact craters are a testament to catastrophic changes in the record of life on Earth as these impacts would have caused devastating global and evolutionary changes. This geological site therefore forms a critical part of the evidence of Earth's geological history and the understanding of the evolution of the planet (UNESCO World Heritage Centre, 2004a).

⑧ Richtersveld Cultural and Botanical Landscape:

The Richtersveld Cultural and Botanical Landscape was inscribed in 2007 on the basis of cultural criteria iv and v as the eighth World Heritage Site in South Africa. It is a remarkable mountainous desert in the northwest of South Africa and is owned and managed by the Nama community, descendants of the Khoi-Khoi people. The Richtersveld is a land of extreme temperatures characterised by a harsh, dry landscape. The endangered Karoo vegetation, characterised by succulents, is protected by the seasonal migratory behaviour of the Nama, who move between stock-posts with traditional demountable mat-roofed houses called |haru oms - a practice which has endured for about 2000 years (UNESCO World Heritage Centre, 2006a).

As illustrated with the examples above, World Heritage sites exist within a dynamic environment and must attract and satisfy the needs of visitors, investors, residents, as well as improve and protect the environment. The effects of tourism on a destination can be both positive and negative. The positive aspects include the generation of income and employment and a negative aspect is the risk of damage to the destination (Laws, 1995:1-3). Tourist destinations such as World Heritage sites must be wisely managed if they are to remain sustainable attractions. In terms of tourism destinations, sustainability is defined as responsible tourism underpinned by a properly thought out management strategy. It also relies on collaboration between the public and private sector in order to prevent irreparable damage as well as to protect, enhance and improve the tourist destination (Holloway, 2006:119).

The World Tourism Organization (UNWTO) highlights sustainability within heritage sites as of particular concern and the "*recognition of ensuring sustainable growth in its environmental, social and economic dimensions, based on solid institutional and management structures*" (World Tourism Organization, 2007b). According to Holloway (2006:602-608) there are specific issues of management that are unique to tourism, especially for sites incorporating heritage. These include educating and entertaining visitors, managing the influx of tourists (and the resultant impact on natural resources) as well as working with stakeholders.

The organizational framework of a tourist destination has a significant impact on the effectiveness of its functioning and sustainability. According to Pearce (1992:3-5) organizations are set up to achieve goals and these are best met by united action accomplished through a formal structuring of the participants involved. A destination organization draws its membership from both the public and private sector and cooperation between various stakeholders is necessary to promote and protect the destination (Holloway, 2006:176).

The effective management and support of a protected area involves a large number of organizations, bodies, agencies and individuals. Each of these participants has a specific role to play in the ongoing management and protection of the World Heritage sites. As organizational groupings of different stakeholders with separate and interdependent goals, the World Heritage sites are unique and distinctive models for a study in Organizational Behaviour.

1.1.2 Organizational Behaviour

The World Heritage sites are not traditional organizations in the sense that they are entities which manufacture or sell products or provide services as a commercial venture. They are however structured entities exhibiting many of the main characteristics of organizations such as having a common purpose and a structure, with role-players and stakeholders affecting and influencing its existence. World

Heritage sites are made up of interrelated parts and accommodate 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. Such organizations have explicit purposes and written rules, strategies to implement and the risk of severe losses (such as ecological, cultural and financial) if the organization's sustainability is threatened. 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. OBM is a varied, interdisciplinary field of study concerned with the behaviour of individuals and groups in organizational settings, and the interaction between organizations and their environment. It recognises that organizations are dynamic, self-sustaining units known as open systems influenced by the external environment as much as by its own interrelated parts (McShane & Von Glinow, 2005:21).

The key areas of Organizational Behaviour (OB) are focused on the behaviour of individuals and groups in organizations. The focus of this study is concerned with the organizational and strategic levels of behaviour and can include aspects such as: decision-making and management style, cooperation, commitment, as well as the systems, structures, cultures and processes within the organization. All of this can contribute towards the sustainability of the World Heritage sites. OB is based on the premise that organizations are open systems because they take sustenance from their environment and they have an effect on that environment through their output (Cook & Hunsaker, 2001:13-14). To conceptualise the World Heritage sites as open systems, is to emphasise the importance of its interrelated parts and environment, upon which the survival, maintenance, and growth of an open system depends.

A Strategic OB Framework should help the management of the organization to plan, organize, lead and control the organizational systems, which are found to be important for the effective management and sustainability of World Heritage sites. This knowledge could allow managers to manage and lead the OB of an organization in order to bring out the best in the organization and its people and transform

organizations into high-performance entities delivering superior, sustainable results. OB-related information will greatly benefit any organization and can be utilized to maximize the organization's functioning and performance (Cook & Hunsaker, 2001:12; Greenberg & Baron, 1997:479-480).

1.2   THE RESEARCH PROBLEM

Heritage sites 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 management and marketing implications for heritage sites are quite significant since the interests of the local community, tourists and the heritage site must be dealt with. Often revenue earned from tourism activities fund local community projects. However with or without revenue objectives, achieving measurable satisfaction of visitors to heritage sites is an essential strategic objective for sustaining heritage organizations.

World Heritage status holds considerable promise for selected sites in terms of their economic and social growth, as well as sustainability and development. Many factors may however negatively influence sustainability and growth, some of which include fragmentation and miscommunication between stakeholders and issues regarding the way in which a site is managed or decisions are made.

Organizational systems such as the World Heritage sites comprise of interrelated and interdependent components consisting of many sub-systems that need to be in continuous alignment in order to form an integrated whole and achieve its organizational goals.

The organizational behaviour in a multifaceted setting, such as World Heritage sites, is complex and influences the optimal functioning of the destination as an open system organization. The research problem is:

> **A strategic OB framework to sustain the effective management & continued success of World Heritage sites in South Africa, does not exist**

Thus a Strategic Organizational Behaviour Management Framework could contribute towards sustaining the effective management of the World Heritage sites.

1.2.1 The Thesis Statement

A Strategic Organizational Behaviour Framework for World Heritage sites in South Africa will aid management in enhancing the performance and sustainability of heritage sites. It is the intent of this researcher to develop a framework for use in the strategic Organizational Behaviour Management of World Heritage sites. Testing of the proposed framework and its elements is left to later research.

1.2.2 Research Questions

It is anticipated that the study will answer the following questions:

Table 1-1: Research Questions

1	What are the organizational level or otherwise stated, strategic level elements, which need to be managed and included in a Strategic Organizational Behaviour Framework to sustain best practice in a South African World Heritage site?
2	How should the organizational behavioural dynamics of World Heritage sites be managed in the South African World heritage sites for optimal performance as an open system?
3	What role does strategic stakeholders of the World Heritage sites play, and what is their contribution to the management, functioning and sustainability of the heritage organization?
4	What are issues and elements that influence stakeholders' perceptions positively and negatively with regard to the management, functioning and sustainability of the organization?

(Author's own)

1.2.3 Demarcation of the Study

The study is explorative and concentrates on issues pertaining to the strategic organizational behaviour of selected World Heritage sites in South Africa. Although the information gathered may be beneficial to other sites in the world, it is not a generic assessment of the OB of global World Heritage sites in general.

According to Hitt, Miller and Colella (2006:15) 'Organizational Behaviour' refers to "*the actions of individuals and groups in an organizational context*". (Hitt *et al.*, 2006:5) assert that 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.

The core of Strategic OB is the harnessing of potential of individuals according to Hitt *et al*. (2006:6), although I would like to include groups, stakeholders, opportunities, business ventures or organizations such World Heritage sites for a common purpose and empowering these entities so that "*capabilities… are unleashed and fully utilized within an organization*".

The focus will specifically be on organizational level aspects of the iSimangaliso Wetland Park and the Cradle of Humankind World Heritage sites that may have an impact on the successful strategic functioning of the organization and the implementation of its strategy, and not on the operational or individual and group dynamics of Organizational Behaviour.

Purposeful non-probability sampling has been employed to identify representatives from the selected South Africa's World Heritage sites as well as knowledgeable role-players and management representatives from the government, the tourism industry and UNESCO, in order to ensure the representation and validity of the data gathered.

This research will focus on representatives who are key strategic role players with unique or valuable insight into the organizational level and managerial aspects of South African World Heritage organizations.

1.2.4 Assumptions

This research assumes that:

- the sample will respond to the study and provide valid information;
- there are common issues and best practices that all World Heritage sites share such as increased accountability to improve protection and management of the site, planning implications, economic and social improvement, and increased tourism activity;
- the sample has perceptions regarding the management of the sites and World Heritage status, that impacts on their behaviour and response;
- organizations are structured, open and dynamic systems influenced by and adaptable to external forces;
- a need exists for a strategic management model that can be applied by all South African World Heritage sites to optimise their functioning;
- the selected South African World Heritage sites will provide valuable information due to their maturity and experiences.

1.3 THE RESEARCH PURPOSE AND OBJECTIVES

Table 1-2 below illustrates the main and consequent objectives of this research:

Table 1-2: Research Objectives

PRIMARY OBJECTIVE	*To develop a Strategic Organizational Behaviour Framework to sustain the effective management of South African World Heritage sites.*
SECONDARY OBJECTIVES	▪ To explore the *organizational level elements* necessary for the sustained strategic organizational behaviour of a World Heritage site.
	▪ To investigate the impact of organizational behaviour on sustained destination management.
	▪ To describe the strategic approach taken to the development and sustainability of South African World Heritage sites, with particular focus on the long-term vision.
	▪ To examine the best practices for optimal and sustained management of South African World Heritage sites.
	▪ To investigate the *roles and contributions* of the strategic stakeholders of the South African World Heritage sites.

(Author's own)

1.4 THE NEED FOR A STRATEGIC ORGANIZATIONAL BEHAVIOUR FRAMEWORK FOR SOUTH AFRICAN WORLD HERITAGE SITES

This study contributes directly to "strategic organizational behaviour" which is one of the key research focus areas of the Department of Human Resources Management at the University of Pretoria. The contribution of this research is multiple as it will add significantly to the body of knowledge in a multidisciplinary field of Organizational Behaviour, Tourism Management and Strategic Management, as well as provide an academic and practical framework that can be used by World Heritage organizations to optimise performance and ensure sustainability.

The motivation for this research is to study human behaviour and its impact within an organizational setting thereby generating knowledge and thus increasing insight into organizations, and to apply this insight to the improvement of organizational

functioning. Thus, it is the aim of this research to study the OB of specifically the South African World Heritage sites in order for that knowledge to be of practical use in the improvement of the strategic organizational functioning of the World Heritage sites.

1.5   CONCLUSION

The study will be divided into the following chapters:

|	
Chapter 2 – **Literature Review of World Heritage**	The literature review follows in the next chapters. It will provide the reader with the context of the research by providing greater detail on the World Heritage Convention and the World Heritage sites of South Africa.
Chapter 3 – **Literature Review of International Best Practice Review**	Chapter 3 presents a review of international best practices with regard to international World Heritage sites.
Chapter 4 – **Literature Review of Organizational Behaviour Management**	This chapter examines Organizational Behaviour Management as a theoretical basis from which to study the functioning and interactions of and within organizations. The focus will specifically be on the organization level behaviour concentrating on issues of design, dynamics and strategic relationships.
Chapter 5 – **Research Rationale**	This chapter will provide insight into the rationale for the research. This refers to the reason for doing the research as well as the description of what will be done to get answers to research questions. It relates to the foundation used to gather the necessary information.

Chapter 6 – **Research Methodology**	The Research Methodology will discuss the methodological approach and methods of research used to gather and analyse data.
Chapter 7 – **Results and Findings**	The proposed Strategic Organizational Behaviour Framework for South African World Heritage sites will be discussed based on the presented findings from the in-depth interviews.
Chapter 8 – **Conclusion and Recommendations**	Concluding remarks will be made about the research process and findings. The limitations of the study will be discussed and recommendations made for future research.

CHAPTER 2

REVIEW OF WORLD HERITAGE

In this chapter…

***Overview of World Heritage in South Africa:***
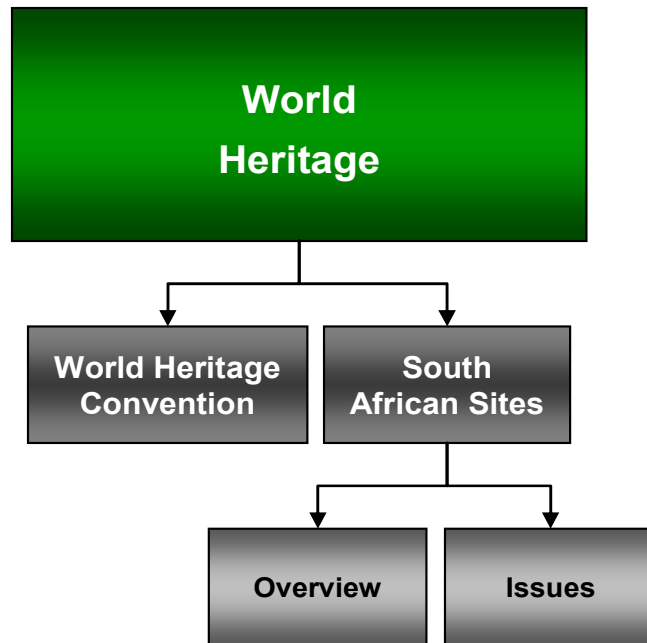
2.1 INTRODUCTION

The UNESCO World Heritage Centre (2007a) defines cultural and natural heritage as follows…

> *"Our cultural and natural heritage are both irreplaceable sources of life and inspiration. Places as unique and diverse as the wilds of East Africa's Serengeti, the Pyramids of Egypt, the Great Barrier Reef in Australia and the Baroque cathedrals of Latin America make up our world's heritage. What makes the concept of World Heritage exceptional is its universal application. World Heritage sites belong to all the peoples of the world, irrespective of the territory on which they are located".*

The research requires a literature review of the topic and related themes to equip the researcher with a thorough understanding of World Heritage, related Best Practices and Organizational Behaviour Management (OBM). In order to fully understand the significance of a World Heritage site, as well as its workings and sustainability, it is necessary to research what it is and how it functions as an organization within a strategic and dynamic environment. To achieve this purpose, as Figure 2-1 illustrates, the literature review will discuss the selected World Heritage sites of South Africa, focusing firstly on the role of the World Heritage Convention and the responsibility of the United Nations Educational, Scientific and Cultural Organization (UNESCO), and lastly on associated issues.
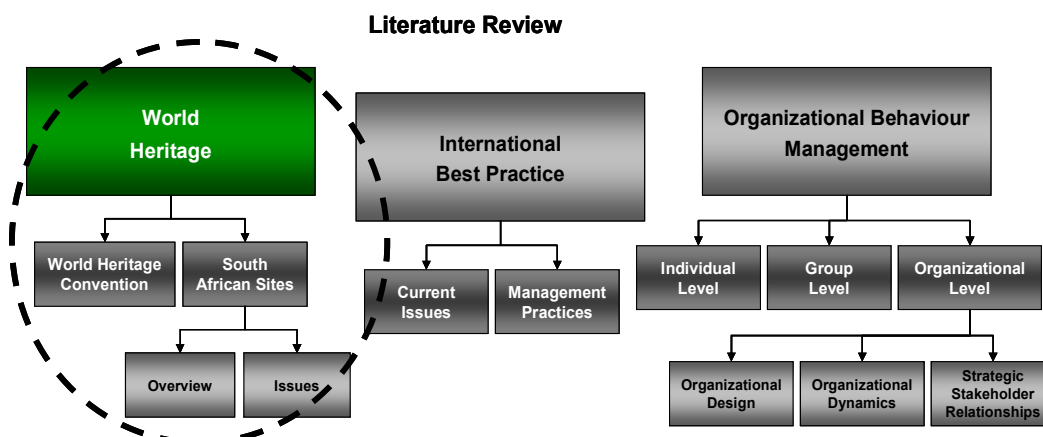
Figure 2-1: Schematic Representation of the World Heritage Literature Review
(Author's own)

2.2   THE WORLD HERITAGE CONVENTION

The original stimulus for the World Heritage Convention came in 1959 when the Abu Simbel temple in Egypt was threatened by the completion of the Aswan dam. International pressure and funding enabled the temple complex to be dismantled and reassembled out of harm's way. This prompted other endangered sites to apply for UN protection and funding. In 1965 the UN proposed a World Heritage trust to identify, promote and protect natural areas and historic sites for the citizens of the world. UNESCO's definition of heritage is broad and encompasses legacies from the past, existing sites and that which has to be passed on to future generations (Briggs, 2006:8).

Although the sites are located in specific territories, the idea is that World Heritage belongs to all the people of the world. UNESCO endeavours to protect and preserve cultural and natural heritage around the world. This is embodied in the Convention concerning the Protection of the World Cultural and Natural Heritage, adopted by UNESCO in 1972 (UNESCO World Heritage Centre, 2007a) and based on the following beliefs and assumptions:

- Natural and cultural heritage are increasingly threatened by traditional causes of decay and social and economic conditions;
- The deterioration or loss of any heritage results in the impoverishment of all nations;
- Protection of heritage at local level is often lacking primarily due to the scale of funds and expertise required and the insufficient resources of the country in which it is located;
- Cultural and natural heritage are of outstanding interest and should be preserved and protected as part of all mankind's heritage;
- It is the international community's responsibility to participate in the preservation and protection of heritage, although not to take the place of active involvement by the State Party concerned.

When countries agree to common rules that extend beyond their cultural differences and traditions, they can draw up an international agreement such as a Convention, which is legally binding. An example is the international treaty called the *Convention Concerning the Protection of the World Cultural and Natural Heritage*, adopted by UNESCO in 1972 to which South Africa became a State Party after signing and ratifying the Convention on July 10, 1997. The Convention includes the "*obligation to create a mechanism in each country*", such as an organization, or the legal ability to implement its provisions. *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).

Conventions, recommendations, and declarations are organizing instruments and once they are drawn up by UNESCO, they become tools to continue work on an issue. There are important follow-up tasks, most importantly to monitor the implementation of any and all conventions, recommendations, and declarations in the policies, programs, and legislation of governments. Such tasks can include progress reports from governments as is the case with World Heritage sites where countries are required to periodically review and report on the status of the World Heritage sites within their borders. UNESCO combines the national reports from the separate countries to allow for comparisons to be made with other countries (UNESCO World Heritage Centre, 2007a).

As shown in Figure 2-2, UNESCO is made up of three principal bodies namely the General Conference, the Executive Board and the Secretariat. In terms of looking after the interests of World Heritage sites in different countries, UNESCO also has a system of National Commissions in its Member States, as is the case in South Africa. These National Commissions form a vital link between civil society and the Organization. The function of National Commissions is to involve the various ministerial departments, agencies, institutions, organizations and individuals working for the advancement of education, science, culture and information in UNESCO's activities (UNESCO, 1978). They help to implement many key initiatives including

training programs, research and public awareness campaigns (UNESCO Canadian Commission, n.d.). However, to watch over the World Heritage sites and to implement the Convention, UNESCO established the World Heritage Committee, situated in Paris, France (UNESCO World Heritage Centre, 2007a).
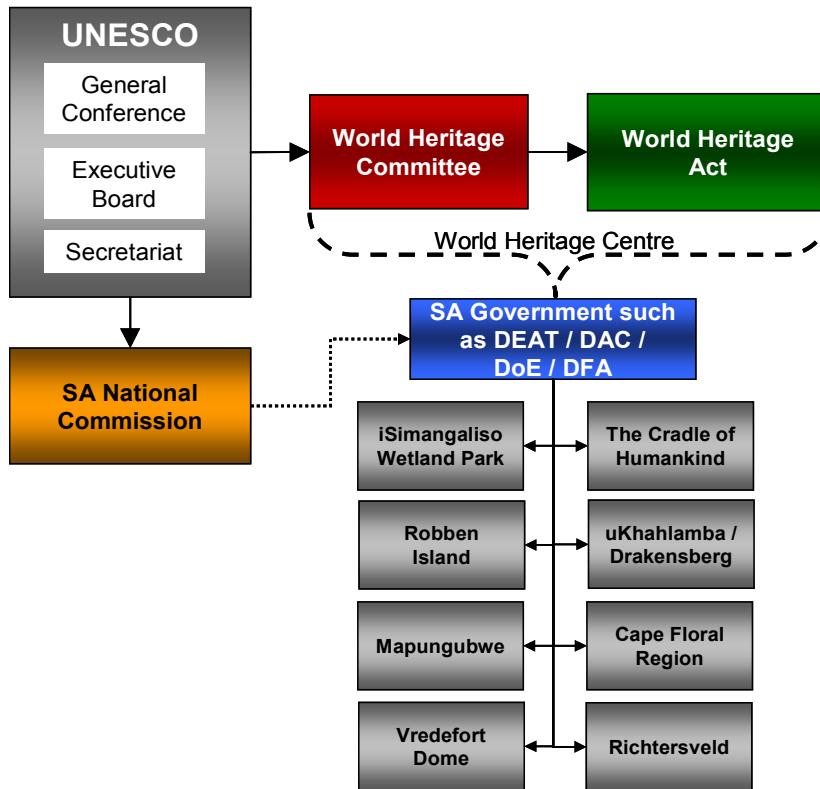
Figure 2-2: Schematic Representation of the Relationship between the Governing Bodies (Author's own)

The intergovernmental World Heritage Committee of 21 State Parties is elected for a term of six years to the World Heritage Convention by the General Assembly of the State Parties. The Committee is tasked with the implementation of the Convention and determines whether sites are to be included on the World Heritage List based on the recommendations of two advisory organizations to UNESCO, namely the International Council on Monuments and Sites (ICOMOS) for cultural sites, and the World Conservation Union (IUCN) for natural sites. A third advisory body, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), provides the Committee with expert advice on monument restoration and how to manage cultural heritage (Pedersen, 2002:13-20).

The six-member Bureau of the World Heritage Committee, which helps the Committee to interpret the Convention, meets twice a year to evaluate requests for site inscriptions and financial assistance. The Committee and its Bureau examine "state of conservation" reports regarding sites already inscribed on the World Heritage List. Both the Committee and the Bureau make recommendations to State Parties on site conservation and provide technical or financial assistance, as appropriate and within the available budget, to ensure the protection of the integrity and authenticity of sites (Pedersen, 2002:13-20).

According to the UNESCO World Heritage Centre (2007a), the Centre, established in 1992, is the working secretariat of the statutory bodies of the Convention. It helps State Parties to implement the regulations of the World Heritage Convention and develops and strengthens local and national capacities for long-term protection and management of the sites.

The World Heritage Centre (2007a) coordinates the exchange of international expertise and assistance, collects and diffuses information on the status of World Heritage sites and maintains databases including the nomination dossiers of all World Heritage sites. Their mission in terms of World Heritage is to:

- "*encourage countries to sign the World Heritage Convention and to ensure the protection of their natural and cultural heritage*;
- *encourage members to establish management plans and set up reporting systems on the state of conservation of their World Heritage sites;*
- *help members safeguard World Heritage properties by providing technical assistance and professional training;*
- *provide emergency assistance for World Heritage sites in immediate danger;*
- *support members' public awareness-building activities for World Heritage conservation;*
- *encourage participation of the local population in the preservation of their cultural and natural heritage;*

▪ *encourage international cooperation in the conservation of the world's cultural and natural heritage*" (UNESCO World Heritage Centre, 2007a).

The World Heritage Convention provides for a permanent legal, administrative, and financial framework that promotes cooperation and contribution to the protection of the world's natural and cultural heritage. The focus of the Convention is on sites of unique and universal value. It also links sectors that had previously been considered very different - the protection of cultural heritage and that of natural heritage - and introduces the concept of "World Heritage", transcending political and geographical boundaries (UNESCO World Heritage Centre, 2007a).

The World Heritage Convention aims to foster a greater awareness among all peoples of the irreplaceable value of heritage sites and the perils to which they are exposed. It is intended to complement, assist, and stimulate national endeavours without either competing with or replacing them. By 28 September 2002, the Convention had been ratified or accepted by 175 member states. Each State Party to the Convention recognises its primary duty to "*ensure the identification, protection, conservation and transmission of the cultural and natural heritage situated on its territory to future generations*" (UNESCO World Heritage Centre, 2007a).

2.2.1 Benefits of Ratification of the World Heritage Convention

The principal reason behind ratifying the World Heritage Convention is that after ratification a country belongs to an international community with an appreciation of and concern for significant properties of outstanding cultural and natural value. All parties to the Convention have a shared responsibility and commitment to preserving universal legacy for future generations.

Another 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 serves as a catalyst to raise awareness for heritage preservation as well as access to the World Heritage Fund. Approximately US$4 million is made available

per annum to assist State Parties in identifying, preserving and promoting World Heritage sites. Emergency assistance is available for urgent action in the case of human-made or natural disasters (UNESCO World Heritage Centre, 2008a).

It is well known that World Heritage sites are magnets for scientific research and international cooperation. Sites inscribed on the World Heritage List should benefit from the implementation of comprehensive management plans that set out adequate preservation measures and monitoring mechanisms. In support of these, experts offer technical training to the local site management team (UNESCO World Heritage Centre, 2008a).

2.2.2 Inscription of World Heritage Sites

An excerpt from the World Heritage Convention (UNESCO World Heritage Centre, 2007a) states that:

> "...*in view of the magnitude and gravity of the new dangers threatening them, it is incumbent on the international community as a whole to participate in the protection of the cultural and natural heritage of outstanding universal value, by the granting of collective assistance which, although not taking the place of action by the State concerned, will serve as an effective complement thereto.*
>
> *Each State Party to this Convention recognises that the duty of ensuring the identification, protection, conservation, presentation and transmission to future generations of the cultural and natural heritage ... situated on its territory, belongs primarily to that State.*"

The Convention protects hundreds of sites of outstanding universal value. Any State Party to this Convention may request international assistance for property forming part of the cultural or natural heritage of outstanding universal value situated within its territory (UNESCO World Heritage Centre, 2007a). According to November (2007) the purpose of nominating national sites of natural or cultural significance to the World Heritage List is to raise the standard of conservation of the site and to make these standards a benchmark of best practice to which all other sites aspire. Other related purposes include socio-economic benefits from a well-managed and marketed site of tourism value, and a better understanding by citizens and peoples of the world of the unique significance of the site.

The inscription of a site on the World Heritage List results in an increase in public awareness of the site and of its value, thus also increasing the tourist activities at the site. When these are well planned for and organized with respect to sustainable tourism principles, both the site and the local economy will benefit (UNESCO World Heritage Centre, 2008a).

To be included on the World Heritage List, a property must meet one or more of the specific cultural or natural criteria, and its value(s) must withstand the test of authenticity and/or integrity. The Convention sets specific criteria for natural and for cultural sites as a means of determining the values by which a property may be designated a World Heritage site as is shown in Table 2-1 on the following page:

Table 2-1: Selection Criteria

|	SELECTION CRITERIA
i	"*to represent a masterpiece of human creative genius*"
ii	"*to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design*"
iii	"*to bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared*"
iv	"*to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history*"
v	"*to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change*"
vi	"*to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance*". (The Committee considers that this criterion should preferably be used in conjunction with other criteria)
vii	"*to contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance*"
viii	"*to be outstanding examples representing major stages of earth's history, including the record of life, significant on-going geological processes in the development of landforms, or significant geomorphic or physiographic features*"
ix	"*to be outstanding examples representing significant on-going ecological and biological processes in the evolution and development of terrestrial, fresh water, coastal and marine ecosystems and communities of plants and animals*"
x	"*to contain the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation*"

(UNESCO World Heritage Centre, 2007a)

An application for a site to be inscribed on the World Heritage List must come from the State Party. The application includes a plan detailing how the site is to be managed and protected, a description of the site's World Heritage values and the justification for inscribing it on the World Heritage List. The World Heritage Committee decides to inscribe a site on the List after examining the evaluations conducted by ICOMOS and/or IUCN (Pedersen, 2002:14).

According to Pedersen (2002:15) once a site is inscribed on the World Heritage List, the State Party's primary responsibility is to maintain the values for which the site

was inscribed. Article 5 of the Convention calls for each State Party to ensure the protection, conservation and presentation of the cultural and natural heritage situated on its territory by taking appropriate legal actions. The Convention urges governments to adopt a policy that will give the cultural and natural heritage a function in the life of the community and to integrate the protection of that heritage into comprehensive planning programs (taking into account local and national plans, forecasts of population growth or decline, economic factors and traffic projections, as well as taking preventive measures against disasters).

South Africa currently has no national process or set of standards for the evaluation of sites proposed for nomination to the World Heritage List or for the ongoing monitoring and evaluation of already listed World Heritage sites (November, 2007). The Department of Environmental Affairs and Tourism (DEAT) does not currently have the capacity to undertake regular evaluations, but this limitation can be overcome by the use of a panel of experts operating within the principles of peer evaluation. November (2007) suggests a process for the identification, evaluation, listing and ongoing assessment of South Africa's World Heritage sites focusing on an in-country process to match the required international process (Figure 2-3).
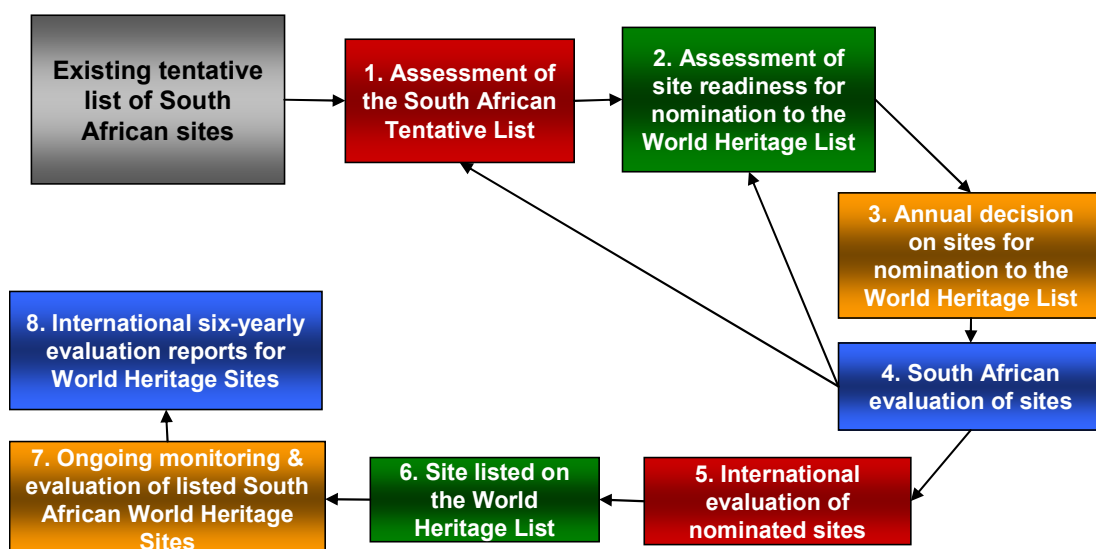
Figure 2-3: Process for the Identification and Evaluation of SA World Heritage Sites (November, 2007)

This process has implications, which the relevant institutional parties must take into consideration. This proposal offers a minimum process to avoid the pitfalls of failure of nominations to be accepted by the World Heritage Committee, the danger of potential embarrassment caused by poor management of World Heritage sites only exposed during the 6-yearly evaluations, potential listing on the World Heritage Danger List and the associated waste of effort and budgets. For this study the focus will centre primarily on stage seven of November's suggested process concentrating on the ongoing management of South African World Heritage sites.

2.2.3 Monitoring and Reporting

Site management and local authorities must manage, monitor and preserve the World Heritage properties under their control on a continuous basis. State Parties have an obligation to regularly prepare reports about the state of conservation and the various protection measures in operation at their sites. These reports allow the World Heritage Committee to assess the conditions at the sites and, eventually, to decide on the necessity of adopting specific measures to resolve recurrent problems such as inscribing a site on the List of World Heritage in Danger (UNESCO World Heritage Centre, 2008b).

The Periodic Reporting process provides an assessment of the application of the World Heritage Convention by the State Parties to ensure the efficient implementation of the World Heritage Convention. The Periodic Reports are prepared on a regional basis and are examined by the World Heritage Committee on a pre-established schedule based on a six-year cycle. The results are included in the report of the World Heritage Committee to the General Conference of UNESCO (UNESCO World Heritage Centre, 2008b).

According to UNESCO (UNESCO World Heritage Centre, 2008b), the periodic reporting by countries on their application of the *World Heritage Convention* is intended to serve four main purposes:

- "*to provide an assessment of the application of the World Heritage Convention by the State Party;*
- *to provide an assessment as to whether the World Heritage values of the properties inscribed on the World Heritage List are being maintained over time;*
- *to provide updated information about the World Heritage properties to record the changing circumstances and state of conservation of the properties; and*
- *to provide a mechanism for regional co-operation and exchange of information and experiences between State Parties concerning the implementation of the Convention and World Heritage conservation*".

2.2.4 Relevant Institutional Parties

World Heritage sites in South Africa are regulated by a myriad of national, provincial and local legal requirements including but not limited to: the World Heritage Convention Act, the National Heritage Resources Act, the National Environmental Management Act, provincial legislation and municipal regulations. There is a need to combine all of these requirements into a coherent system for World Heritage management in South Africa (November, 2007).

South Africa has established an intra-governmental body known as the South African World Heritage Convention Committee (SAWHCC), convened by the national Department of Environmental Affairs and Tourism (DEAT), and made up of representatives from each province, the relevant departments and relevant statutory bodies, to advise the national Minister of Environmental Affairs and Tourism (November, 2007).
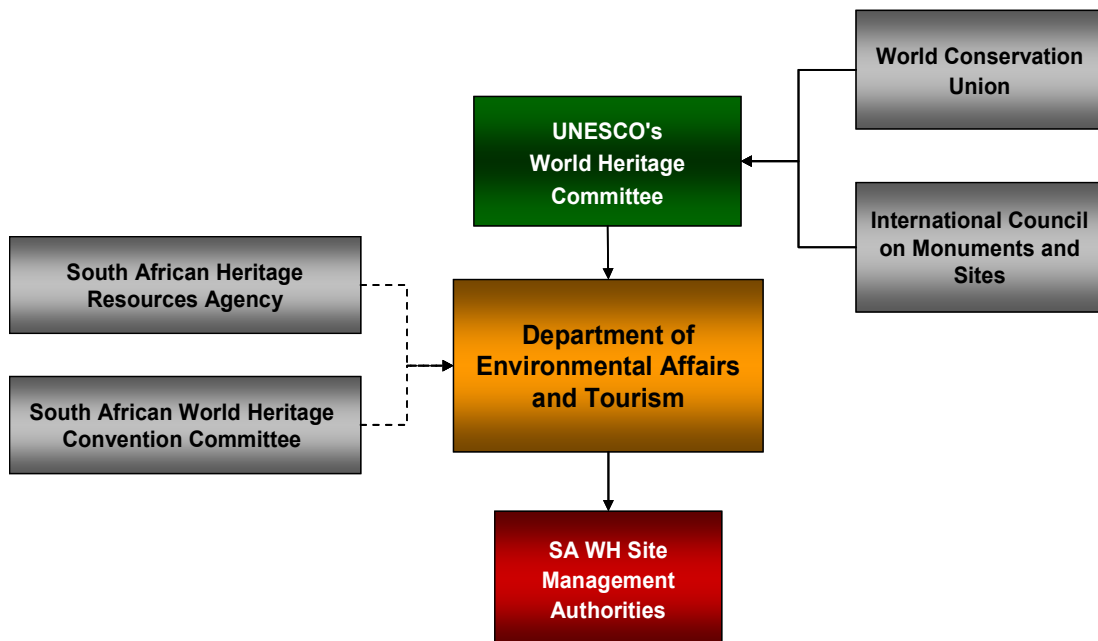
Figure 2-4: Schematic Representation of the Institutional Parties involved with World Heritage (Author's own)

As illustrated in the Figure 2-4 above, a number of institutions are involved with or are potentially responsible for heritage in South Africa (November, 2007):

- **UNESCO's World Heritage Committee** is responsible for the implementation of the World Heritage Convention. It also defines the use of the World Heritage Fund and allocates financial assistance upon requests from State Parties. It has the final say on whether a property is inscribed on the World Heritage List. The Committee can also defer its decision and request further information on properties from the State Parties. It examines reports on the state of conservation of inscribed properties and asks State Parties to take action when properties are not being properly managed. It also decides on the inscription or deletion of properties on the List of World Heritage in Danger (UNESCO World Heritage Centre, 2007a);
- The **South African World Heritage site management authorities**, are responsible for the daily management of South Africa's World Heritage sites;
- The **South African World Heritage Convention Committee** (SAWHCC) is made up of representatives from each province and the relevant departments

and statutory bodies to advise the national Minister of Environmental Affairs and Tourism;

- The **Department of Environmental Affairs and Tourism** (DEAT) is the national Department responsible for implementing the World Heritage Convention, which is given effect through the World Heritage Convention Act;

- The **South African Heritage Resources Agency** (SAHRA) is the national body for heritage which together with provincial heritage resources authorities is responsible for implementing the National Heritage Resources Act (South African Heritage Resources Agency, 2007);

- The **World Conservation Union** (IUCN) is an international non-government organization (NGO) with a country office in Southern Africa and is responsible internationally for assessing World Heritage site nominations for UNESCO's World Heritage Committee (World Conservation Union, 2007);

- The **International Council on Monuments and Sites** (ICOMOS) is the international professional body for cultural heritage conservationists with a South African committee and as with the IUCN, provides technical assistance to UNESCO's World Heritage Committee (International Council on Monuments and Sites, 2007). Both the IUCN and ICOMOS are statutory advisory bodies to the World Heritage Committee on natural and cultural heritage matters respectively. These bodies are committed to international best practice standards and are familiar with the evaluation processes required by the World Heritage Committee internationally. The IUCN and ICOMOS are currently not invited as members of the South African World Heritage Convention Committee (November, 2007).

2.3 WORLD HERITAGE IN SOUTH AFRICA

From the poem *Inversnaid*, by Gerard Manley Hopkins (1881):

> *"What would the world be, once bereft*
> *Of wet and of wildness? Let them be left,*
> *Oh let them be left, wildness and wet;*
> *Long live the weeds and the wilderness yet."*

This study will focus on the iSimangaliso Wetland Park and the Cradle of Humankind Fossil Hominid sites. These sites have been selected based on their maturity and because they have established structures and experienced stakeholders in position. Both these sites experience problems related to, for example, increased tourism activity as a result of having been declared World Heritage sites as well as having agendas related to economic and social improvement and upliftment.

This study was also prompted by my own perception of the mismanagement and perceived lack of application of Best Practices at some of South Africa's World Heritage sites (including the selected sites). My perceptions were formed after reading newspaper articles, personally visiting sites and talking to stakeholders. This study is my attempt to investigate:

- to what extent strategic Organizational Behaviour (OB) is applied and to gain insight into what the reasons are behind the apparent lack of optimal strategic organizational behaviour;
- to investigate whether Best Practices are applied or the reasons for the lack of Best Practices;
- what are the specific OB elements that fundamentally affect the sustained success of these unique organizations; and
- to identify what are internationally accepted Best Practices regarding the management of such sites.

Ultimately I attempt to develop a framework which may be of use in the Strategic Organizational Behaviour Management of World Heritage sites, thereby enhancing their performance and sustainability.

2.3.1   The iSimangaliso Wetland Park

The iSimangaliso Wetland Park (previously known as the Greater St Lucia Wetlands Park) was nominated for inscription on UNESCO's World Heritage list. At the 23rd session of the World Heritage Committee, held in Marrakech, Morocco in 1999, it was decided that the site met three of these criteria and it was duly inscribed as the first UNESCO World Heritage site in South Africa (Briggs, 2006:11).

The iSimangaliso Wetland Park is located along the north-eastern coast of KwaZulu-Natal (KZN) province. The total size of the site is over 230,000 hectares made up of thirteen contiguous protected areas. The park system extends from the Mozambique border for almost 220km south to Cape St. Lucia. It lies on a tropical-subtropical interface with exceptional species diversity and a unique grouping of five ecosystems (World Conservation Monitoring Centre, n.d.). These systems include:

- a marine ecosystem characterised by a warm sea, the southernmost extension of coral reefs in Africa and underwater canyons;
- the coastal dune system consisting of linear dunes up to 180m in height, sub-tropical forests, grassy plains and wetlands;
- lake systems (see Figure 2-5) consisting of two estuarine-linked lakes (St. Lucia and Kosi) and four large freshwater lakes;
- the Mkuze and Mfolozi swamps with swamp forest, extensive reeds and papyrus wetlands; and
- the inland western shores with ancient shoreline terraces and dry savannah woodland.

The site is the largest estuarine system in Africa. iSimangaliso contains a combination of on-going fluvial, marine and aeolian processes that have resulted in a variety of landforms and ecosystems. Features include wide submarine canyons, sandy beaches, forested dunes and wetlands, grasslands, forests, lakes and savannah (UNESCO World Heritage Centre, 1998b).

The variety of morphology and significant flood and storm events all contribute to the continuous evolutionary processes that characterise the area. Natural phenomena include the constant shift of the Park's lakes from low to hyper-saline states; large numbers of turtles that nest in the warm beach sand; the off-shore migration of whales, dolphins and whale-sharks; and large breeding colonies of waterfowl, pelicans, storks, herons and terns. The Park's location between sub-tropical and tropical Africa has contributed to its exceptional biodiversity (UNESCO World Heritage Centre, 1998b).

Figure 2-5: St Lucia Estuary Mouth
(Source: Anon, n.d.)

Although there are more than 40 sites on the World Heritage list with major wetland values and 40 others that contain secondary wetland values, iSimangaliso is unique for various reasons. In Africa, the only World Heritage site comparable to iSimangaliso is the Banc d'Arguin in Mauritania, which contains sandy marine and estuarine waters but does not have freshwater habitats or coral reefs. None of the other identified international wetlands has the same terrestrial species complement

as St. Lucia, which among others has mega-herbivores such as hippopotamus and predators such as leopard. iSimangaliso has significant coastal sand dune features, as well as diverse marine life including turtles, dolphins, whales and abundant fish and marine invertebrates and is distinct from other sites because of its range of saline and freshwater wetlands, estuaries, floodplains and savannah (World Conservation Monitoring Centre, n.d.).

In addition, iSimangaliso is unique because it combines natural and cultural heritage. There are six small private townships and private villages within and bordering the Park. The local community is allowed to enter for the limited use of natural products in the Park thus deriving direct benefit from the protected area for business and employment opportunities. Approximately one million visitors enter the Park each year. Members of the iSimangaliso management has had to unite and look after the interests of many stakeholders including nature conservationists, tourism related operators and visitors, private residents and local communities (World Conservation Monitoring Centre, n.d.).

Former President Nelson Mandela described the uniqueness of the iSimangaliso Wetland Park during a speech marking the reintroduction of elephants to the Eastern Shores of St Lucia in August, 2001: "*The Wetland Park must be the only place on the globe where the world's oldest land mammal (the rhinoceros) and the world's biggest terrestrial mammal (the elephant) share an ecosystem with the world's oldest fish (the coelacanth) and the world's biggest marine mammal (the whale). There can be no better icon for the holistic approach we are taking to conservation than the development of the St Lucia Wetland Park*" (Zaloumis, Massyn & Koch, 2005).

In 1999, the iSimangaliso Wetland Park was inscribed as a Natural World Heritage Site based on three criteria (UNESCO World Heritage Centre, 2007a; UNESCO World Heritage Centre, 1998b):

Criterion vii (previously Natural Criterion iii) - Superlative natural phenomena and scenic beauty: *"The iSimangaliso Wetland Park is geographically diverse with superlative scenic vistas along its 220km-long coast. From the clear waters of the Indian Ocean, wide undeveloped sandy beaches, forested dune cordon and mosaic of wetlands, grasslands, forests, lakes and savannah, the park contains exceptional aesthetic qualities. Three natural phenomena are also judged outstanding. One is the shifting salinity state within St. Lucia, which are linked to wet and dry climatic cycles. The lake responds accordingly with shifts from low to hyper-saline states. A second natural phenomenon of note is the spectacle of large numbers of nesting turtles on the beaches of Greater St Lucia and the migration of whales, dolphins and whale sharks offshore. Finally, the huge numbers of waterfowl and large breeding colonies of pelicans, storks, herons and terns are impressive and add life to the wild natural landscape of the area."*

Criterion ix (previously Natural Criterion ii) - Unique ecological processes: *"The combination of fluvial, marine and aeolian processes initiated in the early Pleistocene in the iSimangaliso Wetland Park have resulted in a variety of landforms and continues to the present day. The park's transitional geographic location between sub-tropical and tropical Africa as well as its coastal setting has resulted in exceptional species diversity. Past speciation events in the Maputuland Centre of Endemism are also on going and contribute another element to the diversity and interplay of evolutionary processes at work in the Park. In the marine component of the site, the sediments being transported by the Agulhas current are trapped by submarine canyons on the continental shelf allowing for remarkably clear waters for the development of coral reefs. Major floods and coastal storms, events that are regularly experienced in the Park, further complicate the interplay of this environmental heterogeneity. The site is also of sufficient size and retains most of the key elements that are essential for long-term functioning of the ecosystem."*

Criterion x (previously Natural Criterion iv) - Exceptional biodiversity and threatened species: *"The five ecosystems found in the iSimangaliso Wetland Park provide habitat for a significant diversity of African biota. The species lists are the lengthiest in the region and population sizes for most of them are viable. There are also 48 species present that are listed as threatened internationally and 147 on the Convention on International Trade in Endangered Species of Wild Fauna and Flora list. iSimangaliso is a critical habitat for a range of species from Africa's marine, wetland and savannah environments."*

2.3.1.1 Issues Affecting the Management and Functioning of iSimangaliso

a) Boundaries of the iSimangaliso Wetland Park

Confusion exists as to the precise extent of the iSimangaliso Wetland Park World Heritage site, as the original Park, an amalgamation of several nature reserves by Ezemvelo KwaZulu-Natal (KZN) Wildlife in the 1990s, had substantially different boundaries from the inscribed site. One of the most significant differences is that the uMkhuze Game Reserve formed part of the original Park, but was not inscribed, and the Maputuland coastal strip was not part of the original Park yet was inscribed as part of the World Heritage site (Briggs, 2006:14-19).

b) Protection of Catchment Area

All estuaries exist in a state of dynamic equilibrium and are places of constant interaction between humans and the sea. As has been proved in other World Heritage wetlands, human-induced changes in upstream catchments can have significant effects. Changes that have affected the catchment area include upstream water abstraction, agricultural practices and road construction. These issues are an ongoing concern as development in the catchment area continues (UNESCO World Heritage Centre, 1998b).

c) Local and Trans-boundary Management Structure

Recognising the economic, social and environmental linkages in the region around iSimangaliso, the governments of South Africa, Mozambique and Swaziland have established the Lubombo Spatial Development Initiative (LSDI). This exercise in tri-lateral regional planning provides a mechanism for addressing iSimangaliso's catchment issues (Briggs, 2006:13; UNESCO World Heritage Centre, 1998b).

Acknowledging the need for integration of the iSimangaliso Wetland Park with the LSDI and the complexity of managing the different component units of the

nomination, the national and provincial levels of government have established a statutory authority for the greater region. This Authority provides a mechanism to consolidate the various conservation units under a single legal designation (UNESCO World Heritage Centre, 1998b).

The iSimangaliso Wetland Park Authority's vision is to integrate the strong conservation efforts and the development of tourism in conjunction with the empowerment of historically disadvantaged communities in and adjacent to the Park, thereby promoting equitable use of the Park's natural and cultural resources. The task of iSimangaliso Wetland Park Authority is to realise the vision of the Park. Established in 2000 through the World Heritage Convention Act Regulations, the iSimangaliso Authority manages the Park through its Board and executive staff component. This task is made more complex because the Greater region is divided into different component units, and also has within and close to its borders, communities, towns and other stakeholders to contend with.   The iSimangaliso Authority is responsible for establishing conservation policy and for ensuring that the World Heritage values are maintained.   Ezemvelo KZN Wildlife, the Authority's conservation partner, implements the day-to-day conservation management within the Park (iSimangaliso Background Information Document, 2008).

d) Land Claims

The iSimangaliso Wetland Park has had to deal with various land claims. Five different cultural groups: the Zulu, Swazi, Shangaan, Tonga and Gonda, live in the area (Zaloumis *et al.,* 2005). Issues concerning land claims in iSimangaliso are part of the work of the Commission on Restitution of Land Rights. The aim of the Commission was that settlement of the land claims should be compatible with protecting the conservation status of the area, however, this has resulted in some disagreement with stakeholders from the local community on boundary changes in the peripheral and buffer areas (UNESCO World Heritage Centre, 1998b).   In particular, according to Larsson-Lidén (2008) although land claims have been dealt with, it remains a sensitive issue for the local community, specifically the Bhangazi

people.   The settlement agreement of 1999 has had limited impact on the improvement of their livelihood.   Their right to be represented was also part of the 1999 agreement.   Lack of democratic governance is seen as a major constraint to improve the welfare of the Bhangazi, for empowering them and for achieving broader developmental goals in the community.

e) Stakeholder Issues

Communicating the World Heritage status to stakeholders within the area is important as they are not always aware of the implications of this status.   It is imperative to get stakeholders to support and have knowledge of the World Heritage status as they previously had free access to the resources of the park but now fall under strict monitoring procedures as is the case with resource harvesting (UNESCO World Heritage Centre, 1998b).

Zaloumis *et al.* (2005) claim that local people are fully represented in the decision-making body of the iSimangaliso Wetland Park known as the Management Authority. During the late 1980s and early 1990s the communities surrounding the St. Lucia site came together to prevent dune mining which they felt would have damaged the fragile ecosystems.   As a result, the South African government decided to hand over the Park's management to a coalition of local people, companies, NGOs and government representatives.

The above management model endeavours to balance the protection of the biodiversity and ecosystem rehabilitation with a commitment to regional social upliftment and economic development.   This integrated approach values both natural assets and people, and is appropriate to South Africa as a developing nation.   It relies on partnership between the interested parties and it promotes regional conservation and development (Zaloumis *et al.,* 2005).

f) Resource Harvesting

Parts of iSimangaliso are managed to allow controlled extraction of some natural resources. This is an important source of revenue for people who are residents or neighbours of the park because these resources are difficult to obtain outside the park. According to Larsson-Lidén (2008), before being forcibly removed, the local tribes had access to fields, water, kraals for cattle and goats, fish, fruits, honey, medicinal plants, roots, ncema grass, reeds and forest. For example, in the Kosi Lake system a wide range of products are harvested, most notably fish and grass used for weaving. Some 1500 people per day are allowed to collect this grass for a two-week period each June. Local tribal groups are also allowed to harvest marine invertebrates, thatch and crocodile eggs on a controlled basis. Close monitoring suggests that most of this use is sustainable and most of it is for subsistence purposes (UNESCO World Heritage Centre, 1998b).

All of the above human uses of iSimangaliso are subject to intensive management, research and monitoring. They are also confined to about a third of the total area of the World Heritage site, while the remainder is free from extractive uses. With some 100,000 people in 48 tribal groups surrounding iSimangaliso, the Community Conservation Programs in place are instrumental in minimising conflicts, although the Park is not free from quarrels in this regard (UNESCO World Heritage Centre, 1998b). For example, tribal communities are of the opinion that there is a lack of democratic procedures allowing for a fair representation in decisions on how to use and harvest the ncema grass in the Park (Larsson-Lidén, 2008).

g) Restoration of Degraded Habitats

Like many protected areas, iSimangaliso has problems with exotic species specifically with regard to the plantation forests. Many actions are underway to control this problem such as the 'Working for Water' program where invasive trees are actively sought and extracted. Other active interventions involved the dredging of

the St. Lucia estuary on an intermittent basis (UNESCO World Heritage Centre, 1998b).

h) Global Environmental Facility for iSimangaliso

The Global Environmental Facility (GEF) funds the additional costs associated with transforming a project with national benefits into one with global environmental benefits. At iSimangaliso, the South African government has invested considerable resources to assist integrated tourism development and conservation of the Park through its regional malaria programme; improvements in regional, local and Park road and tourism infrastructure; the removal of commercial plantations from the Park; the creation of 4500 temporary jobs year by year; and training and capacity building programmes for empowerment. The regional economy has shown improvement as these interventions have caused an inversion from a negative to a positive growth rate in tourism (iSimangaliso Background Information Document, 2008).

However, iSimangaliso still faces several issues such as the cycles of drought and the threatened health of the whole Lake St Lucia estuarine system which has far-reaching ecological and socio-economic ramifications. The funding provided by the GEF will aid the finding of a long-term solution for sustained conservation and development.   The project aims to enhance the protection of the exceptional biodiversity of the iSimangaliso Wetland Park through conservation, sustainable resource use, and rational land-use planning and local economic development (iSimangaliso Background Information Document, 2008). The project will contribute towards:

- institutional strengthening;
- piloting key ecological rehabilitation and community investments in sustainable livelihoods and human capital; and
- providing the foundation for sustainable development, poverty alleviation and long-term biodiversity conservation in the Park (iSimangaliso Background Information Document, 2008).

i) Local versus International Tourism

Approximately one million visitors enter the Park each year (World Conservation Monitoring Centre, n.d.). Until recently St Lucia village in particular catered mostly for a domestic market dominated by fishing enthusiasts. Amongst other things, the finalisation of the ban in 2006 on 4x4-vehicle driving on beaches has contributed to the changing of the demographic of tourism, resulting in visits by more ecologically aware, international visitors (Briggs, 2006:102). This has increased tourist expenditure in the area with reference to occupancies in and around the Park being above the national figure and an increase in the number of tourism beds (iSimangaliso Background Information Document, 2008). There is, however, a concern regarding the impact the change in tourist demographic has had on the local community who in the past have successfully sold their fresh fruits and craft wares to the local tourists, but are now deprived of this market.

j) Climatic Changes

According to Colette (2007) climate change is a major factor impacting World Heritage sites around the world. Barker (2008) further elaborates that dry and wet cycles are natural global features. Climate change forecasts indicate progressively less rainfall for this area. However, these dry periods will be punctuated by heavy rain in the form of cyclones and intense low pressure systems, dumping tons of rain. A likely result of climate change will be hotter summers. Lake St. Lucia loses most of its water through evaporation in the hot summer months when there has been little or no rain. Higher air temperature means a decrease in the ability of the atmosphere to carry moisture to create rain. The present rainfall and temperature forecast pattern will remain in place for the foreseeable future.

2.3.2 The Cradle of Humankind - Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai and Environs

The Fossil Hominid Sites of Sterkfontein, Swartkrans, Kromdraai, and Environs, also known as the Cradle of Humankind (inscribed in 1999, extended in 2005), lies mainly in the Gauteng Province with a small extension into the neighbouring North West Province. It covers more than 47 000 hectares (and an additional 80 000 hectares of buffer zone) of mostly privately owned land and has produced an abundance of scientific information on the evolution of the human race over the past 3.5 million years, including insight into its way of life. The Sterkfontein area contains an exceptionally large and scientifically significant group of sites that reveals information concerning the earliest ancestors of humankind. The region constitutes a vast reserve of scientific information, which has been instrumental in establishing Africa as the Cradle of Humankind (Fleminger, 2006:9-11; UNESCO World Heritage Centre, 1998a).

The first major hominid fossil found in Africa was identified by Professor Raymond Dart in 1924 at Taung, 450 kilometres southwest of Johannesburg. The discovery of the Taung child, a specimen of a species between apes and modern humans, was at first considered outrageous as it was thought that humans originated from Asia. Over the years, the accuracy of Dart's find was established, aided in part by the finding of a skull nicknamed "Mrs Ples" (see Figure 2-6 on the following page) at the Sterkfontein Caves, near Krugersdorp, on April 18, 1947 (Fleminger, 2006:35-38). Dr Robert Broom and his assistant, John Robinson of the Transvaal Museum, made the discovery. Mrs Ples and her relatives lived on the South African highveld approximately 2 to 2.5 million years ago. The famous Mrs Ples is the most complete cranium of the species Australopithecus Africanus. Formerly the skull was known as "Plesianthropus" which means "almost human" and Mrs Ples is considered almost human in the sense that she could walk upright, as humans do but she had a small brain, akin to that of a modern chimpanzee (Transvaal Museum, 2002).

Figure 2-6: Mrs Ples

(Source: Transvaal Museum, 2002)

It was these Southern African fossils that helped to establish Africa, rather than Asia, as the Cradle of Humankind. The Sterkfontein discoveries gave rise to major advances in the understanding of the time, place, and mode of evolution of the human family. The cave sites of the Sterkfontein Valley represent the combined works of nature and of man, in the sense that they contain an exceptional record of early stages of hominid evolution, of hominid cultural evolution and of mammalian evolution. Included in the deposits from 2.0 million years onwards *in situ* are archaeological remains that are of outstanding universal value from the point of view of science, archaeology, and anthropology (UNESCO World Heritage Centre, 1998a).

The potential for further significant discoveries is enormous. Most of the property is privately owned but the Sterkfontein Caves are owned by the University of the Witwatersrand. The Cradle of Humankind is a working site with scientists, archaeologists and palaeoanthropologists constantly excavating in the area in an effort to add to our still incomplete understanding of the origins of humans (Fleminger, 2006:11).

The World Heritage Committee inscribed this property on the World Heritage List on the basis of criteria iii and vi (UNESCO World Heritage Centre, 2007a):

Criterion iii - Cultural Tradition: "*The historical significance of the finds made before and after World War II (in the case of Sterkfontein) and since 1948 (in the case of Swartkrans), finds which provided the worlds of science with fossil evidence that convinced scientists that archaic hominids who lived in Africa marked the first emergence on the planet of the hominid family.*"

Criterion vi – Buildings, Events or Traditions: *"the Sterkfontein Valley sites is tangibly associated with events or traditions, with ideas or with beliefs, of outstanding universal significance. The Sterkfontein area contains an exceptionally large and scientifically significant group of sites that throw light on the earliest ancestors of humankind. They constitute a vast reserve of scientific information, the potential of which is enormous.*"

2.3.2.1 Issues Affecting the Management and Functioning of the Cradle of Humankind

a) Management Structure

As a result of the size of the nominated area and its associated buffer zone it is a challenge to manage. Some 98% of the land is in private ownership. Of the remaining 2%, the State owns 8ha and the rest, essentially the Nature Reserve on which the Sterkfontein Caves are located and the farm on which Swartkrans is located, is owned by the University of the Witwatersrand. The situation is made more complex because of the multiple and diverse number of stakeholders involved – landowners, local, provincial, and national administrations and scientific institutions (UNESCO World Heritage Centre, 1998a).

b) Development Pressures

The main threat to the site comes from urban development, with Krugersdorp expanding northwards and extending to less than 5km from the boundaries of the site, and Randburg expanding to the northwest to within 15km from the boundaries of the site. This threat is considered to be very serious by the authorities and plans to regulate urban development and zoning are in preparation (UNESCO World Heritage Centre, 1998a).

c) Pressure of Visitors

The damage caused by insufficiently controlled or anarchical visits, particularly by tourists, is significant (UNESCO World Heritage Centre, 1998a). There is a fine line between preservation and desecration. If not handled responsibly, tourism pressure could have a substantial impact on the sites resulting in trampling of deposits, graffiti, damage to rock art, and removal of archaeological material, (Fleminger, 2006:11).

d) Resource Use by Local Communities

Pressures exist on the environment because of the presence of the villagers. They are scattered over the protected area, and their use of wood, water and dumping of rubbish which are necessities of everyday life, are prejudicial to the environmental balance (UNESCO World Heritage Centre, 1998a).

e) Mining

A report compiled by the African Environmental Development for Harmony Gold Mine to determine the effect of mine water on the environment has determined that the gold mining of the last 120 years has left a void of 45 million cubic metres underneath the West-Rand. The mining activity has had a severe effect on the western part of the Witwatersrand geology. Apart from contaminating drinking water in the area, this also acutely impacts on the Cradle of Humankind and Sterkfontein caves as there is an increased threat of sinkholes (Tempelhoff, 2008).

2.4   FACTORS INFLUENCING WORLD HERITAGE SITES

2.4.1   Challenges facing World Heritage sites

The periodic report on the African region revealed that there appears to be a lack of policy and legislative measures for heritage conservation in Africa. However, in South Africa the World Heritage Convention was translated into the World Heritage Convention Act, providing for a legislative framework for World Heritage in South Africa (UNESCO World Heritage Centre, 2003b).

The following are some of the challenges faced by World Heritage sites:

- World Heritage initiatives (such as marketing and awareness campaigns) are mostly central government-driven with little involvement of the local population;
- World Heritage sites have inadequate resources in terms of professional personnel, skills and equipment;
- A lack of scientific information exists which can be used to enhance knowledge and update management methods;
- A lack of financial resources exists to properly manage sites. There is also a lack of the techniques necessary to mobilize international support;
- A lack of awareness exists amongst the general public about what exactly World Heritage is, and what inscription implies for the affected community;
- A lack of mechanisms exist to address threats to World Heritage sites (UNESCO World Heritage Centre, 2003b).

The issues mentioned above are prevalent at many international World Heritage sites. However, the main issues that have significant impact both internationally and on South African sites are discussed on the following pages.

2.4.1.1 Tourism

The United Nations World Tourism Organization (UNWTO) (2007a) describes the business of tourism as follows:

> "The business of tourism is complex and fragmented and from the time that visitors arrive in the destination, until they leave, the quality of their experience is affected by many services and experiences, including a range of public and private services, community interactions, environment and hospitality. Delivering excellent value will depend on many organizations working together in unity. Destination management calls for a coalition of

> *these different interests to work towards a common goal*
> *to ensure the viability and integrity of their destination*
> *now, and for the future."*

It is estimated that tourism contributes 10 percent to the world economy. However, in South Africa tourism still has a long way to go to reach its potential in terms of contribution to the Gross National Product. While there isn't any doubt that tourism will continue to grow, there is no guarantee that growth will be sustainable and critical actions and policies will be needed to ensure that South Africa realises its tourism potential and also avoids mistakes with regard to the unsustainable management of its tourism resources (Department of Environmental Affairs and Tourism, 1996:3).

Tourism provides the means by which heritage information is imparted to the public. Therefore, tourism ought to be regarded as an essential part of the sustainable management of Heritage organizations. It is thus essential to integrate heritage and tourism as heritage in fact most often leads to tourism (Andah, 1990:116).

The World Tourism Organization (UNWTO) defines tourism as the activities and travels of people visiting and staying in places outside their usual environment for leisure, business or other purposes (Holloway, 2006:6). Tourist destinations may be either natural or constructed and most are managed to some degree. It is increasingly important to understand the effects of tourist activity on the places which people visit (World Tourism Organization, 2007a).

Within a dynamic environment, tourism destination management practice must be such that it attracts and pleases visitors and investors, as well as satisfies residents, improves the local environment and protects the ecology of the destination. A tourist destination must be wisely managed if it is to remain a sustainable attraction. The effects of tourism on a destination include changes which have serious consequences for residents; the population becomes dependent on tourism for income and employment; and increasing numbers of visitors bring the risk of damage to the destination (Laws, 1995:1-3).

Tourism in a protected area has many benefits and risks. The aim is to take advantage of the interest shown by tourists in order to enhance economic opportunities resulting in the increased protection of the natural and cultural heritage. This will advance the quality of life of all concerned. Negative effects could potentially be managed competently (Eagles, McCool & Haynes, 2002:23-34).

Table 2-2 highlights some of the potential benefits and risks of tourism in protected areas:

Table 2-2: Advantages and Disadvantages of Tourism in Protected Areas

Benefits	Enhances economic opportunity by increasing jobs and income for local residents and stimulating the local economy with new enterprises.
	Increases the education level and encourage local residents and employees to learn new skills.
	Protects natural and cultural heritage and increases funding for protected areas and local communities by transmitting conservation values, through education and interpretation.
	Protects resources and creates economic value which may otherwise have little perceived value or may represent a cost rather than a benefit.
	Improves local facilities, transportation and communications.
	Promotes values related to well-being such as aesthetic and spiritual values.
	Improves intercultural understanding and the development of culture, crafts and the arts.
	Encourages local people to place value on their own culture and environment.
Risks	Environmental degradation associated with use of the site such as soil erosion and water pollution. The construction of infrastructure such as accommodation, visitor centres and other services directly impact the environment.
	Reduced welfare of locals due to restricted access to protected area resources.
	Direct costs include facilities construction, maintenance and administration of the site.
	Crowding and congestion and the imposition of additional users of limited resources such as water.

(Adapted from Eagles *et al.,* 2002:23-34)

Developing heritage sites for tourism can be beneficial in that it raises awareness of the value and significance of the site and increases local pride and protection of the site. Tourism can provide income for the maintenance of the site and the local community. Developing indigenous heritage for tourism can also promote pride in traditional ways and can ensure that certain practices do not die out (World Tourism Organization, 2007b).

Middleton (1994:7) states that the developing demand for heritage attractions is an important aspect in the growth in travel and tourism. In many places, tourists comprise the largest sector of visits to heritage attractions. Thus at heritage sites the focus increasingly has to be on serving a tourism market. The management and marketing implications for heritage sites are quite significant since the interests of the local community, tourists and the heritage site must be juggled. Often revenue earned from tourists pay for local facilities or is used to uplift local communities. Regardless of revenue objectives based on admission charges, an essential strategic objective that serves to sustain heritage organizations is to attract increasingly cultured and frequent visitors to heritage sites. Significant resultant concerns include destination management issues and visitor management.

With regard to tourism related activities at World Heritage sites crowding and over-use are prominent concerns (Farrell & Marion 2001). Another key issue for protected areas around the world has been the measurement of visitor satisfaction. This is often an essential part of reporting requirements from protected area agencies, with maintaining visitor satisfaction regarded as being of great importance. Planning for visitors and their requirements is an issue since managers do not know who they should cater for, what experiences visitors are seeking and hence what type of facilities to provide (McCool, 2002).

According to Horner and Swarbrooke (2004:10-15) there are major issues in destination management that affect and influence the development and existence of destinations:

- Tourism tends to flourish when the political environment is stable, which is true on a national level as well as on an organizational level;
- Concentration of ownership leads to certain entities dominating the environment as the biggest grouping of stakeholders;
- Maintenance of a sustainable destination which includes management of the attraction, resources, visitors and environment;
- The organizational framework, which will be complex, to reflect intricate and fragmented activity.

2.4.1.2 Environmental Issues

Environmental or ecological issues are associated with the impact of visitors and activities such as mining impacting on the natural resources of protected areas (Tonge, Moore, Hockings, Worboys & Bridle, 2005:6-10). This includes waste such as litter, contamination and pollution of water sources and the biological impact associated with its disposal and the consequences of thereof such as nutrient build-up in soil; the introduction and spread of alien species; disturbance to wildlife; physical disturbance to sites such as erosion and the trampling of vegetation; recreation site degradation; as well as the spread of pests. The environmental issues of greatest concern are the effects of visitor use on the structure, function and condition of the ecology and environment, especially the consequent threat to endangered species (Buckley & King, 2003; Cole & Landres, 1996:168-184; Pickering, Hill & Johnson, 2005).

Cole and Landres (1996:168-184) identified five categories of environmental impact resulting from recreation:

- physical site alteration and disturbance of biota;
- removal and redistribution of materials;
- disturbance of native animals;
- harvesting of plants and animals; and
- pollution of water via human wastes.

2.4.1.3 Policy and Legislation

Several issues have been identified as important, including heritage or resource management, infrastructure and cooperation between stakeholders. It is up to individual organizations as well as provincial and national government to deal with these issues (Department of Environmental Affairs and Tourism, 1996:28).

The nature and type of policy developed and implemented in tourism organizations such as heritage sites will vary according to the size and nature of the enterprise. According to the World Heritage legislation in South Africa each of the heritage sites can form their own legal entity and as such will be allowed to function as an independent entity (within the confines of the laws of South Africa) with separate financial, human resources, tourism and conservation policies guiding its decision-making and operations (South Africa, 49/1999).

The World Heritage Convention Act (South Africa, 49/1999:2) provides for "*the incorporation of the World Heritage Convention into South African law, the enforcement and implementation of the World Heritage Convention in South Africa and the recognition and establishment of World Heritage sites*". In terms of site-specific managing organizations the act provides for:

- "*the establishment of Authorities and the granting of additional powers to existing organs of state*";
- "*the powers and duties of such Authorities, especially those safeguarding the*

integrity of World Heritage sites";

- "*where appropriate, the establishment of Boards and Executive Staff Components of the Authorities*";
- "*integrated management plans over World Heritage sites*";
- "*land matters in relation to World Heritage sites*"; and
- "*financial, auditing and reporting controls over the Authorities*".

Management Authorities are charged with the management of South African World Heritage sites. Their powers and duties include, but are not limited to:

- "*implement the World Heritage Convention, ensuring the identification, protection, conservation, presentation and transmission of the cultural and natural heritage to future generations; and that effective and active measures are taken for the effective protection, conservation and presentation of the cultural and natural heritage in accordance with all applicable national and provincial legislation, policies and management plans*";
- "*liaise with relevant cultural, nature conservation and similar authorities on a local, provincial, national and international level*";
- "*negotiate land claims over State land and private land forming part of or affecting World Heritage sites*";
- "*enter into agreements with any person for the provision of goods and services, including the performance of powers and duties of the Authority*";
- "*acquire land by contract, donation or otherwise*";
- "*charge fees, rent or other consideration for any function it fulfils*";
- "*use for gain or reward any movable and immovable asset under its control*";
- "*undertake research or investigations relevant to a World Heritage site*";
- "*to ensure that development takes place in accordance with all applicable laws and procedures*";
- "*enter into contracts in an open and transparent manner regarding cultural development or nature conservation with a competent national, provincial or local government or private nature conservation entity, with the necessary administrative capacity and resources*" (South Africa, 49/1999:9-10).

2.4.1.4 Management and Organization

Managing a heritage site should be based on both sustainability and commercial viability. While conservation and protection should be the primary objectives, economic contributions ensure continued existence. If an infrastructure is not already in existence it must be developed to ensure ease of access, proper visitor facilities, as well as services such as interpretation centres, ablution facilities, water and sanitation and restaurants and cafés (World Tourism Organization, 2007b).

A vital ingredient to successful management of heritage is to have good relationships between all the stakeholders at and around the site including:

- the local, provincial or national government who usually provide the infrastructure;
- government, religious groups, voluntary organizations or commercial companies who usually manage the attractions;
- municipalities, police, health services, communications agencies who manage the supporting infrastructure services; and
- accommodation providers, shops, restaurants, tour operators and guides who provide a range of commercial operations (World Tourism Organization, 2007b).

Middleton (1994:3-11) asserts that vision, policy and strategy give direction to heritage sites and set the agenda for defining the experiences that will be offered to visitors, as well as for determining the limits of development. The distinguishing characteristics that define heritage include:

- a powerful underlying commitment to conserve "*the objects, sites, flora and fauna, structures and other material evidence of a community's past and present*" for posterity;
- a shared perception and the communication and interpretation of the intrinsic value of heritage to future generations.

The communication objective involves providing access to the public (either restricted due to fragility or unencumbered). Establishing, operating and managing heritage organizations to handle public access, is a principle feature of a heritage site. Further principles include the management of the resources (such as the archaeological finds, the cultural experience or natural scenery) as well as the management of the organization (Middleton, 1994:3-11).

Managing the resources is seen by many heritage organizations as their primary activity. Individuals in these positions are usually there because of their depth of knowledge regarding the resource and not because of management skills. *Managing organizations are the main concern for this study and will be the main focus of discussion.* It involves the application of professionalism to planning, organizing and controlling the institutions and resources involved in the business operation. If heritage organizations do not implement the principles of business and organizational management, they run real risks such as the loss of efficiency or loss of visitor revenue to competing organizations. For many, such a loss will lead to collapse and the possible permanent loss of heritage (Middleton, 1994:4-6).

According to Middleton (1994:3-11) few people involved with heritage sites and resources consider themselves part of an industry in which business management practices must be applied because seemingly neither the market nor the products are clearly defined. However, they are indeed running a business of some kind. This requires strategic management with a business or management plan of sorts, which many heritage sites lack or only have in a superficial form.

Middleton (1994:9-10) asserts that it is commonly thought that only large organizations need to bother with business management. However, even though many heritage organizations are relatively small, the terms of business are as applicable to them as to large corporations. These terms of business include:

- *Corporate or forward-directed plans,* which refer to the management of the organization as a whole. It deals with the integration of the parts into the

whole. Corporate issues are those that influence the organization in the long run (more than 2 years) relating to overall vision and goals.

▪ *Mission statements* that relate to the overall statement, aim or vision of an organization, identifying what it deems to be its core role, overall objectives and intended future position. Mission statements express the fundamental criteria by which a heritage organization assesses all its strategic decisions, and is a reminder of what the organization aims to achieve.

▪ *Strategic objectives,* which are specific. They relate to the mission of the organization, and are actionable and measurable. Objectives should be terms of aspiration looking forward to a desired achievement at least three years ahead. Without specification, such objectives border on wishful thinking and are useless for effective organizational behaviour management purposes.

▪ *Strategies,* which comprise management action plans stating how identified strategic objectives will be achieved.

▪ *Performance monitoring,* which refers to evaluation and control, being the way in which a heritage organization measures the extent to which it achieves its strategic objectives.

2.4.1.5 Sustainability

When the World Heritage Committee decides that a site is in danger of extinction as a result of existing or potential threats, these sites may be placed on the List of World Heritage in Danger. Threats can include degradation from uncontrolled urbanisation or the exploitation of natural resources (Pedersen, 2002:13-20). Sustainability can be seen as a balance between environmental, economic and social aspects. It is defined as responsible tourism underpinned by a properly thought out management strategy, with collaboration between the public and private sector in order to prevent irreparable damage and to protect, enhance and improve the tourist destination. A necessary condition to reach sustainability objectives is a solid organizational and management structure (Holloway, 2006:119).

The World Tourism Organization (2007b) highlights sustainability within heritage sites as of particular concern. Ensuring sustainable growth in its environmental, social and economic dimensions, based on solid institutional and management structures is a priority. Uncontrolled tourism development can have negative impacts on cultural heritage sites, but if adequately planned and managed it can promote awareness and support for conservation, as well as providing business opportunities for local residents and a high quality experience for tourists. The tourism sector cross-relates to other vital sectors of the economy, with important implications and effects on areas such as employment, transport or infrastructure. Therefore the sustainability should be included in tourism policies.

The World Heritage Tourism Program encourages sustainable tourism actions at World Heritage sites. The Program "*develops policies and processes for site management and for the state parties to the Convention to address this increasingly important management concern. It implements actions to preserve sites for future generations and contributes to sustainable development and intercultural dialogue*". It cooperates with World Heritage Advisory Bodies, IUCN, ICOMOS and other United Nations Agencies and engages the tourism industry to maximize tourism's benefits and minimize its impacts (UNESCO World Heritage Centre, 2007b).

2.4.1.6 Stakeholder Relationships

As an organizational grouping of different stakeholders having to work together to achieve separate and interdependent goals, the World Heritage sites are inimitable models for study in OB. The effective management and support of a protected area often would not be possible without the involvement of many stakeholders such as organizations, bodies, agencies and even individuals.   These stakeholders vary between governmental agencies, on-site rangers, the local community, and from international non-governmental organizations (NGOs) to trusts set up in support of an individual site. Each of these participants has a specific role to play in the ongoing management and protection of the World Heritage sites (Pedersen, 2002:37-44).

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.

Getting buy-in from and committing managers and stakeholders to the necessary continuous systematic performance monitoring needed to assess the achievement of organizational objectives (instead of individual agendas) can be problematic. Any heritage organization must work in unison with stakeholders if they wish to avoid unnecessary conflicts.

The stakeholders and their interpersonal relationships as well as the impact of tourism on sustainability will influence the sustained existence of World Heritage sites. Knowledge of stakeholders' issues is a prerequisite for effective management and protection of World Heritage sites.

This study aims to investigate the organizational dynamics of the World Heritage sites with focus on the sustained success of the World Heritage sites. It will explore critical success factors in destination management that contribute to make the World Heritage sites a competitively sustainable organization.

2.5   CONCLUSION

According to Middleton (1994:6) heritage is not an industry as economists might define it, yet it represents a market with a large and growing public whose needs are catered for by competing organizations. The recent past has been characterised by an extraordinary growth in the interest expressed in heritage sites and organizations. The growth is a manifestation of relatively mature, educated and wealthy societies who are interested in heritage and its preservation for posterity. It is also due to a movement toward environmental protection and stewardship. It is essential that the necessary management skills be applied in order to make the most of this interest for the benefit of World Heritage sites. When demand reaches a plateau or decreases, or if capacity surges ahead of demand, poor management is likely to be exposed which means that the strategy, its implementation and the organization's behaviour should be re-evaluated. It is envisaged that a Strategic Organizational Behaviour Framework may be of use in the management of World Heritage sites, thereby optimising their performance and sustainability.

Protected areas and World Heritage sites are faced with many challenges and issues which impact on its functioning as a dynamic organization. The many stakeholders influence the long-term sustainability of the site and as such it is important to study the OB of the World Heritage sites. OB management processes, as well as Best Practices have to be carefully implemented, cultivated and sustained with commitment from all stakeholders, over time.

The following chapter will review international Best Practices with regard to heritage management.