A STRATEGIC ORGANIZATIONAL BEHAVIOUR FRAMEWORK TO SUSTAIN THE EFFECTIVE MANAGEMENT OF WORLD HERITAGE SITES

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29 August 2008

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DECLARATION

I declare that "**A Strategic Organizational Behaviour Framework to Sustain the Effective Management of World Heritage Sites**", which I hereby submit for the degree PhD in Organizational Behaviour at the University of Pretoria, is my own work and that the relevant references are shown in the reference list. This study has not previously been submitted by me for a degree at this or any other tertiary institution.

I further declare that this thesis has been language edited by Mrs J Meyer (MA Linguistics, University of Stellenbosch).

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29 August 2008

Madia Levin | Date

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In the spirit of Organizational Behaviour, I believe that the "*whole is greater than the sum of its parts*". I found this doctorate to be a very rewarding journey and also often a lonely and arduous mission. This study would never have been completed without the help of various individuals, supporting and encouraging, and even sometimes coaxing and prodding me on.

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ABSTRACT

World Heritage sites are irreplaceable tourist destinations. These protected areas face many challenges and issues, which impact on their Organizational Behaviour (OB) and sustainability. World Heritage status holds considerable promise for economic and social growth, sustainability and development. To this effect UNESCO'S World Heritage Convention ensures that heritage sites around the world are recognized and protected and encourages participatory management. However, many organizational factors may negatively influence sustainability, for example the management or decisions-making style and fragmentation or miscommunication between stakeholders.

World Heritage Sites are organizational groupings of stakeholders working together to achieve goals. OB views organizations as open systems with interrelated parts, interacting with the environment and influenced by organizational design, dynamics and stakeholder relationships. The primary objective of this study was to investigate the strategic level of OB of selected World Heritage sites in South Africa, namely the iSimangaliso Wetland Park and the Cradle of Humankind, in order to develop a Strategic Organizational Behaviour Framework to facilitate effective management and sustainability. An exploratory qualitative research approach provided rich descriptive data. The empirical phase involved non-probability sampling and data collection focusing on in-depth interviews with key stakeholders.

The findings indicate that the manner in which World Heritage sites are managed influence the organizational culture, communication and the stakeholder relationships. There is a perceived discrepancy between 'ideal' OB and the actual experiences of the stakeholders. Issues of strategic concern were the organizational design and structure, in both cases found to exclude key stakeholders; the management style and behaviour, found to be mainly dictatorial and exclusive; and the organizational culture and communication, influenced by the particular management of the sites and experienced as closed and non-participatory. The

relationships between strategic stakeholders were found to be flawed, resulting in the sustainability of these sites being questioned.

The Strategic OB Framework developed here, is based on OB and Open Systems Theory principles and illustrates the interdependency and influence of the different strategic OB dimensions. Management must understand that positive organizational design, dynamics and relationships will lead to more effective management and sustainability. This Strategic OB Framework can inform management and contribute significantly to sustain the effective management and the continued success of World Heritage sites in South Africa.

GLOSSARY OF TERMS AND ACRONYMS

CEO	Chief Executive Officer
Convention	"*The Convention concerning the Protection of the World Cultural and Natural Heritage was adopted by the General Conference of UNESCO at its seventeenth session in Paris on 16 November 1972. The Convention responds to the increasing threats to cultural heritage and natural heritage caused by poverty in many countries, neglect, and in some countries, by unconsidered economic growth and development and seeks to encourage State Parties to identify, protect, preserve and present cultural heritage and natural heritage for future generations in a spirit of international cooperation*" (UNESCO, 1997).
Criteria	"*The basis on which a property belonging to the cultural or natural heritage may be included in the World Heritage List and/or the List of World Heritage in Danger, by the World Heritage Committee*" (UNESCO, 1997).
Cultural heritage	Cultural heritage includes "*monuments such as architectural works, works of monumental sculpture and painting, elements or structures of an archaeological nature, inscriptions, cave dwellings and combinations of features, which are of outstanding universal value from the point of view of history, art or science; groups of buildings such as groups of separate or connected buildings which, because of their architecture, their homogeneity or their place in the landscape, are of outstanding universal value from the point of view of history, art or science; as well as sites such as works of man or the combined works of nature and man, and areas including archaeological sites which are of outstanding universal value from the historical, aesthetic, ethnological or anthropological point of view*" (UNESCO, 1997).
DAC	Department of Arts and Culture
DACEL	Department of Agriculture, Conservation, Environment and Land Affairs.
DEAT	Department of Environmental Affairs and Tourism
DFA	Department of Foreign Affairs
DoE	Department of Education
GEF	Global Environmental Facility
GSLWP	Greater St Lucia Wetland Park

ICCROM	The International Centre for the Study of the Preservation and Restoration of Cultural Property is "*an intergovernmental body which provides expert advice on how to conserve properties inscribed in the World Heritage List, as well as training in conservation techniques*" (UNESCO, 1997).
ICOMOS	The International Council on Monuments and Sites is "*an international, non-governmental organization that provides evaluations on cultural properties nominated for inscription in the World Heritage List*" (UNESCO, 1997).
Inscription	Inscription refers to "*the act of including or inscribing a property in the World Heritage List*" (UNESCO, 1997).
IUCN	The International Union for the Conservation of Nature and Natural Resources also known as the World Conservation Union is "*an international, non-governmental organization that seeks to ensure the conservation of the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable*" (UNESCO, 1997).
LSDI	Lubombo Spatial Development Initiative
Natural heritage	Natural heritage refers to "*natural features consisting of physical and biological formations or groups of such formations, which are of outstanding universal value from the aesthetic or scientific point of view; geological and physiographical formations and precisely delineated areas which constitute the habitat of threatened species of animals and plants of outstanding universal value from the point of view of science or conservation; and, natural sites or precisely delineated natural areas of outstanding universal value from the point of view of science, conservation or natural beauty*" (UNESCO, 1997).
NGO	Non-governmental organization
OB	Organizational Behaviour
OBM	Organizational Behaviour Management
Organization	A group of people working in a network of relationships and systems to achieve a common purpose.
Organizational Behaviour	The behaviours of individuals and groups within an organization, and the interaction between the organization and its environment.
SAHRA	South African Heritage Resources Agency

SAWHCC	South African World Heritage Convention Committee
Systems theory	Emphasizes that "*the whole is greater than the sum of its parts*", and that the parts are interrelated to each other and the whole.
Tourism	The activities and travels of people visiting and staying in places (natural or constructed) outside their usual environment for leisure, business or other purposes.
UNESCO	The purposes of the United Nations Educational, Scientific and Cultural Organization (UNESCO) as stated in the Constitution is "... *to contribute to peace and security by promoting collaboration among nations through education, science and culture in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex, language or religion, by the Charter of the United Nations*" (UNESCO, 1997).
UNWTO	United Nations World Tourism Organization
World Heritage	Cultural or natural heritage that is "*of outstanding interest and therefore needs to be preserved as part of the priceless and irreplaceable possessions, not only of each nation, but of mankind as a whole. The loss, through deterioration or disappearance, of any of these most prized possessions constitutes an impoverishment of the heritage of all the peoples in the world*" (UNESCO, 1997).

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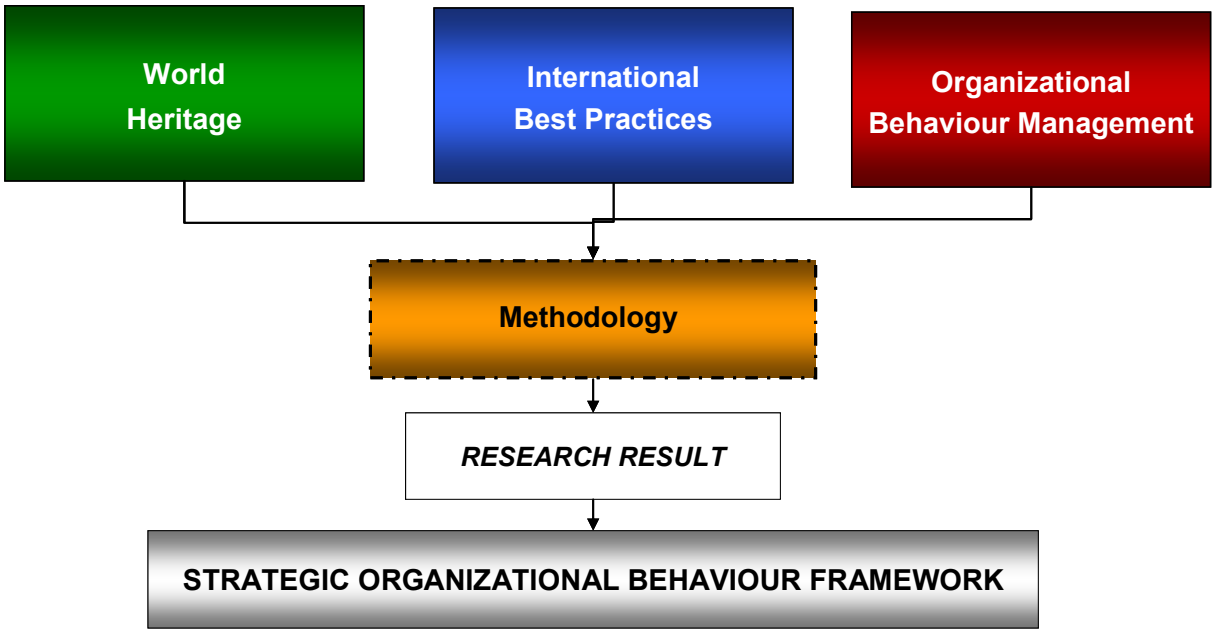
"If I believe I cannot do something, it makes me incapable of doing it. But when I believe I can, then I acquire the ability to do it even if I didn't have it in the beginning".

- Gandhi (n.d.)

CHAPTER 1
INTRODUCTION

In this chapter…

Overview of Research:



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.

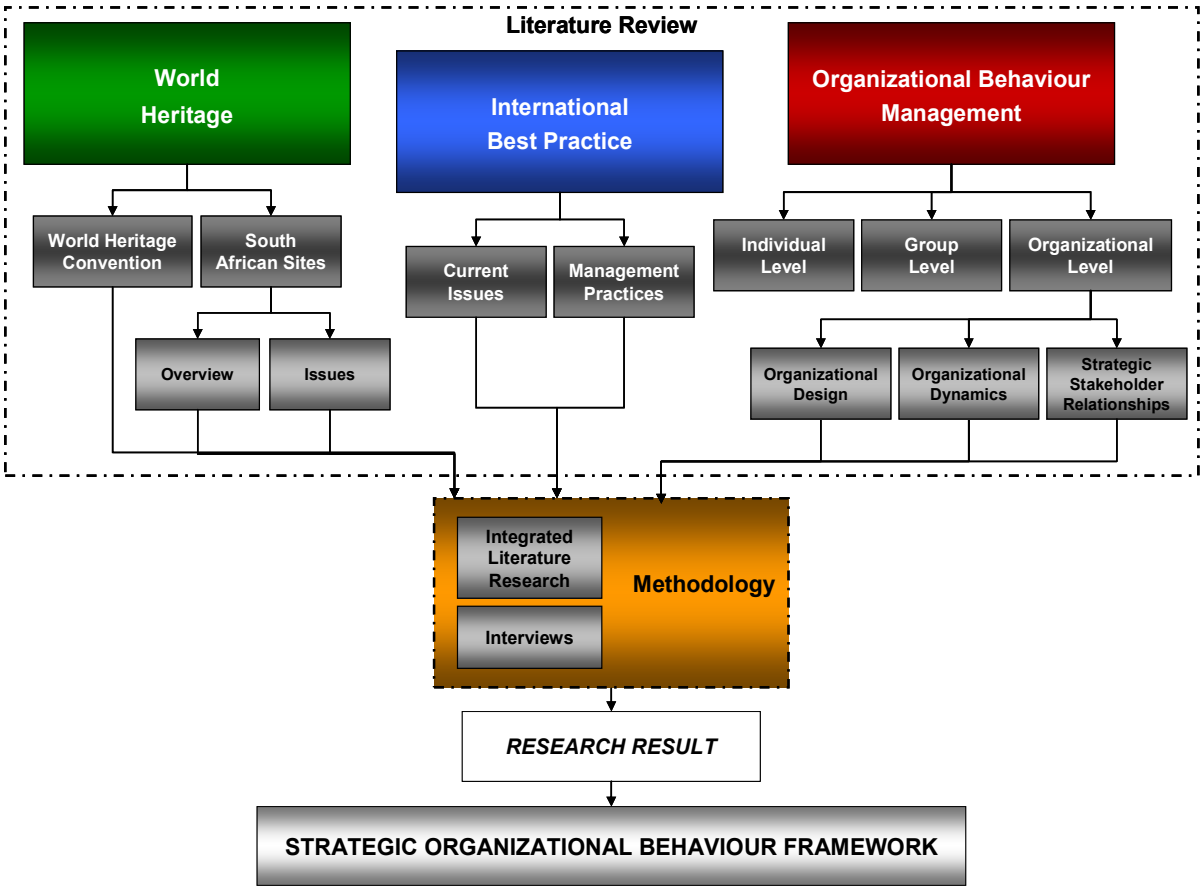


Figure 1-1: Context of Study
(Author's own)

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:

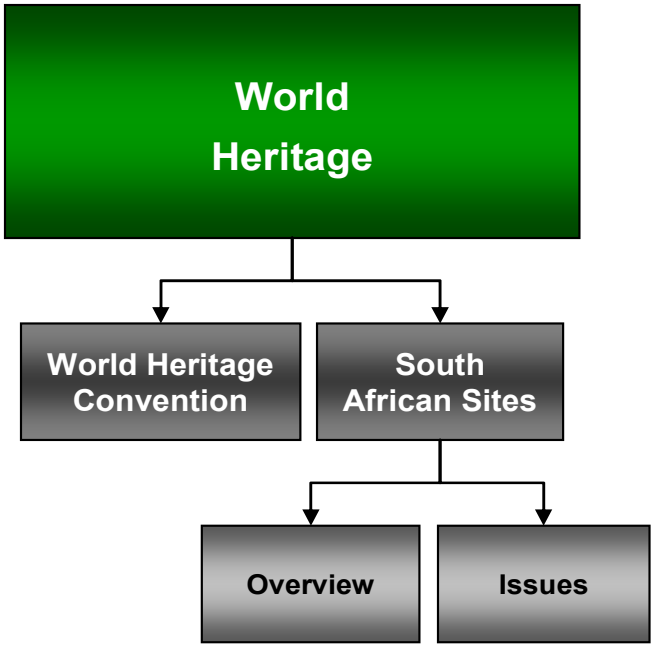
Chapter 2 – **Literature Review of World Heritage**	The literature review follows in the next chapters. It will provide the reader with the context of the research by providing greater detail on the World Heritage Convention and the World Heritage sites of South Africa.
Chapter 3 – **Literature Review 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.

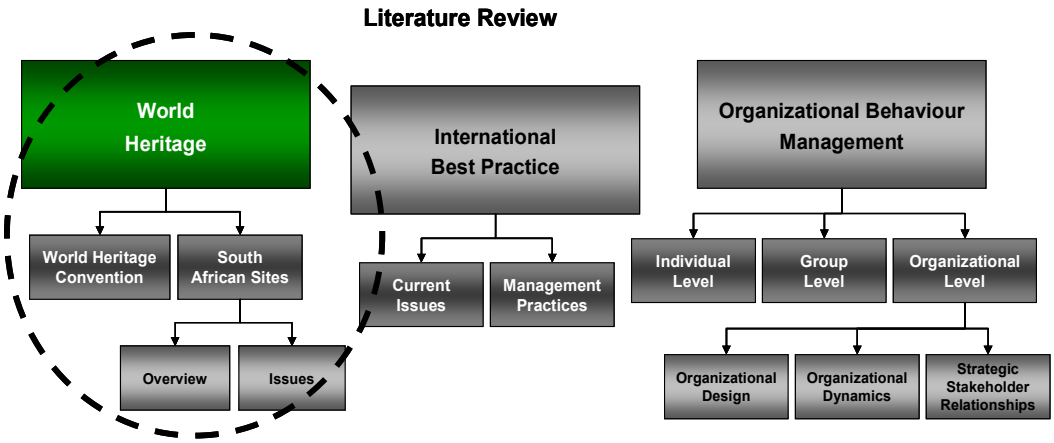


Figure 2-1: Schematic Representation of the World Heritage Literature Review
(Author's own)

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).

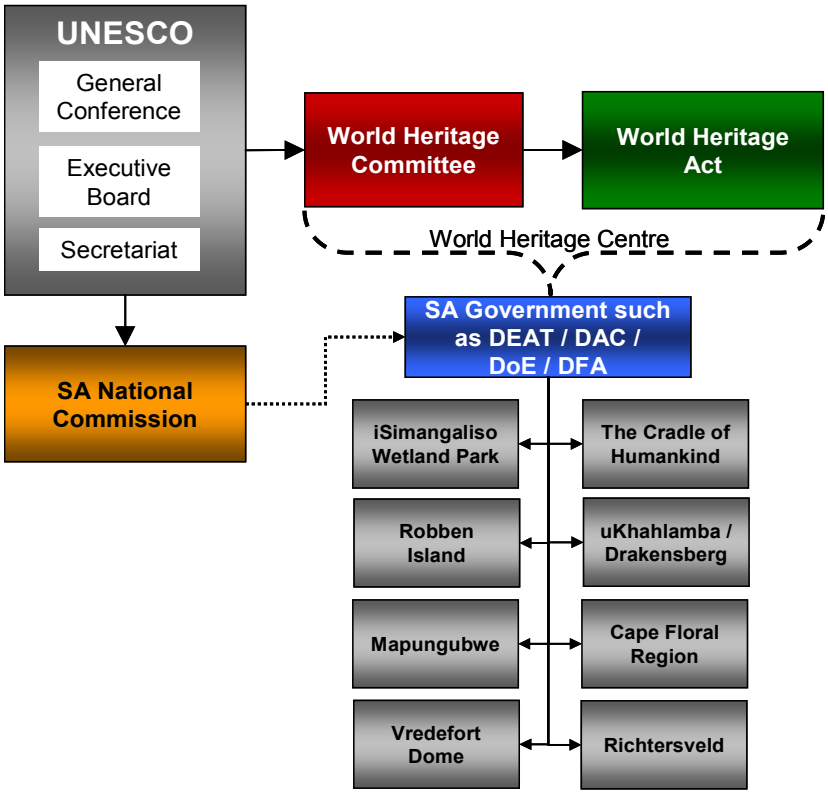


Figure 2-2: Schematic Representation of the Relationship between the Governing Bodies
(Author's own)

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).

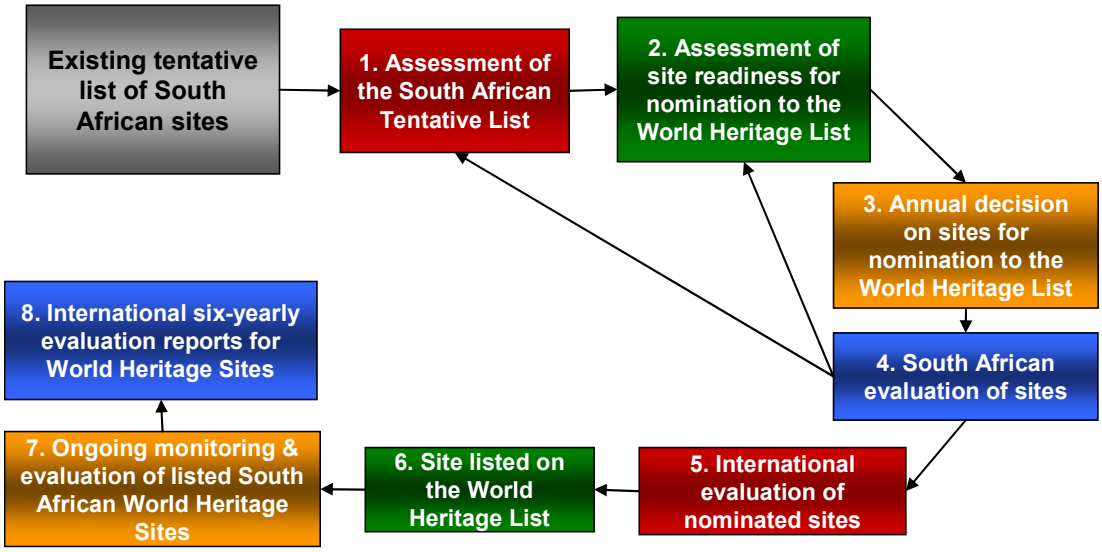


Figure 2-3: Process for the Identification and Evaluation of SA World Heritage Sites (November, 2007)

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).

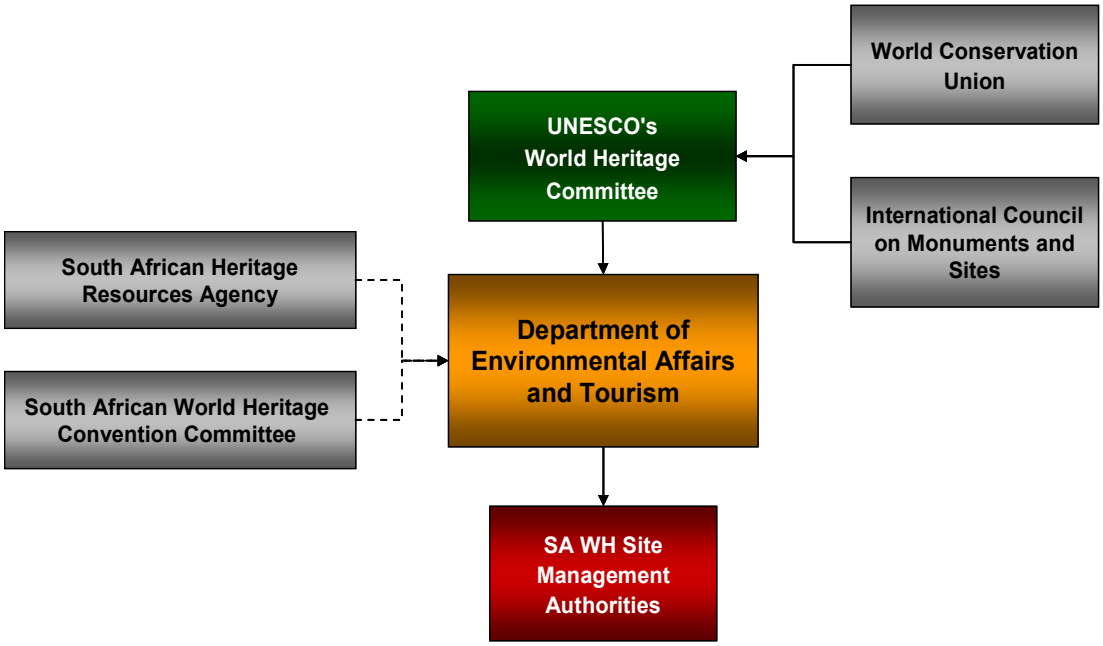


Figure 2-4: Schematic Representation of the Institutional Parties involved with World Heritage
(Author's own)

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.

CHAPTER 3
INTERNATIONAL BEST PRACTICES REVIEW

In this chapter…

Overview of Best Practices in World Heritage Sites:

3.1 INTRODUCTION

PriceWaterhouseCoopers (n.d.) defines Best Practices as follows…

> "*Best practices are simply the best way to perform a business process. They are the means by which leading companies achieve top performance, and they serve as goals for other companies that are striving for excellence.*
>
> *Best practices are not the definitive answer to a business problem. Instead, they are a source of creative insight for improving your business. By adapting best practices to their specific needs, companies can dramatically affect performance, leading to breakthrough performance that saves time, improves quality, lowers costs, and increases revenue.*"

In this chapter an attempt will be made to highlight the international Best Practices regarding the management of World Heritage sites in general (see Figure 3-1). This chapter provides a benchmark against which the Management Authorities of World Heritage sites can measure themselves in terms of their own practices.

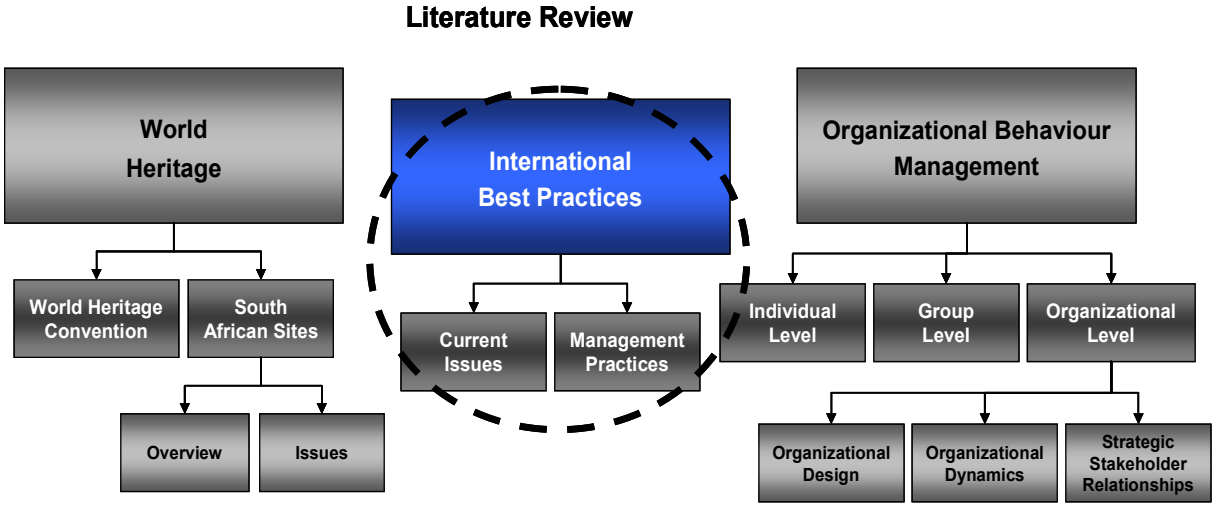


Figure 3-1: Schematic Representation of the International Best Practices Literature Review
(Author's own)

This research study has found that few site managers can articulate Best Practices applied by them. When questioned by means of interviews and e-mail correspondence all stated that no Best Practices existed for the management of World Heritage sites. As a result an attempt has been made in this study to extract Best Practices from the Periodic Reports made to UNESCO by various regions such as Africa, the Arab States, the Asia-Pacific region, Australia and New Zealand, Northern America and Latin America, as well as Europe. These Periodic Reports are based on the application of the World Heritage Convention and presented to UNESCO every six years.

Countries that are party to the World Heritage Convention, also known as State Parties, nominate sites for World Heritage inscription for a number of reasons. These reasons include the opportunity to access international conservation expertise; the perceived economic benefits resulting from increased tourism activities; access to the World Heritage Fund; or recognition and prestige associated with achieving World Heritage status (Leask & Fyall, 2006:11-17).

According to the World Heritage Convention's operating guidelines, all inscribed sites must demonstrate a management strategy, which ideally operates through participatory means. Scrutiny of these systems should be rigorous as the effective management of important destinations such as World Heritage sites impacts on its sustainability. However, UNESCO cannot legally force any State Party to do as UNESCO wishes, it can merely prescribe and it is up to State Parties to interpret and enforce any guidelines and directions as they see fit (UNESCO, 2005:225).

Richon (2007:186-188) poses the question how a World Heritage site manager who was trained in conservation should deal with management issues and particularly human resources related issues. A particular concern at World Heritage sites is that heritage specialists are expected to cope with the everyday burdens of accounting and budgets, unions, tourists and social conflicts. As managers of the World Heritage sites they are expected to deal with the various stakeholders, resolve conflicts and deal with all manner of management issues. Site managers are often

confronted with issues related to staff members and thus need to be conversant with Human Resources Management principles. Dealing with staff may possibly be the most difficult part of their day as it is crucial to the success of the site management. Site managers must submit budgets and make optimal use of often limited financial resources. They need to raise funds for conservation. They must also have a basic knowledge of law in order to deal with contracts and other legal issues. They should also know their limits and responsibilities in terms of the relevant legislations.

World Heritage site managers manage a site that is directly affected by tourism. They need to understand the tourism industry and how it functions, its trends and stakeholders and its potential advantages and disadvantages. An understanding of marketing and communication is also essential to be able to position their site as a destination of choice. The managers of World Heritage sites must also be able to assess threats to the values of the sites in order to plan ways to mitigate these threats. They must work with external stakeholders and maintain a long-term symbiotic relationship with them for the good of the site. Lastly, they must be able to clearly define the vision for their organization and outline a strategy and objectives that will help in achieving their vision (Richon, 2007:186-188).

It is reasonable to assume that effective management will be enforced when Best Practices are followed. UNESCO (2006) defines 'Best Practice' as a creative and sustainable practice and an inspirational guideline, that has potential for replication and which can contribute to policy development. Best Practices can be a technique, method, process or activity that is more efficient (involves the least amount of effort) and effective (has the best results) at delivering a particular outcome. Best Practices are defined as successful initiatives which:

- have a demonstrable effect and tangible impact on improving people's quality of life;
- is the result of public, private, and civic sectors of society working effectively in partnership;
- are sustainable on a social, cultural, economic and environmental level.

'*Best Practices*' is a very useful concept and can be described as a standard way of doing things and has been used by multiple organizations in management, keeping in mind that processes will need to change as times change. Best Practices also ought to suit the individual needs of unique sites. Thus, Best Practices are methods that have consistently shown positive results and which can be used as a benchmark or standard to strive for.

3.2 CRITICAL ISSUES IN THE INVESTIGATION OF BEST PRACTICES

3.2.1 Implications of World Heritage Listing

As illustrated in Table 3-1, several implications result for any destination listing as a World Heritage site. These can include certain benefits, costs, several opportunities and certain threats. The greatest benefits follow where a clear plan and management structure is in place in accordance with UNESCO's Operational Guidelines, and conversely sites are threatened where less developed planning and management frameworks exist (Hall & Piggin, 2001:103-105; Leask & Fyall, 2006:11-17).

Table 3-1: Key Implications of World Heritage Listing

	LISTING IMPLICATIONS
1	International recognition and prestige, increased opportunities for promotion and increased accountability.
2	Improved protection and management of the site by means of the site specific management plans that should provide the framework for decision-making, monitoring and reporting to UNESCO.
3	Planning implications, which can be legislative and mostly pertain to material, site-specific decisions.
4	Opportunities to form new partnerships and projects where expertise can be exchanged and funds accessed.
5	Economic and social improvement.
6	Political recognition.
7	Increased tourism activity (which depends greatly on location, theme and promotion).

(Hall & Piggin, 2001:103-105; Leask & Fyall, 2006:11-17)

3.2.2 Tourism at World Heritage Sites

A key motivator for possible inscription is often the perceived benefit that will be gained from the resultant increase in tourism activity. Hall and Piggin (2001:103-105) have studied the actual economic impact of listing in terms of increased visitation and income, but were not able to arrive at any definite conclusion, mainly due to a lack of data at even the most developed sites. Therefore it is unclear whether increased tourism activity is a direct result or consequential result of listing.

A further issue is the balancing of tourism and conservation, often leading to conflict between the many stakeholders of World Heritage sites. Pedersen (2002:13-20) states that the grounds on which a site is inscribed and protected are the very reasons why tourists flock to these sites. Often stakeholders have conflicting agendas and this is very prominent in the conflict between tourism and conservation. Successful, sustainable destination management is most likely when there is a realistic appreciation of the balance between tourism and the need to conserve (McKercher, Ho & du Cros, 2005: 539-548).

3.2.3 Lack of International Best Practices

According to Leask and Fyall (2006:11-17) a critical flaw in the whole process of World Heritage site listing is the fact that UNESCO does not invite nominations for inscription based on nonbiased criteria but that each State Party nominates their own properties. This often results in a highly politicised process where sites are nominated and managed not in a universally acceptable and non-political manner but very much to further individual agendas.

Furthermore, although UNESCO requires a management plan to be in place as a prerequisite for inscription, such plans are often slow to realise. UNESCO leaves the management of the World Heritage sites up to the State Parties and unfortunately no clear off-the-shelf list of international best practices exists. A recent study by Garrod,

Leask and Fyall (2007:21-42) compared selected management practices among tourist destinations in Scotland, Australia, Canada and New Zealand. Their study found no strong evidence to suggest that the managers of tourist destinations in these countries have necessarily identified and are following a common 'international best practice'. This finding was confirmed by this research study. A problem identified by Garrod *et al.,* is that there exists a scarcity of reliable management information, with most of the data's focus being on basic supply and demand figures, such as the number of days the sites are open to the public and visitor numbers.

The World Heritage Centre itself acknowledges that there is no "miracle recipe", but only principles which need to be applied. They list sites such as the Tubbataha Reef Marine Park in the Philippines, Dorset and East Devon Coast in the United Kingdom, Tongariro National Park (New Zealand), Sian Ka'an in Mexico, the Galapagos Islands in Ecuador and the Ujung Kulon National Park in Indonesia as examples to be emulated. Although all World Heritage sites are different in nature, context and issues, several key themes for Best Practices management have been identified with regard to World Heritage sites namely "***raising awareness****; **increasing protection****; **enhancing funding****; **improving management*** and ***harnessing tourism***" (Richon, 2008).

3.3 BEST PRACTICES MANAGEMENT

The sources from which potential international Best Practices were obtained for the purposes of this study were amongst others the Periodic Reports made to UNESCO by regions such as Africa, the Arab States, the Asia-Pacific region, Australia and New Zealand, Northern America and Latin America, as well as Europe. These reports are excellent at highlighting many of the operational issues found at World Heritage sites but often do not focus on strategic levels.

Any Best Practices must be adapted to the political, historic, cultural, social and economic context of the society in question. Best Practices on management of World Heritage sites should have the following characteristics (UNESCO, 2006):

Table 3-2: Characteristics of Best Practices

	Best Practices are:
1	Best Practices are innovative with new and creative solutions to common problems.
2	Best Practices make a difference. It creates a positive and tangible impact on the World Heritage sites.
3	The result of the Best Practices should be sustainable.
4	Best Practices have the potential for replication and can serve as an inspiration to generate policies and initiatives elsewhere.

(Adapted from UNESCO, 2006)

If we accept that following Best Practices will greatly enhance the chance of success, what are the best practices that should be followed to sustain effective management of World Heritage sites? Although a prerequisite for inscription is that a management plan must be declared for each World Heritage site as well as a periodical report to UNESCO, the World Heritage Convention allows for each member state to outline its own principles for the management of heritage sites.

Evidence from the periodic reporting of management and best practices indicates that (UNESCO World Heritage Centre, 2005a):

- State Parties still control much of the information and governments tend to regard the reports as a form of certification (there is no mention of evaluation and State Parties do not expect to receive feedback), which makes it difficult to obtain the site manager's honest reflections;
- Although data-driven processes have strengths, there are risks that if data is inaccurate (as is the case for instance with marine protected areas on the World Database on Protected Areas) then the whole reporting structure is skewed. The benefit of databases are that they can be updated regularly so that information is available;

- There is a lack of consistency between countries and even between sites in the way that reports are presented, how information is collected and who makes the interpretation;
- There appears to be a lack of understanding about the World Heritage Convention within many governments;
- It is important to look at what different stakeholders such as the World Heritage Centre, the government, protected area managers and other stakeholders want from managing the site and periodic reporting;
- Flexibility of reporting or evaluating means that even within a site there is a strong chance of inability to compare over time because different managers will report in different ways.

3.3.1 A Review of Current Experience and Key Best Practices

The World Heritage site Convention is regarded as one of UNESCO's most successful international agreements and is widely ratified. Ratification imposes certain obligations on the member states. International law cannot be enforced as strictly as domestic law and often the obligation to conform to the stipulated regulations is a moral one and enforcement is based on the pressure of international relations (Hall, 2006: 21-34). Figure 3-2 below provides a graphic representation of the percentage of World Heritage sites by region.

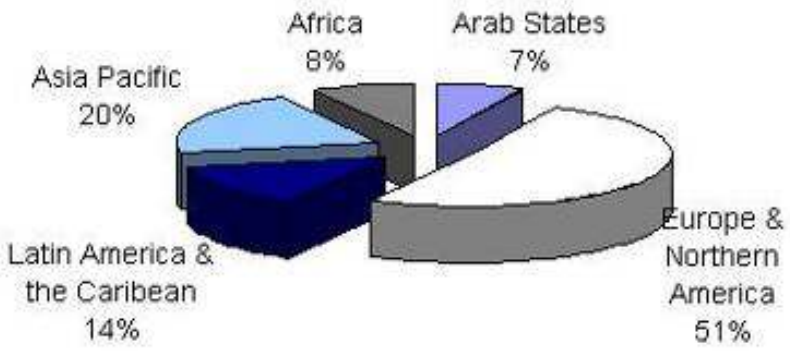


Figure 3-2: World Heritage Sites by Region
(UNESCO World Heritage Centre, 2004e)

Best Practices will be discussed with reference to the regions as illustrated in Figure 3-2. However, examples will be chosen from selected areas where appropriate in order to illustrate a specific point and not necessarily from each region in turn. Ideally, it would have been suitable to use examples and illustrations from African World Heritage sites but owing to the fact that many African states have inadequate management records and accounts of their natural and cultural heritage and insufficient mechanisms in place for safeguarding their heritage, examples of Best Practices from this region are limited (UNESCO World Heritage Centre, 2003b).

- **Arab States**

  The Arab region comprises 18 State signatories to the World Heritage Convention, distributed in three geographical sub-regions: North Africa, the Arabian Peninsula, and the Middle East. World Heritage properties in the Arab region are threatened by development pressures linked to urban and agricultural expansion, tourism, pollution and the exploitation of natural resources (oil, mining industry and fishing). Other factors threaten these properties, such as armed conflict or the illicit traffic of cultural property (looting, illicit destruction and sale of cultural and historical objects). Such dangers to the preservation of heritage have led to the inscription of six properties in the Arab region on the List of World Heritage in Danger since 1988 (UNESCO World Heritage Centre, 2004b).

- **Europe**

  Europe has a long history of heritage conservation. The diversity of Europe's cultural and natural heritage, and its cultural traditions and religious history, partly accounts for the 384 properties inscribed on the World Heritage List. A majority of these sites are cultural properties, mainly architectural monuments, historic centres and archaeological sites. Natural heritage sites in Europe are mainly vast wilderness areas, national parks and sites of geological significance (UNESCO World Heritage Centre, 2007c).

- **North America and Canada**

  The United States of America (USA) and Canada ratified the World Heritage Convention in 1973 and 1976 respectively. There are more than 30 sites on the World Heritage List in the United States and Canada (UNESCO World Heritage Centre, 2005b).

- **Latin America and the Caribbean**

  Latin America is divided into the sub-regions of South America, Central America and Mexico, and together with the Caribbean, have a total of 110 inscribed sites on the World Heritage list, of which 77 are cultural, 3 are mixed and 30 are natural (UNESCO World Heritage Centre, 2004e).

- **Asia Pacific**

  Inhabited today by some 60% of the world's population, the 42 States of the region number 39 signatories to the World Heritage Convention. The cultural and natural heritage of the Asia-Pacific region have survived the effects of climate, the ravages of conflict, and other challenges to its conservation due in some part to the application of the World Heritage Convention (UNESCO World Heritage Centre, 2004c).

- **Africa**

  Africa is considered to be the cradle of humanity and as such its natural and cultural diversity are matched only by its long history. Little attention, however, is paid to cultural and heritage policies in African local governments' action strategies. This lack of interest expresses itself in various ways. Most African cities do not have museums worthy of the name. Few have established a proper inventory of their natural and cultural heritage. Many do not have mechanisms for the classification or safeguarding of their heritage. Very few are aware of the World Heritage Convention (UNESCO World Heritage Centre, 2003b).

After a review of the current experiences and practices at World Heritage sites across the World several Best Practices have been identified including:

- Raising awareness;
- Increasing protection;
- Enhancing funding;
- Improving management;
- Harnessing tourism;
- Scientific and technical studies and research;
- Training and education;
- Participation of local communities;
- Adequate staff capacity;
- The use of information technology;
- Identification of World Heritage values;
- Cognisance of threats and risks;
- Cooperation for World Heritage.

As stated previously, each World Heritage site is different and may have unique issues. According to Richon (2008) five Best Practices are considered *strategic* to the continued success and sustainability of any World Heritage site (as is illustrated in Figure 3-3 on the following page) and are discussed below. The remaining identified Best Practices are discussed later in this chapter.

Figure 3-3: Key World Heritage Best Practices

(Author's own, adapted from UNESCO World Heritage Centre, 2007a)

3.3.1.1 Raising Awareness

State Parties to the World Heritage Convention are to take appropriate steps to raise awareness of decision-makers, property-owners and the general public regarding:

a) the protection and conservation of cultural and natural heritage;
b) the significance of listing a site on the World Heritage List; and
c) the roles and responsibilities for implementing the World Heritage Convention.

Awareness programs should be aimed at all levels of education, from schools to universities, and should also target the general public through the development of information programs. This should strengthen popular appreciation and respect for the heritage and keep the public broadly informed of the dangers threatening it as well as of activities carried out in pursuance of the Convention (UNESCO World Heritage Centre, 2004b).

In the **Arab region** it appears that local communities and authorities were rarely involved in the inscription process or conservation of World Heritage properties. In cases where the immediate needs of the local communities are not being met, these communities might even be considered a direct threat for the conservation of

properties. Yet, if they were consulted and better informed through educational and awareness-raising programs, the local communities could have a role to play in protecting the heritage. Therefore, the education of the local population and authorities is as important as that of political stakeholders, and efforts are required to facilitate and develop information and to increase awareness of World Heritage values. Some of the most positive initiatives, regarding awareness raising measures for decision-makers, property owners and local authorities on heritage protection and conservation, included the Heritage Month in Tunisia and Algeria, and the events during International Days for Monuments and Properties and Museums in Morocco. Other awareness-raising measures reported by the Arab State Parties were sporadic and followed private initiatives rather than organized government programs (UNESCO World Heritage Centre, 2004b).

The inscription of a site on the World Heritage List greatly increases public attention to the World Heritage Convention. For the majority of **European State Parties**, the promotion of World Heritage properties and the Convention is achieved through publications, films, media campaigns, the Internet and other related activities such as Heritage days and festivities. In general, the majority of State Parties feel that improvements in education, information and awareness-raising have to be made, and these countries are working on measures to remedy this situation. A more systematic approach to the development of educational programs, information and promotional activities is needed (UNESCO World Heritage Centre, 2007c).

In **Northern America**, it is reported that there is not a significant level of awareness and understanding of the World Heritage Convention. This includes a lack of awareness of the significance of listing on the World Heritage List, or the implied roles and responsibilities. This is generally true with respect to local communities living in and near World Heritage Sites and the general public. This may be due to inconsistent communication with regard to World Heritage by the responsible authorities from the USA and Canada. However, it may also be a reflection not of the international designation but the fact that USA and Canadian historic sites and parks have traditionally enjoyed support from citizens and preservation by means of their

own laws. The controversy surrounding the inscription of Yellowstone on the World Heritage in Danger List in 1995 due to mining activities, threats to bison and trout, water quality issues as well as road and visitor use impacts has caused significant deterioration of the support for the World Heritage program among local populations and the US Congress. This incident has led to perceptions that participation in the World Heritage Convention leads to a loss of sovereignty and to "*UN interference or control*" (UNESCO World Heritage Centre, 2005b).

The characteristics of some of the sites in the **Asia Pacific region**, which are administered by religious authorities, located within indigenous territories, and privately owned vernacular heritage, makes awareness raising a particularly sensitive and important issue. National and local authorities use different means of information dissemination to strengthen awareness on World Heritage issues. While at the national level, media campaigns are organized and broadcasted on television and radio, local authorities prefer small-scale projects such as photo exhibitions, publication of leaflets and brochures, or information guides. It has been agreed that more attention should be given to raise awareness of World Heritage sites in the minds of adults and children, together with a desirable increase in on-line and on-site publications on World Heritage properties, both nationwide and worldwide. Stamps, postcards or coins are a common and inexpensive way of promoting national World Heritage, and are mentioned as means to promote World Heritage by Bangladesh, China, India, Japan, Nepal and Uzbekistan. The two-level approach, national and local, is ideal and addresses different needs (UNESCO World Heritage Centre, 2004c).

3.3.1.2 Increasing Protection

The inscription of properties on the World Heritage List requires the need to develop adequate legislation and institutional frameworks to ensure their safeguarding and conservation. Each State Party, being a sovereign nation, is responsible for designing specific services within its territory focusing on the protection, conservation and presentation of cultural and natural heritage. These legislations, encompassing

both local and national measures, should include provisions for the identification, protection, conservation, renovation, presentation, and rehabilitation of Heritage sites, through the adoption of an adequate general policy, the promotion of scientific and technical studies and the support of regional and international cooperation (UNESCO World Heritage Centre, 2004b).

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

An assessment of the efficiency of the legal and institutional framework related to the management of the **Arab States** properties showed little effort concerning integration of heritage in a national management and development policy, demonstrating that this process was still in the making in the Arab region. The concept of a legal framework for heritage management is perhaps not fully understood or taken into account by the State Parties. True effort towards integrating heritage into a national management and development policy framework can be seen from Jordan imposing a tax on all building studies to the benefit of heritage or Tunisia adopting very modern legislation, the "Code for Heritage Protection" of 1994 (UNESCO World Heritage Centre, 2004b).

Each State Party is responsible for designing specific services within its territory, focusing on the protection, conservation and presentation of cultural and natural heritage. Institutional frameworks in the **Arab region** are quite centralised and lack “horizontal” coordination between the governmental institutions and the services in charge of the conservation of the properties, especially at the local level. Despite their demonstrated goodwill to perform their task, often under difficult circumstances, the Heritage Services in the Arab region are largely under-equipped to meet the needs for the preservation of heritage. Consequently, these institutions are not equipped or may not have the mandate to meet the new challenges that cultural and

natural heritage face today such as urban development, tourism and looting or damaging of sites (UNESCO World Heritage Centre, 2004b).

All State Parties in **Europe** have legislation and regulations for cultural heritage protection and separate legislation for natural heritage conservation. The majority of State Parties have regional and local regulations, while only a few have specific World Heritage related planning regulations. National strategies are, in some cases, being developed to enhance natural heritage conservation. Only a small number of State Parties in Europe have specific planning legislation for World Heritage. However particular mention of legislation and regulations for World Heritage has been made by Germany, Israel, Latvia, Lithuania and Switzerland. A number of countries have created special agencies responsible for World Heritage (UNESCO World Heritage Centre, 2007c).

In the **United Kingdom**, the majority of sites are protected at state level under a myriad of local laws and governing bodies, often with conflicting interests. An example of this is the fact that England's planning policies were changed in 1994 to halt the inappropriate development of World Heritage properties. Specific policies now force the stakeholders in development projects that will affect World Heritage sites to carefully scrutinise the long-term effect on the site. Stakeholders such as the owners and managers of heritage sites, local authorities, residents and conservation agencies are encouraged to work together to ensure that comprehensive management plans are developed (Hall, 2006: 21-34).

The **United Kingdom** Government is in the process of a major program of planning reform designed to promote sustainable communities. The United Kingdom ratified the World Heritage Convention in 1984. By ratifying the Convention, the United Kingdom Government agreed to:

- identify and nominate properties on their national territory to be considered for inscription on the World Heritage List
- ensure that a property is protected

- ensure that a management plan is produced and kept up to date
- protect the World Heritage values of the properties inscribed
- provide periodic updates to the World Heritage Committee on the state of the properties (United Kingdom. Department for Culture, Media and Sport, 2007:21-29).

Heritage protection is an integral part of the planning system in the **United Kingdom**. Development pressures continue to increase and demands on the planning system are growing. In order to ensure effective protection for heritage, it is essential that the importance of the heritage environment be promoted within planning. To do this, the United Kingdom government is in the process of:

- speeding up the designation system and making it more efficient;
- streamlining the consent process to reduce bureaucracy and make it more efficient;
- introducing new tools for local planning authorities and developers to address heritage in major developments;
- providing the means for devolving greater responsibility to local planning authorities (United Kingdom. Department for Culture, Media and Sport, 2007:21-29).

The United Kingdom White Paper provides a framework for the way in which World Heritage sites operate alongside other elements of the heritage protection system. The United Kingdom has also included World Heritage Sites in legislation that would put them on the same footing as other protected areas such as conservation areas, National Parks and Areas of Outstanding Natural Beauty, where permitted development rights are more restricted. It is envisaged that such changes could have a significant effect in terms of loss of protection in sensitive areas (United Kingdom. Department for Culture, Media and Sport, 2007:21-29).

In **Northern America**, well developed legislation and programs for the protection and presentation of natural and cultural heritage exist. The Canadian and USA national parks services are among the oldest in the world, dating to 1911 and 1916 respectively with key legislation governing the administration of protected heritage areas. Heritage legislation and programs have evolved with the growing understanding of heritage and programs for the protection of cultural heritage. Legislation has a broad perspective on what is considered significant in terms of heritage, so that, for example, the relationship between Aboriginal peoples and the lands they have traditionally occupied is better recognized (UNESCO World Heritage Centre, 2005b).

Of particular importance is the **Northern American** emphasis on formal planning to guide the management of protected heritage areas. In most jurisdictions, site management plans are required by legislation or policy, and significant resources are devoted to planning. Given the nature of the management plans, however, and the importance placed on appropriate public participation in preparing them, it is a challenge to keep all plans up to date in the face of current issues, changing legislation and policy, and evolving concepts in the field of heritage protection and presentation. While there will always be the potential for improvements in these areas, there is a strong foundation for the protection and presentation of natural and cultural heritage. At the local, regional, state, provincial and national levels, this foundation is the means by which the World Heritage Convention is implemented, and provides the basis for nominating sites to the World Heritage List and assuring their long-term conservation (UNESCO World Heritage Centre, 2005b).

As an example the Yosemite National Park, like all United States National Parks, is subject to the strictest national heritage protection statutes. These laws include (but are not limited to), the National Park Service “Organic Act” (1916), the National Environmental Policy Act (NEPA 1969), the National Historic Preservation Act (NHPA 1966), the Wilderness Act (1964), and the Wild and Scenic Rivers Act (1968). Heritage legislation establishes a framework for the protection of both natural and cultural heritage that mandates the protection of designated national heritage

resources for perpetuity, assessment of potential environmental effects for all projects on federal land, public involvement mechanisms in project and management planning, and visitor impact monitoring and management. Yosemite's management structure reflects these regulatory, planning and management needs (Tollefson, 2008).

All **Latin American** State Parties indicated the existence of some legislation and policies concerning their national heritage. However, three quarters feel there is a need to reform the policy and legislation, which suggests that legislation does not correspond to present-day concepts and requirements (UNESCO World Heritage Centre, 2004e).

Formal protection of cultural and natural heritage in **Asia and the Pacific** is complex. Whilst most State Parties in the region have some legal instruments to preserve their heritage, not all have a guiding policy or specific regulations for the effective implementation of conservation actions. Relevant legal acts and decrees have often been drawn up to cover a diversity of objectives ranging from forestry to stolen antiquities, and generally offer little specific guidance at the site. It has become necessary to tailor national legislation capable of protecting nature as well as culture, to fully reflect the World Heritage Convention, in order to promote pride in the heritage of humankind whilst respecting national and customary laws (UNESCO World Heritage Centre, 2004c).

In **Australia,** World Heritage sites have been subject to the introduction of specific legislation, referring to obligations under the World Heritage Convention. In Australia, World Heritage listing formed part of debates regarding economic impact and local government rights and as a result they have one of the world's most rigorous sets of arrangements for the implementation of the World Heritage Convention. World Heritage issues are taken into account by the Australian Government in national planning processes and cascaded down to regional planning processes to ensure uniform application of regulations throughout Australia.

Some of the key provisions of **Australia**'s legislation include:

- There should be upfront protection of World Heritage properties. The Environment Protection and Biodiversity Conservation (EPBC) Act 1999 came into force in 2000 and guarantees "up-front protection and improved management" for World Heritage properties. Any action that will significantly impact on a declared World Heritage property is subject to thorough environmental assessment and approval under the EPBC Act, and significant penalties apply;
- A modified assessment and approval process should be in place; and
- Consistent management principles should be applied for all sites regardless of location (Hall, 2006: 21-34).

In **South Africa**, the World Heritage Convention Act (South Africa, 1999) provides that every World Heritage site Management Authority must prepare and implement an integrated management plan. This plan must be submitted to the Minister of Environmental Affairs and Tourism for approval within six months of establishment. An integrated management plan must be submitted after consultation with surrounding communities, owners of private land, and land claimants. World Heritage site management authorities must conduct their affairs in accordance with the approved integrated management plans. A uniform or national framework does not exist, such as is the case in Australia. Each site must draw up their own interpretation of a management plan. Legislation that must be considered when drawing up the management plan includes the National Environmental Management Act, 1998, the National Heritage Resources Act, 1999, the Cultural Institutions Act, 1998 (Act No. 119 of 1998), the Development Facilitation Act, 1995, and the National Parks Act, 1976 (Act No. 57 of 1976); as well as provincial and local government planning and development plans (November, 2007).

3.3.1.3 Enhancing Funding

The World Heritage Convention is considered a major vehicle of international cooperation. Preserving and promoting a World Heritage property, maintaining its outstanding universal value, and ensuring its authenticity and integrity is a costly mission that requires both regular funds for daily maintenance and more consequent funding for emergency situations, such as natural disasters or conflict. Within the framework of the Convention, State Parties are strongly expected to cooperate with other State Parties for the identification, protection, conservation and preservation of the World Heritage sites located on their territories. Having opportunities for increased exchange of ideas and information pertaining to site management in a World Heritage context is extremely valuable (UNESCO World Heritage Centre, 2004b).

Measures are to be taken to avoid direct or indirect damage to the properties, and national, public and private foundations or associations as well as the State Party itself are encouraged to raise funds and provide assistance for the preservation of World Heritage property. Financial resources are obtained from various sources, with the main source of funding of World Heritage sites usually being public funds, whether nationally distributed, or through regional or local funding partners or institutions. Funds from the private sector are also very important, including grants from special foundations, the private sector and sponsors, private owners and ecclesiastic institutions, and bilateral cooperation (UNESCO World Heritage Centre, 2004b).

Most **Arab States** did not appear to have a recognised and ongoing framework for cooperation in the field of heritage. They benefited from assistance from diverse sources, but not sufficiently from neighbouring Arab States. This indicates a need for greater diversity of cooperation programs, mainly in the fields of conservation, restoration and presentation of properties, as well as regarding museology (UNESCO World Heritage Centre, 2004b).

The World Heritage Convention's potential as a means of engaging international cooperation, has not been utilized fully in the **Latin-American** and Caribbean region. Gaps exist in terms of technical cooperation and in generating financial resources for World Heritage conservation and management. Bi-lateral cooperation seems frequent in the region; however, at site level, there are very few twinned World Heritage Sites which suggests that many opportunities to share experiences and lessons learned are lost (UNESCO World Heritage Centre, 2004e).

Although recognised for their outstanding universal value, many World Heritage properties in the **Asia-Pacific** region still face considerable financial and technical limitations. Many of the states report that World Heritage properties in Asia still rely heavily on regular government budgets to fund staff and other maintenance costs. The flow of International Assistance provided by the World Heritage Fund, extra-budgetary resources mobilised by the UNESCO World Heritage Centre and the UNESCO Division of Cultural Heritage, and other donors, provide a vital 'financial lifeline' for many natural and cultural World Heritage properties. Various funding mechanisms are being used by the Asia-Pacific State Parties to ensure proper budget allocations to their World Heritage properties. The most common funding mechanism in the region is still government funding, but it is considered by most site managers in the Asian region as insufficient to address the challenges of conservation and management of the World Heritage properties (UNESCO World Heritage Centre, 2004c).

3.3.1.4 Improving Management

In their efforts to conserve, protect and present the World Heritage sites, the managers thereof face many challenges. These challenges can be either local or global, and include challenges such as visitors to the site or climate change. These challenges can originate outside the boundaries of the World Heritage Site for example resource development in the vicinity of a World Heritage Site such as mining

for minerals, can have an impact on the property. These challenges are typical of challenges facing protected heritage areas – both natural and cultural around the world (UNESCO World Heritage Centre, 2005b).

The preservation of the values described in the statement of significance at the time of inscription of the property on the World Heritage List is reliant on adequate management and systematic monitoring of the World Heritage properties. Management includes the establishment and implementation of effective protective legislation at the national, provincial or municipal level; the maintaining of contractual or traditional protection; and the development of appropriate conservation and monitoring policies for each of the properties concerned (UNESCO World Heritage Centre, 2004c). Management and monitoring of World Heritage properties encompass many issues, all of which must be comprehensively addressed to achieve effective and sustainable conservation of heritage values.

Recognised issues in identifying proper management and monitoring mechanisms include the identification of the heritage values of the property; its conservation needs; ways and means to enhance site interpretation and presentation; tourism management and development; and recognition and respect for the relationship between the property and local communities. Effective conservation, management and sustainable development of World Heritage sites derive first and foremost from identification of the tangible and intangible heritage values of the properties, and thereafter from developing and implementing appropriate management plans (UNESCO World Heritage Centre, 2004c).

There are various approaches to site management appropriate to particular heritage conservation requirements, legal systems and community development needs. A management system should illustrate an awareness of the existence of cultural and natural heritage with inherent values worth preserving. It should support laws and regulations, as well as have the following components:

- an administrative tool, to maintain, manage, formulate and implement plans and take charge of day-to-day activities;
- a financial tool;
- a conservation tool, which will include professional staff from all relevant fields as well as training opportunities;
- social and outreach tools, which will involve ways and explicit plans to involve society in decisions and mobilise the media (UNESCO World Heritage Centre, 2004c).

All these different 'tools' have to work together towards an effective, sustainable management of the tangible heritage. Taken together, they may be viewed as a management system. A management plan, usually adopted for a period of five to ten years, is a fundamental instrument designed to organize the conservation of properties and to orchestrate development and preservation measures specific to the needs of each property. The purpose of monitoring World Heritage sites is to measure to what extent the implementation of the management plan is successful and to identify the physical condition and state of conservation of the site. World Heritage site management authorities must have a strong policy and legislative foundation to draw upon when faced with challenges. The solution is often found in collaboration, coordination and cooperation among various stakeholders (UNESCO World Heritage Centre, 2004c).

a) Management Plans

Thomas and Middleton (2003:1) describe a management plan as "*a document which sets out the management approach and goals, together with a framework for decision making, to apply in the protected area over a given period of time*". Many of the

management objectives for the plan and the standards to apply should be established in legislation. Management plans should identify the key features or values of the protected area, clearly establish the objectives to be met and indicate what actions must be taken. Management plans should also be flexible enough to allow for unforeseen events.

The process of developing a management plan may be influenced by factors such as the objectives of the protected area, the risks or threats to the area and objectives, the number of competing interests, the level of stakeholder involvement and the issues arising from outside the protected area such as a particular government's political agenda. Sound planning principles will ensure that the completed management plan is thorough and based on best practices. A management plan represents a working framework for protected area managers and planners to consider and adapt to needs and circumstances (Thomas & Middleton, 2003:1).

Management plans must be prepared and implemented, taking into consideration the context of the issues and people surrounding the protected areas, as well as the national plans for protected areas which will help ensure co-ordination with other national planning agencies and protected areas. Management planning must be carried out within a framework of approved policies within the protected area agency (Thomas & Middleton, 2003:19).

During the implementation of the plan, several problems could be encountered. Problems may be a result of weaknesses in the plan itself such as its content or unreasonable expectations may have been created about what will be achieved. Frequently encountered problems include:

- not enough attention is paid to budgetary questions and financial information is not included or the funds are likely to be limited;
- unrealistic assumptions are made about the capability and capacity of the organization's management;
- objectives are not well formulated;

- problems that need to be addressed are deferred;
- responsibilities aren't allocated and vague commitments are made that do not result in action;
- undue emphasis is placed on certain aspects such as tourism or recreation, which may result in resources being allocated to less important aspects;
- instability in whatever form, for example financial, managerial or political, exists;
- a lack of clear imperatives and priorities exist, as the focus is on recommendations rather than firm decisions;
- plans are impractical and cannot be used as a basis for action;
- if relevant managers have not been involved in or responsible for the preparation of the management plan, they may not take ownership of it and be less inclined to implement it (Thomas & Middleton, 2003:21-24).

While, at present, a documented management system is mandatory for the inscription of new sites on the World Heritage List, it was not compulsory for early nominations. Many of the early sites did not have original management plans or systems. *In fact, guidelines for management plans were only officially adopted in 1993 and, even today, there is no single accepted definition as to what a management plan is or should be* (UNESCO World Heritage Centre, 2007c).

Every integrated management plan has as its main aim to ensure the protection and management of the World Heritage site concerned and must contain, if applicable (Thomas & Middleton, 2003:21-24):

- "*a co-ordinated policy framework with planning measures, controls and performance criteria*";
- "*a programme for implementation of the plan*";
- "*procedures for public participation as well as participation by nature conservation, tourism and other relevant experts*";
- "*conservation components required by applicable law and directives*";

- "*provisions regarding the activities allowed within a particular geographical area, terms and conditions for conducting activities and prohibition or control over the frequency, size, impact or manner of conducting activities*";
- "*a description of the World Heritage site concerned, an assessment of its significance and an evaluation of material threats to its significance";* and
- *alienation, lease or encumbrance of movable and immovable property*".

Thomas and Middleton (2003:21-24) suggest the following process or Best Practices concerning the actual process of planning, as is illustrated in Figure 3-4 below:

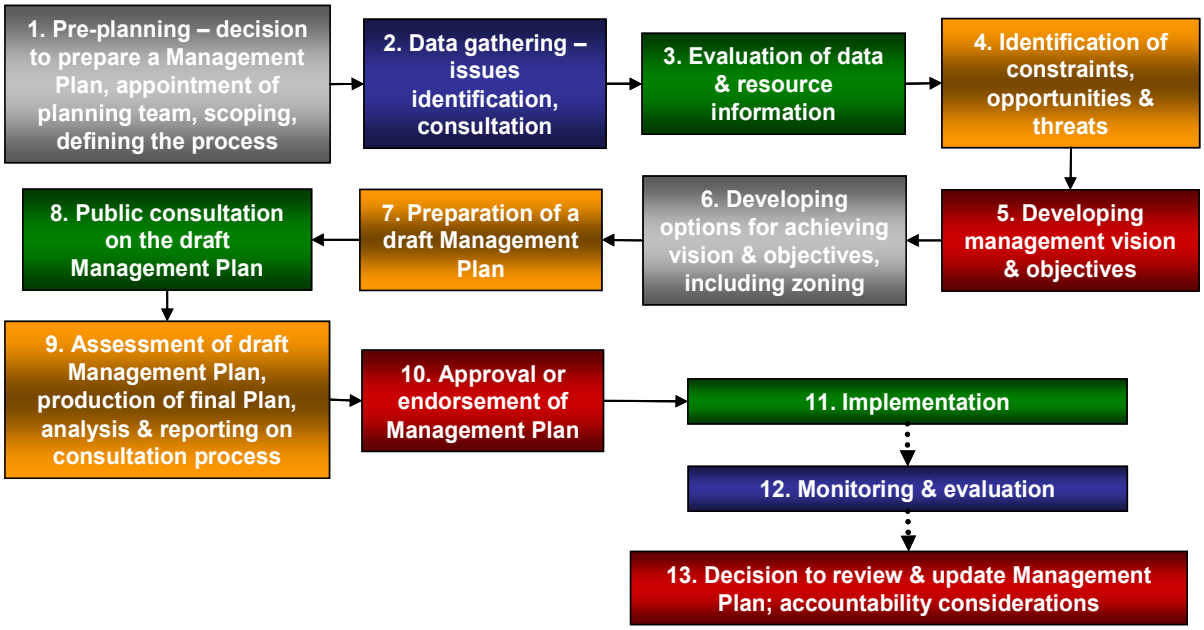


Figure 3-4: Best Practices concerning the Process of Planning
(Thomas & Middleton, 2003:23-24)

Feedback is fundamental to the process in Figure 3-4 above, which allows for the plan to be corrected in light of past experience. Monitoring and reviewing the management plan ensures that it is appropriate, realistic, efficient, economic and effective thus allowing for continuous quality control. Because of the continuous nature of this process the resulting management should be flexible and able to adapt to changing circumstances (Thomas & Middleton, 2003:21-24).

b) The Status of Management Plans in the Various Regions

Many of the **Arab** World Heritage properties have management plans described as being in the process of being prepared or updated. Management plans were operational in only 15% of cases. Conservation Services and property managers often lack communication policies and capacities with regard to the links with the different stakeholders. This is a reason for concern as the governments and other local institutions play a very important role in the management of most of the Arab World Heritage properties by often being directly involved in the conservation activities. The periodic report indicated that consultation of the local population for the elaboration of management plans did not appear to be common practice. In the past the community was only rarely involved in conservation and presentation actions, notably as regards historic cities (UNESCO World Heritage Centre, 2004b).

The purpose of monitoring World Heritage sites is to measure to what extent the implementation of the management plan is successful and to monitor the physical condition and state of conservation of the site. The World Heritage Committee's desire for a more systematic approach, has led to specific systematic efforts in a number of **European** countries, such as Norway, Sweden and the United Kingdom. A number of State Parties, notably in Central and South-Eastern Europe are developing or have begun systematic monitoring exercises. Concerning urban heritage, a systematic review process has been carried out by United Nations Development Programme in the Mediterranean sub-region (UNESCO World Heritage Centre, 2007c).

World Heritage sites in **Europe** are predominantly used for visitor attraction, with or without entrance fees, with the exception of Eastern Europe where sites are chiefly used for religious purposes. European State Parties have a wide variety of departments and specialized agencies in charge of heritage, providing services from national to local levels. Other levels of authorities in charge of site management include religious communities, private institutions, trusts, societies and foundations, for example in the Netherlands, Germany, and United Kingdom. However, complex

networks of partners further complicate the management of sites, and require a high level of cooperation and inter-agency communication. Some sites, or parts of sites, may also belong to private users, or may be managed by independent, non-profit associations (UNESCO World Heritage Centre, 2007c).

The *complexity of management systems* emphasizes the need for steering groups or site managers acting as focal points for the management of the site. The majority of properties are managed under protective legislation or directly by the State Party. Eastern **European** reports also stressed management under traditional protective measures or customary law as the second most common management system in the sub-region. A majority of World Heritage sites have different levels of public authority involved in site management. National authorities were the most commonly cited in all sub-regions except Western Europe, followed closely by local authorities. In Western Europe, reports stressed the predominance of management by local authorities with roughly equal involvement from the regional and national authorities. In the Mediterranean sub-region, national level authorities are involved in most cases in the management of properties, which reflects the common structure of legal conservation frameworks and the representation of sites (UNESCO World Heritage Centre, 2007c).

Only 40% of **European** sites have a management plan for the site. In many cases, other large scale or umbrella plans are identified as management plans. While these provide orientation and guidance in management, they cannot be considered management plans. In some cases management plans are developed, but not implemented. Reasons for this include the lack of a clearly defined hierarchy between other regulatory plans and management plans; the absence of an adequate management structure in place; the management of the site by multiple stakeholders; the management of the site as an ecclesiastic centre (especially in Central, South-Eastern and Eastern Europe) or simply a lack of financial and/or human resources. Perhaps the greatest threat is the lack of realization of the long-term implications of the absence of management plans for the sites. Overall, nearly all sites currently without a management plan have such plans under preparation and expect to

implement them in the near future, but the lack of tools and guidelines may mean that such management plans may remain inadequate *effectively setting these sites up for failure* (UNESCO World Heritage Centre, 2007c).

In facing the challenges mentioned above, **Northern American** World Heritage site management authorities have a strong and well-developed foundation of legislation and policy to draw upon. The solution is often found in collaboration, coordination and cooperation among various stakeholders. In the case of global challenges, long-term international cooperation will achieve the best results (UNESCO World Heritage Centre, 2005b). In Yosemite National Park, the management is split into divisions, which include Administration Management, Business and Revenue Management, Facilities Management, Interpretation and Education, Planning, Project Management, Resources Management and Science, as well as Protection. These divisions are further subdivided into branches, devoted to a single set of resources or park issues for example utilities, media relations and wildlife. The branches collaborate to manage visitor services, infrastructure projects, natural features and processes, and cultural resources in the park. For example on large-scale projects, like the development and implementation of a comprehensive management plan for the Merced Wild and Scenic River, which flows through Yosemite Valley, contributions from all divisions will be involved. Contributions can include the Resources Management and Science division developing and implementing monitoring systems for the resources in the river corridor both as a feature of the plan and to inform infrastructure, facilities, and restoration planning as part of the planning process. Facilities Management will design and engineer buildings and infrastructure that comply with resource protection mandates while seeking to accommodate visitor needs. Both the Interpretation and Planning divisions will organize public comment and education throughout the planning process to involve local and national stakeholders in the development of the plan (Tollefson, 2008).

Yosemite National Park is under intense scrutiny from the American public who hold a wide variety of opinions regarding what ideal management of a National Park should be. Additionally, many **Americans** have a deep sense of ownership

concerning the park, which often puts Yosemite and its management practices in the spotlight. These dynamics challenge park management in Yosemite to employ the latest ideas and the best science in developing new strategies to satisfy their dual mandate (Tollefson, 2008).

In **Latin-America**, the protection of the heritage properties is considered to be insufficient and the revision of administrative and management arrangements becomes necessary. Staffing and funding are also insufficient. Just over half the sites have management plans covering a wide spectrum of different management instruments. In the cases where management plans exist, they are not coordinated or integrated with territorial management plans, or risk preparedness plans, indicating that at times the notion of a management plan is confused and does not consider an integrated approach to management. Also, in Latin America less than half of the heritage sites have formal monitoring systems in place. There appears to be limited understanding of why it is important to monitor the state of conservation and the effectiveness of management. The knowledge and use of monitoring methodologies and reliable indicators is inadequate (UNESCO World Heritage Centre, 2004e).

Management and monitoring issues in the **Asia-Pacific** region clearly indicate the coexistence of Government agencies responsible for the protection and overall management of heritage properties, and local or even site authorities responsible for day-to-day management of these properties. It is important to note that in the Asia-Pacific region management arrangements can be legal, contractual, traditional or collaborative, with a statutory mechanism usually excluding a more informal mechanism. Where local, provincial and national authorities jointly ensure the management of a property, such as in Vietnam, Laos or Uzbekistan, overlapping of responsibilities may occur. This often results in delays in the realisation of restoration works or in the distribution of funds. However, where local stakeholders are invited to participate in the development of management guidelines for a property, or even in the daily management of a property, positive outcomes can be expected such as increased understanding of local culture and customs and buying into the concept of

World Heritage status and resultant obligations (UNESCO World Heritage Centre, 2004c).

In terms of general site management planning, State Parties in the **Asia-Pacific** region have expressed their desire for enhanced sharing of expertise and information on management of World Heritage properties through dissemination of relevant management plans and strategies. South Asian properties, a large number of which were inscribed in the early 1980s, often lack basic management mechanisms, while personnel are not trained to properly implement management plans in cases where these have been drawn up. Emergency or risk preparedness plans need to be integrated into the global management strategy for a property, especially where natural disasters or other predictable phenomena are a threat to the property. *Ad hoc* environmental or cultural impact assessments are utilised to manage the development of properties situated within or near urban centres or tourist areas, in order to avoid irremediable loss of authenticity and/or integrity of the property (UNESCO World Heritage Centre, 2004c).

For declared **Australian** World Heritage sites the *management plans must include the following* (Hall, 2006: 21-34):

- a statement of the World Heritage values of the declared property;
- adequate processes for public consultation on proposed elements of the plan;
- a statement of what must be done to ensure that the World Heritage values are conserved, protected and transmitted to future generations;
- mechanisms to deal with the impacts of actions that threaten the World Heritage values of the property;
- provision that management actions are consistent with the World Heritage values of the property;
- promotion of integration of national and local government responsibility for the property;
- provision for continuous monitoring and reporting on the state of the property;
- reviews at intervals of not more than 7 years.

In **Africa**, it is government that has the main management responsibility and they do not easily delegate their powers. Many sites are administered from afar, by the central administration or sometimes by the region. Only 19% of the sites are administered entirely at site level. While half of the sites have a local plan or a conservation plan, only one in three sites has a regional plan or a tourism development plan indicating that the tourism development plan seems to be the least known management tool. Half of the African sites concerned have a functional management plan, which puts the other half of the sites out of alignment with the prerequisites of the Guidelines, despite the fact that they have been inscribed for over ten years (UNESCO World Heritage Centre, 2003b).

c) Assessing Management Effectiveness of Protected Areas

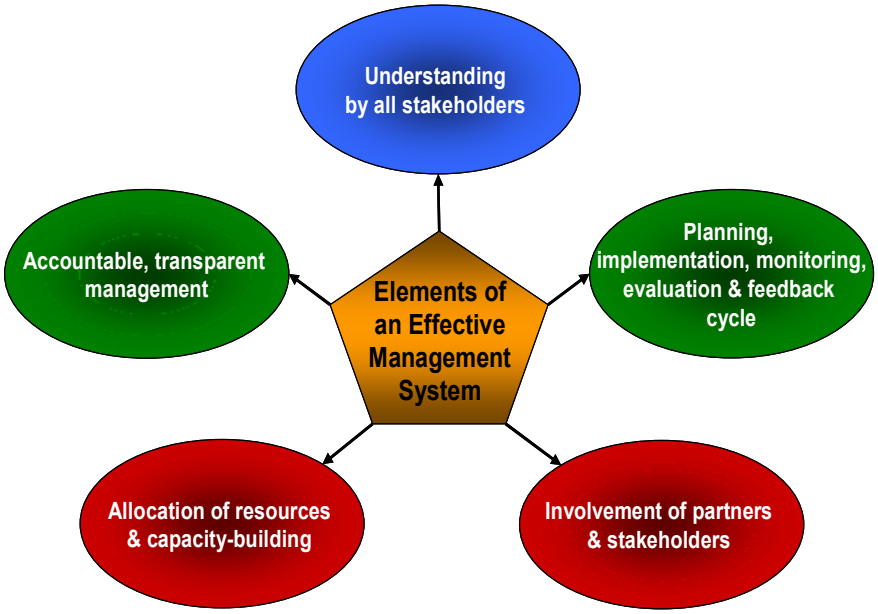


Figure 3-5: Elements of an Effective Management System
(Author's own)

Figure 3-5 illustrates the elements that an effective management system should include according to the operating guidelines of the World Heritage Convention, (UNESCO, 2005:26):

- "*a thorough shared understanding of the property by all stakeholders*";
- "*a cycle of planning, implementation, monitoring, evaluation and feedback*";

- "*the involvement of partners and stakeholders*";
- "*the allocation of necessary resources and capacity-building*"; and
- "*an accountable, transparent description of how the management system functions*".

Hockings, Stolton, Leverington, Dudley and Courrau (2006:1) have developed a framework for the "*Assessment of Protected Area Management Effectiveness*" (shown in Figure 3-6). Management effectiveness evaluation is defined as the assessment of how well protected areas are being managed – primarily the extent to which management is protecting values and achieving goals and objectives. Evaluation of management effectiveness is recognized as a vital component of responsive, pro-active protected area management.

Figure 3-6: The Framework for Assessing Management Effectiveness of Protected Areas
(Hockings *et al.,* 2006:12)

This framework provides a Best Practice for reporting on management effectiveness rather than promoting a particular methodology and is based on the management cycle. The basis for the framework is the fact that management follows a process or cycle, with six distinct elements, which are used to develop monitoring and evaluation systems, namely:

- it begins with reviewing the **context** and establishing a vision for site management (within the context of existing status and pressures);
- advances through **planning**; and
- the allotment of resources (**inputs**); and
- owing to management actions (**process**);
- finally produces goods and services (**outputs**);
- that result in **outcomes** (Hockings *et al.,* 2006:11-12).

The general structure of the evaluation is guided by this framework but it provides flexibility in the choice of specific methods that are used to monitor the specific criteria selected for a particular protected area site or system. Similarly the specific content of monitoring programs should be matched to the values, capacity and management systems of each site. World Heritage sites vary in their management, objectives, resources and capacity.

Rather than impose one system, the objective of this Best Practice is to have a methodology, which will help managers and stakeholders develop and implement monitoring and evaluation systems that are relevant to site needs and circumstances as is shown in Figure 3-7 on the following page (Hockings *et al.,* 2006:68).

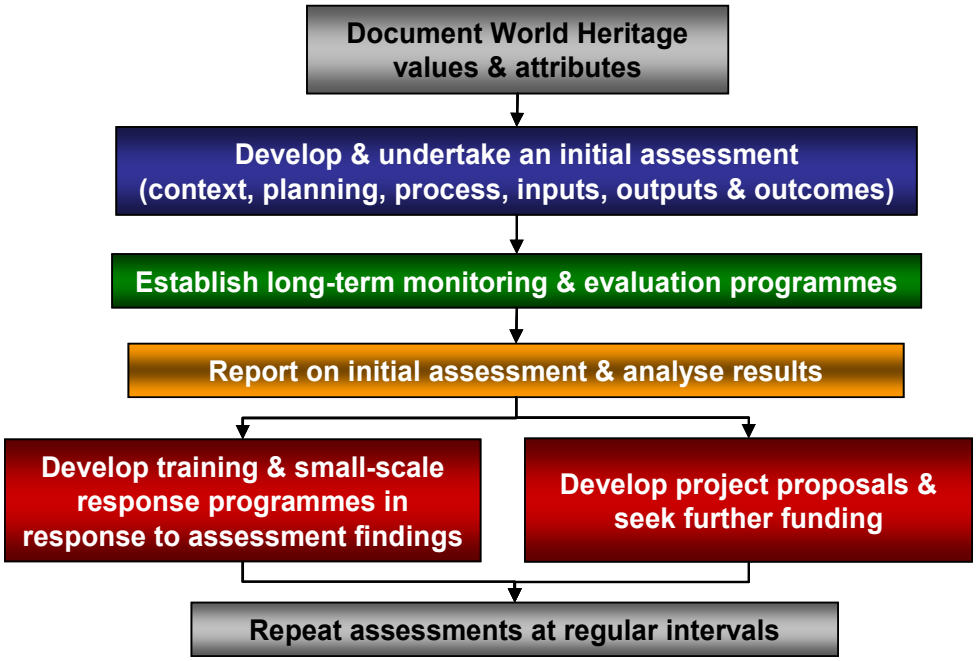


Figure 3-7: Methodology to Develop and Implement Monitoring and Evaluation Systems
(Hockings *et al.,* 2006:68)

The aim of the Framework for Assessing Management Effectiveness of Protected Areas is to improve management of World Heritage sites through a consistent Best Practices approach to assessment, monitoring and reporting systems and by applying the results to adapt or enhance management (Hockings *et al.,* 2006:68).

3.3.1.5 Harnessing Tourism

Although it is not a requirement of a World Heritage site to harness tourism, visitor numbers often increase upon inscription and vary from a few individuals to several million annually. Organized tourism can be an integral component of the sustainable use of cultural heritage and the development of sustainable tourist management policies is encouraged. Sites should have extensive facilities and educational programs to ensure a high quality experience for visitors such as can be experienced at the Cradle of Humankind World Heritage site.

Annual visitor numbers to **European** World Heritage sites vary significantly, depending on the size and accessibility of the site. In all sub-regions, reports stated that there is a need for further support and development regarding visitor

management. World Heritage status has brought with it the benefits of a higher profile in the tourism market but it has also left some site managers unable to cope with the pressures of rapidly rising tourism numbers. Many sites have underlined the double-sided effect of tourism increase following World Heritage inscription. A rise in visitor numbers induces financial advantages – increasing visitor-related revenues and heightening national and international visibility, which, in turn, may attract funding from private sources (UNESCO World Heritage Centre, 2007c).

Further aspects to which sites must adapt to increasing visitor numbers is by multiplying facilities, guaranteeing safety and security for visitors on site, and ensuring the adequate preservation and restoration of properties. The need to upgrade tourism facilities, to limit access to vulnerable areas, to open appropriate areas to larger numbers, and to communicate with the local tourism community, was noted in all sub-regions. Tourism management could also be seen in a wider geographic context of national or international cooperation, sharing knowledge and capacity with adjacent heritage sites and/or between sub-regions to balance the negative impacts of tourism (UNESCO World Heritage Centre, 2007c).

The management authorities of Northern America's World Heritage Sites give priority to maintaining high quality of visitor services. Generally speaking all of the **Northern American** sites have facilities and educational programs that will ensure a first-class experience. "*Visitor centres, trails, touring roads, overnight accommodations, transportation services, and extensive interpretive media including ranger-led programs, wayside exhibits, publications, and Internet sites characterize most USA and Canadian World Heritage Sites*" (UNESCO World Heritage Centre, 2005b).

The high level of visitor services is not the result of their World Heritage status, *per se*, but because the sites simply form part of national, state or provincial parks systems; the sites are within urban municipalities; or are privately administered attractions. However, in the USA, many of the national parks carrying the World Heritage label are among the most visited sites. Several of these sites are reorganizing visitor access within their parks by introducing mass transit to alleviate

the crowding caused especially during peak season (UNESCO World Heritage Centre, 2005b).

The dual mandate of the National Park Service, to both protect park resources and to provide for visitor access and enjoyment of those resources, is difficult to balance, and makes management in for example Yosemite National Park, and all heritage properties, a challenge. More than 3.7 million people visit Yosemite every year, making it one of America's top natural tourist attractions. This places a heavy burden on park resources, both human-made and natural, especially in the relatively small areas where visitors overwhelmingly congregate such as Yosemite Valley (Tollefson, 2008).

In China, the Republic of Korea and Japan, the important revenues of tourism are often allocated to the restoration of the site itself, but the funds can also be re-invested immediately for future investment gains. Admission fees should not be considered simply as a way to ensure minimum funding for a World Heritage property. For endangered properties, or for fragile properties, the existence of a significant entrance fee can be used to monitor visitor pressure onsite and can act as a deterrent in the development of mass tourism within the protected area. Although **Asia-Pacific** State Parties are in favour of regional co-operation to enhance protection of World Heritage, very few concrete initiatives have been launched as yet (UNESCO World Heritage Centre, 2004c).

Listing of the site has increased visitor numbers to many **African** sites such as the Cradle of Humankind and iSimangaliso sites. The stagnation or decrease in tourist numbers at sites, for example Salonga National Park in Zaire or World Heritage sites in the Congo can be explained as the result of political unrest, a decline in the quality of visitor facilities or access difficulties. The increase in visitors is not only a sign of recognition of the World Heritage label but also of an increase in world travel. Visitor facilities (accommodation, parking, toilets) exist at half of the sites. In view of the commitment and responsibility of the sites accepting visitors, the security system is a

cause for concern, and many sites do not have staff trained in first aid (UNESCO World Heritage Centre, 2003b).

a) Indicators for Sustainable Visitor Management

Indicators are used to monitor changes in biophysical, social and economic conditions at World Heritage and other protected sites. Indicators can provide a cost-effective way of obtaining information on complex systems by reducing monitoring and measurement to a limited number of variables and thus is also used to evaluate the performance of management actions (McCool & Stankey 2004).

In Tonge *et al*. (2005:10-17), several key indicators have been identified specifically focusing on environmental, social and economic issues:

- **Environmental Indicators**

  Environmental indicators are concerned with visitor impacts on and the condition of the natural resources in protected areas. These include wildlife, vegetation and alien species, water and soil quality. Other concerns and possibly key indicators would be the sustainable consumption of key resources, for example water. A pivotal concern with regard to ecological issues is being able to separate the effects of visitor use from other impacts, such as pollution originating outside the protected area and the spread of pests and weeds due to non-visitor use related causes (Buckley 2003). Environmental indicators can include:

  - air, water and soil condition and quality;
  - condition of campsites and trails;
  - condition of vegetation and geological sites;
  - impacts on natural resources;
  - key resource consumption and protection;
  - rehabilitation of degraded areas;
  - wildlife behaviour and populations (Tonge *et al.,* 2005:10-11).

- **Legislative Indicators**

  Legislative requirements are concerned with protected area management agencies complying with the national and international legislation applicable to parks and protected areas, such as the World Heritage Convention (Tonge *et al.,* 2005:10-17).

- **Social Indicators**

  Social indicators are concerned with monitoring and measuring the often divergent interests of local communities and visitor satisfaction. Visitor satisfaction is a complex issue due to the diversity of visitors who frequent protected areas. The measurement of local community involvement should be a key issue for the management of protected areas. Indicators can be related to employment, tourism operators and community involvement through volunteering and mostly seek to reflect the potential benefits of visitor use of protected areas on local communities. Often politically charged issues are also used as indicators such as place names and co-management (Tonge *et al.,* 2005:12-13).

- **Economic Indicators**

  The economic indicators are concerned with monitoring the costs of management and associated revenue at protected areas or World Heritage sites. As an additional measure the total gross domestic product (GDP) for a region can be included, especially when there are a number of residents within the site's boundary operating tourism-related businesses, with the income from these businesses contributing to the region's GDP. Three key economic issues namely cost and revenue, value to the economy as well as the number of tourism operators should be measured in some form to provide economic indicators. However, good record-keeping such as an assets register as well as a workable financial system would be a requirement (Tonge *et al.,* 2005:14).

3.3.2 Additional Best Practices

Table 3-3 illustrates additional Best Practices as they relate to World Heritage sites and their management.

Table 3-3: Additional World Heritage Best Practices

	BEST PRACTICES
1	Scientific and Technical Studies and Research
2	Training and Education
3	Participation of Local Communities
4	Adequate Staff Capacity
5	The Use of Information Technology
6	Identification of World Heritage Values
7	Cognisance of Threats and Risks
8	Cooperation for World Heritage

(Author's own)

These additional Best Practices include:

3.3.2.1 Scientific and Technical Studies and Research

In accordance with the World Heritage mission, the inscribed sites are centres for research and study as well as for scientific and technical management. Their role is also to raise awareness among new generations and to communicate World Heritage values to residents, visitors and the wider public. State Parties are required to develop significant scientific and technical studies or research projects on their World Heritage properties. These are needed to increase scientific knowledge regarding the properties, and consequently to allow the drafting of adequate protection and presentation programs (UNESCO World Heritage Centre, 2004b).

Most **Arab State Parties** declared that scientific and technical studies had been undertaken on World Heritage properties in their countries. In a majority of cases, these studies were carried out by foreign missions. However, the studies and research cited remained, for the most part, of an archaeological or historical nature. Studies devoted to the fields of conservation, restoration and presentation were rarely undertaken. Similarly, little attention was paid to natural resources or the eco-biological aspects of the properties. This indicates that Arab State Parties may not be sufficiently attentive to the need to represent the true diversity, wealth and characteristics of the cultural and natural heritage of the region (UNESCO World Heritage Centre, 2004b).

Europe has a long history of scientific research and some of the oldest universities and institutions are located in the region, thus accounting for the wealth of information and heritage-related studies. In Eastern European countries there are great resources of scientific and professional expertise, which as a result of limited funding of scientific institutions, has not been developed and has little influence at the international scientific level. Another factor is the limited access to international scientific literature within the region. In recent years, numerous studies relating to specific World Heritage properties and the typology of sites have been carried out in several State Parties. Consequently, it is worth mentioning that several research projects, as well as survey methods, were carried out on a bilateral and international level, and were of particular benefit to World Heritage sites and related issues. The long tradition in heritage preservation is one of the foundations for scientific expertise and professional knowledge in several countries. Therefore, a wide range of scientific studies, heritage conservation methodologies, and conservation and restoration techniques, as well as visitor/tourism management strategies have been developed (UNESCO World Heritage Centre, 2007c).

In **Africa**, the equipment level of the sites is disparate, often limited to more or less functional vehicles or unreliable accommodation, and the databases available are often rudimentary, old or incomplete. Only some of the sites are well equipped for research activities. A third of the sites have qualified personnel to assist in research,

such as laboratory assistants, archaeologists or ecologists. Half of the sites currently participate in scientific research programs, which, at 12 sites, are undertaken in cooperation with foreign research teams (UNESCO World Heritage Centre, 2003b).

3.3.2.2 Training and Education

State Parties are required to develop and implement training and educational strategies for professional capacity building. These are to include the creation of national or regional centres for training and education in the protection, conservation, and presentation of cultural and natural heritage that must be integrated within the existing university and educational systems. Training is one of the vital elements enabling successful World Heritage protection and is necessary in all fields of preservation, conservation and presentation.

In the **Arab region**, the need for relevant training opportunities in all fields of activity linked to cultural heritage, including scientific research, specialist training, and documentation and promotion, has been identified. One of the main barriers is the lack of funding allocated to the development of training courses and to address the lack of human resources, including qualified professional staff, researchers or scientific personnel (UNESCO World Heritage Centre, 2004b).

Although some training opportunities exist in the **Latin American and Caribbean region**, all State Parties have identified additional training needs. The challenge is to strengthen the technical and managerial capacities of the human resources of the institutions responsible for cultural and natural heritage. There is also a need for training to be linked with job opportunities. More qualified jobs need to be created to face the challenge of heritage conservation and management (UNESCO World Heritage Centre, 2004e).

3.3.2.3 Participation of Local Communities

Local communities should participate in the joint management arrangements that exist at any heritage site. World Heritage properties should have some form of property-specific committees for community and NGO input, private sector and scientific advice for building links with stakeholders and specialist expertise. Where local stakeholders are invited to participate in the development of management guidelines for a property, or even in the daily management of a property, positive outcomes can be expected.

Australian local communities participate in the joint management arrangements that exist at many heritage sites. Traditional Owners constitute a majority of the Boards of Management of Kakadu and Uluru-Kata Tjuta National Parks. Nearly all World Heritage properties have property-specific committees for community and NGO input, private sector and scientific advice with regard to building links with stakeholders and specialist expertise. It is necessary to ensure that appropriate consultative mechanisms are in place to respect the views of indigenous people concerning their knowledge of sacred sites, ceremonies, and other cultural aspects remaining exclusively within their domain, rather than information merely being published in a nomination document (UNESCO World Heritage Centre, 2004d).

In **New Zealand**, opportunities are being explored for increasing the involvement of New Zealand's indigenous community, the Maori people, in the participatory management of sites with which they have a particular ancestral association. This work has led to the proposal for a World Heritage Indigenous People's Council of Experts. New Zealand continues to work with other interested countries to develop and apply its principles although the World Heritage Committee has not accepted this proposal. Community involvement is also promoted through local conservation boards; volunteer programs; NGOs; and other agencies (UNESCO World Heritage Centre, 2004f).

a) Collaborative Management

Collaborative or joint management describes the substantial involvement of the relevant stakeholders in the management activities of a protected area. Specifically, partnerships are developed between the relevant stakeholders and the management authority of the protected area which specifies and guarantees their respective roles and responsibilities. In Mexico, national parks are administered by independent trusts composed of community members. In Italy, the principle of involving local stakeholders in park management is central to the law regulating the establishment and management of regional parks (Borrini-Feyerabend, 1996).

According to Borrini-Feyerabend (1996) several forms of representation exist:

- self-representation – people represent themselves and offer opinions or material contributions;
- direct representation – people are represented by nominees such as leaders in the community, and are still directly aware of what is happening;
- indirect representation - people are represented by delegates such as experts or government officials with there being little interaction with representatives.

3.3.2.4 Adequate Staff Capacity

World Heritage sites benefit greatly from strong staff complements in the field of protected areas generally and World Heritage specifically. Good stewardship is ensured by having professional staff, financial support, access to scientific data and supporting legislation and policy. This stresses the need for increased cooperation among sub-regions, for the multiplication of training activities and the sharing of knowledge and skills between sites.

Notable differences have been identified in the needs of the different **European** sub-regions. Eastern European State Parties have underlined the need for institutional training and the creation of training opportunities for site managers. In South-Eastern Europe, the State Parties have underlined the need for education in specialised

domains such as conservation and preservation of wall paintings, icons, and mosaics, as well as greater competence in languages and computer skills. Central Europe and South-Eastern Europe require capacity building of staff, particularly with regard to management planning and mechanisms. The Global Training Strategy encourages a more proactive use of the World Heritage Fund and ensures that the training activities that are carried out include World Heritage conservation and management issues (UNESCO World Heritage Centre, 2007c).

Evaluation of staff resources at **European** World Heritage sites is generally positive across disciplines, although responses are more mixed regarding management, promotion and visitor management. Conservation is the discipline in which staffing levels is the most satisfactory. Lack of staff in management also seems to be problematic for the Central and South-Eastern European and Eastern European sub-regions. In Central, Eastern and South-Eastern Europe, availability of professional staff in management is unsatisfactory, especially in visitor management (UNESCO World Heritage Centre, 2007c).

Both **Canada** and the **USA** feel that they possess strong management capacity in the field of protected areas and World Heritage. As a rule, World Heritage Sites in Northern America have officially adopted management plans, professionally trained staff, financial support, access to scientific data, and a legislative and policy framework that helps ensure good stewardship. The fact that many of the Northern American sites are directly administered by the national, provincial or state parks agencies of the two countries also means that the majority of the sites benefit from being part of a system of protected areas with well-established structures geared towards for preservation, conservation and presentation. Sites administered by private or municipal authorities may not necessarily have the same level of access to well-established administrative and policy structures (UNESCO World Heritage Centre, 2005b).

3.3.2.5 The Use of Information Technology

Although new information technologies may not be considered indispensable tools in the management and monitoring of World Heritage properties, they nonetheless contribute to creating a multiplier effect at the site level by broadening the possibilities of site managers, and new technologies greatly facilitate the work of professionals as they pay more attention to the conservation of the World Heritage properties.

Great disparities exist, not only between **Asian and Pacific** State Parties, but also between cultural and natural sites in their access to and use of new technologies. Access to computers and the Internet does not necessarily induce the use of advanced electronic recording, as well as documentation and information management systems. In the Asian region, Indonesia has taken the lead in digitalising archival information and important documents securing the institutional memory of a site and assisting site managers in analysing previous trends in conservation and management of the site. Development of databases for management and monitoring purposes should also be encouraged. Conscious of their own limitations, the Asian State Parties of the region have nevertheless expressed in unambiguous terms their growing interest for the potential of new information technologies applied to heritage identification, conservation, management and promotion such as on-site access to the Internet, multimedia stations and interactive touch-screens. New technologies contribute to creating a multiplier effect at the site level by broadening the possibilities of site managers, especially where sub-regional similarities could be dealt with together rather than case-by-case (UNESCO World Heritage Centre, 2004c).

3.3.2.6 Identification of World Heritage Values

It is crucial to highlight not only the intrinsic value of the statement of significance in providing baseline information on a property, but also its strategic use in management and monitoring of the property. In the requirements for inscription on the World Heritage List, the World Heritage Committee requests three essential

elements in the justification for inscription of potential World Heritage properties which forms part of the statement of significance namely: the outstanding universal value of the site; the authenticity of the site; and evidence of the commitment of the State to full and effective protection of the site. Measures to preserve World Heritage values include involving the local community, anticipating natural risks and human threats, raising awareness and educating, foreseeing and planning to improve the conservation conditions of the properties. Also, developing research, scientific and technical capacities at the sites and developing sustainable tourism (UNESCO World Heritage Centre, 2004c).

Since the World Heritage Committee does not provide an official format for the elaboration of statements of significance, in **Asia** the identification of World Heritage values are found in a great variety of formats, while also differing in content. Some are too short to encapsulate the uniqueness and outstanding values of a World Heritage property. Others, although extremely precise and exhaustive, are too long to be considered as statements of significance. In terms of content, the statements of significance do not all refer to the recommendations of the World Heritage Committee. Some statements are merely a collection of historical facts related to a site, or an elaborate description of the monuments of a site. Similarly, statements of significance should reflect changes in the authenticity and integrity of the property, and include any relevant developments in the understanding of the site. Instead, some of the proposed statements of significance do not even refer to additional criteria for which a property was re-nominated as World Heritage site, or simply omit to talk about major developments in the integrity of the site related to archaeological excavations or scientific discoveries. The need for defining strict criteria in the drafting of statements of significance, as well as the need for revision of the statements of significance has been identified. Therefore, it is crucial to highlight not only the intrinsic value of the statement of significance in providing baseline information on a property, but also its strategic use in management and monitoring of the property (UNESCO World Heritage Centre, 2004c).

3.3.2.7 Cognisance of Threats and Risks

The World Heritage Convention seeks to protect natural and cultural properties against the increasing threat of damage in a rapidly developing world. The Convention emphasizes that heritage is not a renewable asset and that it is irreplaceable. The ability to estimate the seriousness and urgency of such risks is at the heart of preventive observation. Risks can be direct or indirect and can include degradation as a result of urbanisation, natural resource exploitation, population growth, pollution, theft and vandalism, or damage through water, chemicals, pests, and plants.

The **Asia-Pacific region** is developing rapidly. It is one of the world's richest regions in both natural and cultural properties and includes many of the most sought-after tourist destinations, for example the Taj Mahal. The Convention underscores the fact that physical cultural heritage and, in many cases, natural heritage is a non-renewable, irreplaceable resource. The ability to estimate the seriousness and urgency of such risks is at the heart of preventive monitoring. More and more, properties are at risk of degradation as a direct or indirect result of urbanisation, natural resource exploitation, population growth, pollution and other phenomena of modern industrial civilisation. Theft of art and archaeological material has become a major international industry; petty theft and vandalism are also common threats to cultural properties. West-Central Asian and South-East Asian countries are primarily concerned about theft, illegal excavations and trafficking of cultural heritage. Afghanistan, Iran, Uzbekistan, and Cambodia, among others, face tremendous pressure from organized looting networks linked to the international art market. The scars of civil war and armed conflict have been felt in Cambodia, Vietnam, Afghanistan and Sri Lanka. Properties are menaced by water, chemicals, insects, rodents or other pests, plants and micro-organisms, any number of which may cause damage or deterioration. The identification of threats, as has been attempted above, is an essential component of any risk mitigation scheme, be it preventive or reactive (UNESCO World Heritage Centre, 2004c).

A property's physical and cultural integrity can also face many indirect threats in the form of atmospheric pollution, traffic vibration, encroachment and invasive commercial development. To these threats are added natural disasters, some of which are caused by unsustainable and environmentally harmful human practices, and armed conflict. With eight properties on the List of World Heritage in Danger such as Angkor in Cambodia and Kathmandu Valley in Nepal, **Asia and the Pacific** is the second region after Africa with the most endangered properties. For these reasons, site management must take into account local and national plans, demographic forecasts and economic projections, and institute preventive measures to lessen the effect of man-made and natural disasters. Successful protection of World Heritage sites require continued "*assessment, inventory, information management, research and administration*". This process will help to assure survival and sustainability (UNESCO World Heritage Centre, 2004c).

3.3.2.8 Cooperation for World Heritage

International cooperation in a number of State Parties is based on bi- and multilateral agreements in the field of heritage conservation; this is the case mainly in Western **Europe**, the Nordic countries and in Mediterranean Europe. In Eastern Europe, Central and South-Eastern Europe, international cooperation has occurred mainly at the expert level (participation in seminars and training courses). International cooperation for State Parties in the South-Eastern part of Europe has been very limited, partly due to the rather isolated position of these countries and to changing political circumstances. Bilateral agreements as well as cooperation agreements and Funds-in-Trust arrangements have greatly supported World Heritage activities around the world. Similarly, the creation of specific foundations and working groups for World Heritage has increased in recent years (UNESCO World Heritage Centre, 2007c).

The joint **Canada-USA** engagement confirms the value of exchanging ideas and information on site management in a World Heritage context. Such opportunities include invitations to meetings, exchanges of personnel on short-term assignments,

or sharing Northern American expertise with the global World Heritage network, particularly in lesser developed regions (UNESCO World Heritage Centre, 2005b).

The **Asia-Pacific** Focal Point for World Heritage (APFP) is a regional network for World Heritage Managers, which was established to facilitate regional sharing of experience, knowledge and resources. The APFP helps Asia-Pacific countries adopt and meet their obligations under the World Heritage Convention and ensure Best Practices management of their World Heritage sites. Australia and UNESCO signed a memorandum of understanding on cooperation regarding World Heritage sites in the region in May 2002. The memorandum facilitates mutual arrangements for effective cooperation and prioritisation of Australia's contribution to regional coordination in World Heritage matters (UNESCO World Heritage Centre, 2004d).

3.4 CONCLUSION

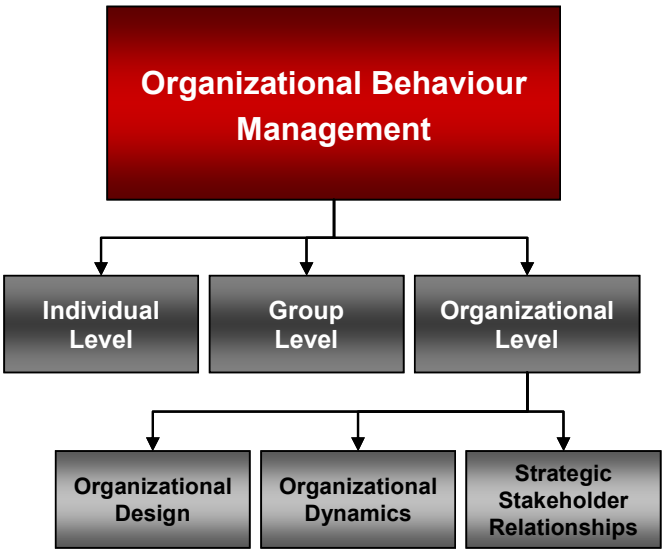
In summary, Best Practices are defined as successful initiatives that have obvious effects and tangible impacts on improving quality, are the result of effective partnership between the public and private sectors, and are sustainable on a social, cultural, economic and environmental level. When establishing Best Practices for World Heritage sites it is important to keep in mind that there is a need for better coordination and cooperation between responsible authorities, and that where applicable, State Parties, with the help of UNESCO must bring about necessary legal and institutional reforms and administrative arrangements aimed at the optimising of site-management systems.

Proper and sufficient training of site managers is important and should focus on integrated management and the sustainable use of heritage. It is also important to note the need for better methods for evaluating the effectiveness of the overall management mechanism of a property. Thus in the following chapter Organizational Behaviour Management will be reviewed in detail.

CHAPTER 4
REVIEW OF ORGANIZATIONAL BEHAVIOUR

In this chapter…

Overview of Organizational Behaviour:



4.1 INTRODUCTION

Organizational Behaviour is a field of study which has as its primary interest the understanding of groups or individuals within organizations and managing them to work effectively (Johns & Saks, 2008).

As a most basic definition an 'organization' is defined by the Merriam-Webster Online Dictionary (2008) as an administrative and functional structure (such as a business or a political party) and includes the personnel of such a structure. The Oxford English Dictionary (2008) defines it as a systematic arrangement or approach of an organized body of people with a particular purpose such as for business. Thus, an organization can be viewed as an arrangement or structuring of elements (such as people), providing a boundary separating it from its environment, exercising control over its own performance and collectively pursuing goals. The elements or parts of an organization work together to achieve goals as it is accepted that achievement of these goals would be beyond the means of the separate elements on their own.

Most people will spend a significant part of their lives in an organizational setting where objectives have to be achieved within an ever-changing environment. Organizational Behaviour (OB) is a management science concerned with the study of individuals and groups within organizational and social contexts, and the study of internal processes and practices as they affect those individuals and groups. Organizational Behaviour Management (OBM) is the study of the behaviour of individuals and groups in organizations and the interaction between the organization and its environment. OBM is concerned with the optimal management of an organization for sustained success.

The effective management of important destinations such as World Heritage sites impacts on its sustainability. As illustrated in Figure 4-1, this chapter will focus on the key drivers of effective OBM on an organizational level. In order to fully understand the significance of a World Heritage site, as well as its workings and future, it is necessary to research what it is and how it functions as an organization within a

strategic and dynamic environment. Towards this purpose the literature review will discuss OB focusing specifically on the strategic organizational level, i.e. on the areas of organizational design, organizational dynamics and strategic stakeholder relationships as key factors that drive the organizational level of OB.

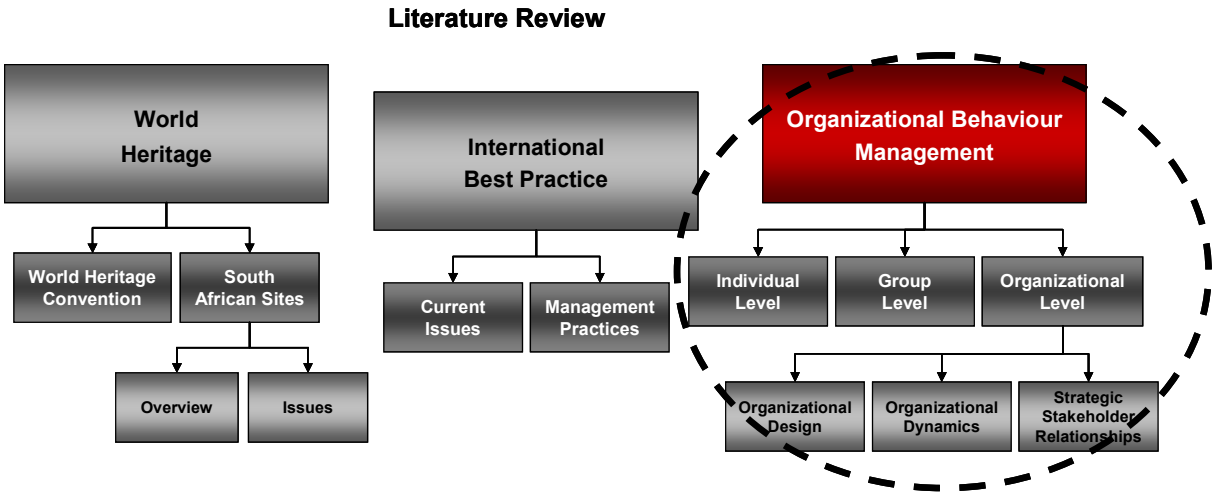


Figure 4-1: Schematic Representation of the Organizational Behaviour Literature Review
(Author's own)

Strategic OBM will form the theoretical basis from which the World Heritage sites will be studied. To address the strategic OB approach within the context of World Heritage sites in South Africa, several issues have to be dealt with. OB and its strategic importance must be defined and discussed. The optimal framework where resources are most likely to lead to a competitive advantage for an organization and the different dynamics that have an impact on optimal functioning also need to be defined. Furthermore, it is necessary to explore the roles of the human capital and stakeholders of the organization on a strategic level (Hitt *et al.*, 2006:5).

4.1.1 Organizational Behaviour Defined

OB is an interdisciplinary field of study seeking to understand the behaviour of individual, group and organizational processes in organizational settings (Baron, 1986:9) which can be applied to better understand and manage people at work (Kreitner & Kinicki, 2007:5).

OB involves the study and application of knowledge about how people act within organizations, as individuals and within groups (Newstrom & Davis, 2002:4), what "*they think, feel and do in and around organizations*" (McShane & Von Glinow, 2005:4) and it investigates the impact that individuals, groups and structures have on behaviour within organizations in order to ultimately improve an organization's effectiveness (Robbins, 2001:6).

OB has an academic element that draws on the wisdom from, and combines the knowledge of various disciplines. It can be applied in the management of people and organizations and provides advice on what managers can do to improve organizational performance. OB can be applied on three levels namely the individual, groups and the organization as a whole. It ultimately aims to improve organizational effectiveness (Shani & Lau, 2000:15).

Martin (2004:411-412) criticises OB research that only refers to OB as '*behaviour studied within organizations*'. It appears that Martin questions the reasons behind the behaviour within organizations. Staw (1991:805-819) states that theories about individual behaviour can help to explain the behaviour of organizations. He asserts that the behaviour of organizations can be related to the behaviour of individuals (actual persons such as the CEO) and could thus be explained in the same way. It is however important to remember that organizations are by definition collaborations of their participants. So although individual behaviour can explain some aspects of OB, what makes OB unique are the behavioural combinations and collaborations of the organizational members within the organizations. Staw highlights the importance of investigating the way in which the behaviour of organizations evolves out of the '*interplay between collective players and socio-structural and cultural facts'* (Staw, 1991:805-819).

Organizational behaviour may thus be defined as the attempt to describe, explain and understand how the beliefs, attitudes, values, emotional responses and behaviour of people in their workplace is shaped by the actual, imagined, implied or implicit rules and roles in their workplace (Furnham, 2004:428).

4.1.2 Overview of the Field of Organizational Behaviour

According to Furnham (2004:426), organizations are human creations of entities in which interacting and interdependent individuals work within a structure to achieve a common goal. Organizations come in many forms and their goals are manifold and may not always be shared implicitly or explicitly by all members of the organization. OB is optimally studied by adopting a systems approach and interpreting the people-organization relationships in terms of the whole person, whole group, whole organization and whole social system. From the definition above, it is clear that OB encompasses themes such as human behaviour, leadership, teams and change. OB has as its purpose the achievement of individual, organizational and social objectives by building better relationships. A comprehensive knowledge of OB will better prepare individuals to understand, influence, control and manage organizational dynamics and outcomes (Greenberg & Baron, 1997:4-6; Furnham, 2004:424).

The strategic approach to OB is based on the premise that harnessing and managing an organization's main resource namely its people (management, employees and stakeholders) effectively in order to implement the organization's strategy, drives competitive advantage and sustained success (Hitt *et al.,* 2006:5). Thus, to sustain the effective management of organizations such as World Heritage Sites it is necessary to have a strategic OB framework in place.

The literature suggests that the organization's foundation rests on its philosophy, values, vision and goals, which is influenced by the leadership. This in turn determines the type of organizational culture and consists of the formal and informal organization and social environment. The culture influences the manner in which communication takes place, as well as the group dynamics within the organization. The individuals within an organization may perceive this as the quality of work life and it will influence their motivation. Further outcomes include performance, satisfaction, personal growth and development. Together these elements form the

model on which the organization operates (Cook & Hunsaker, 2001:20-22; Kreitner & Kinicki, 2007:176; McShane & Von Glinow, 2005:416).

4.1.3 Organizational Behaviour as Independent Field of Study

Robbins, Odendaal and Roodt (2003:7) define a field of study as a distinct area of expertise with a common body of knowledge. OB as an independent field of study seeks to increase the knowledge of all aspects of behaviour in organizational settings through the use of scientific method. Scientific orientation is a hallmark of OB and the scientific foundations of OB can be found in its interdisciplinary body of knowledge, use of scientific methods and focus on application and contingency thinking.

OB utilises empirical, research-based approaches based on systematic observation and measurement of the phenomena, in this case individual, group, and organizational processes and how these processes interrelate (Greenberg & Baron, 1997:8-9; Schermerhorn, Osborn & Hunt, 2005:4-5).

OB is an independent field of study because of two main reasons:

1. Firstly, in terms of social science, it is important to study human behaviour within an organizational setting, as it generates knowledge and increases the insight into the effects of organizations on people and *vice versa*. For example, organizational behaviourists are interested in the way that organizations respond to issues such as the impact of technological change;
2. Secondly, the ultimate aim is to apply that knowledge in such a way that it is of practical use in the improvement of organizational functioning and the quality of work life (Cook & Hunsaker, 2001:6; Greenberg & Baron, 2008:15; McShane & Von Glinow, 2005:5).

OB researchers rely on a set of basic beliefs or anchors to study organizations, namely that OB knowledge should be multi-disciplinary and based on systematic research (Furnham, 2004:424; McShane & Von Glinow, 2005:19). A further anchor is that organizational events usually have contingencies, therefore any particular action may have different consequences in different situations and no single solution is best in all situations (Greenberg & Baron, 1997:8-9). Yet another anchor states that organizations are open systems (Cook & Hunsaker, 2001:13-14). Lastly, OB can be viewed from three levels of analysis: the individual, the team and the organizational level of which a brief description follows:

- Firstly, the individual level, which includes the characteristics and behaviours of individuals as well as the thought processes attributed to them. This includes motivation, perceptions, personalities, attitudes, and values.
- Secondly, the team or group level, which looks at the way people interact and includes teamwork, decisions, power, politics and conflict.
- Thirdly, the organizational level, focusing "*on how people structure their working relationships and how organizations interact with their environments*" (McShane & Von Glinow, 2005:21).

This study will focus on the organizational level of the World Heritage sites within an open systems context.

According to the open systems anchor organizations have interdependent parts that work together in an effort to monitor and transact with the external environment on a continuous basis. Systems such as organizations obtain resources from the environment, transform them by applying knowledge and technology, and produce outputs. Within the external environment there are natural and social conditions that influence the organization. External environments are turbulent and as a result organizations must be able to adapt and respond to change (McShane & Von Glinow, 2005:6).

OB is worth studying as it is concerned with the attitudes and behaviour of people in organizations. OB also has implications for an organization's competitiveness and success. An increasing number of studies have confirmed the existence of linkages between organizational behaviour and corporate performance and success. The differentiating factor of the most successful organizations is the workforce and specifically how effectively organizations manage their employees. What happens in organizations often has a profound impact on their workforce and having knowledge of OB will help to make more effective managers and employees (Johns & Saks, 2008).

4.1.4 Organizational Behaviour Objectives

Johns and Saks (2008) state that the broad goals or objectives of OB are the effective prediction, explanation and management of the behaviour that occurs in organizations, which may be described as follows:

- Predicting the behaviour of others is an essential requirement for everyday life, both inside and outside of organizations. The regularity of behaviour in organizations permits the prediction of future occurrences through systematic study.
- Explaining Organizational Behaviour or events in organizations is a key goal of OB. The ability to understand behaviour is a necessary prerequisite for effectively managing it.
- Managing Organizational Behaviour is defined as the art of getting things accomplished in organizations through people. If behaviour can be predicted and explained, it can be managed. In terms of OB points of view, prediction and explanation constitute analysis, and management constitutes action.

4.1.5 Organizational Behaviour Points of View

OB can be defined from an academic (theoretical) perspective, as well as from a managerial (application) perspective.

a) The Academic Point of View (The Map)

OBM began as the application of investigation into behaviour in organizational settings and retains the philosophical and methodological principles of behaviour analysis (Bucklin, Alvero, Dickinson, Austin & Jackson, 2000). Shani and Lau (2000:15) as well as Furnham (2004:424) define OB as the making use of theory and practice of multiple academic disciplines such as economics, psychology, political science and social sciences in order to understand and influence the behaviour of people in organizations. The main focus of the discipline of OB is on the behaviour of individuals and groups in organizations.

OB follows the same principles as behaviour in other settings. The law of cause-and-effect affirms that people will behave in ways that will facilitate the attainment of goals for which they receive rewards (Cook & Hunsaker, 2001:419-421). In other words, academics and practitioners should view behaviour as a natural occurrence, as scientific, and understand that orderly relations between behaviour and the environment can result in predicting and controlling behaviour.

In addition to a theoretical understanding, knowledge of the principles of behaviour such as reinforcement, punishment, stimulus control, discrimination and generalisation, is necessary for the successful application of behaviour analysis to organizational problems (Bucklin *et al.,* 2000). The purpose of studying OB is to understand, predict and control the behaviours of individuals and to affect organizational events, which is embodied by all people within the organization by understanding and influencing patterns of behaviour.

b) The Managerial Point of View (The Action)

Managing OB is defined as a horizontal discipline applicable to virtually every job category, business function and professional speciality (Kreitner & Kinicki, 2007:5). Kreitner (2004:55) states that OB should be viewed as a modern approach to management in order to "*determine the causes of human work behaviour and translate the results into effective management techniques*". In other words, information management can be used to influence the behaviour of individuals in the workplace from negative behaviours such as absenteeism to positive behaviours such as employee satisfaction and performance.

Basic managerial functions that are performed in order to build unity in organizations and achieve goals apply to OBM as well, and are illustrated in the Table 4-1 below, adapted from Bucklin *et al.* (2000) and Cook and Hunsaker (2001:612):

Table 4-1: Basic Managerial Functions

PLANNING	"*Defining goals, setting specific performance objectives, and identifying the actions needed to achieve them*".
ORGANIZING	"*Creating work structures and systems, and arranging resources to accomplish goals and objectives*".
LEADING	"*Instilling enthusiasm by communicating with others, motivating them to work hard and maintaining good interpersonal relations*".
CONTROLLING	"*Ensuring that things go well by monitoring performance and taking corrective action as necessary*".

(Adapted from Bucklin *et al.,* 2000; Cook & Hunsaker, 2001:612)

Furthermore, successful managers require certain skills needed to influence OB. These competencies include:

- human skills, which include the ability to work well with other people such as fostering interpersonal relationships based on trust and involvement, self-awareness, the capacity for empathy, open communication, and successful conflict resolution;

- conceptual skills, related to the ability to understand how the system works and how the parts are interrelated which also refers to being able to identify problems and opportunities and gather and interpret relevant information as well as being able to make good problem-solving decisions.

Of particular concern at World Heritage sites is that the managers are heritage specialists who are expected to cope with the management concerns and burdens such as budgets, unions, tourists and staffing issues (Richon, 2007:186-188). Knowing the particulars of OB helps prepare managers to plan, organize, lead and control organizational systems (Cook & Hunsaker, 2001:612). This knowledge allows managers to manage OB in order to bring out the best in people and to transform organizations into high-performance entities delivering superior, sustainable results.

4.2 A SYSTEMS APPROACH TO ORGANIZATIONAL BEHAVIOUR

Systems theory is an interdisciplinary field of science, being the study of the nature of complex systems. It originated in biology in the 1920s out of the need to explain the interrelatedness of organisms in ecosystems and it provides a useful framework by which one can analyze and describe any relationship, network or group of objects that work in collaboration to produce a desired outcome (Bale, 1995:30).

The open systems approach has for decades been commended for its usefulness in analysing complexity in organizations and as such is often the chosen method to explain OB issues. Systems Theory emphasises that the whole is greater than the sum of the parts and that the parts are interrelated (Cook & Hunsaker, 2001:614). The early advocates of systems theory stated that in order to fully understand a system, a study must be made of the forces that impact upon it (Baker, 1973; Katz & Kahn, 1966; Simon, 1969). An open systems approach is recommended for studying contemporary organizations which exist in challenging and constantly changing environments (Cook & Hunsaker, 2001:614; Leavitt, Pinfield & Webb, 1974; Luthans, 2008; McShane & Von Glinow, 2005:21).

For the purpose of this study the significant application of an open systems approach is within the field of 'Organizational Theory'. The systems framework is fundamental to organizational theory as organizations are complex and dynamic with goal-orientated processes (Ash, 1992: 198-207). A systemic view on organizations is trans-disciplinary and integrative, giving dominance to the interrelationships between the elements of the organizational system. It is from this dynamic interrelationships and interaction that new properties of the system emerge. A systems view of organizations relies upon achieving negative entropy also known as syntropy. The dynamic interaction of the elements of an organizational system may be referred to as '*entropy*' (the natural tendency towards a process of inner disorder) and '*syntropy*' (negative entropy) which is the opposite, referring to the force exerted to keep order. Forces for change and crisis come from entropy, which exert pressure on the system to change. Syntropy endeavours to establish the dynamics of control such as organizing and re-balancing the system (Grinberg, 2007).

The influence and empirical application of open systems theory is widely accepted (Delmas & Toffel, 2008:1027–1055; Drory & Zaidman, 2007:290-308; Lecocq & Demil, B. 2006: 891–898; Yassin, Czuchry, Martin, & Feagins, 2000: 227-233). As Yassin *et al.* (2000:227) state, global competition is forcing organizations to adopt an open systems approach which stresses customer orientation and environmental interface. An open systems approach promotes efficiency, responsiveness, flexibility and effectiveness through better relationships and dynamics in order to optimize system inputs and outputs.

It is not the focus of this study to criticize or research '*systems theory'*. However, due to the emphasis placed by systems thinking on the necessity to comprehend the interdependencies between the various parts of the system as well as between the system and its environment this researcher considers systems approach as the most meaningful way to examine an organization. *To conceptualise an organization as an open system is to emphasize the importance of the interrelationships between its elements and its environment, upon which the maintenance, survival, and growth of an open system depends.*

4.2.1 Organizations as Open Systems

Organizations are complex systems that transform inputs into outputs. Many different systems in the organization operate at the same time and the systems view of organizations emphasises the interrelatedness and interactive nature of organizations (Furnham, 2004:426-427). Although Furnham articulates the complexity of organizational systems, not all operations take place within the confines of an organization, though it may remain shaped by the organization. He warns that it is wrong to suggest that these systems have a life of their own independent of the people in the system.

The premise on which the systems model of OB is based, states that organizations as open systems take inputs from the external environment, transform some of these inputs, and send them back into the external environment as outputs. This demonstrates the need for organizations to cope with demands of the environment on both the input and the output side (Johns & Saks, 2008). The external environment consists of the natural and social conditions outside the organization as well as shareholders, customers, suppliers, governments, and any other group with a vested interest in the organization (see Figure 4-2 below).

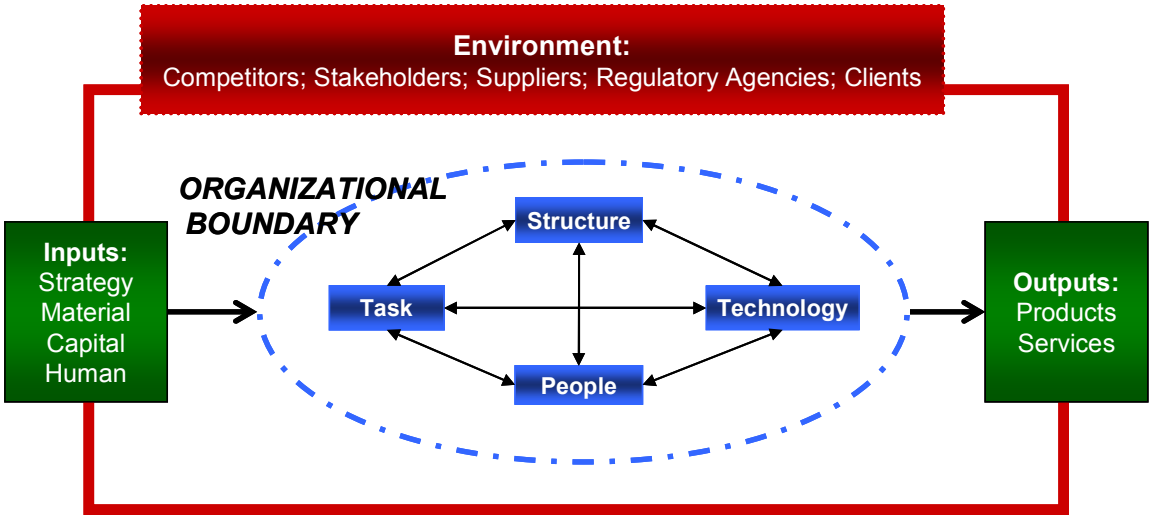


Figure 4-2: World Heritage Sites as Open Systems Organizations
(Adapted from Cook & Hunsaker, 2001:13-15; Greenberg & Baron, 1997:8; Lorsch, 1977:2-14; Robbins, 1990)

Organizational systems such as the World Heritage sites comprise interrelated and interdependent components consisting of many internal sub-systems all of which must be aligned with each other in order to form a successfully integrated whole and achieve the organizational goals (Cook & Hunsaker, 2001:13).

4.2.2 Elements of an Open System Organization

Organizations are structured, open and dynamic systems influenced by and adaptable to external forces. A system is a set of interrelated sub-systems forming an integrated whole working together to meet agreed-upon objectives. Organizations are fundamentally input-transformation-output systems that utilise resources to produce goods and services. Various inputs are imported from the environment and then transformed by the organization's subsystems into outputs to be exported to the environment, for example stakeholders are part of an open system organization and as such influence the organization's output (Cook & Hunsaker, 2001:13-15; Greenberg & Baron, 1997:8).

Components of an open system organization include the following (Cook & Hunsaker, 2001:14-15; Greenberg & Baron, 1997:8; Lorsch, 1977:2-14):

- **Environment** - The external environment consists of events and conditions surrounding the organization that influence its activities. It refers to the forces and institutions outside the firm with which its members must deal to achieve the organization's purposes. These forces include competitors' actions, customer requirements, financial constraints, as well as scientific and technological knowledge. A common denominator is that all these elements provide information that is used to make and implement decisions inside the organization. Johns and Saks (2008) further elaborate on the external environment to include:
    - The general economy which affects organizations as they profit from an upturn or suffer from a downturn.

- Social and political factors as well as legal regulations that prescribe organizational operation.
- All organizations have potential customers for their products and services. In the case of World Heritage sites; each site competes with other tourist destinations for visitors and revenue.
- Organizations are dependent on the environment for supplies that include labour, raw materials, equipment, and component parts. Shortages can cause severe difficulties.
- Competitors fight for resources that include both customers and suppliers.

- **Task** – This is an organization's mission, purpose, or goal for existing. A task is the actions members must take to implement the organization's strategy in a particular environment. For the World Heritage sites this involves the protection, conservation and presentation of the sites and heritage values, by facilitating optimal tourism and development of communities.
- **People** – This refers to the human resources of the organizational system. Psychological characteristics are the enduring factors in an individual's personality that lead him or her to behave in a consistent fashion over time. Individuals have qualities that vary greatly from those of other people, and organizations must take these differences into account. It is crucial to the continued existence of World Heritage sites (as with any organization) that they manage to sustain a capable staff complement.
- **Structure** – This is the manner in which an organization is designed to work at the macro level. The World Heritage sites involve a large number of diverse role-players and stakeholders ranging from governmental groups to on-site agencies and individuals, from international non-governmental organizations (NGOs) to private residents and tourists who are grouped together and who must make the sites function successfully.
- **Technology** – This refers to the intellectual and technological processes an organization use to transform inputs into outputs such as products or services in order to meet organizational targets.

- **Strategy** - The organization's strategy is a statement of the purposes of the organization within a relevant environment or business or context, and the distinctive means by which goals will be achieved. In that sense, the strategy defines the environment in which an organization operates. A strategy may be explicitly stated or it may simply exist as an implicit idea based on the actions of the organization's managers over time.

4.3 STRATEGIC ORGANIZATIONAL BEHAVIOUR

World Heritage sites are organizations which have as their core strategy successfully managing the sustained existence of cultural and natural heritage. In order to gain a competitive advantage in a dynamic environment, organizations must implement their strategy successfully. The effective organizing and managing of the actions, knowledge and skills of the individuals and groups within an organizational context will lead to strategic success, and this is referred to as the strategic approach to OB (Hitt, *et al*., 2006:15). Strategic OB involves harnessing the potential of entities within an organizational setting to achieve a common objective. According Hitt *et al*. (2006:6) an organization's strategy must be implemented and its goals achieved by empowering these entities in order to utilise their capabilities to the benefit of the organization.

Godkin and Allcorn (2008:82-95) suggest that three types of inertia, i.e. that of insight, action and psychological inertia, are key barriers to fostering institutional willingness to develop and implement strategic direction and thus are key barriers to the strategic management of OB. *Insight inertia* occurs when management may not observe and interpret cues from the external (or internal) environment in time to determine and adjust organizational behaviour or strategy to meet environmental, market place and internally driven demands for change. Members of the organization are thus not able to make sense of the environment or to explain why certain changes happened at all. When something informative has been learned that should guide management decision-making but managerial responses are too slow to be beneficial to the organization, *Action inertia* is the result. Organizational

resistance often translates into *psychological inertia*. Members of organizations are frequently resistant to change regardless of its necessity as they may be threatened by the perceived implications thereof, such as the loss of social capital defined as long standing relationships, or the fact that new skills may have to be learned requiring more effort (Godkin & Allcorn, 2008:82-95).

The above research by Godkin and Allcorn is a key driver of the current research. The World Heritage sites included in this study appear to suffer from some form of inertia whether of insight, action or psychological and this impacts on their ability to optimally implement their strategy. This study aims to identify the OB elements that have a strategic impact on the selected World Heritage sites. Strategic OB holds that one of the most valuable assets that an organization possesses is its people (leaders, organization members or stakeholders). The people of an organization influence the structure, the vision, the culture and the communication within an organization (Hitt, *et al*., 2006:9), all of which has an effect on its sustained functioning and the successful implementation of its strategy.

This study is based on the above open system principle whereby inputs from various sources are utilised by the World Heritage sites to produce outputs. This research study will explore the organizational dynamics, design and the top-level stakeholder relationships of the World Heritage Sites on a strategic level. This will include an investigation into the vision and strategy of the World Heritage sites, the progress from strategy to structure and the processes for implementing sustainable OBM.

4.3.1 Organizational Design and Structure

Organizational design and structure define how tasks are formally divided, grouped and coordinated within organizations (Johns & Saks, 2008; Robbins, 2001:413). Elements that must be addressed by managers when they design their organization's structure include span of control, centralization and decentralization, departmentalization, formalization and chain of command (Greenberg & Baron, 2008:586-593; McShane & Von Glinow, 2005:449-455). Constructive design and

structure can reduce ambiguity and clarify the roles for individuals and groups within the organization, thereby influencing the attitudes and behaviours of its employees (Robbins, 2001:436).

Organizational design involves the "*pattern of interactions and coordination that links the technology, tasks, and human components of the organization to ensure that the organization accomplishes its purpose*". In the design of an organization's structure there are two main objectives: The first objective is to facilitate the flow of information within the organization in order to reduce the uncertainty in decision making. The second objective of organization design is to achieve effective coordination and integration. The structure of the organization should integrate OB across the parts of the organization so that it is coordinated. Organizational design is thus the allocation of resources and people to a specified mission or purpose and the structuring of these resources to achieve the mission of the organization. Ideally, the organization is designed to fit its environment and to provide the information and coordination needed (Duncan, 1979:59-80).

There is no one best structure and as indicated by Deacon (2006:3) when planning, designing or managing a heritage site two things are important:

- All sites vary and will dictate the design and type of management which is necessary. There is no universal recipe or off-the-shelf plan or design. The type of site, its physical condition and the social situation surrounding it is variable. The solution to its problems will therefore also be variable.
- Certain basic universal processes are the same for all sites such as the basic managerial functions of planning, organizing, leading and controlling. Basic guiding principles and a standard sequence of steps in management planning and design must be followed to ensure success.

Lorsch (1977:2-14) indicated that organizational design is an important means of influencing the pattern of behaviour in an organization. An appropriate organization design depends upon the nature of the organization's environment and the personality of its members. An organization's design is its management's formal and explicit attempt to indicate to the members of the organization what is expected of them. It includes the following elements:

- *Organization structure*: This refers to the definition and mapping of individual jobs and their expected relationship to each other as depicted on organization charts and in job descriptions;
- *Planning, measurement, and evaluation schemes*: are the procedures established to define the organization's goals and the methods for achieving them. It also includes the systems used to measure progress against these plans and to provide feedback about performance;
- *Rewards*: refer to the explicit rewards given by management in return for the individual's work. Such rewards can include money and career opportunities. What is important is how the rewards relate to the results;
- *Selection criteria*: are the guidelines used to select incumbents for various positions as related to the personalities, experience, competencies and skills of organization members;
- *Training*: consists of the formally established educational programs, both on and outside the job, that not only impart knowledge and skill but also provide another means for management to indicate how it expects organization members to behave on the job.

As described previously, organizations are considered to be open systems, affected by and in turn influencing, an external environment and its stakeholders. Organizational systems such as the World Heritage sites comprise interrelated and interdependent components that need to be continuously harmonized with each other and the environment in order to form an integrated whole and achieve the organization's goals (Cook & Hunsaker, 2001:13-15). Variations in markets, in processing technology and in the state of scientific knowledge all impose different

requirements on organizational arrangements. So do the varying sizes of companies. Small companies, for example, can be managed with less formality and more emphasis on personal leadership than larger companies (Lorsch, 1977:2-14).

Thirty years ago organizations were thought to be self-contained, and the organization's structure defined the reporting relationships among internal functional departments. Today, when deciding what kind of organization structure to use, managers need to understand the characteristics of the environment they are in and the demands this environment makes on the organization in terms of information and coordination. Organizational boundaries have opened up and as such, are taking into consideration the environment and demands on and from the organization (Anand & Daft, 2007: 329–344; Duncan, 1979:59-80).

Traditional organizational designs include the self-contained designs which are very functional or divisional in nature. In a functional structure, activities are grouped together by common function following a bottom-up approach. The divisional structure occurs when departments are grouped together based on organizational outputs. The matrix organization combines a vertical structure with a horizontal overlay. In order to facilitate the achievement of goals, the vertical structure provides the traditional control within functional departments and the horizontal overlay provides for increased coordination across departments. This structure has lines of formal authority along two dimensions, such as the functional and product dimensions or the product and region dimensions. Several less traditional organizational designs have emerged in the last decade, mostly designed to make organizations more lightweight by having a number of tasks performed externally, for example the outsourcing of various pieces of work traditionally done internally, to outside partners. These organizational designs include the hollow organization, modular organizations and virtual organizations (Anand & Daft, 2007: 329–344; Johns & Saks, 2008).

Today the focus in organizational design is very much on **collaborative or partnership designs** resulting in new demands on managers and organizations. The biggest change has occurred in the sphere of control: from having direct control over resources required for performance, toward dependence on others over whom there is little or no direct control. Even with the more dependence and less control option brought about by newer structural designs, managers are still responsible for performance outcomes. Successful managers in collaborative roles need to be extremely flexible and proactive, to achieve outcomes through personal communication and influence tailored to people and situations, and to assertively seek out needed information (Anand & Daft, 2007: 329–344).

According to Anand and Daft (2007: 340–342) the key demands for succeeding with collaborative designs are as follows:

- Spending time getting to know potential strengths, weaknesses, and goals.
- Soft skills dominate hard skills in the newer organization designs, thus it is necessary to select or to cultivate people based on lateral organizing skills. Lateral organizing skills refers to the ability to work with people across organizations, including those with whom lines of responsibility and accountability are somewhat unclear. People who are part of a horizontal team or who work with outside partners must have excellent coordination, personal influence, and negotiation skills.
- Seek clarity, not control, by spending time setting expectations and creating structure in order to avoid any ambiguity. The respective goals, incentives, and desired outcomes should be defined in advance. During the relationship, problems will surely arise and changes will be made, but clarity in the beginning is essential.
- Coordination mechanisms should be put in place to facilitate some amount of mutual control through collaboration. For example, mechanisms might include a Governance Board that meets quarterly to oversee the work, build relationships, and discuss results.

The environmental, strategic, task and individual requirements facing the organization will dictate the design of what the ideal organization should look like to meet these conditions and achieve the organization's objectives. Organizational design is influenced by many factors such as the external environment or the specific site and its demands. Managers have to be intelligent and realistic about the organization's design that provides them with the competitive advantage and greatest value. A collaborative design often requires some change in culture, but mostly it requires a new managerial paradigm with special focus on working with external partners and building relationships that serve both partners (Anand & Daft, 2007: 329–344).

4.3.2 Organizational Dynamics

OB dynamics are used to describe processes such as individual motivation, leadership, interpersonal relationships, group and inter-group processes, corporate culture, change and development and are based on behaviourist models. Organizational dynamics holds the premise that the "*increasing complexity of organizational activities requires leaders who can integrate 'hard' content such as structural information with 'soft' processes such as judgment-based decision making. Understanding the art and science of the organization enhances the competencies necessary to ensure the viability of organizations*" (De Vries, 2004:183–200).

Gunter (2000:66) identifies four forces that affect organizational dynamics. The four primary forces at work in all organizations are: culture, communication, innovation or change, and conflict. Each is a distinct force yet is so interconnected with the others that one cannot be considered while disregarding the other three. Remove one force, and the organization collapses. Although the basic universal processes are the same and can be grouped under Gunter's four forces, all organizations vary and this variation will dictate the dynamics that play an influential role in that specific organization.

On an organizational level, Knights and Willmott (2007:258-437) identified management and leadership; politics and decision-making; culture; change and innovation; and technology, as key organizational dynamics playing an influential role in today's organization. Cook and Hunsaker (2001:372) state that whenever behaviour must be managed, cognisance must be taken of managing conflict and building relationships. This research study focuses on three key dynamics (as is illustrated in Figure 4-3 below) based on the research done by Gunter (2000), Knights and Willmott (2007) as well as Cook and Hunsaker (2001), which is believed to impact significantly on heritage sites:

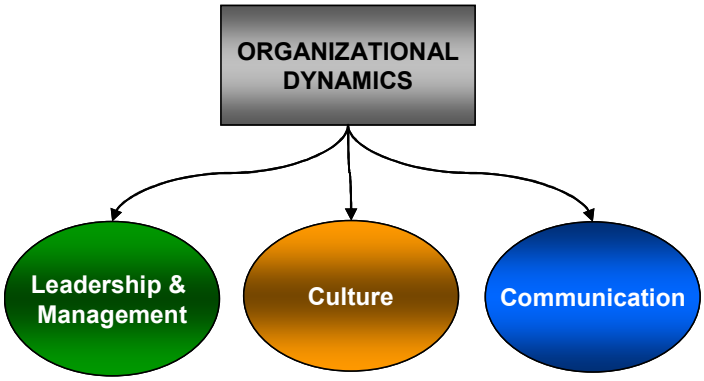


Figure 4-3: Organizational Dynamics
(Author's own)

4.3.2.1 Leadership and Management

Leadership is defined by Greenberg and Baron (2008:501) as the process whereby one individual influences others toward the attainment of organizational goals. Levitt (1960: 45-56) blames failures of management for decline:

> "*In every case, the reason growth is threatened, slowed, or stopped is not because the market is saturated. It's because there has been a failure of management*."

Leadership is the influence and support that particular individuals bring to bear on the goal achievement of others in an organizational context. Although any organizational member can influence other members, individuals with titles such as 'manager' have

the leadership roles and responsibility to lead and influence others (Johns & Saks, 2008; Newstrom, 2008).

Elenkov, Judge and Wright (2005:666-668) define strategic leadership as the process of forming a vision for the future, communicating it to subordinates, stimulating and motivating followers, and engaging in strategy-supportive exchanges with peers and subordinates. They conducted research which found that strategic leadership is crucial for achieving and maintaining strategic competitiveness. Strategic leaders are recognized for playing a key role in recognizing opportunities and making decisions that affect the organization's attainment of its goals. The importance of vision and its effects on organizational processes and outcomes is emphasized, by defining leadership itself as a management activity through which the leader secures the cooperation of others in pursuit of a vision.

Typically, leaders or managers are expected to show consideration which involves the extent to which the leader is approachable and shows personal concern for employees as well as to initiate the structure for the attainment of goals. Showing consideration and initiating structure contribute positively to employees' motivation, job satisfaction, and to a leader's effectiveness (Kinicki, 2008; Kreitner, Kinicki & Cole, 2007). The effectiveness of management will depend on the particular work environment and leadership, can and should differ according to the situation the organization finds itself in. Various leader behaviours will be more or less effective depending on the situation. Types of leadership include the following (Johns & Saks, 2008):

- directive leaders follow a structured approach by scheduling work, maintaining standards of performance and letting employees know what is expected of them;
- supportive leaders are approachable and interested in maintaining agreeable interpersonal relationships;
- participative leaders consult with employees about work-related matters and consider their opinions when making decisions; and

- achievement-oriented leaders encourage employees to strive to achieve difficult targets and goals.

An important issue of leadership is participative leadership. Participative leadership entails involving employees and stakeholders in making decisions that impact on themselves and the organization. Participative leadership is not to be confused with abdication of leadership and entails the involvement of people in situations that encourages them to contribute to group goals and to share responsibility. For employees, it is the psychological result of supportive management (Johns & Saks, 2008; Newstrom, 2008).

Potential advantages of participative management include that participation can increase the motivation of employees, can lead to the establishment of common goals and can increase intrinsic motivation. Benefits of participation can include higher-quality decisions and the empowerment of employees to take direct action and solve problems. It may also increase acceptance of decisions (buy-in), especially when issues of fairness are involved. Potential problems or difficulties associated with participation include that it involves specific behaviours on the part of the leader that require time and energy. Some leaders feel that a participative style will reduce their power and influence, and that employees or stakeholders might lack the knowledge to contribute effectively to decisions (Johns & Saks, 2008).

Kaiser, Hogan and Craig (2008:96-100) argue that the actual influence of leaders on organizational outcomes is overrated as a result of biased attributions to leaders. It is however recognized and accepted that leadership is important, and research supports the notion that leaders do contribute to key organizational outcomes. Measurement of successful strategic leadership is often difficult and depends on the focus taken. This can be based on factors such as the career success of the individual leader or the performance of the group or organization.

It is important to distinguish between leader or management *performance* as opposed to *effectiveness*. Performance reflects behaviour while effectiveness

implies the assessment of actual organizational outcomes (such as effective financial management) which may be subject to external factors beyond the control of the leader, making it difficult to determine exactly what is behind a particular outcome (Campbell, McCloy, Oppler & Sager, 1993:35-71). Although leadership success may be based on the effectiveness of the team, group, or organization (referring to the ability of a particular leader or management group to influence others and achieve collective goals), leadership effectiveness is often based on the perceptions of subordinates, peers, or supervisors (Hogan, Curphy & Hogan, 1994: 493-504; Judge, Bono, Ilies & Gerhardt, 2002: 765-780).

Birch (1999:7) distinguishes between leadership and management. Effective leaders create and sustain a competitive advantage while managers typically follow and realize a leader's vision. The difference lies therein that the leader may have the role (and responsibility) of influencing others to accept and implement the vision or strategy in order to achieve a task while the manager may have the role of organizing resources to get this done.

Strategic management entails evaluating and implementing cross-functional decisions that will enable an organization to achieve its long-term objectives, such as allocating resources to implement the policies and plans, projects and programs to achieve these objectives. Strategic management thus seeks to coordinate and integrate the activities of the various functional areas of a business in order to achieve long-term organizational objectives. If strategic management is rigidly enforced it can stifle creativity, lead to conformity in thinking and cause an organization to define itself too narrowly (David, 2007).

The selected World Heritage sites under review in this study have fairly mature management structures in place. As will be highlighted in later chapters, one of the issues under investigation is to what extent the leadership of these sites effectively implements the strategy of the sites to the benefit and buy-in of all involved. Allegations of mismanagement have been lodged against all of these management

authorities and in both cases stakeholders appear to feel excluded. This threatens the sustained existence of these fragile sites.

4.3.2.2 Culture

Greenberg and Baron (2008:544) define organizational culture as "*a cognitive framework consisting of attitudes, values, behavioural norms and expectations shared by organizational members*". According to Robbins (2001:528), an organization's culture is the perception of its personality and these perceptions affect employee performance and satisfaction. Newstrom (2008) is of the opinion that organizational cultures reflect the assumptions and values that guide a firm and are intangible but powerful influences on employee behaviour.

Elements of an organization's culture include its value system, beliefs, assumptions, and norms (Cook & Hunsaker, 2001:120; Knights & Willmott, 2007:344-374). Ivancevich, Konopaske and Matteson (2008) make the point that "*corporate culture*" is a soft concept with potentially hard consequences. Researchers differ on whether an organization's strategy and leadership serves as a foundation for the culture or whether the opposite is true. Whether an organization's culture can serve as a foundation for the organization's strategy and can promote consistent behaviour in employees. An important consideration is successfully matching individual values with the organizational culture, thereby affecting motivation, satisfaction and turnover.

A definition of culture by Chell (1994:90) suggests that an organization's culture comprises beliefs about how employees should be treated; beliefs about support of efforts to do a good job; and most importantly for the purpose of this research, beliefs about how the organization interacts with the environment and strives to accomplish its mission.

A culture is typically created by a founder or the top-level management who shapes a common vision. The characteristics of organizational culture can be observed in behaviour, the dominant norms and values, philosophy, rules and the general

organizational climate. Although everyone in an organization will share the organization's culture, not all may do so to the same degree. There can be a dominant culture, but also a number of subcultures with the dominant culture's core values being shared by the majority of the organization's members (Luthans, 2008). One could argue that UNESCO sets the stage for the culture of World Heritage organizations by having developed the concept of World Heritage and the protection thereof for future generations. These values have been incorporated by the individual heritage sites and are apparent from their application documentation for World Heritage status as well as from the empirical research in this study where the general values seem to be those of a genuine concern for the sustained existence and protection of these unique sites. However, the various subcultures, as well as the degree to which a common vision and value system is shared, seem to be serious issues and can lead to conflicting stakeholder relations.

Organizations develop value systems that can be described as originating either from leaders or from tradition, and in content can be described as either functional or elitist. Of the possible combinations, traditional-functional based culture values build the strongest culture, while leadership-elitist based cultures are the least enduring and adaptable. Managers should be aware that the organizational culture can be a useful way of influencing behaviour and reducing reliance on managerial tools such as policies and budgets. Strong cultures tend to resist change and when thinking of changing a culture, consideration must be given to differences, ethnic backgrounds, cultural pre-dispositions and domestic or international cultures (Cook & Hunsaker, 2001:118-155).

A strong culture is said to exist where staff respond to stimuli because of their alignment to organizational values. In such environments, strong cultures help firms to operate with superior execution. On the other hand, where there is a weak culture there is little commitment to the organizational values and control must be exercised through extensive procedures and bureaucracy (Mcfarlin, 2002). In both cases, iSimangaliso and the Cradle of Humankind, it appears as if the members of the

organization have a weak alignment with organizational values. Many feel excluded and thus bureaucracy is used to maintain control.

According to Rogers and Meehan (2007:254-261) culture provides a source of competitive advantage. Most importantly, research has shown that an organization's culture contributes to the success of a business (Ashkanasy, Wilderom & Petersen, 2000). It motivates employees and inspires loyalty. Yet, while business leaders fully recognize the crucial role that culture plays in focusing and engaging employees, few succeed in building and sustaining a '*winning*' culture. The best companies succeed on two dimensions. Firstly, every winning culture has a unique personality based on shared values and heritage that cannot be invented or imposed. Secondly, successful cultures usually embody six common high-performance behaviours:

- The members have high aspirations and a desire to win, focusing not on short-term financial performance but rather on building something lasting.
- There is an external focus on customers and competitors and not on internal politics. It appears that at iSimangaliso and the Cradle of Humankind, there is an emphasis on issues which may be traced to internal politics such as the perception of non-participatory management, show-and-tell communication and the exclusion of stakeholders, rather than focusing on the bigger picture regarding the site and its customers or competitors.
- A feature of a high-performance culture is that employees take personal responsibility for overall business performance - they '*think like owners*'. This is an interesting phenomenon if one remembers that World Heritage is considered to belong to all the people of the world, and yet local people live on the site (and in the case of the Cradle of Humankind, privately own a large part of the site).
- High-performance cultures have a bias towards action and want to get things done.
- People are encouraged to recognize the importance of teamwork, to be open to other people's ideas and to work collaboratively. This is often only a reality if allowed by the leadership of a particular World Heritage site.

- A high-performance culture is passionate, striving to go beyond adequate to exceptional performance.

At both sites under investigation there seems to be a clear belief in the value of the site and the need to conserve it for posterity by all parties. What is lacking appears to be a shared vision of how this should be accomplished as well as a lack of a feeling of inclusion in the organization's management. Culture is seen to represent some kind of shared commitment to how things should be done in a particular organizational setting. This results in particular ways of relating to the organization, to superiors, to colleagues and to a role, job or task (Knights & Willmott, 2007:344-374).

Several methods have been used to define and classify organizational culture:

Hofstede (1980) identified five dimensions of culture:

- *Power distance* - the degree to which a society expects there to be differences in the levels of power.
- *Uncertainty avoidance* - reflects the extent to which a society accepts uncertainty and risk.
- *Individualism vs. collectivism* - individualism is contrasted with collectivism, and refers to the extent to which people are expected to stand up for themselves, or alternatively act predominantly as members of the group or organization.
- *Masculinity vs. femininity* - refers to the value placed on traditionally male values (for example competitiveness, assertiveness and ambition) or female values (such as relationships and quality of life).
- *Long vs. short term orientation* - describes the importance attached to the future versus the past and present (in long term oriented societies, thrift and perseverance are valued most; in short term oriented societies, respect for tradition and reciprocation of gifts and favours are valued most).

Deal and Kennedy (1982) defined organizational culture in terms of the way things are accomplished in the organization. They measured organizations in respect of:

- *Feedback* - quick feedback means an instant response, and could refer to monetary terms, but could also refer to something else, such as the impact of a great save in a soccer match.
- *Risk* - represents the degree of uncertainty in the organization's activities.

Handy (1993:183-191) identified the key types of cultures (see Table 4-2 below) that exist within a range of organizational settings, but cautioned that any culture can be a good culture. However, what worked well in one setting or place will not necessarily be successful somewhere else.

Table 4-2: Handy's Typology of Organizational Culture

THE POWER CULTURE	Based on central power source such as the founder. This central figure selects staff that has similar ways of thinking and then gives a lot of freedom. Decisions depend on power rather than procedure and the environment is quite competitive.
THE ROLE CULTURE	Reason and logic are key values with a highly structured and bureaucratic organization. Power comes from hierarchical position.
THE TASK CULTURE	Based on teamwork and expertise where people and resources are brought together to get the job done. Decision-making is fast paced and often delegated to team-level.
THE CLUSTER CULTURE	Power is shared and mutual consent is necessary for any control. Individuality and freedom are key values.

(Adapted from Handy, 1993:183-191)

Schein (1985) defines organizational culture as a pattern of shared basic assumptions that a group has learned while it solved its problems. These patterns are believed to have worked well enough to be considered valid and to be taught to new members. According to Schein, culture is the most difficult organizational attribute to change, outlasting all others such as organizational products, services and leadership. It is of concern that at both the Cradle of Humankind and iSimangaliso it appears that the pattern of shared assumption is that of mistrust and of discontent with the way in which the sites are managed. If, as stated by Schein, culture is indeed the most difficult of organizational attributes to change, the question

may be what the effect of this seemingly pervading discontent will be on the sustained success of these World Heritage sites.

Criticism of the abovementioned typologies assert that although these typologies provide useful ways of classifying and describing organizational culture, it is important to remember that organizations may house sub-cultures because of particular circumstances and this requires integration efforts. Rarely does only a single culture exist in an organization or a specific culture reflect the interests of all stakeholders within an organization. Also multi-culturalism may exist and allowances should be made for the fact that different groups in the organization may have different values (Knights & Willmott, 2007:344-374).

One of the strongest criticisms of attempts to categorise organizational culture is put forward by Smircich (1983:339-359) who describes culture as driving organizations rather than vice versa. Organizations are the product of organizational culture and because of the lack of awareness as to how it shapes behaviour and interaction it is difficult to categorise and define it. Whatever an organization's culture may be, what is important is the way in which members of the organization react to that culture. Whether it is a positive or a negative reaction may influence the success or failure of the organization. Both the Cradle of Humankind and iSimangaliso appear to be bureaucratic organizations with power-type cultures (in terms of Handy and Hofstede's definitions) and it is the reaction of the stakeholders to this perceived culture which is of concern to this study as it may negatively impact on the effective OB of these sites.

There are several reactions to organizational culture (Brown, 1998:93):

- *unequivocal adherence* with unquestioning acceptance of management values;
- *strained adherence* where employees buy into the culture although they have some concerns about the ethics or effectiveness of the values;

- *secret non-adherence* with outward compliance due to fear of losing jobs but displays of non-acceptance when it is safe to do so;
- *open non-adherence* with blatant resistance to management values often resulting in industrial action.

How this manifests in the World Heritage sites being studied will be discussed in a later chapter.

4.3.2.3 Communication

Greenberg and Baron (2008:337) state that the purpose of communication within organizations is to direct action; to coordinate; and to communicate in order to build relationships. The way an organization communicates can explain its culture and the inter-organizational linkages. Individuals and groups in organizations communicate in order to generate ideas, to share knowledge and to get the job done. From an OB perspective it becomes clear that communication has a role to play on an individual, group and organizational level. Effective organizational communication is necessary for transmitting directives, building cooperation, optimizing performance and satisfaction, to steer clear of obstacles, and to solve problems. Communication channels can be formal or informal and flow in several directions (Cook & Hunsaker, 2001:272-273).

Communication is complicated by such barriers as frames of reference, value judgments, selective listening, filtering, and distrust and can be overcome by clear and complete communication. Many of these elements have been identified as barriers to successful communication at the Cradle of Humankind and iSimangaliso. Credible organizational communication is enhanced by demonstrating expertise, clarifying intentions, being reliable and dynamic, exhibiting warmth and friendliness, and building a positive image. To communicate effectively in a global environment requires understanding of how different cultures interpret, behave, and interact. It is inappropriate to assume that a particular mode of communication that works in one organization is transferable across organizations (Cook & Hunsaker, 2001:283-285).

Communication is extremely important for OB. Organizational goals will not be accomplished without communication among group members. Communication is also necessary for organizational effectiveness. As individuals move up the organization's hierarchy they spend more time communicating (Johns & Saks, 2008). Successful communication achieves two goals, namely *influence* and *effectiveness*. The fit between the message received and the readiness of the receiver to accept it will determine the influence the communication has and will result in action or no change at all. Effectiveness can be evaluated by how closely the influence and effect of the message mirrors the intention of the sender. Successful communication directly affects an organization's bottom-line and is therefore a critical dynamic in successful OB (Hersey, Blanchard & Johnson, 1996:337-343).

Johns and Saks (2008) have identified key issues about organizational communication which will determine its effectiveness and success. When communication flows in accordance with an organization chart it follows the chain of command or lines of authority such as is the case with downward communication where information flows from the top of the organization toward the bottom. However, much of the organizational communication does not follow the formal lines of authority. In reality the formal chain of command is sometimes an ineffective path of communication and informal communication channels proliferate. Furthermore, effective communication is often inhibited by filtering, which is the tendency for a message to be watered down or stopped at some point during transmission. Subordinates use upward filtering to hide negative performance information and managers use downward filtering because of the belief that information is power.

Recent research in the field of organizational communication has moved from acceptance of mechanistic models of communication to the study of the persistent and hegemonic (the dominance of one social group over another) ways in which communication is used to accomplish certain tasks within organizational settings but also how the organizations affect our communication (Cheney, Christensen, Zorn, &

Ganesh, 2004; May & Mumby, 2005; Tracy, Myers & Scott, 2006: 283-308). The field has expanded to study phenomena such as:

- *Constitution* – how communicative behaviours shape organizational processes or products or how the organizations within which we interact affect our communicative behaviours; thus if the World Heritage sites are perceived to be power cultures that exclude stakeholders there may be an inherent mistrust affecting the acceptance of any communication, no matter how honest or well-meant it may be;
- *Narrative* – how narrative is employed to indoctrinate new members or purposively invoked to achieve specific outcomes;
- *Identity* – work-related or organizational membership defines communication differently within the organizational setting than within non-vocational sets of relationships;
- *Interrelatedness* of organizational experiences – the effect of communicative interactions in one organizational setting on communicative actions in other organizational settings.

If communicative behaviours do indeed shape organizational processes as is indicated by the research mentioned above, the perception that there is little open communication and organizational members' perception that they were told as opposed to being engaged, could negatively shape OB, which ultimately negatively impacts the sustained existence of these World Heritage sites.

4.3.3 Strategic Stakeholder Relationships

The World Heritage organizations have to incorporate and protect the interests of many stakeholders including nature conservationists, tourism related operators and visitors, private residents and local communities (World Conservation Monitoring Centre, n.d.). The success of these organizations is contingent upon the successful leveraging of the relationships between stakeholders, the bridging of social capital which must occur in order to achieve a common goal.

As illustrated in Figure 4-4, a preliminary stakeholder analysis has established that the following role-players are involved in most World heritage sites:

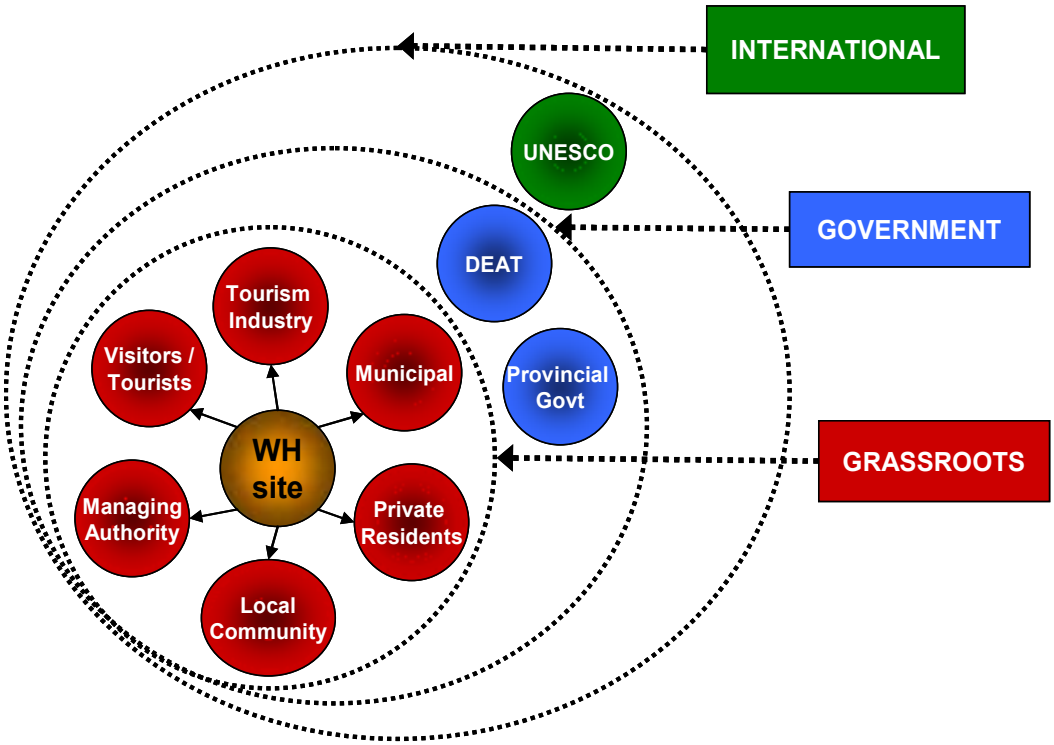


Figure 4-4: Stakeholder Analysis
(Author's own)

For the purpose of this study a World Heritage site is seen as an organization with an arrangement or structuring of stakeholders including:

- the landowners (private or government);
- the site's managers;
- the local communities and residents whose living conditions and properties are affected by World Heritage status designation;
- visitors to the site, because of the economic impact of their activity on the livelihood of the locals and the site;
- the municipalities and government departments who provide the legal and support structures governing the daily existence of the sites;

- UNESCO, who by virtue of endowing the World Heritage status is partly responsible for and concerned with the long-term success and sustainability of such sites.

As stated previously, organizations are made up of elements (such as its stakeholders) that have to work together in order to achieve goals that they may not otherwise have been able to achieve. It is useful to study the stakeholders within an organization because of the value of organizational social capital. Organizational social capital refers to connections within and between social networks as well as connections among individuals that have value and can increase productivity (Portes, 1998:1-24).

The term '*social capital*' can be used to explain improved managerial performance, the enhanced performance of functionally diverse groups or the value derived from strategic alliances (Halpern, 2005:1-2). It is the summative actual or potential resources possessed by a network of more or less institutionalised relationships. Connections and social networks are often deliberately constructed for the purpose of creating this resource.

According to Arregle, Hitt, Sirmon and Very (2007:73-95), Adler and Kwon (2002:17-40), Hitt, Lee and Yucel (2002:353-372) social capital, which these authors define as the goodwill and resources made available via reciprocal and trusting relationships, often makes a positive contribution to an organization's outcomes. The contribution of social capital is derived from both intra- and inter-organizational relationships. Inside the organization, social capital can reduce transaction costs and facilitate information flow (Burt, 2000:345-432). External to the organization, social capital increases the success between alliances (Ireland, Hitt, & Vaidyanath, 2002:413-436). Social capital is especially important in World Heritage organizations where many of these sites are vying for and dependent upon limited resources (such as government funding), and as a result additional needs are met by stakeholders who have a sense of ownership for and share a belief in the value of the site.

Organizations are made up of individuals and groups interacting and being interdependent, who have come together to achieve particular objectives. When this happens, inevitably power becomes an issue, politics and conflict emerge and negotiation becomes relevant (Robbins, 2001:218). Social capital may therefore be not always be utilised positively. For instance, people may gain access to powerful positions through the direct and indirect employment of social connections or criminal gang activity that is encouraged through the strengthening of intra-group relationships. This iterates the importance of distinguishing between *bridging* social capital in order to accomplish a common goal as opposed to the more easily accomplished *bonding* of social capital. Often groups can become isolated and disenfranchised from the organization, especially from groups with whom bridging must occur in order to achieve a certain objective (Bolin, Hackett, Harlan, Kirby, Larsen, Nelson, Rex & Wolf, 2004:64-77).

It is useful to have power in order to get things done. There are various sources of power, namely coercive, reward, legitimate, expert and referent power (McShane & Von Glinow, 2005:360-362; Robbins, 2001:353-355). Politics is power in operation where one individual or group attempts to use the distribution of advantages and disadvantages within the organization to their advantage (Robbins, 2001:362). According to Kreitner and Kinicki (2007:499) organizational politics cannot be avoided and should be managed through negotiation to minimise conflict.

Organizations are made up of interacting individuals and groups with varying needs, objectives, values, and perspectives that naturally lead to conflicts of interest. Members of a group in conflict with another group in a competitive situation can increase performance and group solidarity. However, when the members are in conflict within the group itself, dysfunctional hostility, distorted perceptions, negative stereotypes, and decreased communication can develop (Cook & Hunsaker, 2001:6-7).

Conflicts need to be managed appropriately to provide positive outcomes and avoid negative possibilities such as absolute win/lose situations. There are several managerial styles available for doing this including competing, avoiding,

accommodating, collaborating, and compromising. When groups become dysfunctional, changes need to be made, and coordinating these groups can be accomplished through setting rules and procedures, providing hierarchical structure and liaison roles, or integrating departments. Strategies for dealing with conflict or dysfunctional aspects of the group include emphasizing the total organization by focusing on the overall or common goals, increasing effectiveness of communication and changing the organizational structure (Cook & Hunsaker, 2001:384-388). Negotiation is an ongoing activity in organizations and it entails a give-and-take process involving interdependent parties with different preferences who need each other to attain a goal (Kreitner & Kinicki, 2007:423; Robbins, 2001:405).

All heritage organizations have to work in unison with stakeholders if they wish to avoid unnecessary conflicts. Knowledge of stakeholders' issues is a prerequisite for effective management of a site. Pedersen (2002:37-44) states that the *benefits* of involving stakeholders in planning and management include the following:

- It will save time and money, as projects may be sabotaged by disgruntled stakeholders.
- Failure to understand stakeholder positions can delay or block projects.
- Stakeholders can inform site managers about easily misunderstood local cultural differences if involved in the planning and management process.
- Stakeholders can help identify problem areas that may have been overlooked by the experts.
- Stakeholders can provide useful input regarding desired conditions at a site.

There are several *challenges* related to stakeholder cooperation and public participation (Pedersen, 2002:37-44):

- Formulating a clear idea of different stakeholder groups can be difficult.
- Open discussion may be seen as a threat to power and control.
- The most vocal critics can dominate the participation process if an organized group is heavily represented.

- Hierarchical structures may inhibit stakeholder participation in decision making.
- Public participation may be more a form of appeasement than a way to solicit stakeholders' input.
- While public participation is necessary, over-reliance on public input can lead to inaction and a deterioration of conditions over time.

This study aims to investigate strategic OB dynamics and the design of South African World Heritage sites with focus on strategic stakeholder roles and their contribution to the sustained success of the World Heritage sites.

4.4 CRITICISM OF ORGANIZATIONAL BEHAVIOUR RESEARCH

One of Martin's (2004:411-413) first criticisms of research in the field of OB is the lack of empirical studies that investigate the link with or interplay of individual behaviours (micro-behaviour) on and within organizations (macro-behaviour). This criticism is echoed by Furnham (2004:427). Martin feels that mainstream OB research is in search of causal determinants (i.e. trying to explain the variance of a dependent variable) but neglects to describe the causal mechanisms which influence the effects. Janis (1982:254) explained it most eloquently when he stated that "*the problem of why… is more difficult to investigate than the problem of who… and when. But the 'why' is the heart of the matter if we want to explain the observed phenomena…*".

Furnham (2004:429-431) postulates that OB is not adequately concerned with theory development, opting rather to borrow or adapt various different theoretical perspectives reflecting a lack of interest in theory development. One can argue that this may be due to Organizational Behaviour's pragmatism and the applied focus. A further criticism is with regard to the whether the research results have reliable practical consequences (Martin, 2004:414). Martin is of the opinion that it is inappropriate to make sweeping statements from small-scale sample results as if it represented the entire universe being studied. In order to arrive at reliable

suggestions a sound assessment of the situation must be made with acknowledgement of the fact that there may be a lot more information to be assessed. Although Martin is in essence correct, his disdain for most research done in this way, takes away some of the importance and impact that research, however small, can still contribute by highlighting even one important aspect of the topic being researched.

A third criticism is that the world of OB seems to be a predominantly psychological world where problems are primarily located in the individual person and that this does not take full cognisance of the social and economic workings that may impact on organizational life (Martin, 2004:415). Furnham (2004:429-431) agrees with this, stating that the importance of issues around globalization have been somewhat ignored as economic and political factors change societies and organizations within them. Studying OB within the context of systems theory may specifically address this shortcoming as it provides a useful framework which should incorporate all of these issues as well as the individual psychological issues.

Furnham (2004:429-431) also highlights the fact that OB research tends to focus on and review studies, theories and case histories from the perspective of Western industrial countries. There is an underrepresentation of contributions from developing countries or reporting in languages other than English. Hence, the subject is viewed and represented from a narrow perspective. National cultures do influence behaviour at work and it is important that they are taken into consideration. In this regard this study provides a view of OB within a South African context although it must be noted that in South African many of our organizations are very westernized and as noted in the review of Best Practices in World Heritage sites, examples from African countries are sparse possibly due to poor management or faulty record keeping.

4.5 CONCLUSION

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.

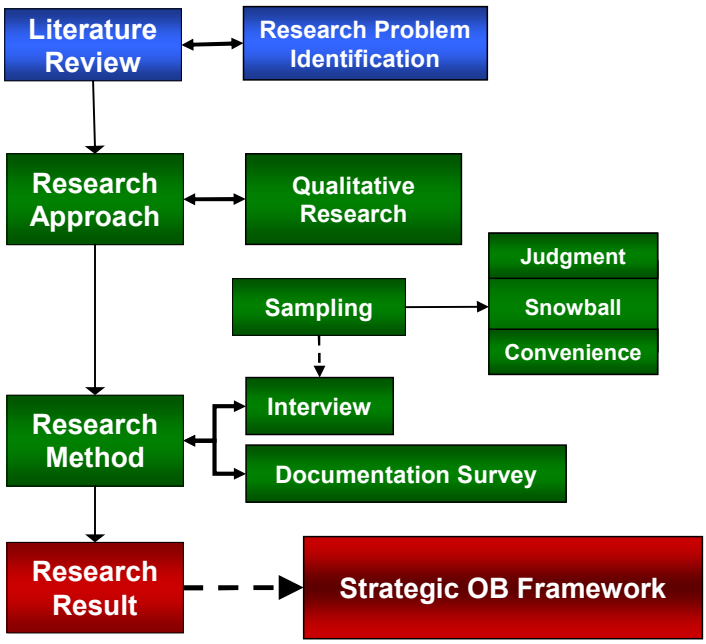
According to Middleton (1994:8) the failure to notice and adapt to change is a main reason for organizational failure. This literature review has attempted to identify the strategic OB elements that would influence the continued existence of organizations focusing specifically on World Heritage sites. If organizations want to be sustainable and survive, they are required to make themselves aware of change while there is still something to be done about it. The failure to recognise that the practical application of OBM principles and the implication thereof on the successful implementation of the organization's strategy does not occur automatically and that it requires planning and effort, can cost organizations dearly. Managers of heritage organizations who have the will to implement the vision of the organization within the framework of OBM will lead their organizations to sustainable growth and success.

In the following chapter the research rationale that will be adopted for this study, will be reviewed in detail. The discussion will briefly touch on the topics of qualitative research methodologies and it will examine the specific tools that will be utilised to conduct the research study.

CHAPTER 5
RATIONALE FOR RESEARCH

In this chapter…

Overview of Research Rationale:



5.1 INTRODUCTION

In any research the trustworthiness of the findings depends to a great degree on the methods employed to collect, analyse and interpret data. In keeping with the spirit of Organizational Behaviour, which is based on systems thinking, this research methodology is appropriately founded on the model developed by Mitroff, Betz, Pondi and Sagasti (1974:47), and is illustrated in Figure 5-1:

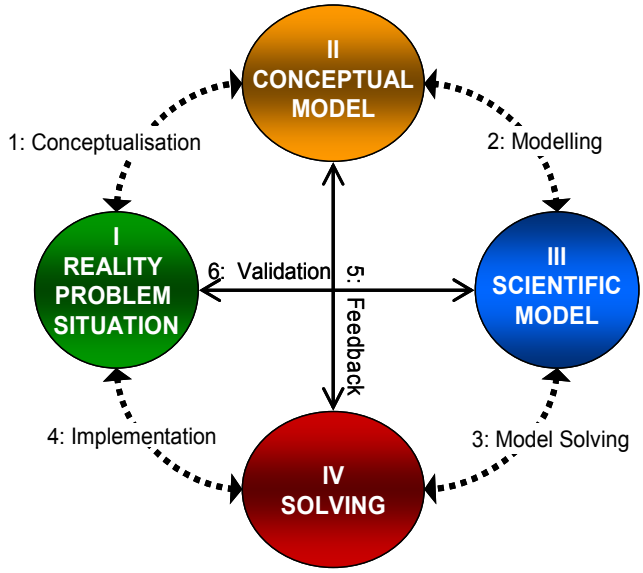


Figure 5-1: Schematic Representation of the Mitroff Model
(Adapted from Mitroff *et al.,* 1974:47)

The Mitroff model is an accepted model in Management Sciences to define the scope of research, provide guidance in structuring the research and to identify the processes and stages that should be followed. It is particularly useful in less formal and naturalistic research (Koornhof, 2001:255-257). It outlines a process for studying a phenomenon from a holistic or systems perspective. The core of the model, as depicted in Figure 5-1 above, is the four circles (Reality Problem Situation; Conceptual Model; Scientific Model and Solving) with 6 closely related activities (Conceptualisation; Modelling; Model Solving; Implementation; Feedback and Validation) which represent the activity that is related to the specific circle. As an example, the inquiry could start with circle I - the identification of an existing problem.

The first step of 'Problem Solving' would be activity 1, i.e. 'Conceptualisation', in order to develop a conceptual model as represented in circle II, which establishes the broad definition of the problem to be solved. The next step may be to perform activity 2 by developing a scientific model as is represented in circle III. The third activity may be to develop a solution (circle IV) from the scientific model if this is the definitive goal, although this may constrict research inquiry. Activity 5 requires feedback of the solution to the original problem, necessitating the implementation of the solution. Validation assesses the degree of equivalence between reality and the scientific model (Koornhof, 2001:255-257; Mitroff *et al.,* 1974:36-50).

There are two main research orientations in the social sciences: the qualitative strategy with a focus on generating knowledge; and the quantitative approach that focuses on testing theory and empirical generalisation. A qualitative methodology allows the researcher to study cases, their many variables and how they combine to produce an outcome in detail through the use of qualitative tools (Huysamen, 1994; Roberts, 2005:2; Wievoka, 1992).

As stated in Chapter 1, the main objective of this research is to develop a strategic organizational behaviour (OB) framework for the sustained effective management of South African World Heritage sites. The purpose of this chapter is to outline and describe the rationale for the proposed **qualitative research approach** in the empirical phase of the study. This chapter will support the inclusion of the study approach, design, sampling method, data collection and analysis methods that are employed. Furthermore, the issues of validity, reliability and ethics of the research process are discussed.

5.1.1 Research Approach

In order to set the stage for the research framework, it is necessary to explain the research approach - the epistemological and ontological position of this research as well as the paradigm, all of which have determined the research design and methodology followed.

According to Nel (2007) epistemology is the study of knowing, of what knowledge is and of '*how*' it is possible. Ontology describes what is being researched, the natural world rather than '*how it came to be*'. He gives an excellent example to illustrate the difference in the form of a pack of wolves. The actual pack of wolves would be the natural given, the ontology. The epistemology refers to the fact that the wolves gain power from the pack, thus it refers to the reasons why the wolves form a pack. Thus ontology precedes epistemology in the sense that a target for study is identified (ontology) before one can acquire any further information from the target (epistemology). Epistemology is the philosophical theory of knowledge, the study of knowledge. Ontology is the study of the nature of being and existence. With research we create epistemological theories to support and explain the ontological observations we make.

An interpretive paradigm has been followed in this research endeavour focusing on the belief that the reality or ontology to be studied (i.e. the selected World Heritage sites) consists of subjective experiences that from an epistemological viewpoint, is intersubjective and interactional (the organizational behaviour). This requires the use of qualitative methodologies such as interviews that rely on the subjective relationship between researcher and subject in order to obtain the rich and descriptive data necessary to explain the subjective reasons and meanings behind the reality (TerreBlanche & Durrheim, 1999:6).

Nel (2007) presents a diagram (see Figure 5-2) to illustrate the generic qualitative research activities where ontology defines the research framework and epistemology determines the research questions. Ontology, epistemology and methodology define the nature of the enquiry.

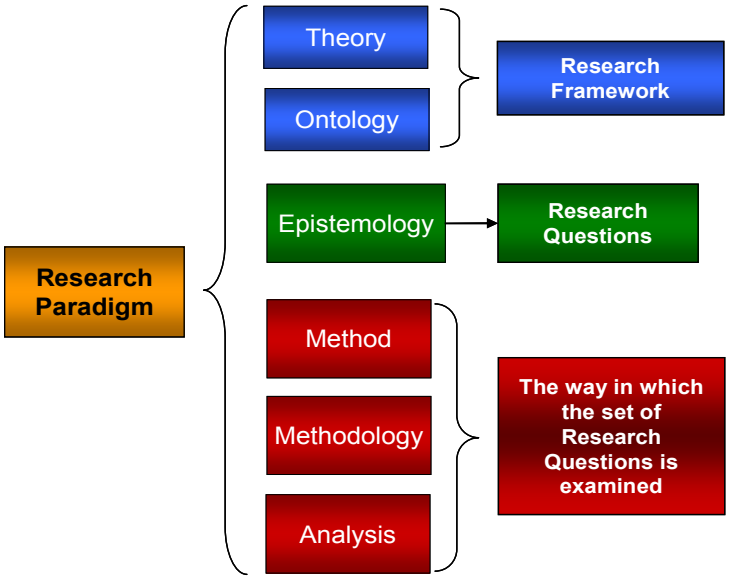


Figure 5-2: Generic Qualitative Research Activities
(Adapted from Nel, 2007)

As a researcher I am acutely aware of the possibility of subjectivity. This research is very much an emic account. This is a double-edged sword in the sense that the interpersonal nature of conducting this type of research results in very rich and detailed information. However, there is also the danger of the researcher imposing his or her own biases onto the findings. It is thus all important for any researcher to impose not their own biases but a commitment to the truth. Nel (2007) explains that this does not necessarily imply that the research is infallible. The commitment to truth and validity is therefore not a search for infallible knowledge, but a commitment to presenting the information in an unbiased way – a commitment to the pursuit of '*the most truthful claims*'.

Ultimately, as Babbie and Mouton (2004:8) state, research can only make a valid and positive epistemological contribution if the researcher has been objective and honest in the interpretation of the information. Research is accepted to be valid if there is

enough evidence to support the fact that an accurate representation or explanation of the phenomenon being studied has been presented.

5.1.2 Research Objectives and Stages of Research to be Deployed

The research rationale to be used in the study is informed by the research objectives. The objectives of this research study as stated in Chapter 1 are:

- The main objective:

To develop a strategic Organizational Behaviour framework to sustain the effective management of South African World Heritage sites.

- The 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 World Heritage sites, with particular focus on the long-term vision, and strategy of the World Heritage sites

To examine what are the Best Practices for optimal and sustained management of South African World Heritage sites

To investigate the roles and contributions of the World Heritage sites' strategic stakeholders

According to the Mitroff model legitimate research does not have to start or end at a specific point or include all the elements and activities in the model. For this thesis the research is limited to Circle I: Reality Problem Situation and Circle II: Conceptual Model, with the related Activity 1: Conceptualisation (as is shown in Figure 5-1 above).

The steps to be followed during the research design and process in this study is indicated in Figure 5-3 below. In order to address the primary research objective, namely the development of a strategic organizational behaviour framework to sustain the effective management of South African World Heritage sites, stage 3 is based on the theory of the literature review (stage 1), and the empirical findings in stage 2.

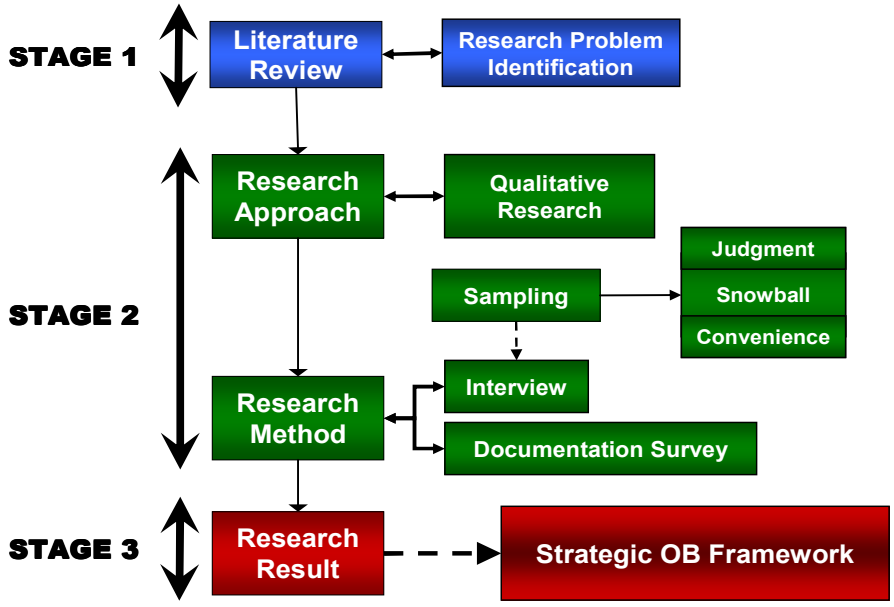


Figure 5-3: Schematic Representation of the Research Design

(Author's own)

The **research design** is the plan for accomplishing the research. It entails the orientation of the study, for example: does the study intend to test theory and hypothesis or does the study focus on building theory? According to Roberts (2005:3), the research design selected depends on the type of study, settings and goals of the study. It determines the strategy to be followed, methods of data collection, and tools to use for data analysis. The main approach of this research is

exploratory in order to build a research study and a framework. The term "exploratory research" is used because the study is evolving. It allows for familiarisation with the problem or concept being studied. Mintzberg (1979:113) observed that only qualitative research methods could provide the richness of knowledge necessary to build theory.

Within a qualitative approach, this research study will investigate the complexities surrounding the organizational behaviour of the World Heritage sites in South Africa.

5.1.3 Research Descriptors

As this research study design will involve a combination of methods for data collection and analysis, the research design's descriptors are set out in Table 5-1.

Table 5-1: Research Design Descriptors

CATEGORY	OPTION
Degree Of Research Question Crystallisation	Exploratory Study: ▪ scope is as yet unclear ▪ provides significant insight
Method Of Data Collection	Interrogation & Communication: The researcher will question subjects and gather responses through interviews and survey of documentation.
Researcher Control of Variables	Ex post facto: The researcher has little control over variables and can only report on what is occurring.
Purpose Of The Study	Descriptive & Causal: At the outset this research is *descriptive* (concerned with finding out more), however further research may be *causal* (explaining relationships).
Time Dimension	Cross-sectional: This study is carried out once in order to provide a description of the theme in a certain context.
Topical Scope	In-depth Interview: The emphasis is on a full contextual analysis of an event or condition. Highlighting the detail will provide valuable insight for evaluation, problem-solving and strategising.

(Adapted from Cooper & Schindler, 2001: 135)

As this study is of a qualitative nature, exploratory and to a great degree descriptive, it involves a multi-perspective approach, utilising different qualitative techniques and data collection methods to understand and explain social interactions and phenomena, as indicated in Table 5-1 and Figure 5-2 above.

5.2 QUALITATIVE RESEARCH

In this study the purpose is to gain knowledge and understanding by getting closer to the ways in which the principles of organizational behaviour are applied and managed in the selected World Heritage sites of South Africa, on an organizational level. This requires an in-depth analysis of what takes place within and around the World Heritage sites. Therefore the use of qualitative approaches becomes necessary as the focus on people's narratives will help in understanding what the organization, its endeavours, and its environment, means to them. Observation methods will help to find out how they get along with one another, and interviews with the stakeholders and staff of the organizations are important for understanding the processes employed to manage World Heritage from an organizational behaviour point of view.

Literature shows that qualitative research can be described as a paradigm that allows the researcher the opportunity to gain an insider's perspective on social action and involves an interpretative, naturalistic approach to its subject matter (Babbie, 2002; Babbie & Mouton, 2001:270; Denzin & Lincoln, 1994:2; Du Plooy, 2001:29; Marshall & Rossman, 1995:1-5; Nachmias & Nachmias, 1981; Roberts, 2005:4-8). Schwartz and Jacobs (1979:7) states that the qualitative research approach focuses on understanding the subjects studied in terms of their environment as well as their own perceptions of their context. According to Wievoka (1992) this approach is used when one is interested in gaining an in-depth knowledge of specific cases and to understand how different factors piece together to influence the occurrence of the phenomena within each case. Baker (1999:8) concurs by stating that qualitative research endeavours to understand how an entire unit, such as an organization, operates on its own terms.

Creswell (1994:1) defines qualitative study as "*an inquiry process of understanding a social or human problem, based on building a complex and holistic picture, formed with words, reporting detailed views of informants, and conducted in a natural setting*". He describes the qualitative approach as one in which the researcher often makes claims based primarily on the constructivist perspective, which may be defined as "*the multiple meanings of individual experiences, socially and historically constructed meanings, with an intent to develop a theory or a pattern*" (Creswell, 2003:18). This is echoed by Babbie and Mouton (2001:270) and Henning (2004:3) who describe the main aim of qualitative research as understanding social action as opposed to merely explaining it.

Qualitative studies are those that focus on complexity or intensive research. This approach takes cases as configurations of specific aspects and features. Social phenomena are complex and are often outcomes of a combination of factors. There is no single factor or group of factors that may be isolated as contributing more than other factors to the occurrence of social phenomena. To understand social phenomena therefore, one needs to consider the combination of factors and view the outcome as resulting from many factors, rather than considering each factor in isolation (Miller & Brewer, 2003:193). Understanding and meaning are not achieved by looking at certain selected features of a phenomenon or certain instances thereof, but rather by looking at all aspects of the same phenomenon to see the interrelationships and to establish how they come together to form a whole (Henning, 2004:10).

Qualitative research as a method is ideal when a holistic, in-depth investigation is needed. When it is deemed desirable to learn from the experience of others, qualitative research is an excellent approach. Understanding the specific situation requires a rich appreciation of the overall context, which refers to the complex composition of people, resources, purposes, events and expectations that constitute the background of the situation. Thus knowledge is gained and meaning develops from the point of view of the participant. In the process researchers will involve

themselves directly in the setting they are studying. This is done in order to gain an appreciation of the organizational phenomena in light of the context in which they occur and with particular focus on the participants' points of view (Evered & Louis, 1981:389-390).

In the comprehensive description and analysis of a situation being studied, great attention is paid to detail in order to understand and document the relationships among circumstances, events, individuals, processes, and decisions made. The emphasis is on an extensive contextual scrutiny of a person, situation, experience, an event or condition and the applicable interrelations. Although hypotheses or research questions can be used, the reliance on qualitative data makes support or rejection less straightforward than with statistical studies. Highlighting the detail will provide valuable insight for evaluation (Cooper & Schindler, 2001:139-141).

According to Brewerton and Millward (2001:53), the research design involves the description of an ongoing event over a fixed time in the present and demands a detailed examination. In this study a cluster of South African World Heritage site organizations constitute the project, and a study is made of the strategic organizational behaviour on an organizational level, including the management and functioning of the selected World Heritage sites of South Africa. As previously stated the selected sites are the iSimangaliso Wetland Park and the Cradle of Humankind Fossil Hominid sites.

5.2.1 Ensuring Rigour

Shah and Corley (2006:1829) explain that the bias towards qualitative research does not stem from the fact that it is qualitative but rather from the lack of rigour often applied to the research. When applied rigorously, qualitative research is very powerful and can provide insight beyond that to be found in quantitative methodologies. Locke (2001:59-60) suggests judging qualitative research based on the extent to which it is useful in practice, its credibility and also its contribution to theory.

As with any research there exists a need for a triangulated research strategy (Tellis, 1997). Although triangulation is typically associated with a positivistic approach and the research paradigm of this study focuses rather on an interpretive approach, it was felt that the need for triangulation arises from the ethical requirement to confirm the validity or credibility of the processes. The combination of different methods to study a problem assists in getting closer to the evidence gathered or to check the validity of the findings (Tellis, 1997). Thus, data collected from in-depth interviews would act as support for the data gathered from organizational documentation. Collaborating evidence is thus a way of getting to veritable answers as triangulation would require. Triangulated research offers the promise of getting closer to the entirety of a case in a way that a single method could not achieve. The principle of triangulation advocates the use of as many different sources of information as is possible, such as observations, interviews and documentation. The aim is to obtain convergence on an issue by addressing the complexity and diversity of the issues at hand (Brewerton & Millward, 2001:55).

Qualitative research is often criticised because the results are supposedly not widely applicable in real life. Yin (1994) has contested this criticism by presenting an explanation of the difference between analytic generalization and statistical generalization. He advocates using previously developed theory in analytic generalization, as a template against which to compare the empirical results of the study. Incorrect terminology such as a "*small sample*" is used, as though such a study were a single respondent. This inappropriate manner of generalization assumes that some sample of cases has been drawn from a larger set of cases.

Consideration must be given to the protection of validity and reliability. In achieving this, systematic methods and procedures as described below are employed. Levy (1988) established construct validity and internal validity using the research study explanatory design. Yin (1994) suggested using multiple sources of evidence as the way to ensure construct validity. This study of the World Heritage sites will use multiple sources of evidence such as interviews and documents. Internal validity can

be ensured by the specification of the unit of analysis, as the theories are developed and data collection and analysis test those theories. External validity is more difficult to attain and Yin (1994) contends that external validity could be achieved from theoretical relationships and that it is possible to make generalizations from these relationships. Qualitative research makes no claims of generalizability but rather that transferability is a possibility. The development of a formal study protocol provides the reliability or dependability that is required of all research.

Constas (1992:264) explains that the integrity of qualitative research lies in the objectivity of the research in that it is open to criticism and scrutiny. A well designed study can provide important insight into theory and provide new constructs, while also adhering to strict guidelines for rigour. According to Kerlinger (1986) qualitative research does not necessarily entail a set of absolute standards but rather a process of category development. As such, exploratory qualitative study has a valuable role to play in scientific research.

5.2.2 Advantages and Disadvantages of Qualitative Research

In order to determine the appropriateness of qualitative research methodologies for this research, the advantages and disadvantages are identified. Maxwell (1996:17) points out the advantages of the qualitative method over the quantitative method, in the sense that the qualitative method focuses on specific situations or people and it emphasises words rather than numbers. He argues that the research context sets the strategy and develops further as the event unfolds. The study helps the investigator "*to understand the meaning of the situation*" because the people being studied are allowed to attach meaning to their situation through their own story.

In a qualitative study one is not only interested in the events that take place but in how the participants in the study make sense of the events and how this influences their behaviours. A researcher is allowed to understand a situation without imposing pre-existing expectations on the phenomena. A further advantage is that qualitative research allows the researcher to view behaviour in natural surroundings without the

manipulation of experimental research. Also, qualitative research intensifies depth of understanding and these methods are flexible as opposed to the more strictly formalised methods of experimental research (Dillon, Madden & Firtle, 1993:130; Du Plooy, 2001:33; Wimmer & Dominick, 1983:49).

Qualitative research has disadvantages such as the issue of sample size and reliability. According to Dillon *et al.* (1993:131) as well as Wimmer and Dominick (1983:49) sample sizes are often too small to allow the researcher to generalise beyond the sample selected for the specific study. Therefore, qualitative research is often conducted in order to enlighten and operationalise concepts as a precursor to quantitative research. As regards reliability, this can be difficult to prove since single observers are describing unique events in which they often become closely involved.

For this study the advantages of qualitative research outweigh the disadvantages, as it is important to use a methodology that will be flexible and increase the depth of understanding of the phenomenon, since the purpose is the development of a strategic OB framework for possible implementation in the South African World Heritage sites.

5.3 SAMPLING DESIGN

The procedure, by which a few subjects are chosen from the research universe to be studied in such a way that the sample can be used to estimate the same characteristics in the total, is referred to as sampling. The sampling of situations, sites and participants for qualitative research is usually not done in the same way as for quantitative research. In qualitative research, participants and events are selected for their unique ability to explain, understand, and yield information about the meaning of a situation. This is called theoretical sampling. Purposive samples can also be chosen to yield maximum information related to specific issues (Vockell, 1993).

5.3.1 Non-Probability Sampling

A critical consideration in determining a study's methodology is the selection of subjects. Non-probability sampling techniques are used as the aim of the study is to research individuals, groups and setting where the specific phenomenon being studied is most likely to occur. When one case is being studied it is unlikely that the case has been chosen randomly (De Vos, Strydom, Fouche & Delport, 2002).

In non-probability sampling, the chance of the sample being selected from each unit within the population or universe is unknown. The researcher relies on experience and judgement and as a result the selection of the subjects is arbitrary or subjective. There are no statistical techniques that allow for the measurement of sampling error. It would thus be inappropriate to project the sample characteristics to the population. Qualitative research relies heavily on non-probability sampling techniques.

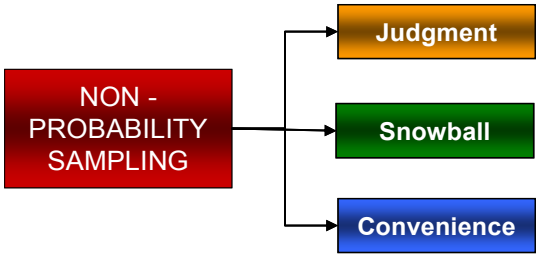


Figure 5-4: Sampling
(Author's own)

As shown in Figure 5-4 above, the selection of the respondents for this study is based on three types of non-probability sampling: *judgement, snowball* and *convenience sampling.* In judgement sampling, the researcher and other subject matter experts use their judgement in identifying subjects from the population for study, who may be subject matter experts based on the population's parameters. With snowball sampling respondents enable the collection of data from other respondents who have the same common ground. In convenience sampling, the selection of units from the population is based on availability and accessibility. The major disadvantage of this technique is how representative the information collected about the sample is to the population as a whole. But the information could still

provide very significant insights, and be a good source of data in exploratory research (Cooper & Schindler, 2001:192; Emory & Cooper, 1991).

5.3.2 Target Population and Sample

The target population is defined as "*the aggregate of all the cases that conform to some designated set of specifications*" (Tudd, Smith & Kidder, 1991:130). According to Mouton (1996:134) "*the population is a collection of objects, events or individuals that have some common characteristics that the researcher is interested in studying*".

I plan to interview key strategic representatives from South Africa's World Heritage sites as well as knowledgeable role-players from the government and UNESCO, in order to ensure the representation and validity of the data gathered. A concerted effort was made to conduct interviews with representatives from various stakeholder groupings in an effort to get a more unbiased and representative examination of the research from different viewpoints in order to offer a more valid and truthful presentation of the phenomenon being studied.

In order to achieve the above I felt it necessary to attempt to select individuals that would be able to represent a range of different viewpoints from different organizational or stakeholder groupings. Preference was given to individuals who have been given the authority to represent these groups. This research will therefore focus on individuals who are strategic key role players or stakeholders from the following organizations, institutions and groups:

- UNESCO, as the international institutional body responsible for World Heritage. This was accomplished by interviewing a high-ranking representative of UNESCO's National Commission in South Africa;
- The South African government, in particular the Department of Environment and Tourism who is the government department directly involved with the application for World Heritage status by South African sites;
- Representatives from World Heritage sites. An attempt was made to conduct

interviews with representatives from all levels of stakeholders within the selected World Heritage sites such as the management authorities, the local community, residents, land owners and business owners;

- Tourism industry experts who have significant knowledge of the selected sites, as tourism is a key economic driver for these sites and since inscription and World Heritage status leads to a significant increase in visitor numbers.

The individuals with whom interviews were conducted will be described in more detail in the following chapter.

5.4 DESIGNING THE RESEARCH METHOD PROTOCOL

Tellis (1997) and Yin (1994) recommend the development of a research study protocol, i.e. guidelines or rules for use in the specific circumstances. This stage is composed of two steps, namely determining the required skills, as well as developing and reviewing the protocol.

It is necessary for the researcher to possess skills that include the ability to be a good listener and ask worthwhile questions. The researcher must be able to interpret the responses and be flexible enough to react to changing circumstances. The researcher must have a firm understanding of the issues being studied, and must strive not to be biased by preconceived ideas (Feagin, Orum, & Sjoberg, 1991; Yin, 1994). This researcher has had experience in the various techniques and methods that is used in this study and is adequately prepared for the investigation.

An empirical investigation of a contemporary phenomenon within real-life context is one situation in which research study methodology is especially applicable (Tellis, 1997). Yin (1994:20) cautioned that the research questions determine the relevant strategy to be used. In the current study, the nature of the questions leads to an exploratory research study. An exploratory study need not have a proposition. The unit of analysis in a research study could possibly be an individual, a community, an

organization, a nation or even a civilization (Sjoberg, Williams, Vaughan, & Sjoberg, 1991). In this study the units of data collection are the significant role-players of the World Heritage sites on a strategic level and the units of analysis are the selected World Heritage organizations.

5.4.1 Data Collection

When conducting this research study there are three tasks that must be carried out for successful data collection. Firstly, it is necessary to prepare for the collection of data; secondly, to survey the organizational documentation; and thirdly, to conduct the interviews (Yin, 1994). Once the protocol has been developed, the second phase, i.e. the execution of the plan can commence. In this phase the primary activity is that of data collection. In case studies, data collection really is a design issue and can improve the construct and internal validity of the study, as well as the external validity and reliability (Ragin & Beker, 1992; Yin, 1994).

This process of research leads to the generation of knowledge or refinement of theory. It is referred to as Grounded Theory, because it is generated from the data rather than developed first and then tested through the collection of data (Strauss & Corbin, 1990). Shah and Corley (2006:1827) describe a key feature of Grounded Theory as the gaining and discovery of knowledge through direct contact with the world. An additional and very important factor is that the researcher should be very knowledgeable about the existing theories but should not allow preconceived ideas to guide data collection.

There are various sources of evidence when conducting qualitative in-depth research. Grounded theory favours data collection methods that will aid in gathering rich data directly from people who have experienced the phenomenon under scrutiny (Shah & Corley, 2006:1828). It is not essential to use all the sources in every research study, but the importance of utilising multiple sources of data to secure the reliability of the study is well established (Stake, 1995; Yin, 1994). According to

Evered and Louis (1981:388-390) knowledge and understanding of an organizational situation can be acquired by studying data generated by the organization, thus looking at the organizational situation from the outside, as well as by becoming a part of the organization and studying it from the inside. Inquiry from the inside assumes that the researcher must become immersed in and become a part of the phenomena being studied. The underlying epistemological belief is that knowledge is gained by human experience, which is inherently continuous and not necessarily logical and thus quantifiable.

Along with the secondary research conducted during the literature review, I will question subjects and gather responses through in-depth interviews as well as contextual analyses of the situations through a documentation survey. This will result in obtaining detail that will provide valuable insights for evaluation, problem solving and strategising in order to devise a Strategic Organizational Behaviour Framework to sustain the effective management of World Heritage Sites in South Africa. No single source has advantage over the others and they could be used in complement (Tellis, 1997).

Table 5-2 on the following page highlights some of the strengths and weaknesses of the types of evidence used in this study:

Table 5-2: Types of Evidence

EVIDENCE SOURCE	STRENGTHS	WEAKNESSES
In-depth Interviews	▪ In-depth interviews are targeted and focuses on specific topics; ▪ Insightful – provides perceived causal inferences; ▪ There is a high question completion rate; ▪ The line of questioning can be tailored as interview progresses; ▪ Respondent is motivated by high value placed on responses due to personal contact.	▪ In-depth interviews are time-consuming and the most expensive method of data collection; ▪ Response bias; ▪ Incomplete recollection or fatigue of respondents can be problematic; ▪ Reflexivity – interviewee expresses what interviewer wants to hear.
Documentation & Archival Records	▪ Documents are stable i.e. they can be used for repeated review; ▪ Documents exist prior to the research study, are thus unbiased and unobtrusive; ▪ Broad coverage over extended time span; ▪ Precise and quantitative.	▪ Difficult retrievability or access to documentation; ▪ Biased selectivity of the researcher can lead to only certain documents selected; ▪ Reporting bias can occur which reflects author bias; ▪ Access to documentation may be blocked by governing bodies.

(Adapted from Patton, 1990: 288; Van Vuuren, Maree & De Beer, 1998: 406; Yin, 1994:80)

Several disadvantages exist for the types of evidence used in this study as is seen in the above table. In terms of the in-depth interview, the interviews have no financial implications for the interviewees. For the interviewer there will be significant costs involved in terms of fuel and accommodation costs to attend interviews, as well as time spent preparing. Although in-depth interviewing as a method is time-consuming, the interviews are not long enough for the interviewees to become fatigued (approximately an hour in length). It is conceivable that due to the tailoring of questions as the interviews progressed, certain topics may have been omitted unconsciously. In terms of the documentation and records survey, it could be argued that key documents may be withheld without the researcher being aware of this.

5.4.1.1 In-depth Interviews

In-depth interviews are a major form of data collection in qualitative research. The richness of the responses in both breadth and depth can add noticeably to the understanding of the complexities of the case (Yin, 1994). Interviews are important sources of information when it is essential to explore a subject in detail or probe for underlying attitudes and feelings. In qualitative research, the interviewer is often shopping for information but is not totally certain what that information may be; neither is he or she knowledgeable about the aspects and topics relating to the social group that the informant has knowledge of (Vockell, 1993). The interviewer intends to collect detailed, richly textured information (Kaufman, 1994:123).

In-depth interviews are very intensive and less structured than a standardised interview or questionnaire (Van Vuuren *et al.,* 1998: 410). Berg (1998:61) states that the researcher opens a dialogue with an interviewee and engages that person as a human being, not as a study subject. Therefore, the interviewer does not use a structured interview template but rather an interview schedule with an open format. The aim is to elicit subjective idiosyncratic responses that allow for deeper understanding. According to Kaufman (1994:125) an open-ended format allows the researcher to follow up with probing questions in order explore and deepen the response to the question, thus increasing the richness of the data obtained.

Interviews are conducted with influential stakeholders of the selected World Heritage sites. Stakeholders are asked to participate by endorsing an Informed Consent form. The interviewee's anonymity is assured if so requested and I will explain that they have been chosen because they are significant role-players and thus have insight, observations and opinions about the organizational behaviour of the South African World Heritage sites.

In-depth interviews are conducted in person, according to the interviewee's schedule and availability, as suggested by Feagin *et al.* (1991). The interview tone should be cordial, supportive and non-threatening. The interview will be recorded with a digital

electronic audio recorder (Sony Digital Voice Recorder ICD-MX20), and a transcript made, in order to facilitate record keeping. An interview schedule (see APPENDIX A) will act as a guide to ensure that all aspects of the topic have been covered, but significant freedom is taken to explore, elaborate on, or explain answers if it is thought to be fruitful. Interviews are semi-structured and in order to gain a deeper understanding of the whole situation, structured questions are sometimes followed with probing questions. The probing technique allows respondents to create meaning from their own perspective. This could generate more ideas and richer evidence about the research question.

The process followed will be that suggested by Reysoo and Heldens' Interview Cycle (2007), as is illustrated below, when conducting interviews:

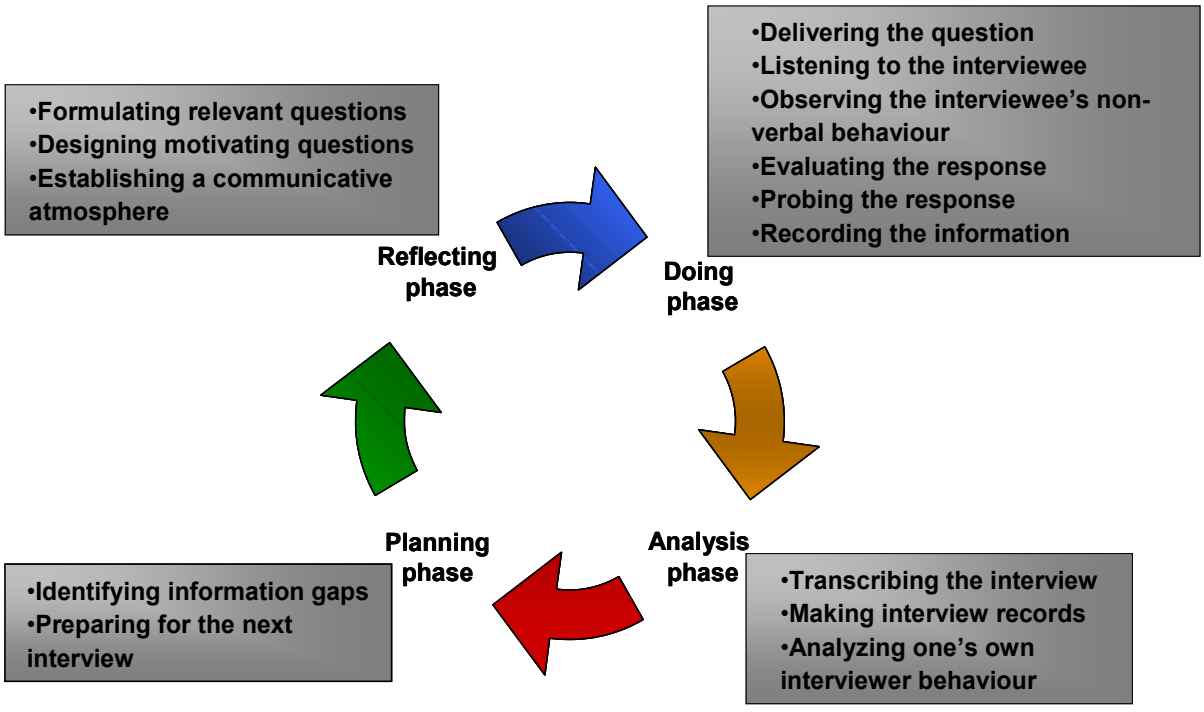


Figure 5-5: The Interview Cycle
(Adapted from Reysoo & Heldens, 2007)

Interviewer bias could be considered the greatest disadvantage of face-to-face interviews in this study, as the interviewer could have influenced the responses unknowingly in some way. However, I will take care to be wary of this fact, as well as remaining cognisant of other common mistakes made during the interview process

according to Reysoo and Heldens (2007), which are:

- asking long, complicated questions so that the participant is lost in verbal barrage;
- asking yes/no questions or closed questions that can be answered in a word or two;
- asking vague, general questions, rather than focusing on specific details of events and experiences;
- asking leading questions based on own theories, beliefs and assumptions;
- failing to 'read between the lines';
- failing to recognise the need to probe;
- probing too much (interrupting the interviewee's train of thought);
- using too much topic control;
- loading or leading the questions.

The strategy of naturalistic interviewing is to keep the interviewees talking and to express interest in what they have to say. The interviewer should not indicate either approval or disapproval. It is important to probe to obtain more detailed information, but if it is necessary to interrupt, this is done gracefully. The interviewer should endeavour to reduce personal reactions and interventions to a minimum (Vockell, 1993).

5.4.1.2 Documentation and Archival Records

Documents can include either current information (e.g. public relations communications) or archival information (e.g. newspapers and yearly reports). Archival documents are often valuable even though they may have errors and could well be incomplete. The study will collect existing secondary data since documentary sources provide a rich source of data and information in organizational research (Roberts, 2005:25). In order to understand the way organizations do their work it is important to look at their various documents, which may include yearly reports, policies and procedure reports. Other sources of information may include studies carried out by others or commissioned studies by the organization itself.

Organizational reports are important sources of information and can be used to triangulate and support the data collected from direct interviews. The source of the documentation and archival data consists of various records in the public domain such as research articles and annual reports. The sampling method followed involved obtaining and studying documentation relating to the management of South African World Heritage sites, including:

- the annual reports of selected sites;
- official promotional material;
- the documentation used for applying for inscription on the World Heritage list of both of iSimangaliso and the Cradle of Humankind;
- relevant newspaper articles relating to issues impacting on the management of iSimangaliso and the Cradle of Humankind

However, access to material is not always problem-free. Often officials who are the gatekeepers to the organization may hinder access to the organization (Saunders, Lewis & Thornhil, 1997:166). I experienced the problem of restricted access to information at iSimangaliso Wetland Park where my efforts to gain access to documentation were blocked and as a result I had to gain access to the documentation through the public domain and through relevant stakeholders.

5.4.1.3 Audit Trail

Heath (1997) recommends keeping track of the research process through various means which is employed in this study. A major problem with qualitative data collection is remembering the data long enough to record it. To counter the loss of any data several techniques are employed (Bernard, 1988; Heath, 1997). These include:

- Instrument development: information such as revisions of interview questions.
- Field notes: taken whenever I observed or heard something important. They were written on the spot to avoid the problems of forgetfulness and selective

memory. Field notes can also include summaries of field data collected during the day or over another designated period of time supplemented by all the other information collected, including recordings, documents, and notes about the overview and understanding of the social scene as the researcher sees it at that time.

- Analytic notes: the result of my conceptualisations of how the World Heritage sites function and are organized. They result from careful examination of the field notes, jottings and logs and explore broad, speculative explanations, organizing principles, and concepts that explain and give structure to the many observations and data that are contained in the field notes.

5.4.2 Data Analysis

By following a constant comparative method and applying content analysis to examine data and refine theory, a strategic Organizational Behavioural framework will be produced from the research study data. The constant comparative method can be described as the process by which meaning is created and assigned from the observations recorded in the data. It is an iterative process of identifying and comparing incidents, distinguishing and integrating categories, and focusing on and writing theory (Shah & Corley, 2006:1828).

Analysing the research study evidence comprises the examination, categorization and tabulation of the evidence to address the initial propositions of a study (Yin, 1994). The analysis of qualitative research study evidence is one of the least developed aspects of the research study design. The researcher needs to rely on experience and the literature to present the evidence in various ways, using various interpretations because statistical analysis is not necessarily applicable in all cases. One of the main ways to analyse documents and other qualitative data is through the process of content analysis, whereby the researcher looks for themes or concepts in the natural language. Variables can be both conceptually and operationally defined, as well as illustrated with examples from the documents themselves (Miles & Huberman, 1984; Vockell, 1993).

In quantitative research the researcher typically preselects a set of categories that will guide the inquiry. Hypotheses are phrased in terms of these categories, and only the data pertaining to them are collected. With qualitative research analysis there are no intentionally prescribed categories. Instead, important features emerge, are noticed and identified through an interpretive, iterative process. This exploration is suited to generating categories grounded in the circumstance of a particular situation or phenomenon and to build theory. Emergent categories may later be used to guide hypothesis-testing in the case of quantitative research (Evered & Louis, 1981:389).

Constas (1992: 257-261) identifies a number of components that can be utilised when developing categories. Firstly, *origination* identifies the locus of category construction, as for example using the participant as a point of origination, where the participant identifies categories, or possibly refers to literature to recognise categories. Secondly, *verification* involves the strategy used to support the creation or application of a certain category and provides the grounds for justification for the creation of a particular category. Thirdly, nomination is concerned with naming categories. The particular name given by the researcher to a category can raise an impression of certain knowledge. Lastly, *temporal designation* addresses the time at which categories were assigned. Often categories are created on an iterative basis at various points in the research and are refined as the process progresses.

There are certain aspects that the researcher has to take care of to ensure that the analysis is of high quality. This includes showing that all relevant evidence is used, that all rival explanations are used, that the analysis addresses the most significant aspect of the research study, and that the researcher's knowledge and experience are used to maximum advantage in the study.

The analysis of data will be done in the following manner:

- Firstly, qualitative responses are analysed progressively as data collection progresses. This progressive analysis of qualitative data at each stage of data collection is important in helping to refine the research question;

- Secondly, qualitative data is analysed to generate quantitative data where applicable. Interviews are content analysed for different themes and these themes are analysed;
- Lastly, the results from this analysis are used to construct meaning and connections.

The theoretical and research study data will be analysed drawing on a Grounded Theory approach, which strives to construct conceptual frameworks directly from data rather than from pre-established assumptions (Strauss & Corbin, 1990). The process that is followed during this study involves reflective and structured recording of data, and on the basis of the data, making interpretations of it, imposing a meaningful structure, developing variables, and finally presenting an understanding of the phenomenon with which they have been involved (Vockell, 1993). This constant comparative method involves looking for patterns of data and variables in field notes and developing constructs that account for these patterns, comparing them with each other, and redefining and reconceptualising them into more coherent variables and patterns (Goetz & LeCompte, 1984; Ragin, 1987; Reed, 2004:403 – 404).

The constant comparative process followed in this study consists of the following steps:

1) Information, events, and incidents applicable to each category are compared, resulting in the generation of theoretical characteristics and properties for each specific category.
2) Categories and their properties are integrated. Coding is continued and as different categories or themes emerge, new events are constantly compared with the properties of the various categories leading to the development of the framework. Denzin and Lincoln (1998:180) explain that coding, finding themes and clustering are all methods of data selection and reduction.
3) The emerging framework is delimited. Demarcation will take place both at a theoretical and categorical level. As the researcher's analysis and coding become more focused, the original list of categories is reduced. As the

researcher compares new incidents of a category to its properties and finds no deviation, major modifications become fewer. In addition, the list of categories can be further delimited by theoretical saturation, which means that no additional data could be found whereby the researcher can develop properties of the category.

4) Lastly, the theory will be written up.

In conclusion, this analysis phase will involve a repeated, careful examination and consideration of all the data combined with my insights. The field data will be converted into categories and relationships through a process of multiple readings, and sorting multiple sources of records into sections relating to such aspects as themes, concepts, individuals, groups, and scenes. Data is pieced together to help determine patterns. A search is made for key links that combine data related to the same event, person, or scene. The whole process of interpretation and explanation is one of pattern analysis, and the attempt is to bring together as many items of data as possible into a meaningful whole. The aim is to prove that sufficient evidence exists to support the framework, and that the patterns of evidence exist and that the conceptual explanations are indeed valid (Vockell, 1993).

5.4.3 Developing Conclusions and Recommendations

The end result of the analysis process should be a logical and compelling description of key constructs, the relationships among them, and the contextualization of the findings (Glaser, 1994). In this phase a message is produced to communicate the data, findings and a broad, deep understanding of the context of the research study. The report has to meet technical requirements in that it must present the organized data and the relationships among the variables that the data represent, as well as the evidence that supports the ultimate assertions. The links between the concrete data and the abstract concepts must be made clear and this will satisfy the informational needs of a study (Kirk & Miller, 1986).

The reporting aspect of a research study is perhaps most important from the user's viewpoint. It is the link between the user and the researcher (Tellis, 1997). A well designed research project that is not well explained to the reader will cause the research report to fall into disuse. In this section, the researcher will come to conclusions as well as make recommendations and highlight implications based on the evidence. The researcher must refrain from jargon and give clear explanations. Those explanations are necessary to help the user understand the implications of the findings. According to Shah and Corley (2006:1830) the potential for qualitative research to provide important theoretical insights is very strong and when done rigorously and reported clearly and concisely, qualitative research is a powerful tool for management researchers.

5.5 ETHICAL CONSIDERATIONS

The manner in which the researcher will conduct the interviews and analyse the data is in accordance with ethical research procedures and guidelines. All respondents will complete an Informed Consent Form (APPENDIX B), acknowledging their understanding of the research process, their willingness to participate, and consenting to the use of data/information for the research. All possible steps have been taken to ensure the anonymity of the participants and the safekeeping of data and records.

5.6 CONCLUSION

The purpose of this chapter was to discuss the rationale for research to be followed in the empirical phase of this study. It is most useful to examine the World Heritage sites in the context of Organizational Behaviour utilising a qualitative research approach and design in order to gain greater insight into how the organization functions, as well as the benefits of strategic OB for heritage organizations.

Chapter 6 will examine the research methodology and processes used to realise the research objectives, based on the rationale provided in this chapter. It will include a detailed description of the method followed and all practical experiences encountered. The results derived from the analysis of the data and accompanying explanations of the meaning will follow in the subsequent chapter. In this way both technical requirements and the informational needs, as mentioned previously, will be met.

CHAPTER 6
RESEARCH METHODOLOGY

In this chapter…

Overview of Research Methodology:

6.1 INTRODUCTION

In the previous chapter the rationale for the proposed research approach in the empirical phase of the study was described. The current chapter concentrates on the application of the research methodology through a discussion of the method followed as well as the interview process, questions and results.

The Mitroff model forms the basis for this research process. The model is used for problem solving in systems thinking and was thought to be of particular applicability given the suitability of the systems approach to the field of Organizational Behaviour (OB).

As is indicated in Figure 6-1 the steps followed during the methodological phase of this research study, were grouped within 3 stages based on the Mitroff model. The inquiry started with Circle I, which involved the identification of the research problem through a literature review. This was further refined with the empirical research with Activity 1 'Conceptualisation' in order to develop a model (or in this case a framework) in Circle II.

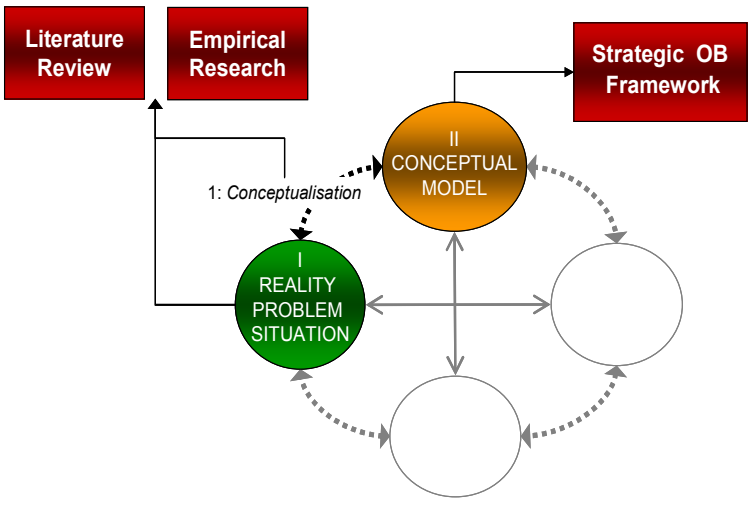


Figure 6-1: The Applied Mitroff Model
(Author's own, adapted from Mitroff *et al.,* 1974:47)

The research process was divided into three stages:

1. The **first stage** involved a detailed literature review, as discussed in chapters two, three and four, in order to explore and investigate the concepts that formed the bases of the secondary research objectives. As discussed previously these included an overview of World Heritage and the specific selected sites in South Africa; Best Practices in World Heritage; and the strategic Organizational Behaviour (OB) elements such as organizational design; organizational dynamics; and the strategic stakeholder relationships that impact on organizations such as World Heritage sites.

2. **Stage two** ascertained by means of in-depth interviews the state of OB and related issues at the selected World Heritage sites in South Africa. In-depth interviews were specifically chosen for their value in allowing for probing and adding value in terms of richness of information.

3. The **third and final stage** of the research consisted of the development and presentation of a strategic OB framework to sustain the effective management of South African World Heritage sites. This framework will be presented in chapter 7.

6.2 RESEARCH METHODOLOGY

In order to fulfil the **main purpose** of this research study, i.e. *the development of a strategic OB framework to sustain the effective management of South African World Heritage sites*, several secondary research objectives (as discussed in Chapter 1) were addressed.

In order to address the secondary objectives as mentioned above I followed a qualitative research approach. This approach was chosen for several reasons, many of which have been mentioned in chapter 5; however, most notably it was chosen

because of its ability to provide richness and depth of understanding that I found very attractive. Constas (1992:254) states it most eloquently by saying that with qualitative research "*that which is subtle becomes obvious… the invisible becomes visible. Veneers of phenomenological representation are removed so that we may become acquainted with subjective understanding and the meaning of human interactions"*.

As well as a comprehensive literature survey, I chose in-depth interviews as the primary data gathering instrument. A criticism of qualitative research and the interview methodology is the probability of subjectivity and bias of the researcher. Although remaining non-judging, I made a point of showing empathy and understanding, which is felt aided in establishing rapport with interviewees. By following a rigorous methodological approach whilst collecting and interpreting data, subjectivity and bias have been minimised.

The benefit of this type of research approach is the chance to probe and to reflect. Qualitative research is only as good as the researcher and the researcher should have or should develop skills such as the ability to ask the right questions and to interpret the information (Morse, 1994; Yin, 1994). The questions asked in the interview schedule were based on the secondary research objectives and the theory explored in the literature review.

Table 6-1 illustrates the interview discussion topics and questions as they relate to the relevant secondary research objectives.

Table 6-1: Interview Questions and Related Objectives

SECONDARY OBJECTIVES	
1	***To explore the organizational level elements necessary for the sustained strategic organizational behaviour of a World Heritage site.***
Research Questions	1.1 What are the factors that may influence sustainability and growth of South African World Heritage sites? 1.2 What are the organizational level elements and dynamics that need to be included in a strategic OB framework for a World Heritage site? 1.3 What are the organizational level elements and dynamics that influence the sustainability of World Heritage sites?
2	***To investigate the impact of organizational behaviour on sustained destination management.***
Research Question	2.1 What is the impact of OB on sustained destination management?
3	***To describe the strategic approach taken to the development and sustainability of the World Heritage sites, with particular focus on the long-term vision and strategy the World Heritage sites.***
Research Questions	3.1 What is the flow from strategy to structure in World Heritage sites? 3.2 Describe the strategic approach to be taken to the development and sustainability of the World Heritage sites, with particular focus on the long-term vision and strategy of the World Heritage sites. 3.3 What are the processes for implementing sustainable OB management?
4	***To examine the best practices for optimal and sustained management of South African World Heritage sites.***
Research Question	4.1 How should the organizational behavioural dynamics of World Heritage sites be managed in the South African World Heritage sites for optimal and sustained performance?
5	***To investigate the roles and contributions of the strategic stakeholders of the World Heritage sites.***
Research Questions	5.1 What are the roles and contributions of the stakeholders of the World Heritage sites to the management, functioning and sustainability of the organization? 5.2 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)

A survey of relevant documentation was also conducted using convenience sampling, which provided a fruitful source of primary information regarding the World Heritage organizations. It included documentation such as current information, for example press releases and documents found on the websites of the relevant organizations, as well as archival information such as newspaper article and annual reports. *These documents have been properly referenced whenever they were used.*

6.2.1 Research Population

The interview methodology involved the conducting of 11 in-depth interviews. The interviews were arranged with role-players who are key representatives or stakeholders from the following organizations, institutions and groups (in no particular order):

Table 6-2: Interview Candidates

Respondent Number	Representative of… / Role…	Interviewed	Follow-up	Follow-up
Respondent 1	Business Owner	28-Feb-07	5-Nov-07	31-Jul-08
Respondent 2	Land Owner & Business Owner	5-Jul-08		
Respondent 3	Tourism Association	14-Jun-08		
Respondent 4	UNESCO SA National Commission	24-Mar-07	5-Nov-07	
Respondent 5	Tour Operator	19-Feb-07	22-Mar-07	
Respondent 6	Deputy Directorate: Protected Areas	13-Mar-07	22-Nov-07	31-Jul-08
Respondent 7	Representative Of Local Community & Board Member	20-Feb-07	24-Mar-07	
Respondent 8	Land Owner & Residents' Association	20-Feb-07	21-Mar-07	
Respondent 9	Business Owner & Community Welfare Champion	21-Mar-07		
Respondent 10	Tourism Association	5-Aug-08		
Respondent 11	World Heritage Site Management	6-Aug-08		

(Author's own)

All the respondents are stakeholders in one or more of the selected heritage sites of South Africa. Several are directly affected by the management and happenings surrounding World Heritage sites. These included local residents living within the geographical boundaries of the heritage sites, and tour operators who are reliant

upon the generation of business through the heritage sites. In terms of an overview of World Heritage sites in SA, discussions were had with representatives from the South African National Commission for UNESCO and the Department of Environmental Affairs and Tourism.

Interview subjects were specifically selected by means of purposive non-probability sampling techniques in order to research the specific phenomenon being studied. I used judgement sampling in selecting subject matter experts who could provide rich information. Snowball and convenience sampling followed naturally as respondents enabled the collection of data from other respondents who have the same common ground and was based on availability and accessibility. The approach followed was the same as mentioned by Giddens (1990) who stated that qualitative research seeks a deeper understanding of phenomena and thus often focused samples are preferable to large and random samples. Very useful interviews were conducted with key stakeholders, as indicated in Table 6-2, who were able to provide a treasure trove of information. Where possible, follow-up interviews were conducted to clarify and validate the responses and the interpretation thereof with the interviewees (as is indicated by the additional dates in Table 6-2). Where this was not possible the interview write-up was emailed to interviewees for their comments in order to validate that the information from the interview was captured and portrayed accurately.

Another important issue is the subject of data redundancy or repetition (Glaser, 1994). While collecting data, there was no clear separation between collection and analysis and I analysed data continuously as it was gathered. The benefit of this is the ability to monitor patterns of repetition or redundancy. *The researcher acknowledges that any research process is not finite (and qualitative research in particular) and that it is possible to research the same topic ad infinitum.* However, surveying documentation and particularly interviews were conducted until I felt that redundancy in data was achieved. Initially, several informal focus groups were held to determine key topical issues and to identify interview subjects. As a result of this identification of potential subject matter experts, 11 comprehensive interviews were conducted and pertinent archival documentation was surveyed.

6.2.2 The Interview Process

In-depth interviewing is a preferred qualitative research methodology due to several advantages including that the interviews are targeted and focuses on specific topics, the line of questioning can be tailored as the interview progresses to gain insight and by providing perceived causal inferences. The aim was specifically to gain an understanding of the research topic as seen through the eyes of the interviewee.

Qualitative interviews are a researcher's attempt to understand the subject's point of view and derive meaning from that (Kvale, 1996). Several questions were asked during the interview (see Appendix A for the Interview Schedule), however significant freedom was allowed during the interview to probe further if this was thought to be productive in order to clarify understanding. With the knowledge of the respondents many of the interviews were recorded and the recordings saved on computer disk. Where recording was not allowed, I took extensive field notes. Confidentiality was a consideration and great care was taken to assure respondents of their anonymity. The information is considered especially valuable and insightful as respondents felt free to express their honest opinions when they understood that they would remain anonymous.

The first informal focus groups were spontaneous and informal discussions were held. The themes and questions were not structured. This was done in an effort to gain a feel for possible issues without pre-empting or limiting any possible topics. These discussions lasted for more than two hours at a time, were highly unstructured and very difficult to code. The value gained from these discussions was that possible interview questions crystallised and subject matter experts were identified with whom more structured interviews could be conducted.

The interview questions were based on the theory explored in the literature review and relate to the secondary research objectives (as discussed previously and illustrated in Table 6-2). A semi-structured approach was followed by preparing an

interview schedule with significant questions in an attempt to stimulate the conversation rather than control the flow of it (Lofland & Lofland, 1984). The nature of the interviews was conversational and informal in an attempt to create an amiable atmosphere, however the importance of the subject, and weight of the matter, was never disregarded. The answers given by the interviewees to the open-ended questions provide the quotations that serve as the main source of evidence in this study. An additional benefit of following a semi-structured approach was that coding was easier and provided a logical basis from which to start.

6.2.2.1 Pre-interview Preparations

The process of setting up the interviews involved telephonic conversations and sending email invitations to the selected individuals. Where appropriate I also tried to get personal appointments to explain my research and ask for their participation. What contributed greatly to the success of the identification and successful engagement of interviewees was the fact that key individuals promoted the research on my behalf and thus carved the way for the research. This was a key benefit of employing snowball sampling.

Overall, with the exception of one specific and unfortunately important role-player from iSimangaliso Wetland Park, the selected respondents were extremely helpful and willing to share their views and knowledge. Although the individual from iSimangaliso refused to participate for what ostensibly appeared to be political reasons, I was satisfied that those who were willing to participate represented the spectrum of strategic role players involved in the two identified World Heritage sites.

Below follows the invitation and consent letter that was sent to all the selected candidates:

Department of Human Resources Management;
Faculty of Economic & Management Sciences; University of Pretoria

You are invited to participate in a PhD study conducted by Madia Levin under the supervision of Dr. Yvonne du Plessis of the Department of Human Resources Management, University of Pretoria.

1. **Description of Research:** The purpose of the study is to investigate the Organizational Behaviour (OB) of the World Heritage sites of SA in order to compile a strategic OB framework to be of practical use in the improvement of the management, organizational functioning, sustainability and performance of important to such destinations.

2. **Research Procedure:** I understand that I will be requested to be interviewed. The interview will be conducted by the researcher. I will be contacted to confirm the time and venue of the interview. The interview will be semi-structured according to an interview schedule. The interview will take approximately one hour. The interview transcript will be kept in a secure place.

3. **Risks and Benefits:** I take note that there are no known risks or discomforts associated with this research project. I understand that there are no direct benefits for me for participating in this study.

4. **Participant's Rights:** I understand that my participation is on a voluntary basis and that I can choose not to participate or withdraw from the project at any time and without adverse consequences. At my request a copy of this consent from will be provided to me.

5. **Confidentiality:** The interview will be treated confidentially and my participation will remain anonymous.

6. **Disclosure and Right of Access:** I agree not to disclose any confidential information discussed during the interview with any other parties. If there are points discussed that I would like to discuss in more depth, I will contact the researcher. I do not give up any legal rights by signing this informed consent form. I understand that I will not receive any compensation for participating in this research project.

7. **Consent:** I have read this consent form and have been given the opportunity to ask questions. I voluntarily consent to participate in this study. I understand what the study is about and how it is being done.

_____ or ☐ (tick if you do not wish to sign) _____
Participant's Signature **Date**

Yours faithfully,

M Levin, Researcher

6.2.2.2 Conducting the Interviews

The interviews were conducted at venues and times that suited the respondents. Before starting the interviews, the participants were briefed with regard to the description of the research, the taping of interviews for recordkeeping purposes and the confidentiality of the interview.

As Patton (1990:348) also rightly confirms, the recordings were indispensible. I could focus on the actual interaction (maintaining eye-contact and observing behaviours) rather than taking notes. However, recording was not always an option in which case I took detailed notes.

The goal of this process was to initiate a discussion regarding the strategic level of Organizational Behaviour of World Heritage sites in South Africa and collecting rich and detailed information from key stakeholders of two of South Africa's most prominent World Heritage sites.

I experienced the following positive and negative aspects during the interview process:

- The respondents were very keen to participate in the research. It may be argued that this might be as a result of the Hawthorne effect, respondents respond favourably to the special attention they receive (Jones, George & Hill, 2000:54), however, it appeared to be out of a genuine desire to promote the value of World Heritage and the specific sites, as well as to highlight what is happening at these sites (both good and bad) in order to facilitate the long-term and sustainable existence of the sites.
- The face-to-face aspect of the interviews enabled me to take note of dynamics during the discussions such as body language or sarcasm. These were often found to be indicators of true feelings.
- One particular advantage of interviews is that I was able to clarify or probe a particular issue immediately.

- The interview process was extremely time-consuming and very expensive (both in terms of incidental and direct costs incurred). To be able to conduct an interview implied logistical arrangements, emails and telephone calls, pre-interview research, preparation and printing, travelling to a venue as chosen by the interviewee, transcription of the recordings and the coding and analysis of the data. Qualitative research is an in-depth and protracted process requiring dedication and hard work but it was found to be an extremely rewarding experience.
- The interviewees appeared to relax and open up after being informed that their responses would be relayed on an anonymous basis and as such all quotes in this research refers to a specifically numbered respondent and not to a particular individual's name.
- Personally I have benefited greatly in terms of the skills that I have had to develop and sharpen to conduct the interviews and produce the findings. On a personal level it has been an extremely rewarding experience, although often exhausting and mentally challenging to meet the respondents and to try to understand and learn from their issues and experiences.

6.2.2.3 Post-interview Actions

Post-interview actions included transcribing hour upon hour of interview recordings (often listening to the same sentence over and over to get it exactly right) and storing information electronically. After transcription, I made an effort not to make assumptions or read meaning into statements and in some cases contacted the interviewee again to clarify and verify what had been said and meant. This is in line with the philosophy of triangulation (Tellis, 1997) which advocates the ethical requirement to confirm the validity of information.

The research would not have been possible without the involvement of the respondents and they were thanked for their valuable contributions. Each participant

took time despite very busy schedules to accommodate this research effort and that is greatly appreciated.

6.2.3 Interpreting the Data

Although a computer was used to process the data (transcribing, writing up or editing), I did not use specific software for this process. The reason for this was that although software offered text retrieval capability or the like, this could not replace the curiosity, insight and sensitivity of a person. Potter (2002:149) aptly refers to the professional researcher as "the most sophisticated analytical device around".

Finding meaning in the transcribed data involved a process of coding, finding themes and clustering data as illustrated in Figure 6-2 below (Denzin & Lincoln, 1998:180; Schurink, 2003):

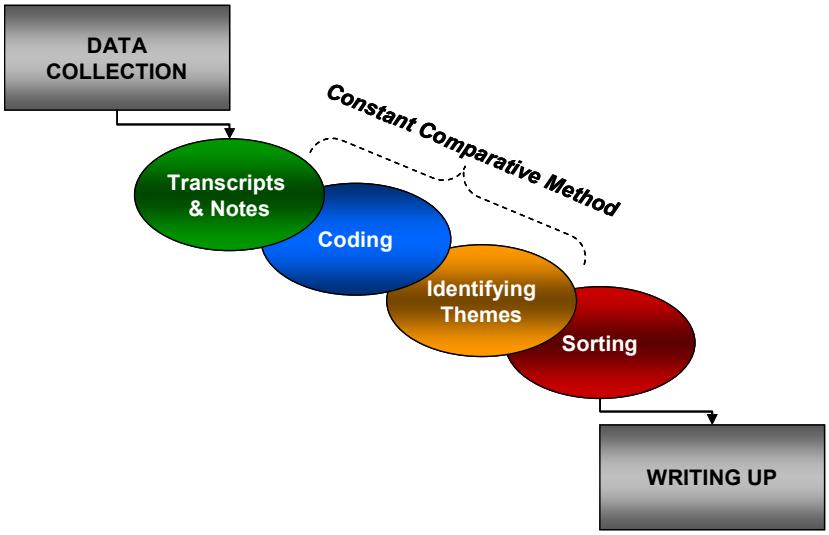


Figure 6-2: The Process of Finding Meaning in Data
(Adapted from Denzin & Lincoln, 1998:180; Schurink, 2003)

To code and identify themes is a time-consuming interpretive process. This process involved breaking up the data into meaningful parts and classifying these parts according to themes. Thematic analysis is a way of deciphering qualitative information. Themes are patterns found in the data that describe certain aspects as they relate to the research problem. Themes can be directly observed or can be

underlying, and thus can be manifest or latent (Boyatzis, 1998:1-4). This is the foundation for the interpretations and inferences I made that are discussed in the following chapter.

According to Constas (1992:255) a fundamental step of qualitative analysis involves the analysis of the data through the development of categories. In order to identify themes the data had to be coded. Coding is used in qualitative research to structure and facilitate the analysis of the data and is a way of relating the data (Coffey & Atkinson, 1996:27; Weaver & Atkinson, 1994:31). Meaningful words, passages or topics were identified and labelled. Labels that were associated were collected and grouped so that similar information could be compared.

The first stage of the coding process involved *open coding* where the focus was on general concepts and categories. Similar incidents or quotes were labelled together. The next step was *axial coding* where the initial list of concepts and categories were refined. Axial coding is the identification of core themes during qualitative data analysis. Within Grounded Theory, it refers to the process of relating categories and concepts to each other until the basic frame of generic relationships is understood to include phenomenon, causal conditions, context conditions, intervening conditions, action strategies and consequences (Strauss & Corbin, 1990). During axial coding some of the connections previously made were disregarded or new connections were made and causal relationships were noted. This is all part of the analytical process.

Qualitative data can easily become overwhelming and as such it is wise to find or develop a systematic way of storing the data that works for the researcher. In order to facilitate recordkeeping and data retrieval, multiple copies were made of original data, which were scanned to be stored electronically. All documents were labelled and saved electronically with the following naming convention: the date; name of document or individual. All documents were saved in appropriate folders.

6.2.4 The Quality of the Data

It is important to show the reliability of the research results in order for the study to be worthwhile. Lincoln and Guba (1998); Patton (1990); and Tellis (1997), all suggest that a number of strategies should be employed to ensure credible research. This is often also referred to as triangulation. It is important to take cognisance of the following points in order to prove the credibility of a study:

- **Triangulation:** During this study several methods were employed to collect data and ensure that findings are credible. Personal interviews and informal focus groups were conducted with subject matter experts from various representative stakeholder groupings alongside a survey of relevant supporting documentation.
- **Validation:** Member checking was employed to ensure that respondents verified data and the interpretation thereof. A draft of the findings was sent to respondents for their information and verification.
- **Transferability:** To improve transferability of data the data found in the interviews and documentation were described in detail. Solid descriptive data forms the basis of qualitative data and ensures that data is transferable for future use.
- **Auditing:** The research data and findings were revisited continuously in an effort to ensure dependability. For the most part this was done by myself. However, the study leader played a significant part in ensuring that the process was consistent.

6.3 GRAPHICAL REPRESENTATION OF THE FINDINGS

The graphic representation of the Strategic Organization Behaviour Framework is based on the Integrated Definition (IDEF) Function Modelling Method or IDEF0. IDEF diagrams were introduced in 1981 as part of the Integrated Computer-Aided Manufacturing (ICAM) Project (Mayer, Benjamin, Caraway, Painter, 1995: 245-290). The IDEF0 method is a method used to model systems from the functional or organizational perspective. It was designed to model the decisions, actions, and activities of an organization or other system and targets communication and analysis of the functional perspective of a system (Mayer *et al.,* 1995: 245-290).

As can be seen from in Figures 6-3 and 6-4 on the following page, the IDEF0 modelling technique consists of a graphic language and a modelling process that can be used to describe processes. It is an intuitive way to define, analyze and document the business as a whole as well as the functions and processes of the organization. The National Institute of Standards and Technology of the United States Department of Commerce standardised the IDEF0 notation in 1993. It is a public domain methodology (Knowledge Based Systems, 1997).

The main strength of the IDEF0 modelling technique is its simplicity: it uses one notational construct called the Input-Control-Output-Mechanism (ICOM). Each side of the function box has a standard meaning or relationships. Labels at the four sides of the box, indicated by arrows, dictates the arrow's role. Arrows entering the left side of the box are inputs. Inputs are transformed to produce outputs. Arrows entering the box at the top are controls, which specify the conditions required for the function to produce the right outputs. Arrows leaving the box on the right side are outputs and include data or objects produced by the function. Arrows connected to the bottom of the box represent mechanisms indicating the means that support the execution of the function (United States of America. Department of Commerce. National Institute of Standards and Technology, 1993:10-11).

As illustrated in Figure 6-3 below a 'Context Diagram' is a model of the function at the highest level of inputs, controls, outputs, and mechanisms (Department of Commerce. National Institute of Standards and Technology, 1993:3-6), where:

- inputs refer to items that trigger the activity;
- controls refer to guiding or regulating the activity conditions required to produce correct output;
- mechanisms refer to systems, people and equipment used to perform the activity;
- outputs refer to results of performing the activity.

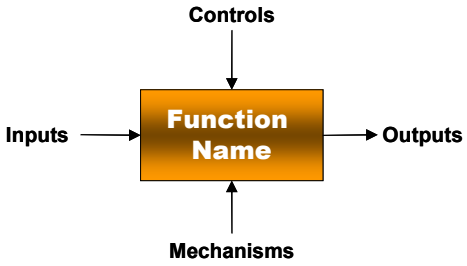


Figure 6-3: IDEF0 Context Diagram

(Department of Commerce. National Institute of Standards and Technology, 1993)

Context diagrams are followed by Decomposition diagrams (see Figure 6-4) which link together the context diagrams, as depicted below:

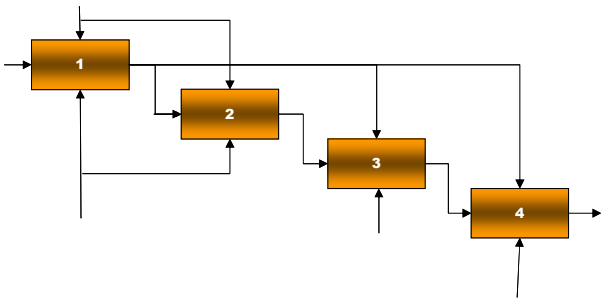


Figure 6-4: IDEF0 Decomposition Diagram

(Knowledge Based Systems, 1997)

The benefits of using the IDEF0 methodology to model business processes are the following (Knowledge Based Systems, 1997):

- "*Understanding - modelling helps discover the nature of the business being modelled; that is, what is being done in the business*".
- "*Communication - once understanding has been reached, the nature of the business processes can be documented and these documents easily communicated*".
- "*Enlightenment - modelling helps uncover anomalies, redundancies, deficiencies and inefficiencies in the existing (as-is) business process*".
- "*Improvement - a model allows you to select deficient areas of the business and its processes and to improve them*".
- "*Redesign - a model provides a tangible basis for redesigning the process, performing simulations of the redesigned (to-be) business process as defined by the strategy. This means that strategies can be tested before implementation takes place*".

6.4 CONCLUSION

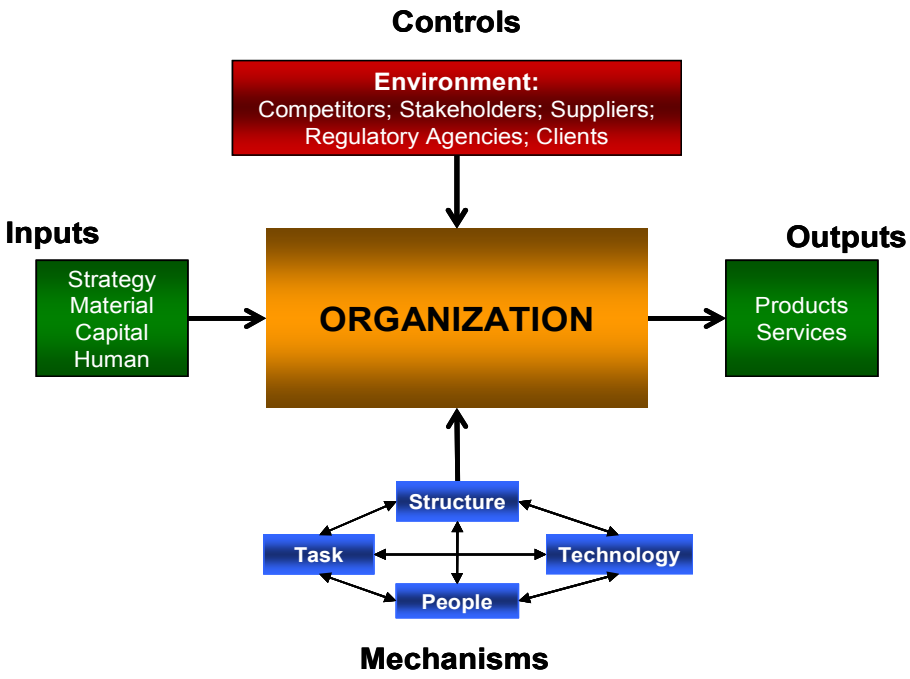
The purpose of this chapter was to discuss the actual methodology employed during the research conducted in the empirical phase of this study. It was found to be most insightful to examine the Organizational Behaviour, with emphasis on the strategic level, of selected South African World Heritage sites within a qualitative approach utilising in-depth interviews. This methodology facilitated the gathering of meaningful information in order to gain greater insight into how the organizations function.

The findings of this study will be presented in a thematic form rather than being organised based on the underpinning theory. The Case Study research method was employed and the open coding procedure of Grounded Theory was used to assist in data analysis in order to identify these themes. The following chapter will discuss the research results and the framework in realisation of the research objectives.

CHAPTER 7
PRESENTATION AND DISCUSSION OF RESEARCH FINDINGS

In this chapter…

Overview of the Findings and Organizational Behaviour Framework:



7.1 INTRODUCTION

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

The research process was divided into three stages:

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

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

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

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

7.2 REPORTING AND INTERPRETATION OF RESULTS

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

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

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

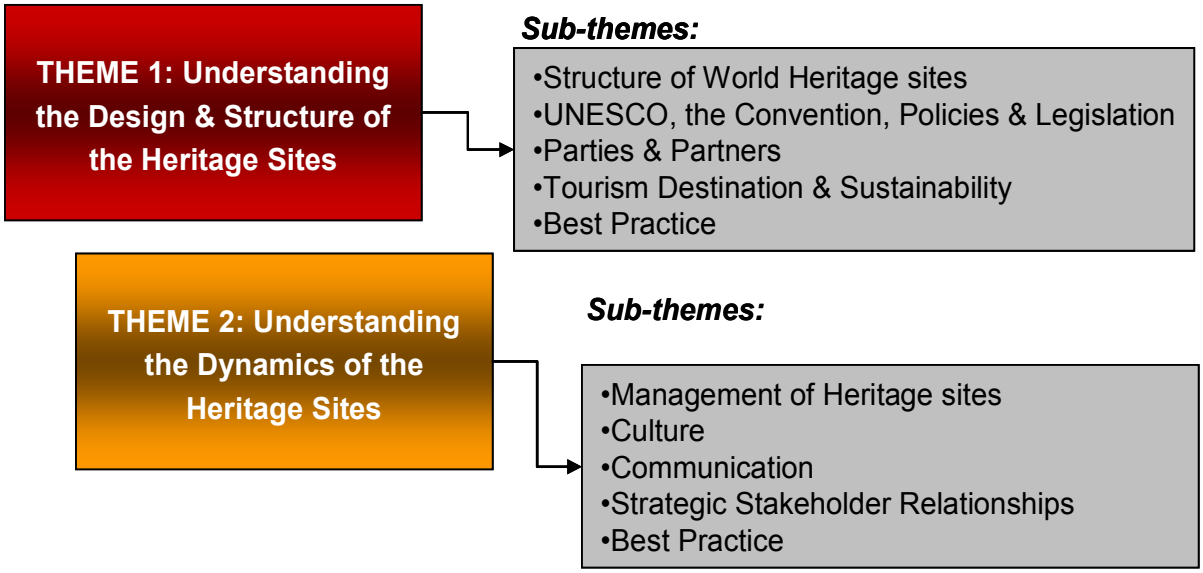


Figure 7-1: Graphic Representation of Identified Themes
(Author's own)

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

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

7.3 TOWARDS A STRATEGIC FRAMEWORK OF ORGANIZATIONAL BEHAVIOUR

7.3.1 Designing the Framework

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

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

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

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

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

7.3.2 An Open Systems Approach

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

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

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

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

7.4 THEMATIC DISCUSSION OF RESULTS

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

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

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

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

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

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

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

7.4.1 Understanding the Design and Structure of the Heritage Sites

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

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

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

Responses and Findings

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

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

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

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

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

Relation to Literature

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

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

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

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

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

7.4.1.2 The Structure of World Heritage Sites

Responses and Findings

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

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

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

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

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

Relation to Literature

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

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

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

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

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

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

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

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

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

7.4.1.3 Parties and Partners

Responses and Findings

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

attention is given to the World Heritage site.

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

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

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

Relation to Literature

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

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

7.4.1.4 Tourism Destination and Sustainability

Responses and Findings

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

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

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

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

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

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

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

Relation to Literature

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

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

7.4.2 Understanding the Organizational Dynamics of the Heritage Sites

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

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

7.4.2.1 The Management of the World Heritage Sites

Responses and Findings

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

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

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

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

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

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

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

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

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

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

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

Relation to Literature

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

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

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

7.4.2.2 The Organizational Culture of the World Heritage Sites

Responses and Findings

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

Relation to Literature

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

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

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

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

Deductions and Recommendations

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

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

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

7.4.2.3 Communication at the World Heritage Sites

Responses and Findings

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

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

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

Relation to Literature

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

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

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

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

Deductions and Recommendations

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

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

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

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

7.4.2.4 The Strategic Stakeholder Relationships of the World Heritage Sites

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

Responses and Findings

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

level where decisions are taken.

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

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

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

Relation to Literature

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

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

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

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

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

Deductions and Recommendations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

7.5 THE PROPOSED STRATEGIC ORGANIZATIONAL BEHAVIOUR FRAMEWORK

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

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

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

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

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

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

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

7.5.1 World Heritage Organizations as Open Systems

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

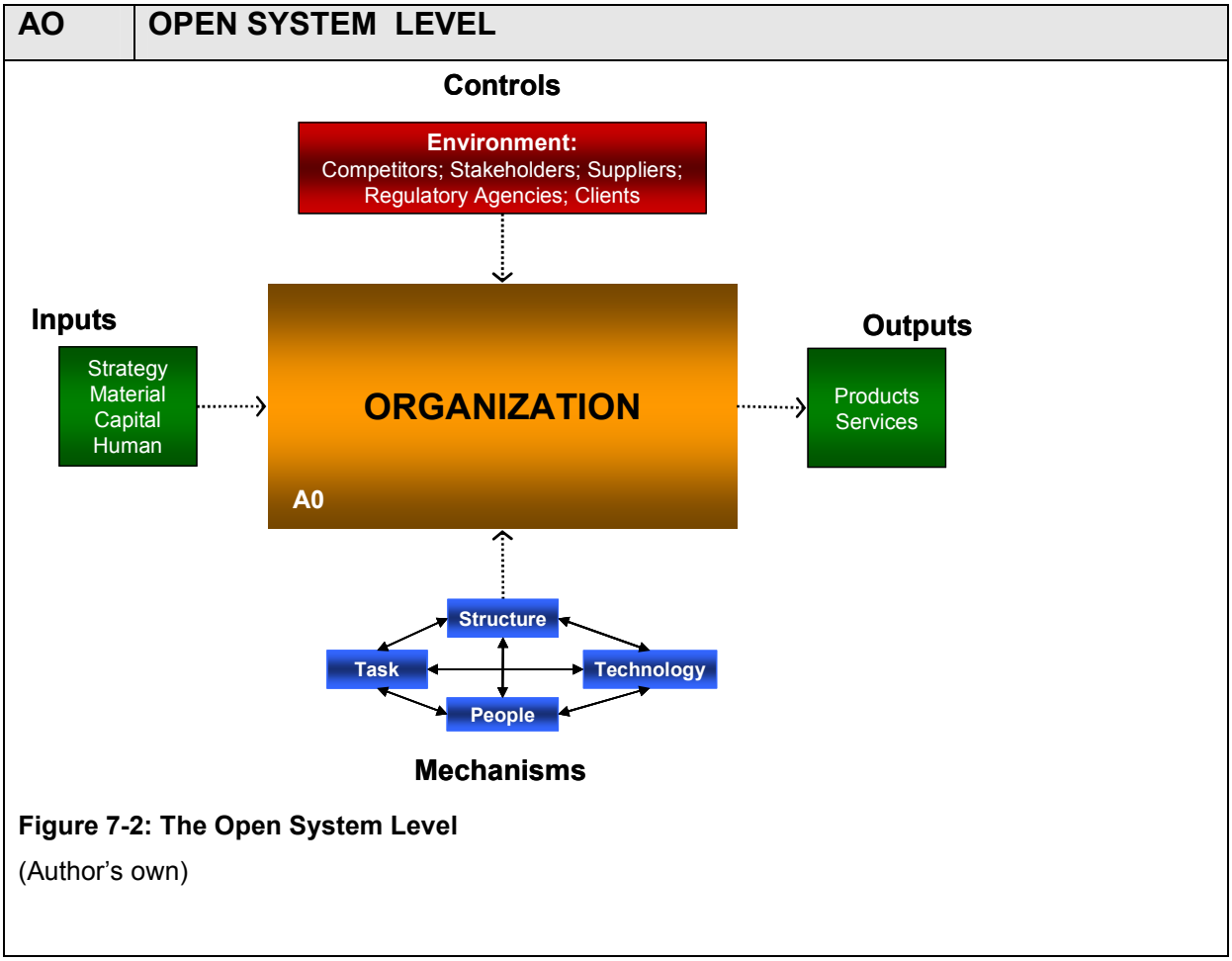


Figure 7-2: The Open System Level
(Author's own)

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

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

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

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

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

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

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

7.5.2 The Strategic Organizational Behaviour Framework

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

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

stakeholders;

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

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

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

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

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

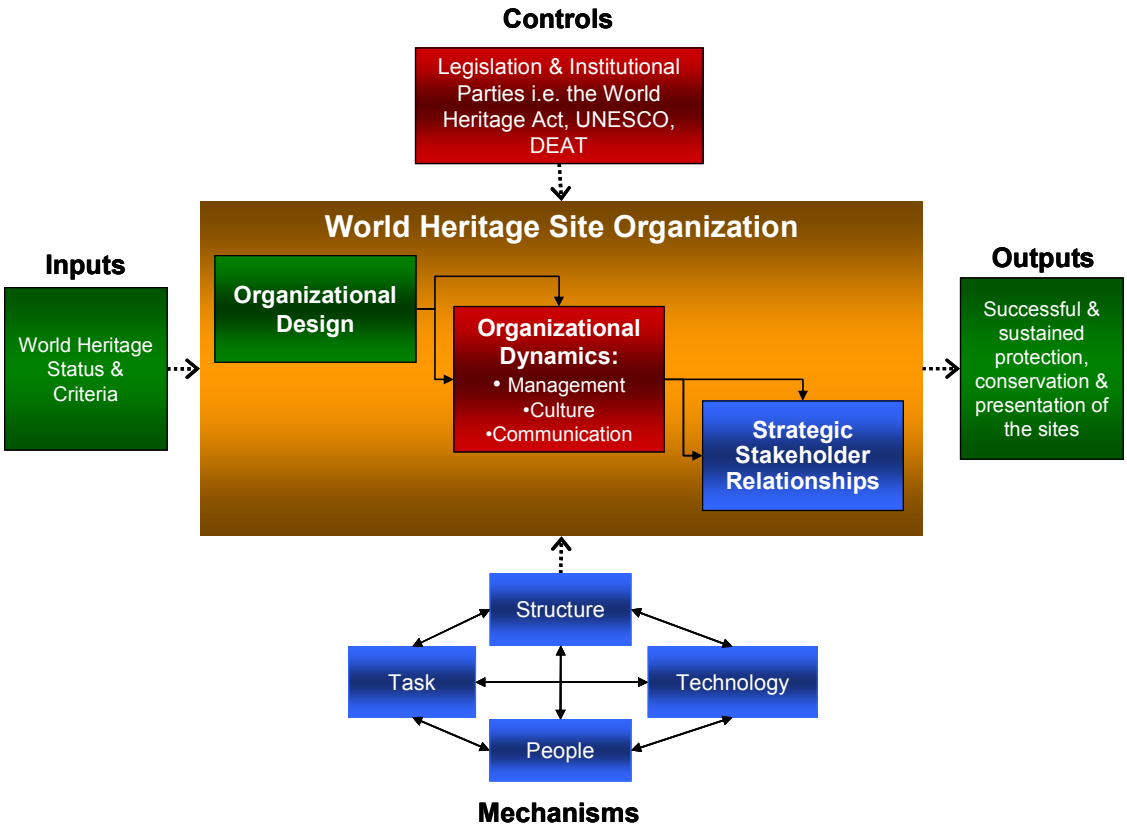


Figure 7-3: The Strategic Organizational Behaviour Framework
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Organizational design is illustrated and elaborated on as follows:

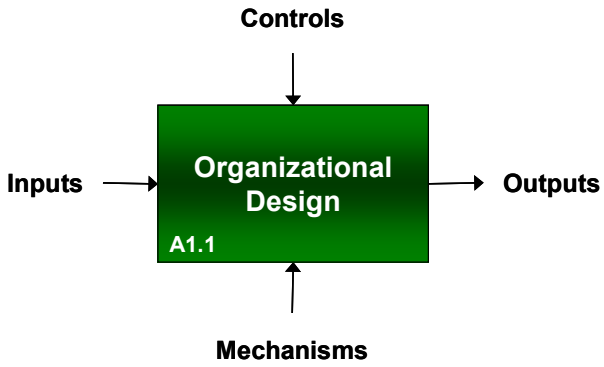

Figure 7-4: Organizational Design
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Organizational design defines the formal division, grouping and coordination within organizations. Design elements include span of control, centralization and

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

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

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

Organizational dynamics are illustrated and explained as follows:

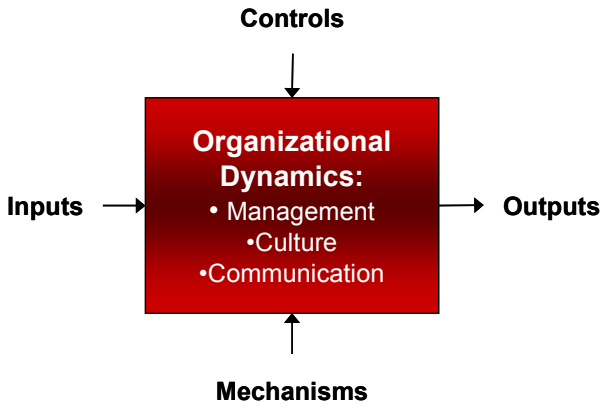

Figure 7-5: Organizational Dynamics
(Author's own)

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

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

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

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

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

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

Strategic stakeholder relationships are represented as follows:

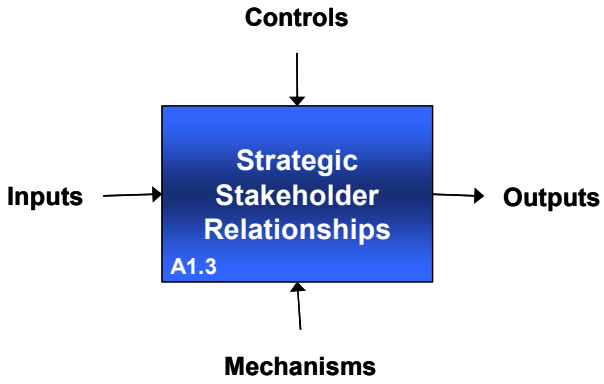

Figure 7-6: Strategic Stakeholder Relationships
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Strategic Stakeholder Relationships refer to the individuals and groups who have to interact in order to achieve the organization's objectives. The World Heritage organizations have to unite and look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

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

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

7.6 CONCLUSION

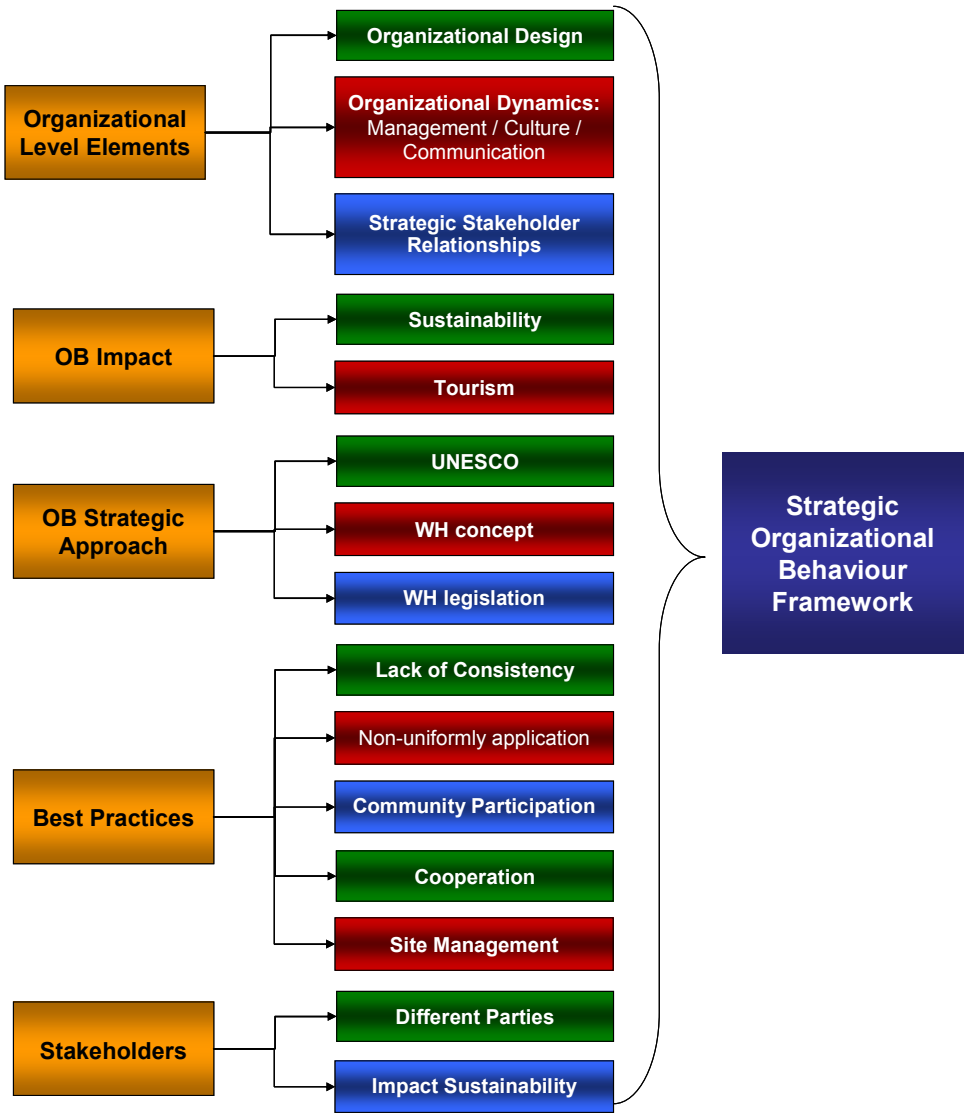
The purpose of this chapter was to report and discuss the results from the empirical phase of this study and the resultant Strategic Organizational Behaviour Framework. The framework is based on the principles of the Open Systems Theory which have been applied to World Heritage sites in South Africa.

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

CHAPTER 8
CONCLUSION AND RECOMMENDATIONS

In this chapter…

Overview of Conclusions and Recommendations:



8.1 INTRODUCTION

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

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

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

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

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

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

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

8.2 FINDINGS AS RELATED TO THE OBJECTIVES

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

8.2.2 The Impact of Organizational Behaviour on Sustained Destination Management

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

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

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

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

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

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

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

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

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

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

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

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

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

8.2.3.1 UNESCO Provides the Philosophy but does not have Governing Powers

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

8.2.3.2 The Concept of World Heritage is still not Widely Understood

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

Table 8-1: The World Heritage Tourism Program Activities

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

8.2.4.2 General Best Practices are not Applied Uniformly

a) Raising Awareness

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

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

b) Increasing Protection

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

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

c) Improving Management

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

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

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

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

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

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

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

8.2.4.3 Participation of Local Communities

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

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

8.2.4.4 Cooperation for World Heritage

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

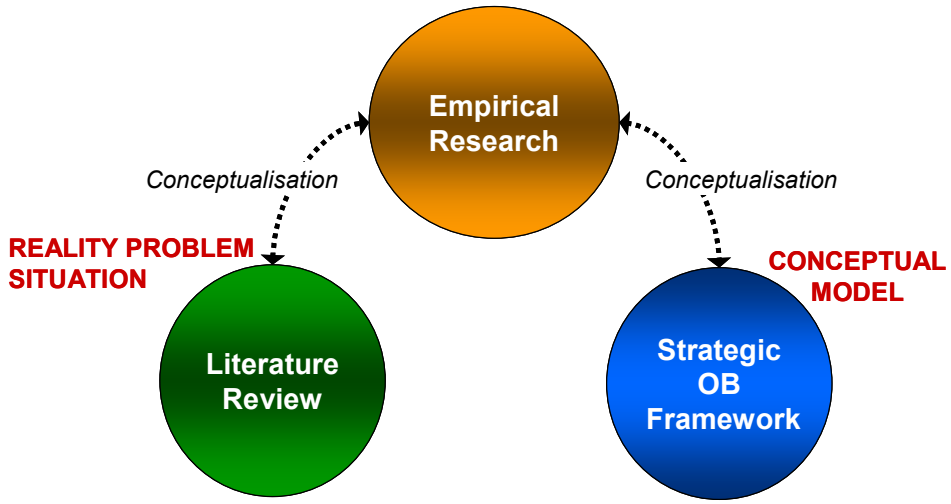


Figure 8-1: The Relationship between Phases of the Study
(Author's own)

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

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

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

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

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

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

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

8.3 THE RELIABILITY OF THE STUDY

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

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

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

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

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

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

8.4 THE LIMITATIONS OF THE STUDY

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

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

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

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

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

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

8.5 THE CONTRIBUTION OF THE STUDY

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

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

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

8.6 RECOMMENDATIONS FOR FUTURE RESEARCH

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

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

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

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

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

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

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

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

8.7 CONCLUSION

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

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

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APPENDIX A - INTERVIEW SCHEDULE

INTERVIEW SCHEDULE

- PHD Research Project in Organizational Behaviour -

A Strategic Organizational Behaviour Framework to sustain the effective management of South African World Heritage sites

Interviewer: Madia Levin

PART 1:

Tell the interviewee…

1. About The Research:

- This interview relates to research on the 'Development of a Strategic Organizational Behaviour Framework' in order to sustain the effective management of World Heritage sites in South Africa. The study has the approval of the University of Pretoria and the Department of Environmental Affairs and Tourism.
- The purpose of the study is to investigate the organizational level of Organizational Behaviour (OB) of World Heritage sites in South Africa in order to compile a strategic OB framework to be of practical use in the improvement of the management, organizational functioning, sustainability and performance of such destinations.
- As part of this study your name has been selected by the researcher, as one of the representative sample of role-players, to conduct an interview with. I wish to assure you that all information I receive will be treated as confidential and that your participation will remain anonymous if so wished. Your contribution to this study is extremely important to ensure the success of the project.

2. Researcher's Expectations:

- The interview will be treated as confidential and participation will remain anonymous.
- With your approval the interview will be tape-recorded, in order to facilitate record keeping.
- Interviews will be semi-structured and in order to gain a deeper understanding of the whole situation structured questions may be followed with probing questions.
- Once the data has been analysed, summary findings will be presented to participating individuals if so requested.
- **A letter of consent is attached**. Please tick and sign (signing is optional if so preferred) and hand back at interview.

3. Time Commitment Required:

- Approximately 1 hour.

PART 2:

Ask the interviewee…

1. Understanding The Relevant Issues:

a) *The World Heritage Sites of South Africa*

An overview of what World Heritage is and a situational analysis of the selected South African World Heritage sites in order to establish what is the nature of the important issues.

b) *International Best Practices*

An examination of universal guidelines and best practices as they relate to international World Heritage sites.

c) *Organizational Behaviour Management*

A thorough theoretical understanding of the strategic, organization level aspects of an organization's behaviour with particular focus on issues that relate to organizational design, organizational dynamics and strategic stakeholder relationships.

2. Research Objectives And Related Questions:

SECONDARY OBJECTIVES	
1	***To explore the organizational level elements necessary for the sustained strategic organizational behaviour of a World Heritage site.***
Research Questions	1.1 What are the factors that may influence sustainability and growth of South African WH sites? 1.2 What are the organizational level elements and dynamics that need to be included in a strategic OB framework for a WH site? 1.3 What are the organizational level elements and dynamics that influence the sustainability of WH sites?
2	***To investigate the impact of organizational behaviour on sustained destination management.***
Research Questions	2.1 What is the impact of OB on sustained destination management?
3	***To describe the strategic approach taken to the development and sustainability of a WH sites, with particular focus on the long-term vision and strategy the WH sites.***
Research Questions	3.1 What is the flow from strategy to structure in WH sites? 3.2 Describe the strategic approach to be taken to the development and sustainability of a WH sites, with particular focus on the long-term vision and strategy of the WH sites? 3.3 What are the processes for implementing sustainable OB management?

4	***To examine what are the best practice for optimal and sustained management of South African World Heritage sites.***
Research Questions	4.1 How should the organizational behavioural dynamics of WH sites be managed in the South African WH sites for optimal and sustained performance?
5	***To investigate the roles and contributions of the World Heritage sites' strategic stakeholders.***
Research Questions	5.1 What are the roles and contributions of the stakeholders of the WH sites to the management, functioning and sustainability of the organization? 5.2 What are issues and elements that influence stakeholders' perceptions positively and negatively with regard to the management, functioning and sustainability of the organization?

PART 3:

Conclude the interview…

1. In closing:
    - Complete the Informed Consent Form and check details.
    - Discuss any concerns if applicable.
2. Ask the interviewee if they will be available in future to clarify something, if necessary.
3. Thank the interviewee and ensure anonymity of discussion.

APPENDIX B - INFORMED CONSENT FORM

UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

INFORMED CONSENT TO PARTICIPATE IN A RESEARCH PROJECT

Department of Human Resources Management
Faculty of Economic & Management Sciences
University of Pretoria

To be conducted by: Madia Levin
E-mail: madialevin@gmail.com
Tel: 012 347 2628 & Fax: 0866 537 347

I, Madia M Levin, PhD student at the University of Pretoria, am currently undertaking research on the 'Development of a Strategic Organizational Behaviour Framework' in order to sustain the effective management of World Heritage sites in South Africa for my PhD thesis in Organizational Behaviour. The study has the approval of the University of Pretoria.

The ***purpose of the study*** is to investigate the organizational level of Organizational Behaviour (OB) of World Heritage sites in South Africa in order to compile a strategic OB framework to be of practical use in the improvement of the management, organizational functioning, sustainability and performance of such destinations. As part of this study your name has been selected by the researcher, as one of the representative sample of role-players, to conduct an interview with. I wish to assure you that all information I receive will be treated as confidential and that your participation will remain anonymous. Your contribution to this study is extremely important to ensure the success of the project.

Interviews will be conducted in person, according to the interviewee's schedule and availability. With your approval the interview will be tape-recorded, in order to facilitate record keeping. An interview guide will be prepared ahead of time to be sure to cover all aspects of the topic but significant freedom will be taken to explore, elaborate or explain answers if it is thought to be fruitful. Interviews will be semi-structured and in order to gain a deeper understanding of the whole situation structured questions may be followed with probing questions.

Once the data has been analysed, summary findings will be presented to participating individuals if so requested. In this way, your contribution to the research should benefit you and your institution in future. The value and outcome of this research depends on your willingness to take part in this project. If you have any queries, which I have not addressed, and would like to discuss these with me, please contact me: M Levin at madialevin@gmail.com or Fax: 0866 537 347

A letter of consent is attached. Please tick and sign (signing is optional if so preferred) and hand back at interview.

Yours faithfully

MM Levin
Researcher

CONSENT FORM FOR PARTICIPATION IN A RESEARCH STUDY

Department of Human Resources Management
Faculty of Economic & Management Sciences
University of Pretoria

You are invited to participate in a study conducted by Madia Levin under the direction of Dr. Yvonne du Plessis of the Department of Human Resources Management, University of Pretoria.

1. Description of Research:
The purpose of the study is to investigate the Organizational Behaviour (OB) of the World Heritage sites of SA in order to compile a strategic OB framework to be of practical use in the improvement of the management, organizational functioning, sustainability and performance of important to such destinations.

2. Research Procedure:
I understand that I will be requested to be interviewed. The interview will be conducted by the researcher. I will be contacted to confirm the time and venue of the interview. The interview will be semi-structured according to an interview schedule. The interview will take approximately one hour. The interview transcript will be kept in a secure place.

3. Risks and Benefits:
I take note that there are no known risks or discomforts associated with this research project. I understand that there are no direct benefits for me for participating in this study.

4. Participant's Rights:
I understand that my participation is on a voluntary basis and that I can choose not to participate or withdraw from the project at any time and without adverse consequences. At my request a copy of this consent from will be provided to me.

5. Confidentiality:
The interview will be treated confidentially and my participation will remain anonymous.

6. Disclosure and Right of Access:
I agree not to disclose any confidential information discussed during the interview with any other parties. If there are points discussed that I would like to discuss in more depth, I will contact the researcher. I do not give up any legal rights by signing this informed consent form. I understand that I will not receive any compensation for participating in this research project.

7. Consent:
I have read this consent form and have been given the opportunity to ask questions. I voluntarily consent to participate in this study. I understand what the study is about and how it is being done.

Participant's Signature or ☐ (tick if you do not wish to sign) **Date**

Yours faithfully,

M Levin, Researcher