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An innovative framework for integrated management of cultural heritage: A case of Eastern Cape Provincial Heritage Resources Authority

By



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Submitted in partial fulfilment of the requirements for the degree of Master of Public Administration, in the Faculty of Management and Commerce, at the University of Fort Hare

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November 2024

DECLARATIONS

I, **Sello PITSO**, student number **202013640**, declare that this dissertation titled “An Innovative Framework for Integrated Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority,” submitted for the award of the Degree of Master of Public Administration in the Faculty of Management and Commerce at the University of Fort Hare, is my own work and has never been submitted for any other degree purposes at this university or any other.

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Date: _____

ACKNOWLEDGEMENTS

- God almighty.
- Professor MM Sibanda for his expert guidance.
- All the Entities and individuals who participated in this study.
- My family and friends for your support throughout this journey.
- Classmates for their motivation.



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DEDICATION

I dedicate this thesis to my lovely wife, Mamo and our children Karabo, Bokang and Lipalesa who encouraged me continuously throughout this MPA process. God bless them.



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ABSTRACT

The National Heritage Resources ACT (NHRA) No 25 of 1999 establishes a system for integrated management, assigning responsibilities to heritage authorities across various governance levels. In the Eastern Cape province, the provincial heritage resources authority (PHRA) faced governance and operational challenges in the period between 2012 and 2020, leading to public concern from the business community and political fraternity. Limited information is available on the authorities' performance and functionality history. Therefore, this study investigated factors influencing the PHRA's optimal functionality. Using a non-probability sampling technique, a qualitative case study design was utilised to identify the necessary sample, and data was gathered through semi-structured interviews with individuals from seven purposefully selected entities. Secondary sources such as published and unpublished documents were analysed to supplement primary data and to ensure data was exhausted to provide rich descriptions. Data was analysed using thematic and content analysis. The findings reveal that cultural heritage management is affected by governance, requisite competencies, financial resources and infrastructure. Based on the findings, an innovative framework was proposed for the integrated management of cultural heritage in the Eastern Cape province.

Keywords: Integrated Management, Cultural Heritage, Provincial Heritage Resources Authority, Eastern Cape.

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ACRONYMS AND ABBREVIATIONS

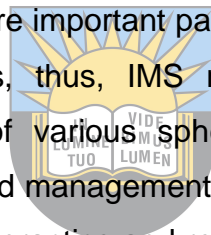
Abbreviation	Description
ATM	Automatic Teller Machine
AENP PMP	Addo Elephant National Park, Park Management Park
CHM	Cultural Heritage Management
CPSI	Centre for Public Sector Innovation
DACST	Department of Arts & Culture, Science & Technology
DEA	Department of Environmental Affairs
DOJ & CD	Department of Justice & Constitutional Development
DPSA	Department of Public Service and Administration
DST	Department of Science and Technology
DSAC	Department of Sport, Arts and Culture
DSRAC	Department of Sports, Recreation, Arts & Culture
ECPHRA	Eastern Cape Provincial Heritage Resources Authority
ECPTA	Eastern Cape Parks & Tourism Agency
EGU	Entities Governance Unit
EMSs	Environmental Management Systems
GCIS	Government Communication & Information System
GST	General Systems Theory
HRDS	Human Resources Development Strategy
HRMS	Human Resources Management Strategy
HWC	Heritage Western Cape
ICCROM	International Centre for the Study of Preservation and Restoration of Cultural Property
IFREC	Inter-Faculty Research Ethics Committee
IMSS	Integrated Management Systems
ILO	International Labour Organisation
ISO	International Organisation for Standardization
KZN	KwaZulu Natal
LRA	Labour Relations Act
MEC	Member of Executive Council
M&E	Monitoring and Evaluation
MINMEC	Intergovernmental tourism forum of National Minister and Members of Executive Councils (MECs) for Tourism
MINTECH	Ministerial Technical Committee
MIPTECH	Interprovincial tourism technical committee of provincial and national officials
MOA	Memorandum of Agreement
NDP	National Development Policy
NEMA	National Environmental Management Act

NHRA	National Heritage Resources Act
NLHR	National Liberation Heritage Route
NMC	National Monuments Council
NPC	National Portfolio Committee
NPO	Non-Profit-making Organisation
NSI	National System of Innovation
OECD	Organisation for Economic Cooperation & Development
PHRA	Provincial Heritage Resources Authority
PFMA	Public Finance Management Act
PME	Planning Monitoring and Evaluation
PSI	Public Sector Innovation
QMSs	Quality Management Systems
RSA	Republic of South Africa
SAHRA	South African Heritage Resources Agency
SAHRIS	South African Heritage Resources Information System
SANParks	South African National Parks
SMEs	Small and Medium Enterprises
SPSS	Statistical Package for Social Sciences
SWOT	Strengths, Weaknesses, Opportunities, Threats
TRC	Truth and Reconciliation Commission
UFH	University of Fort Hare
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WHC	World Heritage Convention
WHC	World Heritage Committee
WHF	World Heritage Fund

CHAPTER 1: INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

Integrated management is fundamentally a critical component in the view of governance and management of companies globally. It is perceived as a solution to numerous management and systemic challenges (Jørgensen *et al.*, 2006). Companies looking to improve performance through integration of management systems are compelled by the desire for value-added productivity, effective internal communication processes and overall performance improvement (Domingues *et al.*, 2015). Integrated management can be traced back as a basis for quality management systems (QMSs) and environmental management systems (EMSs) which are sets of international standards known as integrated management systems (IMSs). Integrated management is about correspondence between system elements and generic processes of coordination which are important parts of building up an IMS; it is about culture, learning and employees, thus, IMS requires persistent reconstruction, modernising and improvement of various spheres of the management system (Jørgensen *et al.*, 2005). Integrated management has come to define policy direction in heritage management and best practice and remains one of the vital goals for first world and third world countries.



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In South Africa, integrated management system constitutes an integral part of heritage management and defines the policy direction for South Africa's heritage management system and its associated legal framework (RSA: NHRA, 1999). Meanwhile, the requirement for full implementation of integrated approach within the heritage sector has led to the exploration of the concept of public sector innovation, a relatively new subject that has received considerable scholarly attention (Basson, 2018). Public sector innovation is defined as a process of discovering new ways to achieve public goals that involve the formation, nurturing, and development of innovative practises and ideas, and their adoption by public sector organisations (van der Wal and Demircioglu, 2020).

The democratic South Africa's heritage sector has witnessed great reforms that advocate for the implementation of an integrated approach. However, there seems to

be no consensus about the effective framework to advance the implementation of integrated management. Therefore, this research was carried out within the context of public sector innovation. The study's principal objective is to provide innovative framework for integrated management of cultural heritage and assist in the processes and systems of heritage management, particularly at the provincial level. Underpinned by Bertalanffy's (1950) classical work "general systems theory", and diffusion of innovations theory (Rogers 1962), the study used the Provincial Heritage Resources Authority (PHRA) as a case study.

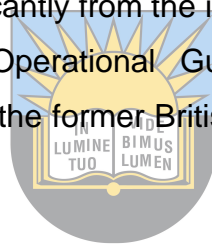


Figure 1: Context of Eastern Cape province

1.2 BACKGROUND AND STUDY CONTEXT

For half a century, integrated management has greatly grown in global significance within cultural heritage sector, with UNESCO calling on state parties to incorporate heritage management within all-inclusive planning programs and coordinating structures (UNESCO, Operational guidelines: WHC.12/01. July 2012). UNESCO's Convention of 1972 provides for effective management and integrated framework for cultural and natural heritage resources of exceptional universal value (UNESCO, the convention 1972). Across the continent, effective governance emerged as a key element within African Union legal frameworks, gaining importance since the 1990s. It has been recognised as one of the African Union's primary goals in its Agenda 2063 transformation strategy (Mbaku, 2020; Mo Ibrahim Foundation, 2020).

Inspired by the international policy direction, the democratic South Africa adopted the integrated management approach as a panacea for its heritage management, following the smooth political transition in 1994. Integrated management has been projected as a vehicle to bring about redress while grappling with the past imbalances within the heritage sector. These imbalances were created by the nature of governance characterised by *inter alia*, racial exclusivity perpetuated by the colonial and apartheid regimes that ruled South Africa up until 1994. Subsequently, the democratic South Africa's heritage sector underwent policy reforms spearheaded by the introduction of the White Paper on Arts, Culture and Heritage matters of 1996. Inspired by the democratic principles, transformative values of inclusiveness, national reconciliation and recommendations from the Truth and Reconciliation Commission (TRC) hearings to redress the historical injustices, these reforms sought to integrate the previously marginalised cultural heritage (RSA: DSAC, media document, March 2024). These reforms drew significantly from the international standards including the Australian Burra Charter, the Operational Guidelines for the World Heritage Convention, and legislations from the former British colonies including New Zealand, and Canada (Deacon, 2020).



The NHRA was specifically enacted as an inclusive framework addressing the flaws and imbalances of the National Monuments Council (NMC) Act of 1969 (Scheermeyer, 2005). NHRA calls on different role players to ensure interactive and integrated management system for heritage management. The Act provides for a coordinated heritage management process involving the three spheres of governance, thereby establishing national and provincial heritage authorities including the local level to drive integrated management in their respective spheres of governance. The functions of the heritage authorities are tailored such that they cascade into one another.

The SAHRA's core business for instance as a national authority includes the assessment of PHRAs and granting them competency accordingly. Competent PHRAs, in turn, are responsible for assessing local authorities' performance and may discretionally grant them competency if they meet the minimum requirements. Ultimately, heritage management across the country is guided by NHRA, which mandates all state-supported bodies to preserve heritage resources under their jurisdiction in compliance with the standards and procedures as set out by SAHRA

(Addo Elephant National Park PMP, 2015 – 2025).

Given the interrelated nature of their roles, heritage authorities across the three levels of government share the responsibilities of heritage management through a site-grading system. The system assigns SAHRA to national level functions, PHRAs to provincial functions, and local authorities to manage local heritage tasks (RSA: NHRA 1999, section 8). Created under the same legislation, these heritage bodies are also mandated to collaborate in an integrated manner (SAHRA-PHRAs Draft Strategy document undated). Additionally, section 58 (10) of the NHRA facilitates this consolidative process by enabling the transfer of provincial roles and responsibilities from SAHRA to PHRAs (RSA: NHRA 1999, section 58).

To support an integrated approach, SAHRA created SAHRIS, a centralized information system reliant on data provided by its users for effective functionality (Ndlovu, 2011; SAHRIS Policy, 2013). This implementation aligns with the NHRA's goal of an integrated heritage management system, making SAHRIS an accessible platform for all heritage management stakeholders, including public members and governance entities at any level (SAHRA, SAHRIS Memorandum of Agreement, 2012; Jackson and Redelstorff, 2016). The SAHRIS policy emphasizes building a sustainable relationship with users who are responsible for regularly updating the system with relevant information. However, the policy lacks guidance on collaboration with heritage custodians and capacitated them to utilise the platform effectively. Consequently, users continue to face challenges such as complex navigation and application issues (Jackson and Redelstorff, 2016). While some entities had adopted well to the system, its sustainability has been problematic in provinces where the PHRAs are not fully functional.

SAHRA drafted a commendable policy document intended to advance efforts to capacitate and improve the functionality of PHRAs (The SAHRA–PHRAs Draft Strategy undated). SAHRA outlined a list of well-thought-out objectives for the strategy. The draft strategy identified what was intended to be a robust heritage management system, rooted in interdependence and mutual reinforcement, had encountered numerous problems inherent in the system itself. These challenges risk undermining the very good intentions of the legislation that established the heritage authorities (SAHRA-PHRAs Draft Strategy undated). The strategy highlighted several key problems affecting the integrated heritage management systems, including

absence of PHRAs in certain provinces, some improperly constituted PHRAs, disfunctionality of PHRAs, a lack of human resources, insufficient funding, and an inadequate regulatory and policy framework (SAHRA-PHRAs Draft Strategy, undated). Furthermore, the impact of underfunding of public sector heritage institutions, including PHRAs, has limited their capacity to fulfil the objectives outlined in founding legislations such as NHRA.

According to SAHRA, these problems suggest that the provincial sphere of government has not constituted itself well and firmly to grapple with its dual responsibility of heritage resources management, which includes taking charge of heritage management in the provinces on the one hand and assessing as well as confirming the competence of the local authorities in the different provinces on the other. However, the governance of heritage authorities at the provincial level came to the fore in 2003 when Eastern Cape and Western Cape spearheaded the process, appointing Councils. However, this was not by design for Eastern Cape but as an act of compliance with the Court order.

The concept of good governance has increasingly become vital in public administration (Cornforth, 2020). However, the universal model of corporate governance has been mostly discarded (Ponomareva *et al.*, 2022). Good governance stresses the importance of compliance and adherence to policies and procedures for quality control as well as addressing the ethical problems responsible for the bankruptcy of several organisations. This is one of the reasons for its demand (Dobrzański *et al.*, 2021). The growing interest in good corporate governance results from the growing economic breakdowns and historical monetary calamities (Canaj *et al.*, 2022). It has also been specified that corporate governance addresses the conflict of interest as a problem, which also turns out to be an ethical and administrative concern (Ismail *et al.*, 2023).

Similarly, public sector innovation entails development and application of innovative procedures, services, and techniques of service delivery that in turn, produce substantial increases in results, efficiency, effectiveness, and service quality (Pena, 2019). It allows for benchmarking with other organisations before major business decisions are taken (Polkinghorne *et al.*, 2019). With public sector innovation, the managers' knowledge and abilities as well as organisational ethos are fundamentals for an organisation to transform (Pedraza-Rodríguez *et al.*, 2023).

Despite significant heritage policy interventions and a robust legislative framework, only three of the nine PHRAs have been deemed competent. However, seven PHRAs, including one 'competent' one, continue to experience operational and governance challenges (Motlanthe, 2022). Financial challenges, poor governance and oversight, inadequate staffing are some of the challenges reportedly facing PHRAs in their heritage management efforts, which in turn impeded progress toward integrated management.

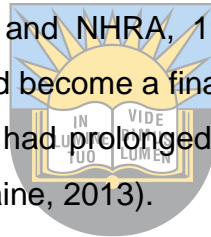
The severity of this situation has further exposed the fact that the post 1994 heritage reforms have not achieved the inclusivity as they were meant to deliver. This has culminated in increased number of people from some segments of the society voicing their unhappiness with service delivery within the heritage sector (Eastern Cape Province: Parliamentary Internal Question Papers 14; 22; 52). The PHRA that was established in 2003 continued to struggle to fully execute its mandate (Blaine, 2013; Mama, 2020). The annual budget allocation to this entity remained a serious concern for execution of its massive and technical mandate. Therefore, the study argues for an innovative framework that provides for, amongst other specific things, revision of the current heritage legislation to enable reprioritisation of budgets in favour of the PHRAs. Such an approach could eventually help achieve greater efficiency and effectiveness in heritage management procedures and practice, resulting in increased value of heritage resources and their contribution to socio-economic development for the people of the provinces and the country at large.

1.3 PROBLEM STATEMENT

The current legal frameworks for heritage management, including the NHRA, were established as part of a wave of reforms to introduce inclusive system of heritage management in the democratic South Africa. These reforms led to a post-apartheid narrative of common heritage amidst yet another narrative of state-prioritised heritage (Manetsi, 2017). Although the NHRA advocates for an integrated, inclusive system, Manetsi (2017) noted that the practice by the state, of prioritising certain aspects of heritage resources over others has continued into the current democratic South Africa. During colonialism, certain aspects of colonial-built heritage such as the Victorian and Dutch architecture were promoted. When the apartheid regime took over in 1948, the Afrikaner heritage took the centre stage. The democratic government post 1994 followed the old pattern of perpetuating the selective approach to heritage

management. Manetsi (2017) used a fitting concept of state-prioritised heritage to explain the preference of liberation heritage by the current political dispensation over other aspects of the national estate. Manetsi (2017) argues that the state's prioritising of heritage has far-reaching ramifications for heritage management in terms of policy as well as politically and administratively in South Africa. The consequences include the partisan allocation of state resources in favour of the state prioritised heritage such as NLHR (Manetsi, 2017), and the colonial buildings.

The PHRA in Eastern Cape province has faced operational challenges, largely due to persistent resource constraints since 2012¹. This led to public outcry from various sectors such as the political formations (Eastern Cape Province: IQPs 14; 22; 52) and the business community, who maintained that the province was losing millions of Rands in potential investment (Blaine, 2013; Mama, 2020). The impact extended to both local and national economies, as the responsible authority is required to issue prior approvals for economic activities under the National Environmental Management Act (NEMA), 1998 and NHRA, 1999 (Mama, 2020). Its inability to effectively execute its mandate had become a financial burden on potential economic investors in the province, as this had prolonged the already tedious environmental impact assessment processes (Blaine, 2013).



Lack of political will to support the PHRA as an entity had been shown to be at play for quite some time and practically rendering PHRA a miscarried entity. This has consequently hamstrung the province's potential to manage cultural heritage resources. A significant setback has been a lack of proper governance. According to the Provincial Heritage Regulations of 2002, each Council is supposed to serve a three-year term. However, between 2012 and 2020, there were unwarranted delays in appointing new Councils, with only two being appointed during that eight-year period.

This resulted in Councils becoming largely dysfunctional due to a lack of quorum and other challenges. As highlighted by de Visser and Waterhouse (2020), such governance issues are detrimental to development, as they deter investment and impede economic growth. On multiple occasions, this governance crisis has escalated into a serious organizational issue. Other problems were connected to weak legislative control. The provincial heritage regulations had been outdated for the longest time and

¹ ECPHRA was declared a full functional PHRA in 2012. The expectation was that it would receive requisite resources for efficient and effective execution of its mandate.

deficient in important areas like the configuration of PHRA, funding and staffing as well as proper governance (Government of Eastern Cape: Provincial Heritage Regulations, 2002). According to Deacon (2015), the South African Constitution gives responsible MECs the authority to enforce a proper heritage management.

Under-funded as most of the PHRAs were, the little funding they received was made available for Council meetings and administering of section 34 of NHRA for applications of historic buildings, while neglecting other aspects of heritage resources and capacity building (Motlanthe, 2021). This is inconsistent with what the White Paper of 1996 and NHRA (1999) sought to achieve. Historic buildings had been receiving considerable attention under the defunct NMC Act of 1969, the precursor to NHRA. Most of the PHRAs continue to perpetuate these inconsistencies of the previous legislation to the detriment of the envisaged dream of inclusive and balanced heritage management.

Many countries which are members of UNESCO have ratified a series of Conventions that seek to standardise the practice of heritage management. South Africa is no exception. The NHRA is modelled on international policies and charters such as the Australian Burra Charter to align heritage management with the international best practice (Deacon, 2015). However, heritage management at the provincial level continues to suffer from neglect. Scholars had argued that this neglect was the result of some legislative flaws (Ndlovu, 2011; Deacon, 2015; Sibayi, 2009) which in turn, constrained proper implementation of integrated heritage management. With the PHRA experiencing disruptions of its services consistently in the period between 2012 and 2020 (Blaine, 2013), Cankurtaran and Beverland (2020) suggest that disruptive events may require managers of public sector organisations to break free from pre-existing thought patterns and start doing business innovatively.

1.4 AIM OF THE STUDY

This study aimed to develop an innovative framework for the integrated management of cultural heritage resources in the Eastern Cape Province.

1.5 OBJECTIVES

- 1.5.1 To determine factors that influence optimal functionality of the Eastern Cape Provincial Heritage Resources Authority.

1.5.2 To establish how public sector innovations can contribute to an integrated cultural heritage management in the Eastern Cape.

1.5.3 To establish protocols for best practice and recommend innovative framework for cultural heritage management in the Eastern Cape province.

1.6 RESEARCH QUESTIONS

1.6.1 What are factors influencing optimal functionality of the Eastern Cape Provincial Heritage Resources Authority?

1.6.2 How can public sector innovations contribute to an integrated cultural heritage management of the Eastern Cape?

1.6.3 What are the protocols and recommendations that can established for best practice for the innovative framework in the Eastern?

1.7 SIGNIFICANCE OF THE STUDY

This study provides a framework for effecting the integrated approach which not only benefits heritage management but also reduces operational costs for entities involved. While role players in heritage management currently lack motivation to pursue effective practices, this study aims to support the delivery of an integrated management outcome. Whilst significant improvement has been observed due to policy restructurings to ensure transformation of the sector (RSA: White paper on arts culture and heritage. 1996), proper implementation therein remained a serious challenge. The study investigated factors attributable to this poor implementation, with insights aimed at raising awareness about the need for better implementation of the heritage reforms.

The study will also assist provincial heritage authorities in evaluating their current practices and addressing the challenges inherent in the implementation of their heritage mandates. Out of nine provinces, there have been only three declared functional PHRAs (Reddy, 2023), with the third one, ECPHRA having been subjected to an 'Intensive Care Unit environment' between 2012 and 2020. This unwarranted situation with ECPHRA further compromised the prospects of successful implementation of integrated management as required by NHRA. The study's findings will assist in providing updated information regarding governance and operational aspects of heritage management to boost prospects of better implementation.

Therefore, the heritage authorities at the three spheres of government should look for

the latest information to inform their management strategies. Information on governance and operational aspects is fundamental in influencing policy direction within the heritage management sector. SAHRA developed a strategy for the enhancement of capacity and functionality of PHRAs (The SAHRA–PHRAs Draft Strategy undated). The Strategy supports the principle of integrated management system. In accordance with this system, the heritage management functions cascade one into the other from national to provincial and local levels (RSA: NHRA, 1999: section 8). Thus, the heritage authorities at the three spheres of government are not only interrelated but also interdependent. It is the practical invisibility of interdependence that appear to impede the drive for implementation of integrated management. The SAHRA strategic document sought to rekindle awareness about the legal implications and importance of having functional PHRAs within the established legal parameters. Most importantly, this study advances these views and efforts put forward by SAHRA.

The researcher maintains that provinces need effective and efficient strategies to enable sustainable management of heritage resources; hence, the study proposes a framework that will be recommended for adoption by provincial authorities. Contrary to the current approach that prioritises certain aspects of heritage resources (Manetsi, 2017), this framework advances inclusivity as per the principles of NHRA. At the national level, the study will serve as a reference document for policy makers to inform their political oversight roles and decisions to ensure implementation of the NDP, the country's vision 2030 and most importantly to see through proper heritage management processes.

The study will help profile the potential of heritage resources as a means of combating unemployment and poverty which could result from sustainable heritage tourism. The Eastern Cape province has been severely impacted by socio-economic issues, especially in the rural areas where various types of heritage resources occur abundantly and remain untapped. These socio-economic issues show up as significant unemployment and near abject poverty (PME, 2018). Between 2006 and 2015, Eastern Cape constantly ranked among the three poorest provinces in the country (PME, 2018). The Eastern Cape recorded the lowest reduction in poverty levels, with a 59.1 percent poverty rate in 2015 (PME, 2018:24). Through proper implementation of NHRA, the study demonstrated the heritage sector's ability to

combat unemployment and poverty, thereby facilitating investment in infrastructural projects and creating employment as well as generating revenues from the services rendered.

The study brought to light the essential structures and procedures that should be properly utilised to improve on heritage management. The proposed innovative approach will add to the efforts of unlocking and cracking the code for the deep-rooted impasse in provincial heritage management; and most importantly, help guide the process of integrated heritage management.

1.8 DELIMITATION OF THE STUDY

The study is delimited to the Eastern Cape province. The study however, included some few participants from outside the province for purposes of benchmarking with the fully operational provincial entities. Therefore, the framework developed from this study and recommendations thereof, can be transferable and used by other provinces.

While integrated management may be a broad concept, this study focuses on integrated management as spelled out in terms of NHRA 1999. Again, NHRA broadly provides for integrated approach to include the various levels of government, this study is largely delimited to the provincial level. It does not entertain discussions about the ideal situations at the national nor local levels. Research timeframe and other resources were taken into consideration before concluding to delimit the research to provincial level.

1.9 CHAPTER SUMMARY

This chapter introduced the study context, delivered the background and problem statement. The aim of the study was outlined, and the objectives spelled out in terms of how the aim would be achieved. Research questions were presented. Significance of the study was discussed to highlight the extent to which the study would benefit the intended beneficiaries. Finally, the delimitations of the study and ethical considerations were also outlined. The focus for the next chapter is on the review of related literature, conceptual and theoretical underpinnings as well as the legal frameworks governing the heritage management in South Africa.

1.10 CHAPTER OUTLINE

Chapter 1: Introduction and background of the study

The chapter outlines the study's introduction, background and context. It also comprises of the problem statement, aim of the study, research objectives, research questions, study significance and the delimitations of the study.

Chapter 2: Literature review

This chapter provides a review of related literature, particularly on integrated management. It further discusses related empirical literature pertaining to conceptual, theoretical and legislative frameworks.

Chapter 3: Research methodology

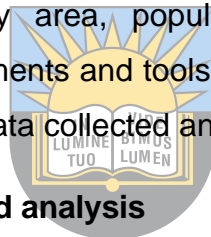
The chapter describes the research methodology step by step, highlighting the research strategy, design, study area, population, sample and the sampling procedures, data collection instruments and tools for data analysis. The chapter also discusses the trustworthiness of data collected and ethical considerations.

Chapter 4: Data presentation and analysis

The chapter presented and interpreted the data collected. The results and findings were also presented to form the basis for the following chapter.

Chapter 5: Discussion, conclusion and recommendations

This chapter summarised the research's findings, drew conclusions and offered recommendations. Most importantly, the main research question was answered in this chapter by developing a framework for integrated management of cultural heritage. Finally, the prospects for future research were discussed.



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CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

The integrated approach to heritage management remains a critical focus in research. Research often differentiates heritage into two main components, cultural and natural heritage (Azzopardi *et al.*, 2023). The overlay between these components is demonstrated in prescriptive frameworks adopted by UNESCO in which cultural heritage is an overarching concept that includes both natural heritage and cultural landscapes UNESCO 1972). In protected areas, natural and cultural heritage are inextricably intertwined, forming a continuum rather than being separate entities (RSA, DEA, 2017).

The synergy between the natural and cultural heritage values of a protected area adds considerable impact to the experience of a cultural heritage site (Republic of South Africa, Department of Environmental Affairs, 2017). Therefore, within the protected areas, conservation of cultural heritage resources is as important as that of the natural heritage resources - flora and fauna (RSA, DEA, 2017).

Although this distinction is regarded as problematic, a sectoral management approach continues (Azzopardi *et al.*, 2023). By extension, the distinction is further recognised between disciplines within the cultural heritage components such as archaeology, history, palaeontology and so on (UNESCO 1972). While affirming the importance of an inclusive approach, the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) has published a management document highlighting the human-centred methods to heritage management, recognising the various roles of ordinary people (ICCROM, 2015).

The democratic South Africa promulgated the NHRA, which introduced the integrated system for heritage management, promoting good governance at the different levels of government (RSA, NHRA, 1999). Heeding this integrative call has been a serious problem with the key role players adopting what Ndlovu (2017), labelled as a fragmented approach.

Proper planning and implementation of integrated management as per NHRA has received a less attention from relevant entities and researchers alike who have

attempted to assess the efficiency and effectiveness of NHRA on South Africa's cultural heritage management (Ndlovu, 2011), albeit its impact at the provincial level. This study seeks to fill this gap by reviewing relevant literature on the studies done locally, regionally and across the globe.

2.2 CONCEPTUAL FRAMEWORK

This section has explored concepts related to heritage management as a practice which are cultural heritage management and integrated management. These concepts were critical in explaining the nature of heritage management business and the processes involved therein. Furthermore, several other concepts such as governance, innovation and public sector innovation were explored to assist in enhancing knowledge of the underlying issues that influence the performance and operations of the PHRAs. These concepts were found to be valuable in developing the research conceptual framework used to guide this study. This study approach was consistent with Jabareen's (2009) assertion that conceptual framework is a system of organised ideas that present a greater knowledge of phenomena thereby supporting one another while enunciating their own phenomena (Tamene, 2016).

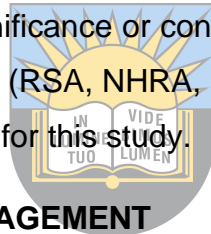
2.3 CULTURAL HERITAGE

Article 1 of UNESCO convention (1972) defines cultural heritage as "*Monuments and sites inclusive of architectural works, structures of an archaeological nature and groups of buildings of universal significance in terms of history, art or science.*" Likewise, UNESCO (2003) defines cultural heritage as the practice, representations, expressions and knowledge, to mention a few (Manetsi, 2017). Collectively, these definitions include both tangible and intangible components of cultural heritage. Specifically, tangible heritage includes, *inter alia*, monuments, groups of buildings, heritage sites, natural features, geological and cultural landscapes (Mendoza *et al.*, 2023) whilst intangible heritage includes, but not limited to the practices, representations, expressions, knowledge and skills (Nkobi, 2022). Signori (2017) observed that the heritage scope particularly in the digital world has increased to include any memory published online in any way. Consequently, digital cultural heritage goes beyond e-books and e-journals of well-established publishers, but also

includes websites and newsletters. It goes a step further and includes all digital data created by people in a given country (Signori, 2017).

The NHRA's definition of national estate includes places and structures of cultural significance associated with oral traditions, living heritage and history as well as movable objects to the exclusion of some categories of heritage such as ancient monuments or relics, which were the common features of the precursor colonial Act (Ngoro, 2008). This definition has evolved significantly to prescribe not just everything inherited from the past, but quintessentially that which is accepted as 'common heritage' and for the same reason, chosen to be kept as heritage (Ngoro, 2008).

The NHRA offers a carefully defined concept of cultural heritage, balancing inclusivity and providing justification in comparison to the UNESCO definition. Section 3 (3) sets parameters, specifying that, for places and objects to constitute the national estate, they must have hold cultural significance or special value. For instance, a place's value may be based on its historical significance or connection to aspects of South Africa's past, such as the history of slavery (RSA, NHRA, 1999). Therefore, NHRA's definition remains very relevant and fits well for this study.



2.4 CULTURAL HERITAGE MANAGEMENT

Cultural heritage management is a process involving a set of legislation and professional practises aimed at managing change within the broad field of heritage (Emerick, 2018). This field encompasses various heritage disciplines, including archaeology, history, palaeontology, geology, and architecture (The Convention, 1972). Consequently, an interdisciplinary approach is essential to heritage management (Manetsi, 2017). The primary focus is on conserving and presenting various types of heritage resources, such as historic monuments, landscapes, archaeological and geological sites (The Burra Charter, 1999). Additionally, cultural heritage management emphasizes the methods in preservation, integrating a wide range of skills to safeguard the cultural value of heritage assets (Kalman and Letourneau, 2020). These definitions are adopted for this study.

ICCROM recognised the importance of involving affected communities in heritage management, publishing guidelines that emphasize the roles that these communities can play in managing heritage (ICCROM, 2015). The idea is that cultural heritage

management is more effective with active community involvement. Keitumetse (2011) indicated that community participation is essential for integrating sustainability into cultural heritage management. Similarly, Li *et al.* (2020) affirm that community engagement is vital in this field, where community collaboration with experts enhances professional knowledge and skills. This people-centred approach is critical in fostering an integrated approach for long-term heritage co-management and protection, as well as for community development (ICCROM, 2015).

Cultural heritage management encompasses practices aimed at identifying and evaluating a community's heritage resources, and activities aimed at preserving them for the next generation (Majewski and Altschul, 2018). According to the NHRA, heritage management entails identifying, assessing and determining the suitability of declaring heritage resources as either national, provincial or local sites. Essential concepts in heritage management include conservation, preservation and restoration.

2.5 CONSERVATION/PRESERVATION

Conservation denotes the actions and procedures adopted to sustain the lifespan of heritage resources, thereby safeguarding the important cultural heritage values for posterity (UNESCO, Institute for Statistics, 2009). The primary focus of conservation is to retain the physical and cultural features of a heritage site or the object to ensure that their cultural values are not weakened and that they will last longer than the restricted time span of people. Conservation is often used interchangeably with preservation. However, preservation aims to avoid the environmentally induced or accidental damage which may pose a threat emanating from the immediate locations of the heritage resources to be conserved (UNESCO, Institute for Statistics, 2009). Kwanda (2024) traces the expansion of conservation theory in the west, back in the mid-20th century.

The theory sought to recover and safeguard the integrity and authenticity of a heritage object. Kwanda (2024) laments that this materialistic view of conservation finds expression in various international charters, such as the Athens Charter, and the Venice Charter. However, western notion of conservation has been spread all over the world by UNESCO and ICOMOS. Jones and Yarrow (2022) remark that conservation is a calculated act of increasing the value of a heritage object. It has the meaning of

keeping a heritage object in its original state, and to protect and safeguard its values. This notion is better defined as the Science of Conservation (Sandu, 2022).

2.6 RESTORATION

Restoration refers to the process of returning something to its original condition through rehabilitation work, especially with structures or cultural and environmental contexts (Sandu, 2022). According to Brandi (2005), restoration should aim to re-create the possible complete work of art, without compromising its artistic or historical attributes. Kurowski *et al.*, (2007) further explain that restoration involves restoring a structure to its original state as closely as possible, using the same materials that match the original fabric.

2.7 ORGANISATIONAL COMMUNICATION

The term organisation refers to a structurally organised entity which has a specific purpose (Gadzali *et al.*, 2023). There are different types of organisations which are established to function in accordance with their founding legislations (Satriadi *et al.*, 2022; Vionika, 2023). Of critical importance is that organisations need effective coordination and communication amongst its members for the duties and responsibilities to be carried out properly (Gadzali *et al.*, 2023). Gadzali *et al.*, (2023) indicate that good communication facilitates coordination of tasks, overall collaboration and sharing of information.

Syamsudin and Firmansyah (2016) define organisational communication as a two-way process of distributing and receiving messages between two or more people effectively, especially within the organisation, so that the intended message can be understood. Likewise, Karyatun *et al.*, (2022) perceives organizational communication as an interpretation of messages amongst communication units that are part of an organization. It is the interconnectedness of these communication units within an organisation that are critical and thus, echoed in the massive scholarship that show organisational communication as largely influenced by systems theory (Marynissen, 2011).

Marynissen (2011) argues that all organisational communication tactics such as top-down, two-way, or democratic, seek to convey information in such a way that it must impact on individual or collective behaviour. Furthermore, Marynissen (2011) asserts

that the central view of organisational communication as just a plain conveyance of information is not sufficient to change the views that must lead to the fitting organisational behaviour. Therefore, the existing communication models must be adjusted to influence the cognitive and the emotional processes as well as creating space for discourse that impacts the organisational culture in a positive way (Marynissen, 2011).

In a related study, Harvey *et al.*, (2021) demonstrate how organisational values help build internal organisational reputation. They argue that for values to be adopted by organisations, supervisors and supervisees need to effectively construct, endorse and communicate those values. Internal communication is therefore critical in that the internal values can be diffused largely by internal stakeholders at different organisational echelons (Harvey *et al.*, 2021).

Furthermore, the constitution of South Africa's Bill of Rights guarantees freedom of expression. To that end, the South African government produced a communication policy that outlines the rules, methods, and procedures for communication within government departments as well as across the three realms of governance and its organisations (Republic of South Africa, Government Communication Policy, 2018). This policy aspires, among other things, to ensure that communication at all levels of government is well-integrated, coordinated, ethical, and open, while also encouraging participation, professionalism and meeting the requirements of all citizens (Republic of South Africa, Communication Policy, 2018). While entities habitually create their own corporate communication policies, all sectors and agencies, including entities, must follow the principles and standards established for an effective communication system (Republic of South Africa, Communication Policy, 2018).

2.8 INTEGRATED MANAGEMENT APPROACH

Integrated management is defined as an implementation system that integrates systems, approaches and processes of an organisation as opposed to implementing them concurrently through various government entities with overlapping responsibilities (Brooks *et al.*, 2020). An integrated approach entails cross-thematic, cross sectoral and a comprehensive approach that considers all the needs for strengthening collaboration and teamwork amongst the responsible parties (Scheffler *et al.*, 2010). It is about coordinating sectoral policies and strategies while employing

a communicative and participative approach (Scheffler *et al.*, 2010). Importantly, the integrated approach can be utilised as a vehicle for cultural heritage towards achieving the sustainable development (Scheffler *et al.*, 2010).

Integrated Management Systems (IMS) were primarily adopted in the built environment sector in the 1990s because the systems provided framework for better environmental performance (Roidt and Avellan, 2019). Therefore, the significance of the concept of integrated management lies in the fact that, in practice, managers would contemplate implementing IMS for the reason of encouraging the development of corporate sustainability (Ronalter and Bernardo, 2023).

Subsequently, this concept extended to other fields such as heritage management, where numerous policy tools reflect the adoption of integrated management systems. Since integrated management systems are designed to manage several systems while simultaneously addressing the needs and expectations of multiple stakeholders, it is not surprising that IMSs have permeated a variety of industries (Ikram *et al.*, 2020).

An integrated approach may be used for different reasons. It can be used to standardise and streamline internal management procedures, as it is the practice of some firms to frequently choose to integrate their management systems (Ribeiro *et al.*, 2017). In addition, integrated management is linked to high-calibre performance (Purwanto *et al.*, 2020) and various other benefits such as sustainable development, increased operational performance, cost savings, and stakeholder satisfaction (Barbosa *et al.*, 2021). The principal goal of integrated management as demonstrated in this paragraph aligns with the aim of this study.

2.9 INNOVATION

The concept of innovation is often defined as the ushering in of something new, or as a novel technique itself (Kahn, 2018). Considering these two distinctions, Kahn (2018) argue that innovation must be understood as a series of actions taken to achieve certain results. Organizations that view innovation solely as either an outcome or a process, rather than a combination of both, are likely to struggle in achieving effective innovation (Kahn, 2018). Kahn (2018) argues that organizations fixated strictly on one component of outcome often neglect the other component, resulting in inefficiencies

such as overconsumption of resources and redundant efforts. Therefore, a balanced viewpoint incorporating outcome and process is vital (Kahn, 2018).

When focusing on outcome, innovation centres on the output, particularly the introduction of new products and services, which is referred to as product innovation (Kahn 2018). In contrast, viewing innovation as a process involves clarifying how innovation is implemented and organised to ensure that the desired outcomes are achieved. Additionally, innovation is also understood in terms of the Agenda 2030 of African Union (Annesi *et al.*, 2023). This perspective is termed responsible innovation, as it is seen as a strategy for addressing significant societal challenges represented by the sustainable development goals in the Agenda 2030 (Imaz and Eizagirre, 2020).

In this way, innovation can be measured to be consistent when it speaks to these aims and the objectives of Agenda 2030 (Voegtlin and Scherer, 2017). Innovation also carries important attributes such as evaluation and integration of systems and processes with the objective of getting competitive advantage, thereby enhancing the quality of services and accessibility thereof (Fraaije and Flipse, 2020; Polkinghorne *et al.*, 2019).



2.10 FINANCIAL MANAGEMENT

Financial management is defined in terms of financial management elements (FMEs) which include supply chain management, budgeting, asset management, control, and financial structure (Al-Hashimy *et al.*, 2022). These financial management elements are managed by the chief financial officer, the accounting officer and other managers in an organisation (Al-Hashimy *et al.*, 2022). The goal of FMEs is to improve the value of an organisation, thereby ensuring that its capital return is more than its cost (Al-Hashimy *et al.*, 2022). Some scholars understand financial management as a process of organising, distributing and utilising financial resources to accomplish the set goals and objectives of an organisation (Mikeladze, 2023).

Kinyanzii (2020) states that lack of effective financial management in organizations such as schools may hinder them from attaining their goals. On a separate study, Mikeladze (2023) highlights that efficient financial management enables NGOs to achieve their goals. Therefore, in the absence of financial resources, NGOs will not function effectively. Mikeladze (2023) concludes that effective financial management

promotes the efficient work of NGOs. If financial accounts are not well managed, organizations will experience some difficulties (Mikeladze, 2023). Therefore, the evaluation of the effectiveness of NGOs is undertaken by assessing the achieved goals and results. Consequently, some studies confirm a positive relationship between good governance and performance in realizing the set goals (Mikeladze, 2023).

2.11 HUMAN RESOURCES MANAGEMENT (HRM)

Most literature defines HRM as the integrated use of professional techniques for organizational development to improve employees and organizational efficiency through learning and development (Ehnert, 2009). HRM encompasses management strategies related to human resources, which include all staff members who contribute towards achieving organizational goals (Gadzali *et al.*, 2023).

In their research on HRM best practices for organisational digital transformation, Gadzali *et al.*, (2023) found out that HRM strategies such as proper organisational reform, performance management, effective communication, and proper risk management, can help organisations to optimally utilize digital innovation to achieve competitive advantage, as well as improving business performance. They concluded that improved knowledge and understanding of HRM strategies *vis-à-vis* digital transformation can aid organizations to increase the competences of their human resources, and accelerate the integration of innovative technologies, as well as enhancing overall organizational efficiency (Gadzali *et al.*, 2023). Finally, the introduction of innovation-driven human resource management systems, and communication instruments facilitate the enhancement of HRM efficiency and effectiveness (Gadzali *et al.*, 2023).

Oyewole *et al.*, (2024) undertook a study on HRM practices in the oil and gas sector, concentrating on the roles essential for lowering operational risks while increasing workplace safety. They established that HRM is responsible for developing and implementing training programs and safety policies as well as mitigating risks whilst ensuring a safe working environment, thereby developing innovative safety management systems. They also argue that effective integration of innovative HRM practices is essential for encouraging safety measures and extenuating risks within the oil and gas industry and equally critical for companies seeking to uphold a secure

and robust working environment whilst sustaining the well-being of their labour force (Oyewole *et al.*, 2024).

HRM is highly regulated within South Africa. The public service is governed by the LRA, No. 66 of 1995 (as amended in 2002). LRA protects employees from any possibility of unfairness in their relationship with their employers (RSA, HRMS, 1997). The goal of these policies is to improve service delivery in a climate that values employment fairness, cultural diversity, and transparency (RSA, HRMS, 1997). As a strategic priority, the government announced a revised Human Resource Development Strategy in 2009 to enhance the efficacy and outcomes of Human Resources Development in relation to South Africa's Development Agenda (RSA-HRDS, 2009).

This strategy aims to improve the capacity of all individuals to attain their maximum potential, consequently increasing productivity in people's fields of work, irrespective of their official or unofficial settings. Increased productivity, economic development, and social development would result from skill development (RSA, HRDS 2009). Similarly, the revised White Paper on arts, culture and heritage provides for an education system meant to empower human resources within the sector. Furthermore, South Africa resumed its membership of the International Labour Organisation (ILO) in 1994 to align itself with the international best practices (Bhoola, 2002).

2.12 THEORETICAL FRAMEWORK

A theoretical framework reflects the work the researcher engages in while using a theory to support the given study (Varpio *et al.*, 2020). This study is guided by two complementary theories namely the general systems theory (GST) and the theory of diffusion of innovations. The general systems theory is used to explain integrated management as stipulated in the NHRA No. 25 of 1999, whereas the diffusion of innovation theory explains the application of intended innovation in heritage management. Therefore, it is important to render heritage services based on the diffusion of innovations theory whilst considering the provisions of GST.

2.12.1 General systems theory (GST)

This study is based on Ludwig von Bertalanffy (1950)'s general systems theory which provides context for understanding internal and exterior environmental components as a whole system (Johnson, Kast and Rosenzweig, 1964). The theory enables the proper placement and function of subsystems in an integrated manner. According to Von Bertalanffy (1972), GST should be regarded as a way of recognising the existence of other components of a whole that would otherwise be disregarded, but it also aims to provide a solution to philosophical difficulties.

The general systems theory integrates ideas of several elements of system behaviour such as communication, control, adaptation, and, most crucially, learning self-organization (Von Bertalanffy, 1973). This theory is applicable across many natural and social domains (Mesarovic, 1964). In this study, the social component of the theory was used to demonstrate how social integration and heritage management processes are interlaced into a complete whole system. The relevance of this theory in this study arises from the fact that heritage management is multi-layered and comprises of interconnected components that need to collaborate to achieve its goals. The study rejected the atomistic approach in favour of holistic explanations, arguing that for a full system to function, all its interwoven components must also function.



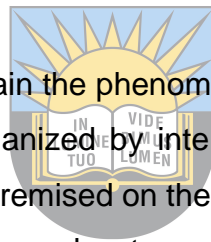
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In their classical work "System theory and management," Johnson, *et al.*, (1964) define a system as a complex yet organized whole comprised of various parts, making it a multifaceted yet unitary systematic whole. The term encompasses a range of elements and emphasizes the integration of interconnected components. As an illustration, Johnson, *et al.*, (1964) reference Darwin's theory of evolution, which integrated all life within a natural system and outlined how the variety of living subsystems were interrelated. Building on this idea, Johnson, *et al.*, (1964) argue that the GST is focused on developing a systematic and theoretical framework for explaining general relationships.

They also warn that the antonym of systematic is chaotic, thus the general systems theory is not only about integrating different parts together but also about ensuring an orderly co-existence. Johnson, *et al.*, (1964) shared examples in disciplines like psychology and sociology to show that these disciplines had evolved to highlight the interrelationships with the previously isolated disciplines. The focus of this study is

inter alia, to ensure that those previously isolated components of heritage governance are incorporated to form the re-awakened systematic not chaotic heritage governance.

Scott (1961) indicates that general system theory is like a modern organization theory in that it views an organization as an integrated whole. The systems approach has been widely recommended because of its contributions in understanding the intricacies of organizations (Kast and Rosenzweig, 1972). GST significantly rejects the mechanistic view of social organizations (Kast and Rosenzweig, 1972). However, Kast and Rosenzweig (1972) criticized GST stating that many of its features are related to the living organism because they were developed from the organismal views of von Bertalanffy and other natural scientists. While embracing some components of the general systems theory, Katz and Kahn (1966) warned that using the physical model for interpreting the social structures would handicap social sciences. However, Kast and Rosenzweig (1972) stress that organizations may be systems but not necessarily natural systems.



The GST remains relevant to explain the phenomenon under investigation because it accentuates that systems are organized by interdependent components (Kast and Rosenzweig, 1972). The study is premised on the social component of the theory that explains organizations as systems and not necessarily natural systems (Kast and Rosenzweig, 1972). This is crucial since social structures are constructed by man. Importantly, social systems are anchored in several anthropogenic factors such as attitudes, perceptions and habits (Katz and Kahn, 1966).

These are some of the areas of human behaviour amongst a variety of role players in heritage governance and management that the study tries to address through this theory. Furthermore, it is crucial that the internal functioning of social structures must be constant with the demands of the organizational mandate, necessary innovation, and external environment, as well as the requirements of its members if the organization (Lorsch and Lawrence, 1970).

Therefore, the general system theory helped to situate the study to highlight the interdependence of various sub-systems and factors such as human resources and innovation in heritage management. As indicated, GST is a model of firm general facets of reality (Betarlanffy, 1972), it contributed to unearthing certain critical aspects

of governance in heritage management of Eastern Cape that were previously overlooked.

2.12.2 The Diffusion of Innovation Theory

The study was informed by the theory of diffusion of innovations as postulated by Everett Rodgers (1962). The theory explains how new ideas and technological advancements spread and the reasons behind the speed at which these advancements occur (Kanyugi, 2021). The theory is described in terms of its five attributes which seek to highlight the importance of an integrated management approach as the attributes relate to one another for the application of the theory.

The attributes include a relative advantage which denotes the degree to which a new technical innovation is better than the earlier technological idea it seeks to replace (Kanyugi, 2021). People will probably approve an innovation if they believe that it will enhance their utility and be better than the idea it succeeds (Orr, 2003). The second attribute concerns the compatibility of a proposed technological innovation which is the degree to which the proposed innovation is compatible with the existing values, past experiences and needs of the potential end users (Rodgers, 1995).

The third attribute relates to the complexity of figuring out and using the suggested technical breakthrough by innovation users. It is important to note that it is difficult to accept technological progress if it is overly complex. The fourth characteristic concerns trialability which is the degree to which the suggested innovation can be tried and tested. The fifth characteristic is the observability which denotes the extent to which the outcomes of the new inventions can be visible to others (Kanyugi 2021; Rodgers 1962; 1995).

Rodgers (2003) describes diffusion of innovation as a process of transmitting innovation overtime using selected channels between members of a social system, with the social system being a totality of various role players involved in the diffusion of innovation. Innovation involves the application of new ideas, practices, and organisational policies which occur gradually over time in a social system (Rodgers, 1962). Closely related to this is the view by Kahn (2018) that innovation from the organizational point of view is focused on changing the organisation. The changes may happen within and/ or target the organizational structure, taking new forms of

management, and work environments such as office culture that is open to diversity (Kahn, 2018).

Other researchers define innovation as a collection of service delivery approaches that aim to make significant changes over time in results, efficiency, effectiveness, and service quality (Demircioglu and Audretsch 2017; Pena 2019:). Rodgers (1995) identifies four auxiliary elements that collectively help to explain the theory of diffusion of innovations. Such elements include innovation, communication, time and social systems (Lundblad, 2003).

Innovation refers to a knowledge, system, or technique that is considered new by the individual adopting it (Rodgers, 1995). It does not have to be essentially newly developed; it simply needs to be perceived as innovative by the organization that implements it. Regarding its diffusion, there are five attributes of innovation that can help explain its rate of adoption (Lundblad, 2003). These attributes include relative advantage, compatibility, complexity, trialability, and observability (Rodgers, 1995).

The second critical element to this theory is communication. Communication is the actual process by which the role players develop and share information with others to achieve the common goal of innovation. The communication process involves different units of adoption such as individuals or organizations that have used the innovation before and those that are yet to experience the intended innovation, and it also requires a communication conduit between these two units of adoption (Lundblad, 2003).

The conduits of communication may include one-on-one communications between people from both sides of the units of adoption, or the use of mass media. Therefore, diffusion of innovation is also understood as a social process which relies on effective communication between two or more units of adoption. Time is the third primary element of Rodger (1995)'s theory. This has to do with the time taken before the innovation can be adopted. According to Rodger (1995), the rate of adoption denotes the speed at which an innovation is adopted within an organization or social system. Social system is the fourth and last of the primary elements of the diffusion of innovations theory. Rodger (1995) argues that diffusion takes place within a social system which may comprise individual people, groups of people, organisations or subsystems, linked together as a social system by a common goal.

Lundblad (2003) indicates that, while diffusion of innovations has caught the interest of researchers from across various organizations with interest in organization development, management, information technology and education, innovations are not always diffused within and across organizations to achieve improvement. He provides an example in the health sector where new improvements are unceasingly developed, yet these innovations are often delayed being put in place (Lundblad, 2003). In a different example, Johns (1993) cites several studies in human resources management to argue that innovations are not readily adopted nor put into practice. In the education sector, new curricular and administrative approaches are continuously developed to better the education, yet there is often no political will to put these into practice (Wright *et al.*, 1995).

Lundblad (2003) however, maintains that within the education sector, dearth of educational inventions suggests that those responsible for adopting innovations are not making use of the innovations at their disposal to provide best education. This may resonate with Rodger (2003) who argues that the process of diffusion and/ adoption of innovations is often slow. However, this can be expedited through the process of identifying the factors affecting it and establish which factors can be swayed to positively influence the process of diffusion and/ or adoption of innovations (Rodgers, 2003). In his critique of the technology adoption models, Bakkabulindi (2014) argues that all of them are derivatives of the original theory of diffusion of innovations and calls for the return to the original theory for guiding research on innovation diffusion and adoption. Bakkabulindi (2014) further asserts that the original theory of diffusion of innovations is inclusive in that it considers the technological, individual, organizational and institutional factors.

With all these said, this theory related well to this study and helped to explain how the problem of implementation of integration management within the heritage sector could be addressed. This study argues that while policies and institutional structures exist for full implementation of integrated management, the answer to a proper implementation lies in the legislative prescripts of the country. This study therefore seeks to stimulate reflection over the status quo by some critical role players in heritage. The theory is thus critical to heritage management.

2.13 The Constitution of the Republic of South Africa

The Constitution of South Africa is the supreme legislation in the country (DPSA: The machinery of Government, 2003). There may be no other law that conflicts with it, nor is the government able to do anything that breaches it (Republic of South Africa, DoJ & CD, 2023). South Africa's constitution is the genesis of heritage management. Schedule 4, Part A, and schedule 5, Part A provide for cultural, and heritage matters as a shared competency across the three spheres of government (South Africa: the constitution of South Africa, 1996). It mandates provincial leadership, particularly the MEC responsible for heritage matters, to safeguard the implementation of heritage management systems (Deacon, 2015). However, some scholars hold the view that South Africa's Constitution is not explicit in terms of assigning the powers on cultural matters to local government (Nawa 2017); hence this impact negatively on the prospects of the country's economic growth and nation building.

2.14 POLICIES AND LEGAL FRAMEWORKS

2.14.1 The White Paper on Arts, Culture and Heritage (1996)

The dawn of democracy saw the adoption and publication of the white paper on arts, culture and heritage in 1996 as the vanguard of the heritage policy reforms in the democratic South Africa (Nkobi, 2022). This vanguard policy document states that the preservation of one's heritage is a basic human right. What differentiates the white paper from its precursor colonial and apartheid policies is its foundations on cultural heritage diversity and strong emphasis on the principle of public consultation as required by the constitution (Manetsi, 2017). This heritage policy was informed by the recommendations of the TRC that called for the symbolic reparations that included the construction of memorial sites (Nkobi, 2022).

The DACST was born as part of implementation of this policy, followed shortly by the conceptualisation of National Legacy Projects in 1997 (RSA: DACST, 1997). The Legacy Projects sought to advance the vision of the TRC Report (Nkobi, 2022). This led to the construction of legacy projects such as Freedom Park, Women's monument, Sarah Bartmann Centre of Remembrance, O.R Tambo memorial project, Nelson Mandela Museum, and others (Manetsi, 2017).

Drawing on the constitution of South Africa, the white paper affirms heritage preservation as basic human rights. The white paper has been touted by some scholars as an embodiment of a people's-oriented approach to heritage management and it subsequently influenced research on the roles of local communities in heritage management (Pikirayi, 2008). Acknowledging a vital role played by local communities in identifying and safeguarding heritage resources is central to heritage management (Pikirayi, 2008). However, some scholars have criticised the white paper for its lack of intrinsic radicalism in the pursuit for transformation (Marschall, 2010).

2.14.2 National Heritage Resources Agency (NHRA) No. 25 of 1999

In furtherance of the Constitutional obligations on matters of heritage management, the South African parliament promulgated the NHRA to regulate the cultural heritage management sector. The NHRA aims to protect the heritage resources from incompatible development and neglect, and conserve it for the benefit of the affected communities and for future generations (RSA: DEA, cultural heritage survey guidelines and assessment tools for protected areas in south Africa 2017). The NHRA establishes *“an interactive and integrated system of managing national estate while also improving good governance and enabling civil society to cherish and maintain its own heritage,”* (RSA: NHRA, 1999).



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This Act further introduced an inclusive and participatory system for heritage management that ensures collaboration between different spheres of governance (RSA: NHRA, 1999). It also seeks to empower and encourage citizens to take care of their heritage. Integrated management entails implementing heritage management across the three spheres of governance while ensuring that the lines of demarcation are clearly observed, and instances of overlap do not occur at the expense of any party involved, as required by the act (Deacon, 2015).

The Act, on one hand establishes SAHRA while on the other hand, it establishes PHRAs in terms of section 23 (RSA: NHRA, 1999). Section 8 of NHRA introduced a three-tier system for heritage management in which sites of national significance (Grade I) are the responsibility of SAHRA, sites of provincial significance (Grade II) are the responsibility of PHRAs, and the sites of local significance (Grade III) are the responsibility of local authorities (municipalities).

At its best, the system requires that local authorities prepare inventories of significant heritage resources in their respective areas and present them to PHRAs as part of provincial heritage registers. PHRAs in turn will present their provincial heritage registers to SAHRA to develop the national estate inventory (Jackson *et al.*, 2021). Furthermore, out of nine PHRAs, only three are functional, a situation that significantly undermines implementation of this integrated system.

As a result, some scholars have come out strongly in criticising NHRA. They have attributed the unsatisfactory operational record by some of the PHRAs to this national heritage legislation (Ndlovu, 2011). The NHRA requires that the PHRAs be established in terms of section 23 thereof. This, according to Ndlovu and Smith (2019), was supposed to have happened before 2002 in line with the national heritage regulations of 2000. However, it did not happen since several MECs did not invoke Section 23 of the Act to establish PHRAs. Ndlovu and Smith (2019) argue that this failure did not constitute a breach of NHRA because section 23 thereof makes it not obligatory for the MECs to operationalize PHRAs. Rather, the clause merely states that they 'may' establish PHRAs (Ndlovu and Smith, 2019).

The word 'may' imply that something is possible (Oxford dictionary). In legal terms, the word expresses option, a permissive choice to act or not act, and usually indicates some degree of discretion, although it can be read as mandatory depending on the context (Cornell Law School, 2021, Online). Despite this constitutional obligation, no province was prepared to establish a PHRA under this Act. An exception must be given to KwaZulu Natal province which enacted and successfully implemented its own provincial legislation called KwaZulu Heritage Act 10 of 1997. Not only was the KwaZulu Natal the vanguard of heritage management in the post-apartheid South Africa, but the province also broke the new grounds by innovatively re-branding themselves as the Provincial Heritage Research Institute (KwaZulu Natal Province: Amafa Institute Act, No 5 of 2018).

Nonetheless, NHRA had been touted and admired for bringing useful reforms that sought to balance the politics and practice of heritage management post-1994. Despite all these positive changes, NHRA has been found to be deficient in some areas that include integration that needlessly, hamstrung the reach of relevant heritage authorities to their relevant constituencies thereby, constraining service delivery by the

heritage sector (Scheermeyer, 2005). Its implementation has proven to be problematic over the years (Motlanthe, 2021). Ndlovu (2011) maintained that heritage was still under threat because there were still barriers to the successful application of heritage legislation, including a lack of practical actions from heritage entities and the outside causes. Nonetheless, NHRA was useful for this study as the framework on which this study was based and conducted.

2.14.3 Public Finance Management Act (PFMA), No 1 of 1999

Financial management for government and public entities is regulated by PFMA. Chapter 5, Part 1 of the Act provides for the appointment of accounting officers for every department and every constitutional organization; whereas Part 2 provides responsibilities of accounting officers which include *inter alia* ensuring that the organisations have and maintain effective, efficient and transparent systems of financial and risk management as well as internal control (PFMA, Chapter 5: Part 2). PFMA, not only guides the financial management processes, but it also empowers accounting officers to succeed in financial management, thereby making them responsible for these financial resources and imposes fines in case of a breach.

Equally important is the role of governing bodies, herein referred to as accounting authorities (RSA: PFMA, 1999). In accordance with PFMA, the accounting authorities of public entities must “*prevent irregular expenditure, fruitless and wasteful expenditure, losses resulting from criminal conduct, and expenditure not complying with the operational policies of the public entity,*” (RSA: PFMA, 1999, Chapter 6: Part 2). As this Act continues to provide these shared responsibilities, the executive authorities as shareholders in public entities also have roles and responsibilities. An executive authority has an obligation to enforce public entity compliance with PFMA (RSA: PFMA, 1999: Chapter 7). Some scholars have stated that while the executive authorities may suffer a variety of risks because of the operations of these entities, including financial, reputational, political, and operational hazards, it is the executive authority's obligation to identify, reduce, and manage these risks (Libala, 2014).

PFMA further makes it an obligation for accounting authorities to list and register their public entities as Schedule 2 or Schedule 3 entities, if not listed yet, the accounting authorities are required to urgently notify the National Treasury in writing for the

Treasury to act on the notification (RSA: PFMA, 1999: Chapter 6). Libala (2014) underscores the vital role of public entities that they must report and answer to their respective executive authorities for their operations, while importantly, maintaining autonomy in the fulfilment of their tasks and free from day-to-day interference by the executive authority. A shareholder's compact is also used to govern the relationship between the shareholder and the public entity (Libala, 2014).

According to the Machinery of Government (2003), public bodies, whether at the national or provincial level, are typically extensions of government departments, charged with carrying out certain responsibilities of government. These organisations rely on the support of government. As a result, companies have less amount of independence and must account to their authorities in terms of PFMA and other relevant legal prescripts.

Similarly, the provincial executive authorities must establish a provincial public entity and transfer a public service function to the public entity (Republic of South Africa: Department of Public Service and Administration, Machinery of Government, 2003). People can be assigned to work in a newly constituted public entity by deploying and/or reassigning employees from appropriate sections or by employing new personnel (RSA: DPSA, Machinery of Government 2003). PFMA was relevant and provided the necessary framework for the study in that financial management for public entities is regulated. Furthermore, it provides roles and responsibilities for accounting authorities and accounting officers. Financial management was one of the areas identified for innovative interventions within the heritage management system investigated by this study.

2.14.4 South African World Heritage Convention Act No. 49 of 1999

South Africa announced itself in the international heritage community as a role player and state party on matters of heritage management when it became a member of UNESCO in 1994 (UNESCO 2023. Online). The global community's efforts to conserve cultural assets have seen a slew of ad hoc conventions aimed at conserving and improving cultural heritage management (Frigerio, 2020). In 1997, South Africa ratified the 1972 World Heritage Convention (WHC) (Motlanthe, 2021). The convention establishes a framework by

which state parties should manage sites of exceptional universal significance on their own territories.

To enforce implementation of the World Heritage Convention, South Africa promulgated the World Heritage Convention Act, No 49 of 1999. The Act provides for the incorporation of the World Heritage Convention into South African law and more importantly, it provides for recognition and establishment of World Heritage Sites in South Africa (South Africa: The World Heritage Convention Act, 1999). South Africa has since listed over twelve World heritage sites on its territory, including the two serial nominations recently added in 2024. This Act was also important in this study because the area of this study has potential to have one or more of its sites declared world heritage sites and subjected to this Act.

2.14.5 UNESCO Convention for the Protection of World Cultural and Natural Heritage (1972)

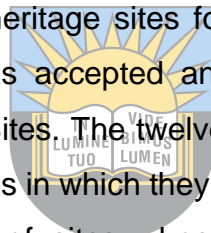
The General Conference of UNESCO meeting held in Paris from 17 October to 21 November in 1972 adopted the Convention concerning the protection of the world cultural and natural heritage (UNESCO, 1972). Article 1 of the Convention defines heritage in terms of its two components namely cultural and natural heritage. Cultural heritage includes sites and monuments, as well as groups of buildings of universal significance, whereas natural heritage entails natural sites, natural features of universal significance (Convention, 1972).

Article 4 calls on every member country to recognize and commit to ensuring proper heritage management, thereby adopting widely acceptable principles of heritage management and it shall guarantee sustainability and transmission of its heritage to future generations. Article 5 obligates each member country to endeavour to adopt policies 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 programmes; and adopt effective and proactive measures to protect and conserve the cultural and natural resources on their territories (UNESCO, 1972). To ensure a seamless adoption of the Convention, UNESCO has approved and published operational guidelines to aid in the execution of the Convention for the Protection of World Cultural and Natural Heritage (UNESCO, 1972).

A member country must establish and avail services for heritage management, and presentation thereof, within its territory where such services do not exist, and employ experts in heritage management (WHC, Article 5 of the Convention, 1972). More importantly, UNESCO provides international assistance to national or regional institutions as well as opportunities to state parties through the world heritage fund for the education of heritage workers of all levels including specialists in heritage management (UNESCO, Article 22 of the Convention). It was imperative to explore the UNESCO Convention to discuss the expectations of the world body on its member states, since South Africa is a member. It is important to note that there are benefits that come with acceptable and best heritage management practices. This would certainly encourage state parties to do more on heritage management.

2.15 SOUTH AFRICA'S SITES OF OUTSTANDING UNIVERSAL VALUE

Leveraging its ratification to UNESCO, South Africa has designated in several categories, some of its national heritage sites for consideration as World Heritage Sites by the WHC. UNESCO has accepted and declared twelve of the national heritage sites as World Heritage Sites. The twelve currently inscribed sites are listed below under the different categories in which they were inscribed and the year and/ or years of inscription in the case of sites whose inscriptions had been reviewed (UNESCO, 2023).



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2.15.1 Cultural

1. Fossil Hominid Sites of South Africa (1999) (i.e. Cradle of Humankind, Taung Skull Fossil Site and Makapan Valley)
2. Robben Island (1999)
3. The Richtersveld Cultural Landscape (2007)
4. Mapungubwe Cultural Landscape (2003)
5. Khomani Cultural Landscape (2017)
6. The Emergence of Modern Human Behaviour: The Pleistocene Occupation Sites of South Africa (2024)
7. Human Rights, Liberation and Reconciliation: Nelson Mandela Legacy Sites (2024)

2.15.2 Natural

8. Barton Makhonjwa mountains (2018)
9. iSimangaliso Wetland Park (1999)
10. Cape Flora Region Protected Areas (2004)
11. Vredefort Dome (2005)

2.15.3 Mixed

12. Maloti-Drakensberg Park (2000; 2013).

2.16 REVIEW OF EMPIRICAL RELATED LITERATURE

This part of the study delivers important literature showing that research on integrated management of cultural heritage has been explored before, both at global and local levels. The section further highlights that significant attempts have been made to integrate cultural heritage management whether within the cultural component itself or with natural heritage component. While studies show that the natural heritage sector has positively established integrated frameworks for management of heritage, the cultural heritage sector's contribution remains limited especially in the provinces, irrespective of the remarkable policy developments within the sector since the dawn of democracy in South Africa. *Together in Excellence*

For instance, there is no known study in the Eastern Cape province that has been developed to highlight the role of PHRA in advancing integrated management within the cultural heritage sector. This would be crucial in ensuring effective heritage management. Most importantly, heritage management is a three-layered affair in the country involving and rated in terms of the three spheres of government. The focus on integrated approach necessitated a better understanding of heritage management processes in the country and hence, development of a framework for a specific provincial situation.

2.16.1 Factors influencing the functionality of heritage authorities

Factors associated with the process of heritage management appear to be common in different countries and various categories of factors that include human, financial, technical and organisational have been identified by Lekarapa (2022). Klimovskikh, *et al.*, (2023) concur that the human aspect is critical in executing heritage projects. For example, factors such as shortage of skilled and competent staff, poor recruitment and training, poor communication, lack of skills, and anthropogenic mistakes have all been mentioned as obstacles to proper heritage management (Lekarapa, 2022).

Financial challenges have been observed across many countries, which proves that allocating sufficient funding for heritage management is still problematic with many countries. Regarding organisational challenges, lack of clear policy guidelines, protocols, competent staff as well as concerns associated with the competency of the organisation itself and its relationship with stakeholders are all the negative factors impacting on the process of heritage management (Lekarapa, 2022).

Another scholarly survey demonstrates that the leading factor for the success of a company's innovation activities is the human resource component whose management is crucial to backing an enterprise to improve its functionality, achieve its corporate and ethical goals that are economically efficient, including its strategic guidance (Klimovskikh, *et al.*, 2023).

Communication has proven to be a crucial factor in modern enterprises since the organisations are often complex (Luhmann and Rasch, 2002), which intensifies their need for proper communication and coordination. The properly coordinated work is considered to have competitive advantage since efficient formal structures tend to develop within the well-coordinated organisations (Brunsson, 2014). This organization tries to streamline and legitimise the organisation's logic (Rapp, 2018; Rapp and Corral-Granados, 2024).

2.16.2 A review of heritage management protocols and frameworks

The dawn of democracy in 1994 induced euphoria and high aspirations amongst most of South African citizens, particularly amongst the historically disadvantaged communities. The heritage fraternity was no exception as it had overtly fell victim to maldistribution of skills, resources and infrastructure during the apartheid era (Ben

Ngubane's message in support of the White Paper on Arts Culture and Heritage, 1996).

The outcome of the fundamental transformation in the first two years of democracy saw the publication of the vanguard heritage policy – the White Paper on Arts, Culture and Heritage of 1996 which explicitly stated that preservation of one's heritage is a basic human right (RSA: White paper on Arts, Culture and Heritage, 1996). The objective of this policy was to lay down the foundation for setting out the optimal funding provisions and institutional frameworks for inclusive heritage management in the country (Republic of South Africa: White paper on Arts, Culture and Heritage, 1996).

This vanguard policy created the enabling environment for the subsequent proliferation of frameworks meant to drive the intended transformation within the sector. This, amongst others saw the enactment of the NHRA in 1999, whose implementation is in part, the focus of this study. The Act provided for an inclusive and integrated management. However, the inherent challenges of the new Act became clear with its implementation when SAHRA could not introduce redress for the many years of neglect and disregard for various other aspects of heritage especially those associated with the previously disadvantaged communities (Scheemeyer, 2005). Critical also, is the inability of other responsible entities such as the PHRAs to enforce a system of integrated management that will see the three spheres of government working together to drive heritage management. One of SAHRA's goals is that of advancing how heritage resources are managed.

SAHRA *inter alia*, is required to develop and safeguard an inventory of the national estate (Republic of South Africa, NHRA, 1999). As a result, SAHRA introduced the South African Heritage Resources Information System (SAHRIS) which was created to aid the execution of this mandate (Jackson, *et al.*, 2019). SAHRIS acts as a repository of heritage sites, recording and archiving all known, and recorded heritage sites in the country (Baker and Swart, 2020).

The platform served as an integrated management tool for heritage and museum collections (Baker and Swart, 2020). However, this system remains to be fully rolled out due to financial and human resource constraints at all levels (Jackson, *et al.*, 2019). Furthermore, the rolling out of SAHRIS has not been without challenges for the end

users. According to Jackson and Radelsdorff (2016), the challenges inherent in using SAHRIS include difficulty in navigating it due to it being a platform that serves a wide range of users.

Prompted by the shortcomings of SAHRIS, Jackson, *et al.*, (2019) developed a risk-based framework for management of the national estate. Taking cognisance of the limitations of the three-tier system, they argued that their technique would allow the struggling heritage authorities in the country to prefer management actions to safeguard the threatened heritage resources (Jackson, *et al.*, 2019). However, their approach is hinged on the ability and competence of heritage authorities in identifying and inventorising heritage resources. Jackson, *et al.*, (2019) concurred that their risk-based technique was short of solving institutional problems of entities in South Africa, neither will it encourage injection of essential resources into heritage authorities such as staffing and financial assistance. Noting its continued limitations, SAHRA launched an upgraded version of SAHRIS's online content management system in September 2024. This upgraded version, christened "SAHRIS 2.0", hosts various online content ranging from inventories of sites and objects including the upgraded mapping capabilities (Lennox Tukwayo's letter to Deputy Director General Vusi Ndima dated 03 September 2024).

In a study about the competence of local authorities, Buchan (2021) explores protocols within heritage management particularly in the province of Western Cape. She argues that for local municipalities to gain authority of their respective local heritage resources, the PHRA should undertake to devolve its heritage conservation and management operations as well as some of its powers to local municipalities. Donaldson (2005) anticipated that PHRAs would likely to come under pressure soon because the bulk of heritage occur at the provincial and local levels where the PHRAs hold jurisdiction in the absence of competent local authorities.

The devolution of local responsibilities would be a good idea to leave a PHRA with tasks of provincial significance and to re-prioritise its budget. This would certainly enable the integrated management system as spelled out by NHRA. While NHRA makes it an obligation for PHRAs to devolve local responsibilities, this can be done by a competent PHRA. Until now, most PHRAs remain incompetent to carry out this task.

Perhaps, the efforts should be focused on competency of PHRAs which is the focus of this study.

Dlongolo, *et al.*, (2024) investigated what they termed creative destruction of heritage focusing on the built environment in Makhanda. In the three case studies explored, they demonstrated some of the threats to the historically built heritage. They argue that the detected threats illustrate how ineffectual the heritage protocols are from the level of PHRA to the local municipality (Dlongolo, *et al.*, 2024). Absence of oversight by the responsible organisations during construction and demolition activities, coupled with lack of consequences for contraventions of the heritage management policies suggest that developers will circumvent the processes and procedures involved (Dlongolo *et al.*, 2024). Connected to these challenges was the issue of capacity of PHRA, whether it fulfilled its mandate. Dlongolo, *et al.*, (2024) pointed out that Eastern Cape PHRA had no capacity, neither the local municipality had competence to take over the local responsibilities. The two responsible heritage organisations were failing to safeguard the heritage of Makhanda. While this study was delimited to the local environment, it however, painted the provincial situation where implementation of the integrated management was still problematic (Jackson, *et al.*, 2019).



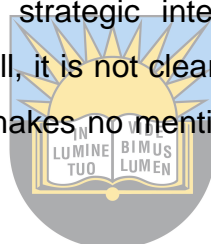
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The department of environmental affairs (DEA) published a gazette in 2017 on the Cultural Heritage Survey Guidelines and Assessment Tools for Protected Areas in South Africa for use when implementing the National Environmental Management: Protected Areas Act, No 57 of 2003 (RSA: DEA 2017). The objective of this gazette was to support the implementation of the NHRA in the identification and protection of places of cultural heritage significance in protected areas.

Whereas the DEA had flagged cultural heritage planning and management in relation to DEA's planned objectives as a gap in the management of cultural heritage resources in Protected Areas of South Africa, it equally recognized the importance of heritage resources as part of the natural heritage landscape. Developing the Cultural Heritage Survey Guidelines and Assessment Tools for Protected Areas in South Africa was seen as a means to facilitate integrated and effective management of cultural heritage resources in protected areas (Republic of South Africa: DEA, 2017). Nonetheless, the DEA recognises the role of SAHRA in heritage management, leaving

the PHRAs and their significant roles and responsibilities on the blind spot of this good initiative. The DEA's frameworks were meant for execution in the provinces.

The government of Eastern Cape published its policy framework in 2014 entitled "Eastern Cape Vision 2030 provincial development plan". In this document, the government acknowledged that the province was rich in various types of heritage resources such as the prevalent archaeological materials and cultural practices (Government of Eastern Cape: Vision 2030-Provincial Development Plan, 2014). However, the heritage sector does not find expression in the provincial development plan as a standalone sector with distinctive strategic interventions to address heritage management challenges in the province. The significance of cultural heritage is viewed in association with other sectors such as tourism and education. According to the Provincial Development Plan (PDP), for these other two sectors to grow, heritage is one of the factors that must be considered to drive the growth. Support to heritage is guaranteed only as one of the strategic interventions to aid the growth and development of tourism sector. Still, it is not clear how this support will translate into practice for heritage sector as it makes no mention of the heritage structures in the province such as the PHRA.



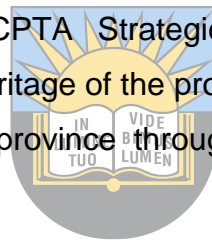
The SANParks and Eastern Cape Parks and Tourism Agency (ECPTA) have prepared the Environmental and Social Management Framework (ESMF) as part of complying with the national environmental and social standards and to meet requirements of the World Bank's Environmental and Social Framework (The Republic Of South Africa: Environmental and Social Management Framework 2021). The project was focused on conservation of natural heritage, while taking cognisance of economic potential for social development of these natural assets.

The project will be implemented in the province of Eastern Cape led by *inter alia*, SANParks overseeing implementation in Addo Elephant National Park (AENP) while ECPTA will oversee implementation in GFRNR using the existing institutional structures, including existing environmental and social experts, supported by technical experts from SANParks and ECPTA headquarters. While this project is taking place within the province of Eastern Cape, PHRA as the provincial heritage authority is not mentioned as one of the existing institutional structures to oversee the component of cultural heritage. However, the proposed mitigation measures for the possible impacts

on cultural heritage resources include informing the contractor for the training of their workers to carry out heritage 'chance finds.' PHRA remains the authority that can permit intrusive heritage research in the province, therefore, excluding it may be problematic.

Similarly, heritage management is a specialist field that requires the relevant expertise. Participation in a three-day training on chance finds and expect the participants to master the heritage work is a complete misrepresentation of facts about heritage management. Furthermore, lack of involvement of PHRA in these initiatives is another challenge inherent in the application of NHRA in the province.

In the same way, ECPTA lays down its strategic goals for the five years of its Strategic Plan for 2020/21 – 2024/25. In this document, ECPTA found a platform to focus on its mandate priorities in a more integrated and sustainable manner and thus, took advantage of heritage and cultural offerings, blending with their primary mandate (Province of Eastern Cape: ECPTA Strategic Plan for 2020/21 – 2024/25). Acknowledging the rich cultural heritage of the province, ECPTA envisions to develop heritage tourism product in the province through integrating cultural and natural heritage.



They undertake to partner with communities to achieve these goals and envisage to establish provincial cultural heritage information hub, as well as heritage working group of the provincial tourism forum (Province of Eastern Cape: ECPTA Strategic Plan for 2020/21 – 2024/25). However, PHRA is a big omission in this document. While ECPTA is tasked with ensuring the effective implementation of the province's biodiversity management, tourism and powers and duties granted in terms of ECPTA Act 2 of 2010, PHRA is an authority in terms of NHRA 25 of 1999. An idea of integrating cultural and natural heritage at the provincial level must see these two entities coming together to achieve that goal.

The thorough implementation of heritage management policies and strategies driven by the legitimate heritage structures such as the PHRAs remains a challenge. The corpus of literature on the frameworks that seek to enable proper heritage management is mostly produced by the natural heritage authorities and agencies in the country. The cultural heritage sector is contributing very little in terms of efforts.

The reviewed literature above has shown several of integrated heritage management frameworks designed for the province but lacking in terms of fully recognising the role of PHRAs. While it is vital to have integrated frameworks, this study argues that it is essential to adopt a framework for heritage management at the provincial level that will be driven by a PHRA.

2.16.3 Public sector governance

Governance as a concept originally traces its formulation in the Latin term meaning to 'navigate or give direction' (Cornforth, 2020), which is the responsibility that is equated to providing leadership. At the organisational level, governance entails processes, structures and systems, responsible accountability and control of an organisation (Cornforth, 2004). It is the integration of these processes and systems that bring about the innovative change. Zollo, *et al.*, (2002) state that organisations working together accumulate a collective understanding which in turn, results in knowledge accumulation, facilitating creation of new development opportunities, and more importantly support cooperating organisations to attain their strategic objectives. The collective understanding may be instrumental in forging integrated approach between organisations. Similarly, Schoeberlein (2020) referring to good governance, maintains that more integrated approaches can be supported by sound public governance which is a shift from traditionally siloed policymaking to the balanced approach.

The organisation for economic co-operation and development (OECD) established policy guidelines for good governance for governments and entities to be used as a tool in the creation and implementation of governance changes (OECD, 2018). The OECD also assists governments in developing and implementing strategic and innovative policies to strengthen public governance, as well as effectively responding to diverse social, economic as well as environmental issues, and fulfil government responsibilities to citizens (OECD, 2028).

The role of good governance in public institutions cannot be overstated, as governance is concerned with management and leadership of societies and organisations (Edwards *et al.*, 2012). It includes a variety of mechanisms, such as structures that clarify the responsibilities of the various stakeholders in relation to the organisation, approaches that foster the capabilities for meeting these responsibilities, and tools such as systems for internal control and external accountability.

Accountability has been characterised as a social connection in which an actor feels required to explain and defend their actions to another (Almquist, *et al.*, 2013). Added to this, is the issue of ethics, which some scholars think should be institutionalised into the public sector's matrix in South Africa due to the inevitability of ethical difficulties in government (Sibanda, 2022).

Similarly, companies in countries such as the United Kingdom continually fortify their corporate governance processes and procedures, particularly in relation to stakeholder relations and responsibility, as well as enhancing the functionality of governing bodies and other oversight role players within organisations (Solomon, 2020). In small and medium enterprises, good governance reflects in good responsibility practices, resulting in a shared value and improved commitment for firms (Rubio-Andrés, *et al.*, 2020).

South Africa's Constitution affords Parliament an oversight function to oversee government activities, whereas the Parliament assigns Portfolio Committees to carry out this oversight governance roles (Mle and Qwase, 2010). Portfolio Committees' roles are to advance oversight of government agencies' actions (Mle and Qwase, 2010). This is also known as integrated governance, and it consists of systems and structures designed to provide effective and cost-effective services to improve society's value of life (DPSA: The Machinery of Government, 2003). The country saw intense advocacy for this integrated governance after 1994.

The former President, Thabo Mbeki pronounced that the government's goal was to coordinate and integrate activities and projects from all the three spheres of government to combat rural and urban poverty (Republic of South Africa, The State of the Nation Address, 9 February 2001:9). This wave of continuous advocacy for good governance influenced the evolution and publication of King Reports (Codes) since the first publication to the fourth one. The King IV report is a substantial improvement over the previous versions. The King IV Code has been designed as a set of guidelines applicable to both listed and unlisted enterprises, profit and non-profit organisations, as well as private and public institutions (Institute of Directors South Africa: King IV 2016). Public sector governance is the backbone of governance of entities. The frameworks discussed above are quite applicable in the course pursued by this study,

there is a lot more that is essential for the PHRAs in the quest of improving their functionality.

2.16.4 Public sector innovations

Since the 1990s, public administrators had already understood that public sector innovation was not only a possibility, but a requirement (Bason, 2018). There was a growing awareness that government must reinvent itself to respond to new problems and opportunities (Bason, 2018). Defined as the process of developing new ideas and transforming them into societal value, public sector innovation became a lodestar for the public sector organisations undergoing innovation. However, it was also a two-pronged concept which meant that it could be modest or radical (Bason, 2018).

Modest innovation refers to incremental improvements to existing processes or products, whereas radical innovation refers to completely new processes or products. Furthermore, some scholars argue that radical innovation could be costly as it may need extraordinary resources (Kahn, 2018). It reflects more considerable risk than incremental innovation. Kahn (2018) indicated that modest innovation, combined with a radical one could balance the innovation endeavour by permitting gradual wins while keeping an eye on the bigger output. Accordingly effective organizations realise that innovation is a process, entailing small modest and gradual changes to achieving main radical innovations (Kahn, 2018). However, radical innovation is often associated with a higher level of uncertainty and risk (Bason, 2018).

Bason (2018) asserts that public leaders must discover better ways to institutionalise innovation, such as putting in place structures and processes, building capability, to effectively embed innovation as a key activity in the institutions they oversee. In this note, public sector innovation is a process of discovering new ways to achieve public goals that involve the formation, nurturing, and development of innovative practices and ideas, and their adoption by public sector organisations (van der Wal and Demircioglu, 2020).

Yet, government bureaucracy has been underscored as a major hurdle to innovation in public organisations. As a way of encouraging agility, former President Thabo Mbeki urged senior government officials and political leaders to be innovative, saying they should abandon routine (Department of Science and Technology: Pocket guide to

innovation, 2010). South Africa's guide to public sector innovation is rooted in the NSI, and it is facilitated by the Department of Science and Technology and its strategic partners to ensure that the country has well-established institutions and procedures required to sustain the NSI (Department of Science and Technology: Pocket Guide to Innovation, 2010). The National System of Innovation system is defined as "*a set of functioning institutions, organisations, and policies that interact constructively in pursuit of a common set of social and economic goals and objectives*" (RSA: White Paper on Science and Technology ,1996). All levels of government would be compelled to adopt innovation as a means of delivering services.

The Revised White Paper of 2019 emphasises improved coherence and coordination, stronger human skills, a more conducive environment for innovation, and better funding across the NSI, drawing on the challenges of the original White Paper of 1996. Similarly, the Revised White Paper on Heritage Sector taps onto innovative funding for the Heritage sector, but with a specific attentiveness on creative enterprises. Indeed, the question of funding and cost reduction features prominently in the innovation strategy. For example, Armstrong and Ford (1999) argue that, while trying to improve efficiency with minimum costs, the public sector may adopt innovations that can optimise the use of available resources and capacities to create public value, as well as inspiring a more participatory culture in government, thereby improving good governance in general.

For innovation to emerge, important pillars such as human resources, infrastructure and funding, organisational culture, and guidance must be in place (DST: Pocket Guide for Innovation, 2010). The principles connected with the innovation process, such as incessant (organised and ad hoc) monitoring, evaluation, research, collaboration, development, solution support, enabling environment, and knowledge management, are central to all of this (Department of Science and Technology: Pocket guide for Innovation, 2010). Furthermore, the innovation process is supported by strategic leadership and diversity management. Strategic leadership that focuses on capacity building is a key instrument for fostering innovation in the public sector, while management should maintain employee background diversity because innovation is dependent on the ability to view things differently (Department of Science and Technology. Pocket guide for Innovation, 2010).

Pedersen (2020) observes that open innovation is mostly used by organisations in the public sector in pursuit of a specific purpose which is innovation in society. Primarily, open innovation has been defined as a model that combines ideas and technology produced both from within and externally to create value (Chesbrough, 2006). Public sector organisations use open innovation to generate value by increasing citizens' quality of life (Pedersen, 2020). It is for similar reasons that, the need to innovate and transform organizations primarily to create public value has led to the creation of specific organizations responsible for innovative activities, whereas the public value generating process entails social inclusion, participation, efficiency and sustainability (Criado, *et al.*, 2021).

As an emerging trend, enterprises develop innovative models to gain competitive advantage over other competing service providers (Vakulenko, *et al.*, 2019). The emergence of e-Government for example, has helped citizens with access to personalized public services with higher quality without the need to queue for services in one place (Criado, *et al.*, 2021). In the banking and general financial sector, adoption of self-service technologies such as ticketing machines, automatic teller machines (ATMs) and online banking are also viewed as innovations by the business sector (Vukulenko, *et al.*, 2019). This is fuelled by global competition which encourages various businesses to achieve innovative performance which is achieved by constantly improving their products and operations (Sun, *et al.*, 2022). The same can be said with the heritage sector institutions where innovative performance has become essential.

2.16.5 Transformational Leadership style for heritage management

In the modern-day corporate environment, leadership and innovation are considered as the driving forces behind organizational growth and sustainability (Celestin & Sujatha, 2024). While exploring different leadership styles Celestin & Sujatha (2024) established that leadership, mainly transformational leadership, is vital in fostering an environment favourable for creativity and innovation, as well as being one of the key leadership styles that influence organizational and individual outcomes to achieve competitive advantage (Alqatawenh, 2018). Their study established correlation between different leadership styles and levels of innovation across several industries and concluded that transformational leadership reliably drives higher levels of innovation compared to transactional and laissez-faire leadership styles in different sectors. Similarly, Ghadi *et al.*, (2013) pointed out that transformational leadership

has a motivating effect on subordinates to do more than initially intended by encouraging them to rise above their own self-interests for the sake of their organisations. According to Ghadi *et al*, (2013) the primary aim of employees is to be motivated for them to explore further whether the work is meaningful and personally fulfilling. This has been explained in terms of Maslow's Hierarchy of Needs which indicates that once the lower survival needs which involve psychological, safety and social needs are fulfilled, employees tend to pursue their higher order needs. In this way, experiencing personal meaning in work, which can be enabled by transformational leadership, has been shown to relate closely to satisfying these higher order needs (Ghadi *et al*, 2013).

In his classical work, 'Leadership and performance beyond expectations,' Bernard Bass, (1985) defined transformational leadership in terms of its four pillars. The first transformational pillar is called idealised influence, which is about the leader's ability to selflessly build loyalty, and help subordinates to identify with them (Alqatawenh, 2018). The second pillar is inspirational motivation, which requires a manager's ability to establish a vision appealing to employees and makes them a significant part of the organisation (Ghadi *et al*, 2013). The third pillar is intellectual motivation, which relates to supervisors' ability to stimulate employees' strengths to think innovatively and take calculated risks. Celestin & Sujatha (2024) maintain this view and confirm that transformational leaders encourage innovation by empowering employees, promoting risk-taking, and nurturing a learning environment. The final pillar is individualised consideration whereby a leader undertakes to be a mentor or coach to the employees while paying special attention to the different needs of individual employees (Bass 1985).

These principles of transformational leadership as spelled out above remain relevant and applicable for this study. Transformational leadership emerge as one of the extensively researched style across other leadership styles and is therefore the best-preferred style for heritage management leadership for PHRAs to inspire employees to provide expert services with improved morale (Goens & Giannotti, 2024). Both the governing bodies and management structures of PHRAs are urged to embrace this leadership style.

This distinction is made in full acknowledgement of the finding by Mohammadi *et al*., (2024) that the governance of government organizations must have a range of

capabilities to effectively manage their responsibilities. These capabilities comprise ethical aspects, systemic understanding, and leadership skills within the governing team, and the integration of all these capabilities is central to ensuring effective governance (Mohammadi *et al.*, 2024). Thus, neglecting these capabilities can lead to systemic issues and eventual failure of organisations (Mohammadi *et al.*, 2024).

2.16.6 Establishing the gap and study justification

Heritage management processes followed globally and in South Africa in particular, have been revealed in the reviewed literature for this study. The processes seek to strengthen and sustain heritage management practices and more significantly, to standardize them where necessary. These attempts range from adoption and ratification of international Conventions to enactment of national legislations and policy reforms. These efforts were geared towards enhancing heritage governance while ensuring that the principles of good governance such as efficiency, effectiveness and transparency guide the processes of heritage management. However, lack of statutory professional bodies and independent research institutes within the heritage sector has been identified as a gap for heritage management. Moreover, there is a scarcity of literature detailing different techniques and approaches to integrated management in the context of cultural heritage.

Integrated heritage management processes and associated structures (few as they may be) had been established and constantly improved. However, what has been identified as a gap is that less priority has been given to implementation of the existing integrated approach to heritage management as required in terms of NHRA. Integrated management is anchored on governance pillars such as efficiency and transparency. Central to South Africa's heritage legislation is the call for implementation of integrated management which remains a challenge.

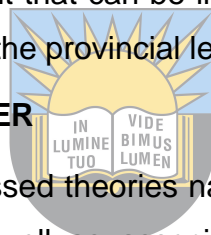
While the call for full implementation of NHRA has been established from the current literature, this literature does not reveal any integrated management framework that has ever been developed for Eastern Cape to address the challenges faced by PHRA, yet the integrated approach is deemed crucial as the heritage sector plays a pivotal role in socio-economic development. Only the fragmented attempts to address heritage management problems in the province of Eastern Cape have been recorded (Dlongolo, *et al.*, 2024). Nonetheless, PHRA is a commenting authority in terms of NEMA and NHRA. That is, for the types of developments listed in terms of the two

legislations to be passed, PHRA must issue an official correspondence in support of such a development as part of the environmental impact assessment process (NHRA, section 38).

The heritage management challenges at the provincial level have a burden of a 'ripple-effect' in that the local authorities/municipalities as well as the national government departments are affected in that for them to roll out their economic programmes, they require necessary authorisations from the PHRA. If a PHRA is operationally challenged, that will pose a serious threat to the national economy, let alone the provincial and local economies. Therefore, whilst the existing legislative frameworks and some studies provide solid foundations to tackle heritage management challenges, these have hardly addressed the challenges faced by PHRAs adequately, particularly those PHRAs that continue to be neglected and marginalized. This study, therefore, presents a framework for proper implementation of integrated heritage management that can be implemented specifically to enhance heritage management services at the provincial level.

2.17 SUMMARY OF THE CHAPTER

Chapter two presented and discussed theories namely diffusion of innovation theory and general systems theory as well as associated concepts such as Integrated Management and Cultural Heritage Management which were identified as essential for guiding this study. The relevant concepts, and legal frameworks were discussed. Related literature was reviewed, focusing on important variables for the study which would be important in the following chapters. The other topics included public sector innovation, public sector governance, human resources and financial management, legislation as well as corporate communication. The following chapter lays down the research methodology used and the justification thereof.



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CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

The preceding chapter established the groundwork for the current chapter by reviewing a corpus of relevant literature on various topics under consideration. It covered various concepts, theoretical perspectives and legal frameworks. The empirical literature review explored integrated heritage management frameworks, showing that the integrated management approach has been a focal point in both natural and cultural heritage sectors used for diverse purposes. This chapter outlines the research methods employed for this study, offering a comprehensive roadmap of the research process, including the research approach, study objectives and the research design.

The research design broadly lays down the overall research plan used to conduct research (Alharahsheh, *et al.*, 2020). It describes the instruments and strategies for conducting research (Walliman, 2021). The following sections discuss the research philosophy, research design, data collection, analysis procedures and ethical considerations. Figure 1 presents the research onion, illustrating the methodological vignette of this study.

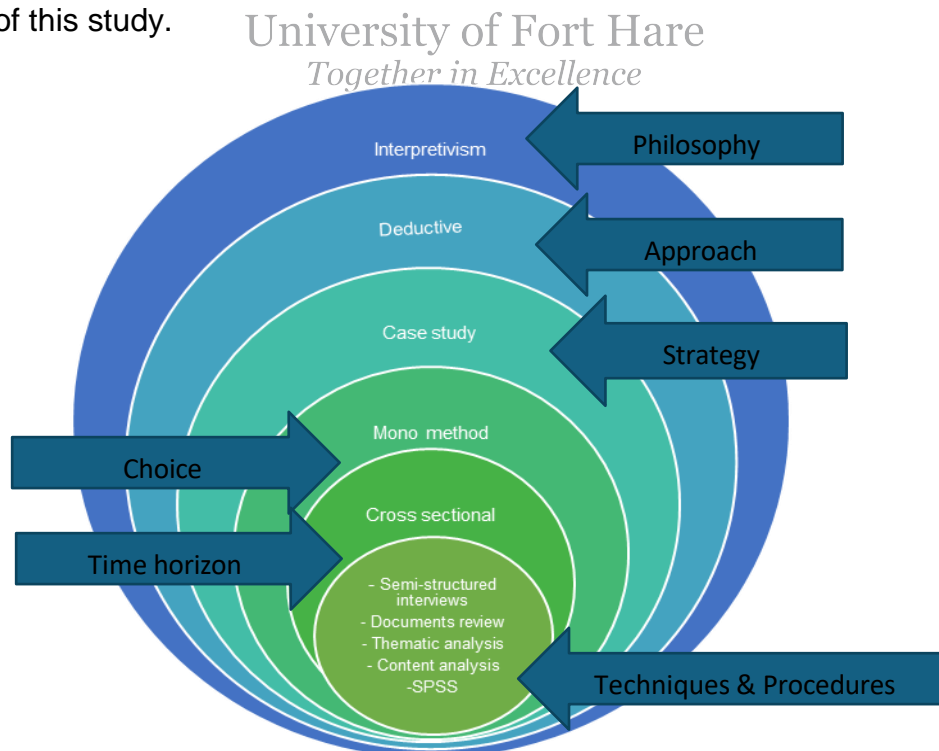


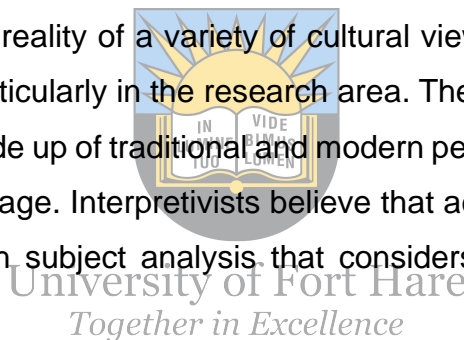
Figure 2: Research Onion (Adapted from Saunders, 2007)

3.2 RESEARCH PHILOSOPHY

3.2.1 Interpretivism

The study was supported by the interpretivism philosophy. Interpretivism, also known as constructivism, originated as a subjectivist critique of positivism. It emphasizes that humans differ from the physical phenomena in that humans generate meaning (Saunders, *et al.*, 2007). Consequently, interpretivist researchers investigate these meanings. The interpretivist worldview is congruent with the qualitative research approach and contradicts the concept of a single reality. It advances the idea that reality is socially produced and thus, subjective (Creswell and Creswell, 2017; Goduka, 2012; Žukauskas, *et al.*, 2018).

Several UNESCO Conventions and the NHRA define diverse typologies of cultural heritage. People from various cultural origins have diverse ideas about what constitutes cultural heritage for themselves. This paradigm thus guides the study's strategy to recognise the reality of a variety of cultural views, socio-cultural realities, and cultural dynamics particularly in the research area. The Eastern Cape province is a multicultural society made up of traditional and modern people who are proud of their cultural diversity and heritage. Interpretivists believe that accurate information can be obtained through in-depth subject analysis that considers diversity of ideas (Rahi, 2017).



Historically, the province was the site of intense and lengthy conflicts and wars of dispossession between indigenous communities and European settlers, leaving a highly contested heritage to this day (Challis, 2012; King and Challis, 2017). The interpretivist paradigm thus enabled the researcher to evaluate multiple realities derived from a cross section of the province's culturally diverse and sensitive population. Therefore, to develop an integrated heritage management framework for the Eastern Cape province, there is a need to consider these historical and cultural diversities that exist and continue to define the Eastern Cape society.

3.3 RESEARCH DESIGN

Bryman (2012) describes research design as the provision of frameworks for collecting and analysing data. These frameworks include qualitative, quantitative and mixed methods and they are guided by the selected research philosophy (Hutete, 2021). This

study selected and used a qualitative method which is congruent with interpretivism. A qualitative method strives to offer a rich description of phenomena and employs a variety of data collection methods (Cohen, *et al.*, 2018; Yin, 2016). Therefore, it is suitable for identifying problems for in-depth investigations. The qualitative method assumes that a single person symbolises the perceptions and sentiments of a group of people, which are equally important to comprehend yet are overlooked by the quantitative method (Rahi, 2017). As a result, this approach allows for the inclusion of thorough descriptions of contextualised conduct and situations, which necessitates the collection of detailed data on perceived meanings and participants' perceptions of situations.

This study has used the deductive approach and employed semi-structured in-depth interviews for data collection. Due to its emphasis on the importance of subjective interpretations, the interpretivist philosophy is most likely to influence the deductive approach (Saunders, *et al.*, 2007). Interpretivist researchers are more likely to work with qualitative data and to collect it in a variety of methods to establish various viewpoints on events (Saunders, *et al.*, 2007). To understand a situation and interpret its meanings, the researcher must first understand the context, both explicitly and holistically (Cohen, *et al.*, 2018), which will allow the researcher to characterise the many and diverse interpretations of situations, their causes, and their repercussions.

A descriptive case study approach was utilised for the study. Case studies provide detailed descriptions and help in understanding the situation. It made the researcher to recognise relationship between the variables in a real-world setting presented by the case studies. The design is useful in that it aided the researcher to gather the required information to understand the socio-cultural dynamics within the cultural heritage sector and to address other inherent issues. This research study selected a cross-sectional method for its time horizon, as the interviews were conducted over a short period of time.

3.4 STUDY AREA

This study was primarily conducted in the Eastern Cape province, with additional participation from KwaZulu Natal and the Western Cape. The Eastern Cape is South Africa' second-largest province, covering 168 966 square kilometres of land, with a population estimated to be 6,562,053 (Census, 2011). Most of its population (60%)

resides in rural areas, experiencing high poverty rates (Obi and Ayodeji, 2020). Approximately 2.5 million people are unemployed, forcing a considerable part of the population to rely on various government grants in the province (Obi and Ayodeji, 2020). The Eastern Cape had the country's second-highest rate of impoverished households at 62.4%, following Mpumalanga, which recorded the highest at 63.9% (Statistics SA., 2021). Buffalo City reported significantly higher rates of poor households compared to other metropolitan areas in the country (Statistics SA, 2021).

3.5 POPULATION

The study population encompasses the complete group from which the data sample is drawn. For this research, the population included participants from seven organizations, most of which had heritage management as a primary or secondary responsibility, either directly or indirectly. Participants were chosen through purposive sampling, targeting specific data sources, particularly heritage practitioners and decision-makers, to capture their insights and experiences in heritage management. Given the study's aim to suggest innovations in heritage management, it was also essential to interview experts in innovation and governance from the University of Fort Hare.



3.6 SAMPLING AND SAMPLE SIZE (N=16)

Probability sampling and non-probability sampling techniques are the two primary types of sampling procedures. The required sample was collected using a non-probability sampling technique. This method is commonly employed in qualitative research (Cohen *et al.*, 2018). A total sample of sixteen participants (n=16) participated in the study. These participants were chosen purposefully for their expertise/knowledge, and direct/indirect involvement in heritage management. In some instances, experience was prioritised over seniority. Patton (2015) asserts that the essence of a purposeful sampling is selecting cases with the potential to produce more information. This strategy permits the researcher to select research respondents considering their ability to contribute the required information.

3.7 DATA COLLECTION METHODS AND TECHNIQUES

The study was premised on interpretive paradigm which is consistent with qualitative approach. In this way, the semi-structured interviews were used to collect data.

Respondents were interviewed at various times of the day based on their availability. Official documents were also identified as sources of data and were analysed.

3.7.1 Semi-structured interviews

There are various kinds of interviews (Cohen, *et al.*, 2017). For this study, the researcher followed in-depth and repetitive semi-structured interviews. This strategy comprises a combination of closed and open-ended interviews, which are often followed by the why and/or how types of follow-up questions (Adams, 2015). The method enabled the researcher and participants to create mutual understanding. Before asking direct questions, the researcher was able to evaluate the mood of the individuals. Interviews were scheduled for 30 minutes, with the understanding that one hour would not be exceeded. However, due to their lengthy and thorough responses, some participants extended the interview beyond the allotted 30 minutes.

Interviews were conducted based on what Cohen, *et al.*, (2017) refer to as 'critical cases' with participants who held strategic positions in their organisations and were assumed to be knowledgeable about the themes identified for their respective organisations. Face-to-face interviews were conducted in the offices of some respondents. Interviews with respondents from outside the Eastern Cape province were conducted over the phone at various times convenient to the interviewees. Confidentiality was assured to the participants by explaining that their names and identities would not be mentioned but to be kept anonymous throughout the study and thereafter. Participants were informed that the research was meant for academic purposes.

A cell phone was used as an audio recorder, with notes taken throughout the process. The recorded data was immediately transferred to a password-protected personal laptop. In compliance with the Inter-Faculty Research Ethics Committee (IFREC) regulations at the University of Fort Hare (See *Annexure A: Ethical Clearance Letter*), free and informed consent was obtained prior to each interview, with participants signing consent forms beforehand (See *Annexure B: Informed Consent Sheet*). English was used for all the interviews, as it was confirmed to be the preferred language for all parties. An interview guide was used to structure the interviews (See, *Addendum C: Interview Guide*). In addition, some entities required adherence to their research protocols, resulting in a signed agreement with the researcher. Afterwards,

the audio recordings were transcribed. The semi-structured interview format enabled probing, facilitating an in-depth understanding of the themes under investigation and created room for participants to freely express their opinions and ideas as well as their perceptions.

Table 1: Structure of sample size (n=24)

Interview category	Sample Size	Justification for inclusion
Eastern Cape Portfolio Committee on Arts and Culture	1	Political oversight roles over the Provincial Heritage Entities (governance)
DSRAC	4	Relationship and pertinent roles of DSRAC over its entities – ranging from oversight roles to support
EC-PHRA Council	2	Their vision, and insights in terms of executing their mandate (governance)
UFH Specialists – governance and innovation	2	Expert advice in their respective specialist fields
Case study Organisations <ul style="list-style-type: none"> - X5 ECPTA - X5 Heritage Western Cape - X5 Amafa KZN Research Institute 	15	Their insights and experiences for benchmarking purposes

Large samples are usually preferred to ensure validity and reliability for the study however, as Creswell and Creswell (2018) asserted, researchers were at liberty to determine their reasonable sample size in qualitative research. Drawing from Creswell and Creswell (2018), a final sample of 16 interviewees participated in the study and provided quality data required for the study.

3.7.2 Secondary data sources

Secondary data sources were used for the study, not only to supplement the primary data collected through interviews but to ensure that all data was exhausted to provide rich and thick descriptions (Creswell and Creswell, 2018). Published and unpublished documents were analysed. While each technique of data collection has merits and disadvantages, archival and other existing records such as government policies, reports, minutes, and acts are useful and give invaluable contextual information, as well as representing another kind to primary data (Yin, 2016). The secondary data sources enabled the researcher to use most documents for triangulation purposes and to ensure authenticity and credibility.

Table 2: Secondary data sources

Documents Analysed
Human Resource Development Strategy, (2010- 2030)
National Heritage Regulations of 2002
NHRA, No 25 Of 1999
Provincial Heritage Regulations of 2002
Provincial Heritage Regulations of 2022
PFMA, 1 of 1999
Reports by the national and Provincial Portfolio Committees on heritage matters
The annual reports of Organisations studied
The Parliamentary internal questions.
UNESCO World Heritage Convention of 1972
White Paper on Arts, Culture and Heritage of 1996
White Paper on Science and Technology, of 1996 and 2019

3.8 TRUSTWORTHINESS OF QUALITATIVE DATA

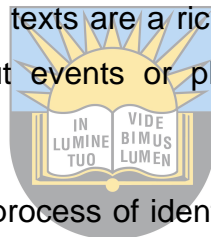
In qualitative research, trustworthiness is essential, and it is characterised by attributes such as credibility, confirmability, transferability, and dependability (Cohen et al., 2018; Stahl & King, 2020). Credibility is determined by how well the findings align with reality, which, though inherently subjective, can be bolstered through various strategies (Stahl and King, 2020). Triangulating, for example, involves using multiple data sources or techniques to identify peculiar patterns. Methodological triangulation allows for the use of various methods of data collection and analysis (Stahl and King, 2020). For this study, the researcher employed triangulation by using multiple sources and verifying data against various official documents to enhance validity.

The researcher employed multiple methods of data collection and analysis, including semi-structured interviews and an analysis to government official documents and policies to ensure data trustworthiness. The researcher established rapport with the research participants before interviews, demonstrating honesty and transparency in his conduct with the interviewees. Audio recordings were made on a cell phone with prior consent from participants, to improve accuracy when analysing data. The research participants were informed about the study's aims, goals and potential impact on them (Shufutinsky, 2020). Dependability was ascertained through the detailed descriptions provided by this study. The study would be transferable and applied in similar contexts such as provinces facing a similar challenge. The researcher applied credible theories relevant to understanding similar situations, ensuring the study encompassed a variety of cases.

3.9 DATA ANALYSIS TECHNIQUES

Qualitative data analysis is a fundamental component of qualitative research and involves data verification, iterating between coding and exploring the research data (O’Kane, *et al.*, 2021). It aims at exploring the contents of qualitative data such as experiences and perceptions as shared by the participants and subsequently seeks to make sense of data. The researcher therefore employed acceptable data analysis methodologies, namely content and thematic analysis noting that data analysis must be ethical and must not misrepresent findings (Cohen, *et al.*, 2017).

Content analysis has been defined in various ways, with one of the most qualitative being “a research technique for making replicable and valid inferences from data to their contexts” (Devi 2019: 8). This definition highlights the inferential element of content analysis, where conclusions are drawn from specific premises and samples using inductive or deductive methods (Gheyle and Jacobs, 2017). The assumption underlying content analysis is that texts are a rich data source with the capability to reveal valuable information about events or phenomena (Johnson, Adkins, and Chauvin, 2020).



Similarly thematic analysis is the process of identifying, analysing, and reporting the most likely and main themes from a data set (Majumdar, 2022). It is a strategy for spotting patterns in qualitative data and developing themes to characterise them (Lochmiller, 2021). The acquired data was categorised and classified to uncover themes, patterns, and interdependence. Due to some under-representations of data identified during data analysis, this led to further manipulation of data to enable saturation and identification of finer emerging themes from the interviews.

Coding data is an important aspect of the thematic analysis process. Coding is a way of describing and giving meaning to data that is relevant and at the disposal of the researcher for their analytical use (Lester, *et al.*, 2020). Data was then described as provided by participants, such as perceptions, experiences, and feelings into themes that made it easy to understand data. The themes emerging from this coding process include governance, management, human resources, infrastructure and finance as well as communication, legislation and monitoring and evaluation.

3.10 ETHICAL CONSIDERATIONS

The researcher sought ethical clearance from the relevant authorities, specifically the Inter-Faculty Research Ethics Committee (IFREC) at the University Fort Hare, with the reference number SIB031SMOK01 (See, *Annexure A: Ethical Clearance*). Establishing collaboration with participants was essential, as they rightly expected anonymity and protection from any potential risks related to their participation. Accordingly, permission was sought and obtained from individuals and entities whose employees were sampled and eventually participated in this study. This also included prior consent for using an audio recorder during interviews, with participants being informed beforehand to foster trust. They were further assured that the study was a scholarly exercise and thus, not intended to bring harm to anyone. The study adhered to the principles of confidentiality and anonymity.

Data was coded into various themes for the purposes of adhering to the principle of anonymity. Names of entities and those of individual respondents were withheld to ensure anonymity. Entities and respondents were allocated code numbers. Respondents were advised that their participation was not mandatory, should they wish to pull out of the study, they would not be penalised. Participants signed the informed consent forms after indicating that they understood the purpose of the study and that they supported it and understood the ethical considerations (Lune and Berg, 2017) (See, *Annexure B: Informed Consent Form*). To further ensure anonymity and confidentiality, no names and personal information was included in the dissertation. All responses were disclosed, and the raw data collected will not be availed for public consumption. The researcher observed all the ethical considerations throughout the research and ensured that participants' privacy was safeguarded. Finally, where the work of others was used, the researcher duly acknowledged it to avoid plagiarism. The researcher embraced honesty and integrity throughout the research work. The audio records were transferred to the personal laptop that was password operated to ensure that no one had access to them.

3.11 SUMMARY OF THE CHAPTER

This chapter provided an overview of the research methodology for the study. It discussed various aspects that include research philosophy, research design, population, sampling techniques, and sample size and explained why these methods

and samples were selected. This chapter further described the procedures and methods used for collecting and analysing data. Finally, the trustworthiness of the data and ethical considerations were also discussed as imperative for the study. The following chapter presents the data collected and findings of the study.



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CHAPTER 4: DATA PRESENTATION AND ANALYSIS

4.1 INTRODUCTION

The preceding chapter described the study methods used in detail. It laid down various specific techniques for collecting and analysing data. This chapter dwells on presentation of data, analysis and interpretation of findings. The interpretation helps in responding to the main objective of the research which is to develop an innovative framework for management of cultural heritage for the Eastern Cape province. The study sought to address the main study aim through the following objectives:

- (i) To determine the factors that influence optimal functionality of the Eastern Cape Provincial Heritage Resources Authority.
- (ii) To establish how public sector innovations can contribute to an integrated cultural heritage management in the Eastern Cape.
- (iii) To establish protocols for best practice and recommend innovative framework for cultural heritage management in the Eastern Cape province.



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4.2 DATA COLLECTION

While semi-structured interviews were used to collect primary data, secondary data sources were consulted through documentation reviews.

4.2.1 Semi-structured interviews

Twenty-four participants were sampled from seven entities. The percentage response rate is demonstrated in table 3 below.

Table 3: Response rate per entity

No.	Respondents	Sample per entity	Response	%
1.	Heritage Western Cape	5	2	40
2.	Amafa Research Institute	5	2	40
3.	Eastern Cape Parks and Tourism Agency	5	4	80
4.	Eastern Cape Provincial Heritage Resources Authority	2	2	100
5.	Portfolio Committee on Heritage matters	1	1	100
6.	Department of sport, recreation, arts and culture	4	3	75
7.	University of Fort Hare	2	2	100
	Total	24	16	67

4.2.2 Secondary data

Secondary data was used for purposes of triangulating data sources and ensuring credibility of the study.

4.3 DATA ANALYSIS

The researcher employed a thematic analysis process that Terry, *et al.*, (2017) referred to as a linear model. This is a six-phase thematic analysis procedure developed by Braun and Clarke (2006). Lester, *et al.*, (2020) acknowledges the phased-in model, noting that the qualitative data analysis is generally a nonlinear and iterative process. However, they emphasize that the six-phase model requires researchers to familiarise themselves with data at their disposal (Lester *et al.*, 2020), including listening to the audio recordings at least once (Terry, *et al.*, 2017). This also involves organizing the data by typing up interview notes and transcribing recorded interviews (Ningi, 2022). The researcher listened to the audio recordings repeatedly while referring and comparing with the handwritten notes throughout the transcription process. This came in handy since the phased-in structuring of data analysis creates a coherent process for qualitative researchers and readers of a study report (Lester, *et al.*, 2020).

This was followed by generating initial codes to help align data with the research questions. This too, was followed by a search for themes using the codes and collating the coded data to generate themes (Terry, *et al.*, 2017). The researcher undertook to review the themes, testing whether they tell the exciting and substantial story about the data. The researcher also identified if there was a relationship between the themes. Themes were defined and given informative yet impactful names. In the end, the researcher prepared the write up of a report about the data analysed.

4.4 FINDINGS

There are various approaches of presenting qualitative findings. Ultimately, it is the authors who determine how to present these findings since they have the best understanding of the data (Reay, *et al.*, 2019). In this way, the authors must identify the most appropriate way of writing up the results such that the richness of the underlying data may be valued and enable the readers to assess the accuracy of the study while communicating a convincing and appealing report (Reay, *et al.*, 2019).

These approaches include the Gioia approach, which summarizes key themes alongside raw data, whereas the vignettes, the long data excerpt and anthropological techniques provide more importance to the empirical story and highlight the rich and detailed explanation of context (Reay, *et al.*, 2019). While researchers occasionally merge various approaches into a single article, Reay, *et al.*, (2019) argue that integrating diverse presentation styles can help researchers to discover and showcase specific aspects of their work. On the contrary, extensive integration of approaches may be confusing to readers of the written research report (Reay, *et al.*, 2019).

Drawing from the approaches above, the researcher resorted to a narrative and descriptive approach to presenting the study findings. This approach was advocated by Creswell (2009), who recognised that the narrative texts are frequently used to display qualitative data. The study is also aligned with the assertion by Edmonds and Kennedy (2017), who state that the research findings are typically arranged in terms of research questions or themes, and that such themes may be written as sections and/ or sub-sections where necessary (Hutete, 2021). The researcher used verbatim quotations to emphasise crucial issues and assure reliability and credibility in reporting the results. This aligned with the view that research evidence should contain quotes from interviews, documents and specialists as well as from observations (Edmonds and Kennedy, 2017). The official records and scholarly articles were also cited in the findings to enhance trustworthiness in reporting the results. Six major themes and sub-themes emerged from the process of data analysis as shown in the table below:

Table 4: Presentation of themes and sub-themes

Themes	Sub-themes
Factors influencing functionality of the Provincial Heritage Resources Authority	-Lack of requisite competencies -Lack of adequate budget to carry out its mandate -Poor institutional governance -Lack of facilities
Public sector innovations and integrated cultural heritage management	-Technology -Human resources
Protocols and frameworks for cultural heritage management	-Policies -Organisational communication -Improper record keeping of financial and performance information
Legislations governing heritage management	-Regulations -NHRA -PFMA
Political interference in heritage management	-Lack of clear policies and communication protocols -Contestations between executive authorities and entities -Excessive delays in Council appointments -Manipulation of processes and procedures to suit political agenda
Provincial oversight roles on heritage management	-Portfolio committee's limited oversight -Executive authority oversight

4.4.1 Factors influencing functionality of the Provincial Heritage Resources Authority



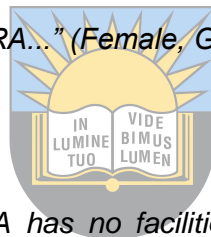
The findings suggest that one of the factors negatively affecting the functionality of PHRAs is lack of requisite competencies. Lack of experts or personnel trained to implement policies can hinder successful implementation of organisational policies Handrian *et al.*, (2024). This is further confirmed by Mohammadi *et al.*, (2024) that lack of necessary capabilities can lead to organisational systemic issues and eventual failure. Participants attribute this to lack of adequate funding for PHRAs. Results reveal that inadequate funding hampered PHRAs from effectively carrying out their mandates. Mikeladze (2023) argues that, in the absence of financial resources, NGOs would not function effectively. Participants stated that the budget was too little for PHRAs to procure the necessary skills for the organisations. Mikeladze (2023) concluded that effective financial management promotes the efficient work of NGOs. According to the National Treasury discussion document of 2002, budget is usually reviewed annually as part of the strategic planning, to determine the required budget for entities for the year ahead considering factors such as the effects of inflation and other emerging financial issues.

Some of the interviewed participants attributed the poor performance of PHRAs to poor institutional governance. Participants pointed out that members of governing bodies fail to challenge the executive authorities regarding the unsatisfactory state of

affairs at the PHRAs. Some council members instead of assisting with problem resolutions at PHRAs, they simply become another problem for failing to face up to the existing challenges. Mohammadi *et al.*, (2024) established that competent governance behaviour encompasses leadership and managerial skills necessary for guiding subordinates towards goal attainment and creating a conducive environment for their success.

Speaking on the issue of insufficient budget, participant A mentioned that:

“...It’s unfortunate. Why should we be like beggars? Why can’t we have budget so that we can have our own offices? The little funding we get still comes with politics. We need budget to employ staff. We can train, upskill through workshops and groom them as well. Why not receive budget from SAHRA then? I do not understand how some of these structures came to be and how we came to be that SAHRA cannot directly look after its babies. DSAC must deal with SAHRA and SAHRA with PHRAs I think this would be a better model. Budget must come from SAHRA...” (Female, Governing Body).



Participant B opined that:

“...No. It’s terrible, this PHRA has no facilities. PHRA piggy backs on the sister entity here, living on borrowed office space because PHRA deserves no financial support. This is unconscionable. You would think that it had been the policy of the executive authority to render PHRA insignificant and viewed it as a waste of time and hence, deserved no support from executive authority. It would appear that their desire was that PHRA must not succeed. There have been attempts recently that PHRA should be incorporated into the executive authority. This must be seen as one of the reasons the growth of PHRA had to be thwarted. It was deliberate...” (Male, Governing Body).

Informant A insisted that:

“...Council should work with managers to determine the budget. It must also come from the strategic meetings and that both the Chairperson and the Manager should work closely in this regard. While there is no money in this heritage sector, the entity should have a say in its budget... (Female, Governing Body).

Participant B added that:

“...There must be a proper organogram based on anticipated workload. It must consider core business of the entity such as permits, archaeological projects, etcetera. Then the organogram must be costed...”

These direct quotations show that lack of operational budget negatively affected day to day operations of PHRA. Lack of essential funding may lead to a vicious circle of negative attributes that need funding to overcome, such as lack of coherent policies (internal controls), lack of strategic planning sessions to determine and allocate the budget, lack of monitoring and evaluation mechanisms, and may encourage a culture of unaccountability and theft by employees. It holds true that in the absence of financial resources, NGOs would not function effectively (Mikeladze 2023) for lack of experts or personnel trained to implement policies can hinder successful implementation of organisational policies Handrian *et al.*, (2024).

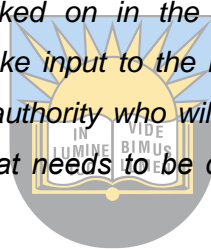
The absence of effective internal controls can foster fraud, misuse and malfeasance among employees, often with impunity. These issues can lead to poor institutional governance and a dysfunctional system (Zindi and Sibanda, 2022). The Constitution of South Africa (Schedule 4 & 5) places the responsibility of provincial heritage management to the MECs responsible for Arts, Culture and Heritage. NHRA makes heritage management a shared responsibility between the three spheres of government. It obliges the involved parties to implement an integrated management. Participants believe that if PHRAs have clear organograms and these organograms are costed, it will help overcome the risk of having to deal with the issue of inadequate budget allocations. With adequate budget, an organisation would be able to procure the essential services including the requisite competencies, facilities and tools for trade.

Participant J shared his experience below:

“...Budget should be a strategy but it’s a copy and paste work allocating the same amount again and again without looking at the needs for such an entity in that particular year. The attitude of people towards the heads of entities, for example, who is leading this entity determines whether the entity will get the allocation it deserves or not. We may motivate as we like but the person with the big knife is the one who decides whether this entity should get acceptable allocation. When you ask why this entity has been allocated R1 million for twenty years in the context of their huge mandate, there are no answers provided...” (Male, Executive Authority).

Participant L shares her experiences about her PHRA:

“...The finance section would work out a budget inclusive of staff salaries, heritage projects to be worked on in the following financial year. Mid-management will meet to make input to the budget before it is finalised for submission to the executive authority who will determine how much is to be allocated to PHRA, given what needs to be done in terms of Legislation...” (Female, PHRA).

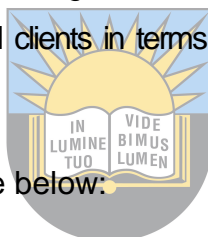


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Participants consistently spoke about the gaps in budgeting processes including determining the budget allocations, which suggest the executive authorities' resolute stance against the PHRAs. The consistently predetermined budget under-allocations reached without the involvement of PHRAs, nor consideration of their financial commitments for the year ahead, perpetuate lack of requisite competencies for PHRAs. Budgeting contains procedures for estimating a company's financial commitments (Srbinoska *et al.*, 2023), how would the executive authorities project the commitments for PHRAs without the involvement of the latter? This perpetually generated crisis negatively impacts governance and operations of these entities. Entities rely on budgeting as a planning tool hence, firms face high failure rates at inception, often due to inadequate budgeting methods (Srbinoska *et al.*, 2023). Therefore, Srbinoska *et al.*, 2023 established that effective budget management is key for successful resource allocation, whereas ineffective budgeting remains a significant contributor to failure of enterprises.

4.4.2 Public sector innovations and integrated cultural heritage management

Lack of adequate funding has led to proliferation of other internal problems such as inability of the PHRAs to fully execute their mandate (e.g., Eastern Cape Province: IQPs 14; 22; 52). Study results revealed that limited technological expertise was a key barrier preventing PHRAs from effectively performing their day-to-day activities. This impacted negatively on their obligation to contribute to service delivery as well as the quality of services rendered. Recently, technology has played a fundamental role in organizational efforts to deal with the negative effects of the global COVID-19 pandemic, which are probably changing the organizational landscape forever (Griep *et al.*, 2021). The lack of essential technology was closely linked to a shortage of skilled and competent personnel. Most participants asserted that the ability of PHRAs to implement their mandates fully was hindered by lack of necessary workplace innovations, lack of critical skills and relevant experience. Griep *et al.*, (2021) confirm that organizations have increased reliance on digital technologies to promote efficiency and create more flexibility for both employees and clients in terms of the location and the timing at which services can be provided.



Participant C point to this challenge below:

"...I can recall numerous meetings where executive authority promised to second staff. I can't recall any single person who has ever been seconded to PHRA. It was all whitewash (heritage-wash) by the executive authority..."
(Male, Executive Authority).

Participant D suggested that:

"...There must be a web-based submission for applications in terms of section 34 and section 38; active policing of transgressors of the NHRA and quick turnaround time and response to submissions..." (Female, PHRA).

Participant F proposed that:

"...Ideally, the PHRAs should have archaeologists, palaeontologists, town planners, architects, heritage officers, administration officers and so forth..."
(Male, PHRA).

Participant G also suggested the following:

“...For a start PHRAs need a capable manager, capable officers with degrees in heritage management – special skills: architects, archaeologists, financial officers, HR Manager...” (Female, PHRA).

The perspectives outlined above indicate that the absence of these recommended innovations has adversely affected PHRAs' overall performance. This is congruent with literature as Griep et al., (2021) advance that the implementation of technology in the workplace can help improve working and living conditions. Participants propose the integration of programmes and employment of innovative staff with the requisite expertise. Above all, participants suggest that monitoring and evaluation of organisational programmes must be adopted as one of the proposed innovations. Additionally, participants advised that PHRAs partner with universities offering innovation programs and advanced technologies, thereby enabling PHRAs to benefit directly from relevant public sector innovations.

4.4.3 Protocols and frameworks for cultural heritage management

Results show that another impediment to the performance of PHRAs was lack of coherent policies. Participants reported that there were no internal financial controls, record keeping was a serious problem which further compromised credibility of the entities. Lachney (2018) asserts that when the internal controls employed by businesses are ineffective that will lead to higher levels of employee fraud risk and financial distress that degrade the entire company's efficiency (Cavaliere *et al.*, 2021).

Participants indicated that there must be structures established to monitor organisational performance. That include formulation of policies to guide financial management and operations. Participants also stated that communication strategies were essential to improve on applicable communication protocols. Cavaliere et al., (2021) remind us that internal control structures are a collection of protocols and regulations that protect an organization's properties, minimizing possibilities for theft and maintaining an organization's potential.

The participant below laments poor communication protocols where minutes of meetings would rarely be provided.

Participant E had this to say:

“...There were some policies in place and there was an intent to define more policies but very little happened as I recall minutes would rarely be provided for meetings by PHRA - an unacceptable breach of the basics of meeting protocol...” (Male, Executive Authority).

Participant B who sounded very incensed by lack of financial protocols and lambasted as follows:

“...It was clear that absolutely no protocols existed to change their banking signatories. Despite my request for minutes or resolution from the governing body instructing that the banking signatory was to be handed over to a new member, this was never provided. The bank clearly colluded in the process and proceeded to change the signatories...” (Female, Governing Body).

Public Finance Management Act (PFMA) stipulates that public entities should have accounting authorities to “act with fidelity, honesty, integrity and in the best interests of the public entity in managing the financial affairs of the public entity (RSA: PFMA,1999).” Public entities are obliged to introduce and adopt internal controls. Participants recommended that there should be proper financial protocols to curb high possibilities of fraud by employees and members of governing bodies.

4.4.4 Legislation

One of the setbacks that impacted the performance of PHRAs was the out-dated heritage regulations. Results indicate that the executive authority had not reviewed the provincial heritage regulations since 2003, despite the public uproar about the unsatisfactory performance of the PHRA. This would appear to have been a universal challenge. For ages, at the heart of United Kingdom’s legal system had been the issue of outdated rules and regulations for a rich under-water archaeological heritage (Martin and Gane 2020). As a result of this fragmented legislation which has not kept in line with contemporary challenges, large numbers of the heritage assets found in United Kingdom waters have since been damaged or destroyed (Martin and Gane 2020). However, Martin and Gane (2020) highlighted the importance of strengthening the United Kingdom’s policy across all of the heritage areas, before further heritage is lost or damaged.

Participants also indicated that the partial application of NHRA was the reason for poor performance of PHRAs. The PHRAs are established in terms of NHRA as provincial heritage authorities and body corporates. Auganbai *et al.*, (2020) while acknowledging the importance of full compliance, state that legislation is the basis for historical and cultural heritage conservation, because everyone must comply with the norms and regulations which are determined by governmental and local authorities.

A successful devolution process that involves a complete transfer of provincial roles and responsibilities as well as provincial heritage properties to PHRAs by SAHRA will be a right step in the right direction towards realising a thorough implementation of integrated management as per NHRA. Results show that this has not fully happened despite the pronouncement in 2011 by Ms Khumalo (former CFO of SAHRA), stating that as SAHRA, they had engaged in a process of “combing the NHRA” with the aim of costing it so that SAHRA’s mandate would not be compromised (RSA: NPC, vote 14, 2011). Participants agree that what exacerbates this situation is the fact that the executive authorities are neither willing to help the devolution process nor accept the existence and legality of PHRAs. Results show that the status quo further compromises the legality of PHRAs in terms of PFMA and hence the overall performance of PHRAs.



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Participant E tackles the legality issue as follows:

“...The lawful relationship between the two parties requires each party to clearly understand their respective roles – where their responsibilities start and end. Currently, there appears to be a lack of clarity regarding us within the heritage sector. Ideally, the Department would concentrate on policy formulation and monitoring and evaluation...” (Male, Executive Authority).

Participant C had this to say:

“...In government, we have public entities, but PHRA does not belong into that category though I forgot the precise name for its category in terms of PFMA, but it is an agency that also has the responsibility to deliver this mandate. It does not fit into the category of being called a public entity because of the interpretation of law and perhaps the limitations in the functions of PHRA...”

(Male Executive Authority).

According to the sentiments shared above, PHRAs are seen as illegitimate entities with no relevance in heritage management. The failure by executive authorities to facilitate registration of PHRAs as provincial public entities in terms of PFMA created confusion about the legality of PHRAs. For example, an executive authority in their annual report categorized PHRA as a museum (see DSRAC annual Report, 2013). In the subsequent reports, PHRA was classified as Cultural Institution (DSRAC annual report 2019; 2020); and a Non-Profit Institution in (DSRAC Annual Report, 2016; 2017). These inconsistencies are a testimony of how NHRA has been circumvented and thus, impacted the performance of PHRAs. PFMA provides guidelines on processes to be followed to register entities into provincial public entities and obliges governing bodies to register entities to ensure proper accountability by these entities and other oversight structures using public funds.

4.4.5 Political interference

Political interference has been identified from the results as an overwhelming factor hurting the performance of PHRAs. Informants explicitly indicated that the day-to-day operations at PHRA were affected by political interference. The findings further point to the existence of internal administrative politics within PHRAs that are linked to the executive authorities, often exploited by the latter to benefit individual interests and cultivating seeds of instability within the PHRAs as well as manipulating management processes and procedures to suit their political agenda. Results showed that this political squabbling caused unnecessarily excessive delays in the appointments of councils, very much to the detriment of heritage management and service delivery in the province (Qhobosheane, 2018) as well as hampering productivity, efficiency and profitability. Qhobosheane (2018) further affirms that political interference goes against the principles of the doctrine of separation of powers as the authority of the board is highly weakened by interference of a political leadership (usually from the executive authority) in the internal operations of the entity thereby rendering the council a mere rubber stamp.

Participant I said the following:

“...Councils are impacted by the role of executive authorities interfering in the affairs of entities. This affects the entity as a whole. It is a material flaw to delay

the appointment of Councils. When there is no Council, the functions of the entity will be affected. It would be difficult for the entity to function accordingly if there is no Council for a moment...” (Male, Provincial public entity).

According to Informant E:

“...Currently, heritage has been used by politicians as a public space where they can attract people. For example, since 1994 there has been a shift from proper heritage management to celebrating national heritage days. There is nothing wrong in commemorating these national days but a lot of money for service delivery has been set aside for these commemorations more than what should be allocated for heritage management...” (Male Executive Authority).

Participant J said:

“...Why would the department employ specialists instead of allowing PHRA to employ such expertise? This is a political problem, administratively it is also a problem. Why would executive authority employ a heritage specialist and place them at the district offices while at the Museums where the expertise is required there is no one? Why would you have many people at the department who should monitor PHRA but at the PHRA you have one person doing all the groundwork? It doesn't make sense...” (Male, Executive Authority).

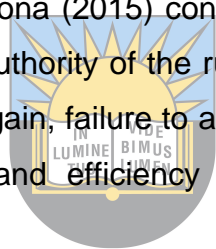
These opinions shared above show that political interference negatively affects performance of PHRAs. While explaining the dichotomy model involving politics and public administration, Demir and Nyhan (2008) stressed that politics and administration serve quite different purposes. They argue that politics are responsible for laws and policies and provides political guidance to public administration to the effect that public administration translates value choices into concrete results (Zindi and Sibanda, 2022). The executive authorities are responsible for policy making and passing budgets to entities (Eastern Cape Government, Provincial Heritage Regulations of 2022), as well as defining the vision and mission of PHRAs and supporting the PHRAs to realise this vision.

4.4.6 Provincial oversight roles on heritage management

Results show that the provincial oversight roles are compromised and as a result, hurt

the performance of PHRAs. Manona (2015) pointed out that there were still gaps and challenges as far as the oversight role of Parliament was concerned, despite the presence of committees (such as portfolio committees) that had been established to oversee the executive and relevant structures of government and public finances.

Portfolio Committee on arts, culture and heritage would somewhat appear to be doing everything to lead a transparent process to guide and oversee performance of provincial public entities albeit, with challenges. One participant stated that regular invitations to portfolio committee meetings are issued to the relevant MEC, carbon copying the head of department. While the Portfolio Committee has the vested powers to summon entities, it leaves that responsibility to the responsible department to extend the invitation to its entities for the entities to come and respond to pertinent questions. Similarly, the participant indicated that members of the Portfolio Committee often do not have the interests of the people at heart when they must perform their oversight roles. Manona (2015) confirms the sentiment expressed that the influence of the *majoritarian* authority of the ruling party in committees seems to be colluding with the executive. Again, failure to act against cases of omission brings questions on the effectiveness and efficiency of the oversight role of portfolio committees (Manona 2015).



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This is what Participant H had to say:

“...Remember in terms of the proportional representation system you are in parliament on behalf of your organisation/ political party, so you are likely to conform to what your organisation has sent you to do NOT what the people need on the ground. Parliamentarians are more responsible to their political parties not the people who elected them. So, this impacts on service delivery...”
(Male, Oversight Structure).

Participant A said:

“...It is strange that PHRA is not attending the Portfolio Committee meetings. However, information from Portfolio Committee must be filtered down to PHRA and the general public in acceptable ways.” (Female, Governing Body).

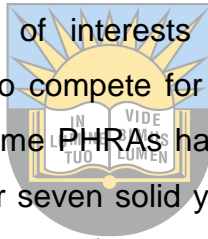
Participant K made the following suggestion:

“...There must be a dedicated person who can represent PHRA in Portfolio Committee. Requests for budget should be made at this level; and ensure that issues are not forgotten...” (Female, PPE).

Informant J indicated that:

“...Someone in Provincial Government must decide that there must be adequate resources for PHRAs. It needs to come from above. A department is supposed to assist the entity in realising the heritage management vision. It must make sure that its entity delivers by providing necessary resources. Instead, they tend to compete for resources with the entities. They keep resources at the head office instead of allocating to their implementing agencies and districts. This is an area of conflict...” (Male, Executive Authority).

The results show conflict of interests where the officials at the executive authorities tend to compete for financial resources with the entities. No wonder why some PHRAs have been receiving the same budget for seven years. For seven solid years the provincial oversight structures did not identify this act of sabotage on heritage management.



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Participant C opines as follows:

“...The level of oversight has gone down. We used to have Portfolio committees where Chairpersons meant business; you would even be chased out of the meeting as the Department if you were not prepared. Today things have changed, people are calling each other mkhaya, mkhaya...” (Male, Executive Authority).

Participants insist that Portfolio Committee should do oversight over implementation of NHRA not only “... events such as Heritage Day and other commemorations.” If the Portfolio Committee could target the Act, PHRAs would reap fruits of good governance, and they will be able to overcome other negative factors affecting their performance. Participant from the oversight structure is of the view that the electoral system must be changed if we want the Portfolio Committee to be effective. “We need to go to a constituency-based system not proportional representation.” The participant

further states that as the oversight structure, they usually make recommendations to support entities to improve their own performance. He stresses that *“if entities attribute their underperformance to lack of resources, Portfolio Committee can recommend to Treasury that they get more resources, but we cannot prescribe on how they should do their work.”* The participant concludes that *“more could be done to assist entities to improve their performance.”*

4.7 SUMMARY OF THE CHAPTER

This chapter presented the findings of the study. The main themes and sub-themes have been used to present the study findings and supporting the findings with scholarly literature. This effectively helped to answer the research questions emanating from the research objectives. Importantly, the chapter has helped provide the basis for developing the innovative framework for integrated management of cultural heritage, as shown in the succeeding chapter.



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CHAPTER 5: DISCUSSION AND CONCLUSION

5.1 INTRODUCTION

The previous chapter highlighted significant study findings that established the foundation of this research. Drawing on the findings, this chapter discusses themes that demonstrate the degree to which the main objectives of this study have been achieved. The discussion of the findings has contributed to the development of an innovative framework for heritage management in Eastern Cape province. Moreover, the chapter draws substantial conclusion based on the empirical findings while offering practical recommendations. Finally, the chapter recommends the imperative themes for future research.

5.2 DISCUSSION OF RESULTS

The findings indicate that optimum performance of PHRAs was mired by numerous factors, including inadequate funding, lack of requisite competencies, poor institutional governance and lack of facilities. Without an adequate operational budget, the PHRA struggled not only to fulfil their mandate, but also to build its capacity. This aligns with Mikeladze's (2023) findings that NGOs cannot function effectively without financial resources. The PHRAs were also unable to secure necessary facilities or rent office space. Lekarapa (2022) similarly stated that many countries face challenges in securing adequate funding for heritage management. Nonetheless, Jones (2022) indicated that some governments prioritise funding to sustain organisations deemed to be at high danger of closure. Consequently, it is recommended that provincial governments review their funding models to accommodate the under-funded heritage entities.

The study has demonstrated that adequate funding, essential skills and good governance are critical to the optimal functionality of PHRAs. Findings revealed that the operations of PHRA were hampered by lack of well-skilled and experienced human resources. These human resources skills deficiencies coupled with poor governance further weakened the PHRA's ability to plan (undertake strategic planning sessions) and execute work plans effectively. Neither was PHRA able to formulate its own policies nor accustomed and adopted those of other similar entities. This resulted in

poor service delivery. SAHRA diagnosed this prevalence of challenges plaguing PHRAs which include “*improperly constituted PHRAs; dis-functionality of PHRAs; lack of capacity in terms of Human resources; lack of proper funding; inadequate regulatory and policy framework*” (SAHRA-PHRAs Draft Strategy, undated).

The problem of lack of adequate funding and experienced human resources at PHRAs is also attributed to poor interpretation of NHRA. Section 23 of NHRA stipulates that:

“...An MEC may establish a provincial heritage resources authority which shall be responsible for the management of the relevant heritage resources within the province (RSA: NHRA 1999).”

Several MECs did not invoke Section 23 of the Act to establish PHRAs until 2003. Ndlovu and Smith (2019) argue that this failure did not constitute a breach of NHRA because section 23 thereof does not oblige the MECs to establish PHRAs. Rather, the clause merely states that they ‘may’ establish PHRAs (Ndlovu and Smith, 2019). Many PHRAs are without necessary funding, necessary human resources competencies and lack necessary facilities such as offices as well as facing poor governance because the executive authorities believe that they have no obligation to support PHRAs. The discretionary power of MECs in terms of section 23 of NHRA unfortunately has proven to have negative ripple effects as the necessary support to PHRAs is ultimately weaponised by executive authorities. As one participant indicated, the executive authorities do not look at the potential of person in charge of PHRA to support the vision but they consider whether the person is ‘one of them’ to deserve their support.

Alongside the NHRA, other elements such as regulations, policies, and technological expertise which constitutes public sector innovations influence PHRA performance. Lekarapa (2022) confirms that lack of clear policy guidelines, protocols, competent staff and concerns associated with the competency of the organisation itself and its relationship with stakeholders are all factors negatively impacting heritage management. The provincial heritage regulations, having been unamended since 2003, had long required updating.

The results of this study also revealed that the performance of PHRA was negatively impacted by lack of basic public sector innovations. Bason (2018) argue that public leaders must discover better ways to institutionalise innovation, which entails setting up structures and processes, and the building of capability, to effectively embed innovation as a key activity in the institutions they oversee. Participants have suggested a modest start for the PHRA, such as adopting a web-based approach to processing of permit applications, as well as injecting the necessary human resources skills such as *Archaeologists, Palaeontologists, Town Planners, Architects, Administration and Finance Officers*. Makgopa (2021) confirmed that organisational management support, financial support in the form of budgetary allocations, internal human resources, customers, and technology are some of the essential drivers of public sector innovation. Similarly, Klimovskikh *et al.*, (2023) concede that the leading factor towards a successful enterprise's innovation is the human resource component whose management is crucial to backing an organization to improve its functionality, achieve its primary business and ethical goals to enable economic efficiency.

The optimal functionality of PHRA was largely compromised by an array of other issues that include politics and oversight hurdles. Political interference has been identified from the results as an overwhelming factor hurting the performance of PHRAs due to the role of executive authorities interfering in the affairs of entities. While warning about political interference, Libala (2014) indicated that public entities must report and answer to their respective executive authorities for their operations, while importantly, maintaining autonomy in the fulfilment of their tasks and free from daily interference by the executive authority. Msengana (2002) indicated that the directorate of museums and heritage services was proposed as a cost-effective alternative instead of establishing PHRA. While this proposal was shot down, the said directorate saw it appropriate to perform the legal functions of PHRA and ultimately posed a consistent competition for resources with PHRA.

The examples of political interference included deliberate incidences of delays in appointments of new councils. The study showed that without councils, it would be difficult for the entity to function properly as entities need governance support. Coetzee *et al.*, (2023) on one hand affirm that interference from individuals in authority or government oversight bodies can reduce audit committees to a mere formality,

undermining their independence. On the other hand, they however, admit that, if directed appropriately, political involvement could enhance the accountability of audit committees (Coetzee *et al.*, 2023).

The results indicate that the provincial oversight roles including those of the portfolio committee and the executive authority are compromised and consequently hurt the performance of PHRAs. Much as the Portfolio Committee endeavours to play their oversight roles on entities, there are gaps. As one participant highlighted, lack of accountability to the electorate by the public representatives is worrying as it impacts on service delivery. It is recommended that these oversight structures adopt transformational leadership style as their model when dealing with these issues of heritage importance.

5.3 A PROPOSED INNOVATIVE FRAMEWORK FOR INTEGRATED HERITAGE MANAGEMENT

The research mainly aimed to develop an innovative framework for integrated management of cultural heritage in the province of Eastern Cape and this section has fully addressed this quest. The framework is designed to guide and assist policymakers to uphold the integrated management system for cultural heritage. The framework is not only the reflection of an envisioned governance sequences, but it also comprises the key role players.



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The framework was developed and designed from the themes that significantly and organically emerged from the scientific results presented in chapter four. The conclusion also constitutes part of this chapter. The framework was partly informed by the heritage management frameworks discussed in chapter two. While it was built on existing structures, it is quite unique in that it is primarily contextualised for the Eastern Cape province, and it can be transferable to address similar challenges and realities in other provinces of South Africa.

The integrated approach is central in ensuring that proper heritage management services are rendered at different levels of government, particularly the provincial level which happens to be the nexus with other levels. The researcher established that the framework would be easily understandable to various stakeholders whose concerns may be addressed by the framework. The framework also encourages collaboration within the heritage fraternity.

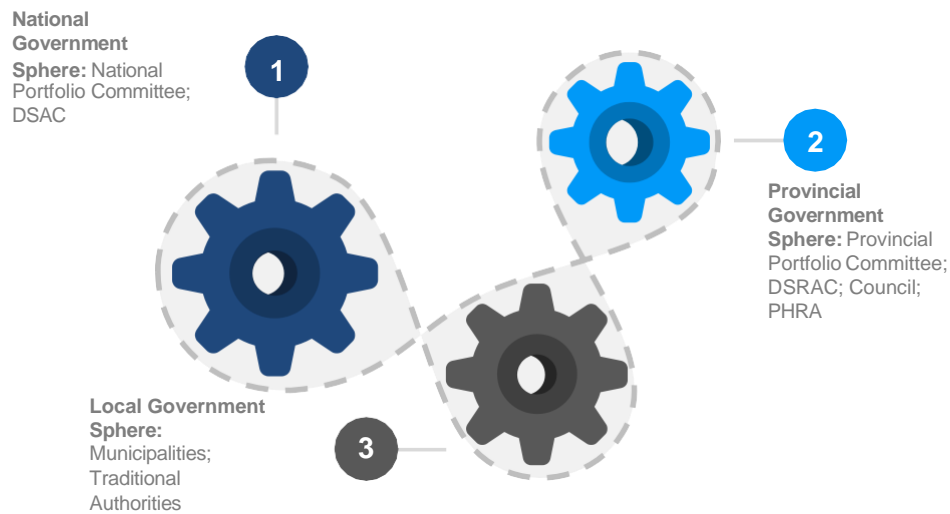


Figure 3: Illustration of the Integrated Heritage Management System as required by NHRA

NHRA calls for implementation of integrated management system. However, the study has identified the gaps which have led to the failure of this system. The general systems theory has been used to explain this situation and how it should be approached. The study rejected the atomistic approach in favour of holistic explanations, arguing that for a full system to function, all its interwoven components must also function. That is, if a PHRA is dysfunctional, that should be a sign that the whole heritage management system is dysfunctional. The three gears represent the three different spheres of governance with relevant role players in each sphere. These gears must come together through a solid communication, via all the necessary channels provided and represented by the various role players.

The proponents of GST warn that the antonym of systematic is chaotic, thus the general systems theory is not only about integrating different parts together but also about ensuring an orderly co-existence (Johnson, *et al.*, 1964). As Rodger (1995) indicates that diffusion takes place within the social system which may comprise individual people, groups of people, organisations or subsystems, linked together as a social system by a common goal, the proposed framework provides a social system that includes the various role players in heritage management within the three spheres of government. These are the targets of the proposed innovation.

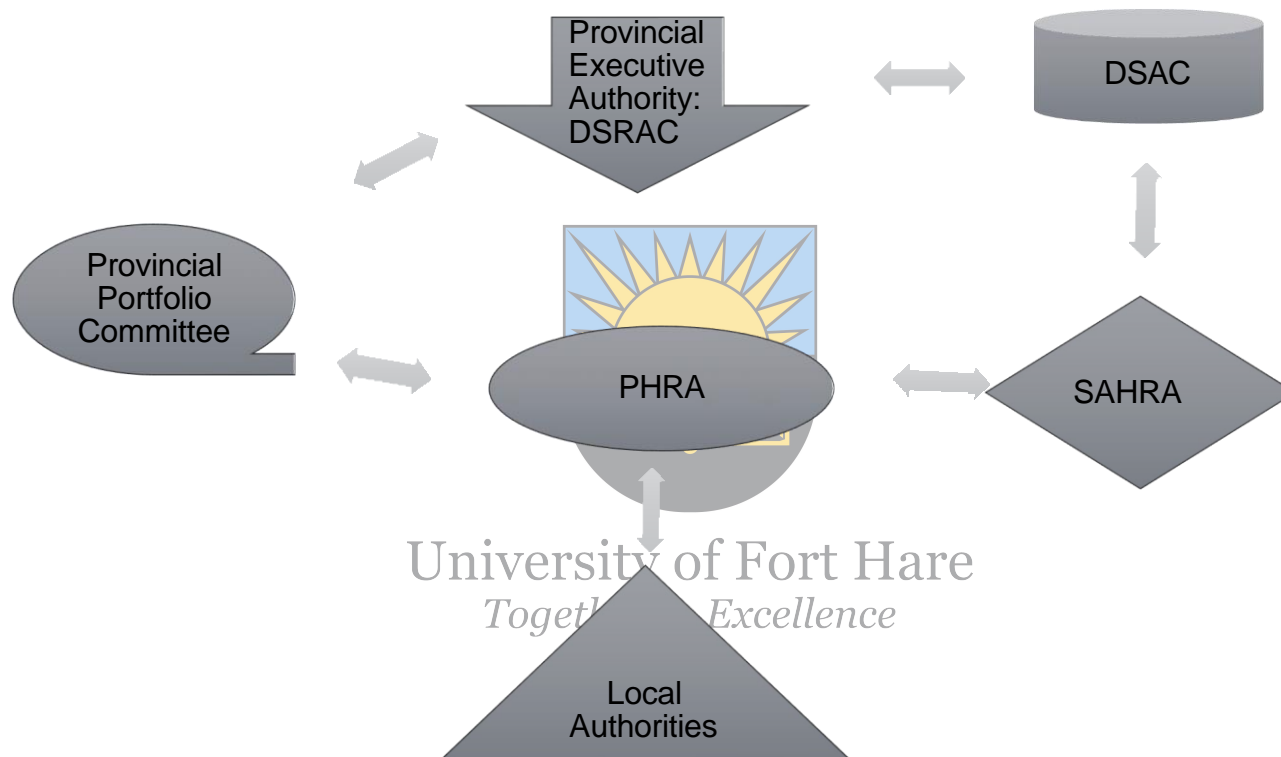


Figure 4: Illustration of Conceptual Innovative Framework

5.3.2 Discussion of the proposed innovative framework

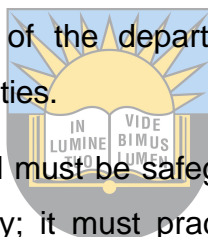
Data analysis informed the development of the framework above (Figure 3). The framework reflects a proposed heritage management governance structure to address the communication gaps identified by the study. These gaps included a lack of communication between the provincial Portfolio Committee and the PHRA, ineffective communication between DSAC and DSRAC regarding the PHRA, and issues in communication between the PHRA and local authorities due to PHRA's 'practical incompetence'. This framework proposes a flow in communication between the role players as depicted by the arrows, ensuring that previously absent communication now occurs. The solid communication between the role players must take place in the sequences that appear on figure 3. The framework entails the following:

5.3.2.1 Legal factors

- ❖ PHRA must be registered as a provincial public entity in terms of PFMA. The crucial requirement is that it has been established by law as mentioned in detail in the introductory chapter. Its highly technical mandate requires that it is fully recognised by provincial government and financial institutions for it to attract commensurate funding for its massive roles and responsibilities. Furthermore, PFMA stipulates that responsible accounting authorities must register their entities and should notify the National Treasury if their entities are not listed in either Schedule 2 or 3. This is done against the finding that several countries including South Africa undertook to establish public entities and other statutory bodies to create capacity for countries to realise service delivery goals (RSA, Government machinery, 2003:12).
- ❖ PHRA must comply fully with PFMA and the financial reporting protocols therein, particularly section 53 that calls for submission of budget estimates within the stipulated timeframe. This will help make PHRA an active role player in determining its own budget. Thereafter, it must implement an in-year monitoring and reporting as a mechanism for early warning detection.

5.3.2.2 Oversight requirements

- ❖ PHRA must be a permanent party to portfolio committee meetings and report on implementation of its funded mandate. This will help promote transparency and accountability, but more importantly, this will improve heritage management at the provincial level.
- ❖ PHRA must establish mutual understanding with Treasury department and set up both internal and external audit structures. This would be in line with PFMA and Treasury Regulations 27 that call for functional audit committees (Libala, 2014).
- ❖ There must be an entities' governance unit set up within the executive authority as part of strategic planning to liaise between entities and the executive authority. It must be manned by officers with relevant governance expertise. This will help ameliorate interference and advance the integration work of entities and that of the department and its directorates without compromising efforts by entities.
- ❖ Autonomy of PHRA Council must be safeguarded. The council must not only be assured of its autonomy; it must practice it without interference by the executive authority.
- ❖ People appointed as council members must be vetted so that the image of the entity is not compromised by unscrupulous individuals with problematic past.
- ❖ Government officials attending PHRA council meetings must attend as observers. This will help maintain autonomy of councils, and mitigate against political interference and 'political name dropping' by the officials during council meetings.
- ❖ There must be a Shareholder-Entity Charter to govern the interaction, relationship and expectations between the executive authority and the accounting authority as well as spelling out the responsibilities of Executive authority and Council as per the PFMA and NHRA. This will strengthen oversight and accountability.



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5.3.2.3 Public sector innovations

- ❖ Appropriate technological platforms must be used by the entity to implement its core business. This will bring the required efficiency in service delivery.
- ❖ Proper communication protocols must be adopted to enhance corporate communication. Communication must be organised and follow the right channels between management and accounting authority, and between accounting authority and executive authority.

5.3.2.4 Financial support

- ❖ NHRA must be amended to provide for funding for PHRAs.
- ❖ There must be transparency in budget allocations to entities.
- ❖ PHRA must participate in planning and budget allocation processes.

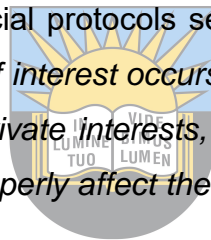
Table 5: SWOT analysis for implementation of innovative framework for heritage management

Positive	Internal		Negative
	Strengths -PHRA was established by Law - NHRA -Supported by other legislations such as PFMA -Established relationships with other strategic partners	Weaknesses -Inadequate funding -Lack of requisite competencies -Poor governance -History of poor service delivery -Lack of permanent facilities	
	Opportunities -Heritage management is pivotal for national unity -Uses cost-effective innovation -Heritage resources are key in socio-economic development -It is a legal requirement to register entities as PPEs for accountability	Threats -Political interference -Poor institutional governance -Technological changes	
	External		

The feasibility of this framework is high considering its internal positive factors against the external factors. The PHRA was established by law and therefore as an entity is required to comply with other legislations such as PFMA, this would help it overcome some of its weaknesses as spelled out above. With working partnerships and guaranteed injection of essential expertise this too would help overcome other weaknesses. The gravity of opportunities seen together with the mammoth requirement for compliance and the call for good governance would mean that the opportunities would outweigh the threats. The outbreak of the COVID-19 pandemic presented a necessary justification for entities to invest in technology. PHRA is no exception.

5.4 EMERGING ISSUES FROM THE STUDY

The issue that emerged sharply from the findings was the conflict of interest by members of governing bodies. One participant regretted witnessing members of a governing body flouting the financial protocols set up to manage the entity's funds. OECD advised that *"...a conflict of interest occurs when there is a conflict between a public official's public duty and private interests, and the public official has private-capacity interests that could improperly affect the fulfilment of their official duties and obligations..."*



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In managing this situation, the declaration of conflict forms must be signed with honesty and respected. The OECD Principles of Corporate Governance must be observed by entities to manage unforeseen financial scandals as the principles have become a reference tool for countries all over the world (Jesover and Kirkpatrick, 2005). In terms of King IV Report (2016) Councils/Boards should ensure that ethics are effectively central to oversight and management of organisations.

5.5 CONCLUSION

The study aimed to develop an innovative framework for integrated management of cultural heritage in the Eastern Cape province. This aim was accomplished by the objectives below:

- To determine factors that influence optimal functionality of the Eastern Cape Provincial Heritage Resources Authority

- To establish how public sector innovations can contribute to an integrated cultural heritage management in the Eastern Cape.
- To establish protocols for best practice and recommend innovative framework for cultural heritage management in the Eastern Cape province.

The study found that the provision of adequate budget is central to proper heritage management processes. The results have shown that heritage management is a specialised field that requires special skills and necessary technological innovations. Due to the integrated nature of heritage management in South Africa, a good governance has been identified as one of the fundamental factors influencing the optimal functionality of PHRAs. Lack of facilities and tools of trade hampered the performance of PHRAs.

The study reveals that if PHRA is to optimally perform its legislative mandate and create good relations with clients, it must be necessary to consider adopting some basic public sector innovations such as institutional and systemic changes that include new practices and processes. This will require commitment from the leadership, joining forces with other role players to repair and transform outmoded systems and practices.



PHRAs must proactively develop and implement protocols which will help identify risks, particularly financial risks and must mitigate against those risks, *inter alia*, by putting in place various measures such as internal controls (policies and competent/skilled financial managers) to prevent financial malfeasance and transgressions. Gadzali, *et al.*, (2023) confirm that proper risk management can help organisations to optimally utilize digital innovation to achieve competitive advantage, as well as improving business performance. Given that legislation and policies are critical for optimum functionality of entities, there is a need to register PHRAs in terms of PFMA as provincial public entities for maximum accountability. This will encourage and enable entities to develop coherent policies. This is in accordance with the proposed innovation which involves the application of new ideas, practices, and organisational policies which occur gradually over time in a social system (Rodgers, 1962). Closely related to this is the view by Kahn (2018) that innovation from the organizational point of view addresses organizational changes. Those changes may happen within and/ or target the organizational structure, such as introducing new forms of

management, and work environments like office culture that is open to diversity (Kahn, 2018).

5.6 FUTURE RESEARCH

Advancement of research on management of cultural heritage should prioritize the functionality of PHRAs. A lot of research has been done to date about various types of heritage resources management, but functionality of provincial heritage entities has received very little attention. Intensive research therefore should focus on how entities are governed and whether they comply with the applicable legislation. Furthermore, research should also investigate legislative roles and responsibilities of different role players within the heritage management sector. The study will help determine whether the heritage entities are able to execute their mandate as required by law or there is a need for policy amendment.

Further research should also assess and evaluate the strategic importance of the heritage sector in socio-economic development and identify means by which the operational stability of the sector could be attained.

5.7 RECOMMENDATIONS

The recommendations are drawn from the study's findings to help bring awareness about the heritage sector governance and to promote heritage management at the provincial level. Guided by the diffusion of innovation theory, this framework should be tried and tested because it has high level of compatibility with the existing heritage values and seeks to address the needs of consumers of heritage services (Rodgers, 1995). Then its reliability can be observed. Below are the recommendations:

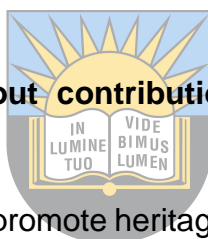
5.7.1 To promote governance and management of cultural heritage

- ❖ The provinces should create an enabling environment that promotes good governance and management of cultural heritage. For example, provinces should ensure that proper oversight work is carried out by councils comprising people with the necessary expertise and integrity. They should also ensure that management has the right people with the relevant competencies.
- ❖ There must be governance programs targeting members of governing bodies and management to avoid amongst other things, conflict of interest issues and

possible clashes between oversight bodies and management. For example, induction workshops on corporate governance must be instituted for new oversight bodies and should be followed by refresher courses.

5.7.2 To promote and strengthen partnerships

- ❖ Identify strategic entities to cooperate with, on areas of common interests as per their respective legislative mandates. Collaborating with entities such as SAHRA, protected areas agencies (SANParks and ECPTA), research institutions (universities) and government departments, as well as municipalities would avail essential resources and opportunities for innovation. PHRA should undertake to identify these potential partners and initiate formal bilateral and/ or multilaterals. This will also help with implementation of proper corporate communication with internal and external stakeholders, as well as ensuring monitoring, evaluation and reporting on crucial programmes and projects.



5.7.3 To create awareness about contribution of heritage sector in socio-economic development

The provincial government should promote heritage sector as a meaningful contributor to socio-economic development. To achieve this, it should recognise and register PHRA as a provincial public entity for the latter to fully execute its mandate in terms of NHRA and NEMA. This has potential to create economic spinoffs in the sector such as community-based heritage tourism jobs and the job opportunities that come with the environmental and heritage impact assessment processes.

5.8 RESEARCH LIMITATIONS

The researcher had sampled twenty-four (24) people as potential respondents. However, the researcher managed to secure interviews from sixteen (16) respondents which is still an acceptable number. Four of targeted people requested not to participate in the research. For ethical purposes, they were dropped from the study. The other four respondents were dropped following advice from their entities. This, however, has somewhat affected data generalization of the results.

5.9 CHAPTER SUMMARY

This chapter discussed the study's findings. The main research question has been answered by developing the innovative framework for integrated heritage management. The framework was discussed, and conclusion was drawn from the discussions. Recommendations of the study, and areas of future research also constituted this final chapter.



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ANNEXTURES

ANNEXTURE A: ETHICAL CLEARANCE LETTER



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ETHICS CLEARANCE REC-270710-028-RA Level 01

Project Number: SIB031SMOK01

Project title: **An innovative framework for management of cultural heritage: A case of Eastern Cape provincial heritage resources authority.**

Qualification: Master of Public Administration

Student name: Sello Augustinus Mokhanya

Registration number: 202013640

Supervisor: Dr M Sibanda

Department: Public Administration

Co-supervisor: N/A

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby grant ethics approval for SIB031SMOK01. This approval is valid for 12 months from the date of approval. Renewal of approval must be applied for BEFORE termination of this approval period. Renewal is subject to receipt of a satisfactory progress report. The approval covers the undertakings contained in the above-mentioned project and research instrument(s). The research may commence as from the 29/09/21, using the reference number indicated above.

Note that should any other instruments be required or amendments become necessary, these require separate authorisation.
Please note that UREC must be informed immediately of

- Any material changes in the conditions or undertakings mentioned in the document;
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research.

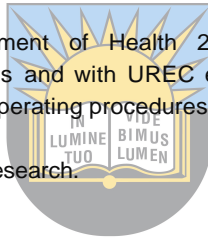
The student must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

UREC retains the right to

- Withdraw or amend this approval if
 - Any unethical principal or practices are revealed or suspected;
 - Relevant information has been withheld or misrepresented;
 - Regulatory changes of whatsoever nature so require;
 - The conditions contained in the Certificate have not been adhered to.
- Request access to any information or data at any time during the course or after completion of the project.

Your compliance with Department of Health 2015 guidelines and any other applicable regulatory instruments and with UREC ethics requirements as contained in UREC policies and standard operating procedures, is implied.

UREC wishes you well in your research.



Yours sincerely

University of Fort Hare
Together in Excellence

rtr:::

Chairperson: University Research Ethics Committee

29 September 2021

ANNEXTURE B: INFORMED CONSENT FORM



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INDIVIDUAL INFORMATION SHEET AND INFORMED CONSENT FORM¹

(AGES 18 YEARS AND ABOVE)

Please note:

This form is to be completed by the researcher as well as by the interviewee before the commencement of the research. Copies of the signed form must be filed and kept on record

Title of Study: An Innovative Framework for Integrated Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority

Dear participant,

My name is **Sello Mkhanya** and I am currently studying for a Master of Public Administration Degree at the University of Fort Hare. I am conducting a research on, "**An Innovative Framework for Integrated Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority**" as part of the requirement for the fulfilment of degree.

Purpose of Study

The purpose of this study is to develop an innovative framework for cultural heritage management thereby determining the role players and factors involved and that influence the performance of ECPHRA as established in terms of the National Heritage Resources Act (1999). The study will contribute both empirically and theoretically to the existing albeit, scarce knowledge about cultural heritage management by proposing a sustainable and

¹Approved by UREC (13 November 2019)

functional framework for governance and institutional performance. The main contribution of this study is to develop an innovative framework which is a functionality model covering areas of governance and institutional operations by ECPHRA. It also attempts to make a scholarly contribution thereby addressing the literature gap in previous cultural heritage studies on institutional governance by therefore proposing cultural heritage management governance and functionality framework to be recommended for championing by ECPHRA.

The proposed cultural heritage management framework for good governance and performance will classify the good governance dimensions, key composite indicators and serve as a diagnostic model and early detection and/ or warning system for ECPHRA in the event of possible governance and performance failures. The absence of a reliable framework for good governance and performance makes it difficult for ECPHRA and some of its key oversight institutions to interact meaningfully and provide proactive, yet focused responses to performance and service delivery challenges by ECPHRA.

The proposed framework could be adapted to address dual-risk associated with governance and organisational performance as already faced by ECPHRA and therefore requires urgent attention by role players. This framework could be transferrable and find application in other provinces with similar challenges. It is nonetheless, primarily meant for various role players within the Eastern Cape Province particularly the governance structures and systems, such as the Portfolio Committee on arts, culture and heritage; DSRAC; ECPHRA Council and Management. The framework will help the heritage authorities by addressing public value in service delivery, as well as in resolving cultural heritage governance and performance challenges that often result in dysfunctionality of heritage institutions.

The proposed innovative framework will contribute to enhance financial, and non-financial performance by heritage authorities, resulting in good governance: accountability; transparency; and responsiveness, and importantly, improved audit outcomes especially for ECPHRA and DSRAC.

I would like your permission to conduct a brief (30minutes) interview with you about developing an innovative and functionality framework for ECPHRA in trying to address its governance and organizational performance challenges.

Study Procedure

The researcher will use an interview guide of semi-structured questions in asking questions. Some questions may be of a personal and/or sensitive nature. I will be asking some questions that you may not have thought about before. I know that you cannot be absolutely certain about the answers to these questions, but I ask that you try to think about these questions. When it comes to answering questions there are no right and wrong answers.

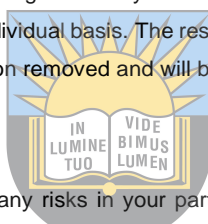
Please understand that **your participation is voluntary** and you are not being forced to take part in this study. The choice of whether to participate or not, is yours. However, I would really appreciate it if you do share your thoughts with us. If you choose not to take part, you will not be affected in any way whatsoever. If you agree to participate, you may stop me at any time and tell me that you don't want to go on with the interview. If you do this there will also be no penalties and you will NOT be prejudiced in ANY way.

The information will remain confidential. This means that your name and address will not be linked in any way to the answers you give. I study and report on the answers given by all the people I interview and not on an individual basis. The research data will be anonymous - with all personal respondents' information removed and will be archived at the University.

Risk-Benefit Ratio

At the present time, I do not see any risks in your participation. The risks associated with participation in this study are no greater than those encountered in daily life.

There are no immediate benefits to you from participating in this study. However, this study **will** be helpful in finding out how best cultural heritage management can be improved in the province, probably resulting in enhanced efficiency and improved stakeholder relations. The proposed innovative framework could be useful and adapted to address dual-risk associated with governance and organisational performance as already faced by ECPHRA and therefore requires urgent attention by role players. This framework will be transferrable and find application in other provinces with similar challenges. The framework will help the heritage authorities by addressing public value in service delivery, as well as in resolving cultural heritage governance and performance challenges that often result in dysfunctionality of heritage institutions.



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The proposed innovative framework will also contribute to enhanced financial, and non-financial performance by heritage authorities, resulting in good governance: accountability; transparency; and responsiveness, and importantly, improved audit outcomes.

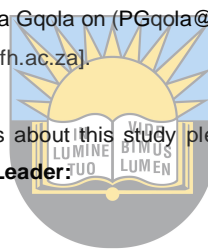
Who to contact if you have been harmed or have any concerns

This research has been approved by the Inter-Faculties Research Ethics Committee (IFREC) as per delegated authority of the University Research Ethics Committee (UREC). If you have any complaints about ethical aspects of the research or feel that you have been harmed in any way by participating in this study, please call the IFREC Administrator, (Prof Liezel Cilliers on LCilliers@ufh.ac.za]

Reporting and Complaints

If you have questions at any time about this study, or if you have concerns/questions you may contact the researcher/project leader whose contact information is provided on the first page and below. If you have questions regarding your rights as a research participant, or if problems arise which you do not feel you can discuss with the researcher/project leader, please contact the IFREC Chairperson, Prof. Pumla Gqola on [PGqola@ufh.ac.za] or the UREC Chairperson, Prof. Renuka Vithal on [RVithal@ufh.ac.za].

If you have concerns or questions about this study please feel free to contact the project coordinator: **Researcher/Project Leader:**



Name: Sella A Mokhanya

University of Fort Hare
Together in Excellence

Department: Public Administration

Address: Department of Public Administration, University of Fort Hare, Independence Avenue, Bisho Campus, Bisho 5605

Phone: 072 017 0072

Email: Selmok1@gmail.com

INFORMED CONSENT FORM

I (*name of participant*)
have been informed about the study by **Sello Augustinus Mokhanya**

I understand the purpose, procedures, and risk-benefit ratio of the study and that an audio recorder will be used during interviews.

I understand that I will be given opportunity to ask questions about the study and have answers to my satisfaction.

I declare that my participation in this study is entirely voluntary and that I may withdraw at any time without affecting any procedural that I would usually be entitled to.

I understand that I will be given a copy of this informed consent.

I understand that if I have any questions or complaints about my rights as a study participant, or if I may have concerns about any aspect of the study or the researcher then I may contact the Chairperson of the Inter-Faculty Research Ethics Committee, Prof. Pumla Gqola or Chairperson of University Research Ethics Committee, Prof Renuka Vithal (details available from the Researcher or by contacting the University of Fort Hare or Website www.ufh.ac.za)



Participant signature:

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Consenting for Audio Recording

YES/ OR

Participant signature:

Witness signature:

Data curation - I understand that the information that I provide will be stored electronically and will be used for research purposes now

Participant signature:

Date:

Researcher signature:

Date:



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ANNEXTURE C: SEMI-STRUCTURED INTERVIEW SCHEDULES FOR ENTITIES



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FACULTY OF MANAGEMENT AND COMMERCE

Department of Public Administration

Interview Protocols/Guides

My name is **Mokhanya, Sello (202013640)**, I am currently studying towards the attainment of the Degree of Master of Public Administration (MPA), in the Faculty of Management and Commerce, Department of Public Administration, at the University of Fort Hare. In partial fulfilment of the requirements for this degree, I am undertaking a research study on the topic, "**An Innovative Framework for Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority.**"

I kindly request your co-operation in responding to the questions in this interview guide. Your co-operation and contribution as a participant in this study is greatly appreciated, as it will assist the researcher in realising the study objectives. Please be fully assured that the information collected through this interview will only be used for academic purposes. Your privacy, anonymity and confidentiality will be strictly observed, guaranteed and protected as no mention of your names or any other personal information that identifies you as a respondent in this study will be made. Please answer all the questions as clearly and honestly as you can.

Before we proceed, I need your agreement, that you are aware of the following:

- (i) You volunteer to participate in this interview, which is conducted by **Sello Mokhanya**, a registered Masters student at the University of Fort Hare.
- (ii) You understand that you are free to stop or withdraw from this interview at any time, without any negative consequences.

- (iii) You understand that you may also refuse to answer any questions that you are not comfortable with and remain part of the interview.
- (iv) You understand that you will not directly benefit materially by taking part in the interview.
- (v) You understand that you will not be remunerated for taking part.
- (vi) Your participation involves participating in an interview facilitated by the researcher. The interview will take approximately 30 to 40 minutes.
- (vii) The findings of the study may be published in an academic publication. As with the dissertation, your identity will remain confidential in any such publication.
- (viii) The information above was explained to you by Sello Mokhanya in English; the language the two parties understand. You will be given the opportunity to ask questions and these questions will be answered to your satisfaction. You hereby consent voluntarily to participate in this interview study. You have been given a copy of this consent form, which you have voluntarily signed.



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INTERVIEW GUIDE FOR ECPHRA COUNCIL

Council tenure:

Capacity:

Date of interview:

SECTION A

1. How long have you served in the Council?
2. What portfolio did you occupy?

SECTION B

Objective 1: To determine the protocols for cultural heritage management in the province of Eastern Cape.

- Are you aware of the existence of the Provincial Portfolio Committee on Arts, Culture and Heritage? If so, what are its roles?
- In your view, should ECPHRA be represented at the portfolio committee meetings? If so, by who?
- Are you aware of a government structure called MIN-MEC (Heritage Minister and Heritage MECs forum)? If so, does Council contribute issues in this forum?
- How does the Council account to the executive authority?
- In your view, should DSRAC officials be part of ECPHRA Council? If yes, what role should they play at Council? If no, why?
- In your view, what can you attribute the increasing number of Parliamentary internal question papers (IQPs) to MEC about Clients' frustrations with ECPHRA's functionality to? (Why do you say so?)
- In your experience, have there been any instances of interference on ECPHRA affairs by DSRAC officials using their political power or voice/ authority to influence how ECPHRA should function? If yes, how has that affected the performance of ECPHRA?
- Does the Council have a Charter to guide its functions?

Objective 2: To determine the factors that influence optimal functionality of Eastern Cape Provincial Heritage Resources Authority

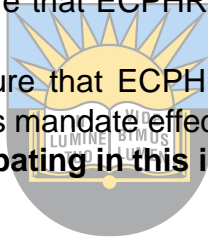
- To your recollection, Is ECPHRA one of the registered DSRAC entities?
- Does the Council execute its mandate in terms of NHRA? Why say so?

- Would you say that Council has autonomy to exercise oversight over ECPHRA? Why do you say so?
- In your view, how do the delays in appointing Council affect the performance of ECPHRA?
- Does Council play a role in determining the annual **budget** for ECPHRA? Does ECPHRA receive enough funding?
- Does ECPHRA have adequate **Human resources** capacity to execute its mandate? Please explain.
- In your view, does ECPHRA have adequate **Facilities** to enable its operations? Please explain.

Objective 3: To propose how an Innovative Framework can inform effective management of cultural heritage in the Eastern Cape.

- In your view, how best can the Portfolio Committee play its role to satisfy the needs of the heritage sector as represented by ECPHRA?
- In your view, what considerations should be made in determining annual budget for ECPHRA?
- What should be done to improve **financial** management at ECPHRA?
- In your knowledge, what are the key **skills and expertise** required for ECPHRA? What should be done to ensure that ECPHRA employs and keeps these critical skills?
- What should be done to ensure that ECPHRA has adequate and appropriate **facilities** in order to execute its mandate effectively?

Thank you very much for participating in this interview



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INTERVIEW GUIDE FOR THE DSRAC OFFICIALS

An Innovative Framework for Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority

Section:

Capacity:

Date of interview:

Objective 1: To determine the protocols for cultural heritage management in the province of Eastern Cape.

1. Briefly, what is the mandate of your department with regard heritage management?
2. Is ECPHRA one of the entities of DSRAC? Why do you say so? If so, what are the obligations of the mother body on its entities?
3. How does DSRAC monitor performance of ECPHRA?
4. Does the DSRAC have a dedicated Section/ Unit that deals with governance of its entities? If yes, briefly explain how it works with the entities?
5. Does the portfolio committee play oversight over DSRAC? How does it play that role?
6. Who formulates provincial heritage regulations? Who implements them?



Objective 2: To determine the factors that influence optimal functionality of Eastern Cape Provincial Heritage Resources Authority

- Who determines how much MONEY is sufficient and should be allocated to ECPHRA as annual budget? What factors are taken into consideration in determining the budget?
- Who is responsible for ensuring that ECPHRA is well-resourced; has proper facilities and capacity to function properly?
- How does DSRAC implement the medium-term strategic framework (MTSF) priorities?
- Does ECPHRA Council have autonomy to execute its mandate free of (external) interference? Why do you say so?
- What is the mandate of DSRAC representatives at ECPHRA Council?

Objective 3: To propose how an Innovative Framework for Integrated Management can inform effective management of cultural heritage in the Eastern Cape.

- In your view, how can DSRAC ensure that financial resources are fairly distributed to its entities in accordance with their respective mandate?
- How do you ensure that you recruit and retain the right skills?
- What CHALLENGES do you normally have regarding human resources?
-

- What should be done to ensure that the provincial heritage regulations are regularly updated and effectively implemented?
- How does DSRAC provide oversight over ECPHRA Council?
- In your opinion how best can the autonomy of ECPHRA Council be preserved?
- In your view, what is the role of the Portfolio Committee in ensuring that ECPHRA is well resourced and that it is able to effectively execute its provincial heritage mandate?

Thank you very much for participating in this interview



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INTERVIEW GUIDE FOR THE PORTFOLIO COMMITTEE

An Innovative Framework for Integrated Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority

Political party:

Capacity:

Date of interview:

To determine the factors that influence optimal functionality of Eastern Cape Provincial Heritage Resources Authority

- How long have you been in the portfolio committee?
- What is the mandate of the portfolio committee?
- Which entities do you play oversight on?
- (If not mentioned - Do you know or have you ever heard of the Eastern Cape Provincial Heritage Resources Authority?)
- How is the oversight role played on these entities?
- In your view is the performance of ECPHRA satisfactory? Why do you say so?
- In your opinion, is this entity well-resourced to execute its mandate?

To establish the protocols for best practice and recommend the innovative framework for cultural heritage management in the province of Eastern Cape.

- What protocols should entities follow to attend portfolio committee meetings?
- What are the Legal frameworks for the oversight roles in the Heritage Sector?
- Who determines which entities should attend the Portfolio Committee Meetings?
- How do you determine that an entity is well represented at the portfolio committee?
- How does a parliamentary internal question paper (IQP) by unsatisfied people help you with your oversight roles? Do you make follow-throughs in terms of monitoring the reported situation? If so, how?
- What does the frequency of the IQPs about ECPHRA imply about the situation at ECPHRA?

To establish how public sector innovations can inform effective and efficient integrated cultural heritage management in the Eastern Cape.

- In your view, do you think the oversight work on heritage entities needs improvement? If so, how?
- In your opinion, how can the performance of ECPHRA in particular be improved?

Thank you very much for participating in this interview

INTERVIEW GUIDE FOR THE PROVINCIAL PUBLIC ENTITIES

An Innovative Framework for Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority

Provincial Public Entity:

Capacity of research Participant:

Date of interview:

Objective 1: To determine the protocols for cultural heritage management in the province of Eastern Cape.

How long have you been in your current position?

1. Do you have **provincial heritage regulations** that guide governance and performance of your entity? If so, who developed them? How often are they reviewed?
2. Does the **provincial portfolio committee** play oversight over your entity? If so how does it carry out that function?
3. How does the **accounting authority** account to the executive authority?
4. How does the **accounting authority** play oversight over the entity?



Objective 2: To determine the factors that influence optimal functionality of Eastern Cape Provincial Heritage Resources Authority

- In your view, what are the factors that affect the **performance** of an organisation?
- What skills and qualifications required for optimal performance of your entity?
- How do you ensure that you recruit and retain the right skills?
- What **CHALLENGES** do you normally have regarding human resources?
- Where does your entity get the budget from?
- What processes are followed in allocating the budget to your entity?
- How does your entity account for the budget?
- Any financial **CHALLENGES** that Entities should guard against?
- Do you have your own offices or rented? Are they all fitted with the necessary office equipment?
- Any **CHALLENGES** with the general facilities?
- Is your entity a registered provincial public entity?
- Does your executive authority (mother-body department) have representatives in the Board/ Council? If yes, what is their role?
- **Is the Council Autonomy recognised by the executive authority?**
- **How does Council exercise its autonomy?**
- **In case of HWC, Can Council discipline Staff: CEO?**

- **Legality of CEO wearing two hats?**
- **Any conflict of interest issues?**
- **Isn't Department supposed to play oversight over HWC?**
- **Council nominations prepared by directorate headed by CEO?**
- **IS THERE GOVERNANCE UNIT AT THE DEPT THAT IS TASKED WITH GOVERNANCE OF ENTITIES?**

- How does your entity contribute to the national planning processes such as the Medium Term Strategic Framework (MTSF)?
- How is the performance of your entity monitored by your executive authority?
- Any CHALLENGES with your overall organisational performance?

Objective 3: To propose how an Innovative Framework for Integrated Management can inform effective and efficient management of cultural heritage in the Eastern Cape.

- In your view, what should constitute proper **oversight** by the oversight structures over Entities?
- Who should ensure that the provincial regulations remain up to date and implemented?

Thank you very much for participating in this interview



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INTERVIEW GUIDE FOR THE UFH SPECIALISTS

An Innovative Framework for Integrated Management of Cultural Heritage: A Case of Eastern Cape Provincial Heritage Resources Authority

PART A: Public Sector Innovation

Department:

Capacity:

Date of Interview:

Objective 1:

- What do you understand Public Sector Innovation to be?
- What are the Legal requirements for entities to adopt and implement Public Sector Innovation?

Objective 2:

- What considerations should an Entity make to adopt public sector innovation?
- What are the challenges with public sector innovation?



Objective 3:

- In your view, how best can Public Entities innovate? Which areas should be targeted?
- What can be the benefits of public sector innovation?

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PART B: Corporate Governance

Department:

Capacity:

Date of Interview:

Objective 1:

- What do you understand governance to be as a practical concept?
- What is Corporate Governance?
- What is the Legal Framework that informs good governance in RSA?
- What are the requirements for proper governance?

Objective 2:

- What considerations should governing bodies make to ensure that they execute their mandate effectively and efficiently?
- What are the governance challenges that the oversight bodies usually face?

Objective 3:

- In your view, how best can a Public Entity improve its governance?



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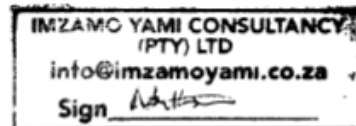
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ISSUE DATE: 02 November 2024

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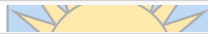
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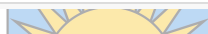
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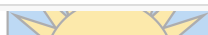
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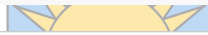
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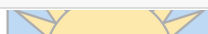
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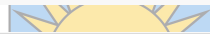
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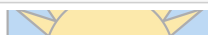
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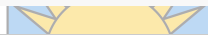
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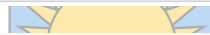
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