ORGANIZATION MANAGEMENT CHALLENGES OF NATIONAL HERITAGE INSTITUTIONS IN SOUTH AFRICA: A CASE STUDY OF THE ROBBEN ISLAND MUSEUM (RIM)

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Supervisor: Dr. Gregory Davids

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DECLARATION

I declared that a study titled: Organisational Challenges of National Heritage Institution in South Africa: A case study of the Robben Island Museum

Is my own work. All sources I have used have been indicated by means of complete references, and that this mini-dissertation was not previously submitted to any education institution for degree purposes

Signed _____**Date** _____

ACKNOWLEDGEMENTS

ABBREVIATIONS

CEO	Chief Executive Officer
CFO	Chief Financial Officer
COO	Chief Operations Officer
CPA	Culture Promotion Act
DAC	Department of Arts and Culture
DEAT	Department of Environmental Affairs and Tourism
DEIC	Dutch East Indian Company
DPW	Department of Public Works
EXCO	Executive Committee
ICMP	Integrated Management Plan
IMA	Interim Management Authority
LRA	Labour Relations Act
MANCO	Management Committee
NHRA	National Resources
PFMA	Public Finance Management Act
RIM	Robben Island Museum
RIWHS	Robben Island World Heritage Site
SAHRA	South Africa Heritage Resources Agency
SAQA	South African Qualifications Authority
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WHC	World Heritage Committee
WHCA	World Heritage Convention Act
WHS	World Heritage Site

ABSTRACT

In January 1997, Robben Island Museum (RIM) opened its doors to the public as a tourist destination. This was done without any formal management structure or strategic planning, to cope not only with its mandate as the first National Museum of the new democratic South Africa, but also to meet the demand of the great interest of visitors to see this prison where the icon of the liberation struggle, Nelson Mandela was incarcerated for 27 years. This operational take-off without formal administrative management structure and strategic planning was understandable given the social and political transitional climate in the country. The effect thereof as the old adage states '*failure to plan is planning for failure*' seems to hold true for RIM who is struggling to become a well-managed national heritage site. RIM over the years have been beset with governance and management challenges and enjoyed continual bad publicity. The study's aim was to bring an understanding of what the major governance and managerial challenges were and to make recommendations to address those. The study was guided by a central research question namely *What were the administrative and management challenges of RIM and in what ways did it impact on the operational effectiveness of RIM as a national museum and World heritage site*. A number of findings emanated from the study. A key one was that clarity of roles and responsibilities of the council and the management is required. Furthermore, the vision and mission of RIM must inform the formulation of strategies to give effect thereto. This in turn must be the base for the development of an appropriate organisational structure to implement the strategies. A number of recommendation stems from the research. An important one was that appointment must be on the basis of 'fit for purpose'. This means that staff with the right skills and capacity should be appointed as a matter of priority. In conclusion, the findings of the study could be used by other heritage organisations faced with similar organisational challenges.

KEY WORDS

1. Robben Island Museum
2. World Heritage Site
3. Heritage Institutions
4. Mandate
5. Strategic objectives
6. Governance
7. Organisational design structure
8. Organisational Restructuring
9. Council
10. Executive management

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CHAPTER ONE

INTRODUCTION

1.1   Introduction

The research focus on the administrative organisational management challenges of the Robben Island Museum (RIM). The Island is a quintessential part of the liberation history of South African. This research investigated and identified the problems and challenges faced in the administration and management of RIM and suggest recommendation for a turn- around strategy. The chapter provides the background to the study. It describes the research question and the objectives that guided the research. It is followed by a discussion of the research methodology used to bring understanding of the phenomenon being researched. The reasons for and the importance of the study is explained and concludes with the chapter outline.
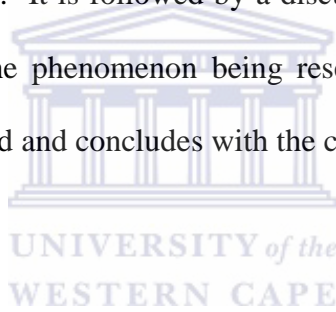
1.2   Historical Background

Robben Island, an island within the Atlantic Ocean situated in Table Bay, Cape Town has a long history intertwined with the history of the Republic of South Africa. From being a refuge for indigenous Khoi to its use as refreshment station for the Dutch East Indian Company (DEIC)[1], to its use as a place of banishment for leaders of indigenous resistance to colonialism[2], and as a

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[1] As stated in the RIM ICMP 2006 – 2010, 'In 1652 Jan van Riebeeck established the Island as a refreshment station for the Dutch East Indian Company' (DEIC) – RIM ICMP 2006, pp. 8.
[2] Indigenous leaders banished to the Island the Khoi leader Autshumato from Cape Town, imprisoned in 1657, the Imam Tuan Guru from the Trinate Islands in East India imprisoned in 1780, and khoi leader David Stuurman from eastern Cape imprisoned in 1780, Xhosa leaders like Makhanda and Maqoma from the Eastern Cape were imprisoned on the Island in 1819 - RIM Management Plan, 2003.

Leper colony[3], the island's history has been marked human suffering. In 1936 the island was transformed from a Leper asylum to a Military station strategic   to the WWII, and after the war it was used by the Navy and the South Africa Marine Corps till it was taken over by the Prison department in 1959 as a Maximum Security Prison.

Robben Island acquired it present significance in South African history because from the early 1960 until 1991 the prison housed the largest group of black male political prisoners in the country, it was thus viewed as the bastion of the resistance to apartheid. Notable leaders of the anti-apartheid movement imprisoned on the Island are Robert Sobukwe, who was kept on the island under the 'Sobukwe clause'[4]. Nelson Mandela who spent 27 years, Walter Sisulu, Govern Mbeki, Ahmed Kathrada, Mac Maharaj, Jacob Zuma, Kgalema Motlanthe among others. The last prisoner left the Island in 1991as part of the political transition and in 1993; the transitional government of South African directed the Department of Correctional services to vacate Robben Island by the end of 1996.
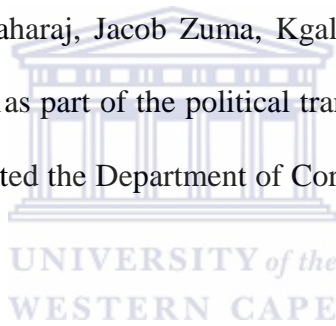
In August 1995, the first ANC democratic Cabinet approved the establishment of the 'Future of Robben Island Committee', with Ahmed Kathrada, a Robben Island ex-co-political prisoner, and confidant of Nelson Mandela as chairman. The committee was established to determine what will be the best future use of the island. During the public participation process more than two hundred public submissions were made to the committee, the general consensus of the post anti-apartheid political climate was the transformation of the site into a museum. Through drawing on the resources and the anti-apartheid credentials of the Mayibuye Centre at the University of the

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[3] The Island was used as a Leper Asylum from the late 1846 till it was closed in 1931 – RIM ICMP 2006, pp. 8.
[4] 'Sobukwe clause' was a special legislative provision to keep Sobukwe in detention on the island despite having served his sentence following the Sharpeville massacre

Western Cape, the 'Future of Robben Island' committee submitted to the Cabinet in September 1996 a recommendation that the Island should become a museum.

On the 4th of September, 1996 Mr. Lionel Mtshali the Minister of Arts, Culture, Science and Technology, announced the Cabinet approval of the recommendation of the 'Future of Robben Island Committee', which stated that;

> Robben Island should be developed as a World Heritage Site, a National Monument and National Museum, which can become a cultural and Conservation showcase for the new South Africa democracy, while at the same time maximizing the economic, tourism and educational potential of the island and so encourage its multi-purpose usage.
>
> With regard to the Museum functions mentioned above, Robben Island should be run as a site museum, where the total environment is conserved in an integrated way, in line with modern international conservation approaches, and that the ex-political prison be converted into a Museum of the Freedom Struggle in South Africa.[5] Minister Mtshali further elaborated that these recommendations should provide for a sustainable and integrated management and development plan for Robben Island. Not only are they in accordance with broad public opinion, but will also serve to protect the historical and political integrity of the Island and thereby ensuring that it remains a site of national and international importance. In addition these recommendations will make it possible to maximise the Island's tourism, economic and educational potential and so contribute significantly to the broad process of reconstruction in South Africa

To this effect the Robben Island Museum complex comprising the Island itself, Nelson Mandela Gateway to Robben Island (NMG), Jetty 1, and the UWC- Robben Island Museum Mayibuye archive was established. The Site is listed as a World Heritage Site in terms of the World Heritage Convention Act of South Africa (WHCA) (Act No. 49 of 1999), and as a National Heritage Site in terms of the National Heritage Resources Act of South Africa (Act No 25 of 1999). In terms of this legislation and the Cultural Institutions Act of South Africa (Act No. 119

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[5] 4th September 1996, Minister of Arts and Culture Mtshali Cabinet Declaration

of 1998), the Robben Island Museum has been appointed as the Management Authority for the Site, under the WHCA.

RIM is a national heritage site of note in SA and a world heritage site that is cherished by many across the globe; it thus attracts a lot of tourists. Its story resonates with many freedom loving people in the world, from all walks of life from presidents to ordinary citizens, highly qualified professionals and labourers. Every international tourist wanted to visit the Robben Island and each of them has a set of expectations and wishes for RIM. The different audiences are united by the message of freedom, equality and Justice and expect RIM to champion the cause of African liberation.

1.3   Problem Statements

In January 1997, Robben Island Museum (RIM) opened its doors to the public as a tourist destination without any formal management structure or strategic planning, to cope not only with its mandate as the first National Museum of the new democratic South Africa, but with the great interest in visitors to nearly 2,000 per day during the period. This operational take-off without formal administrative management structure and strategic planning is understandable given the social and political transitional climate in the country. According to a key member of the 'Future of the Robben Island Committee',

> There were no paradigms to refer to in the years prior to our democracy in 1994, there were no similar institutions, on which experience one could lean on. There were very few individuals to .guide us. In our other words; our work in this very important institution had to start from the scratch. The personnel were obliged to work through trial and error[6]

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[6]Anonymous Interview - 2012

While the museum made its mark on the heritage landscape of South Africa and has continued to stay afloat, it has however, over the years had been the subject of adverse publicity due to recurrent crisis in management. Fred Khumalo captures the challenges aptly in his article in the Sunday Times 8th November 2012 with the heading "*Shut down the Island*" his introductory *remarks of 'Shambolic, shocking embarrassing, disgusting, insulting, infuriating …. I am running short of words that do justice to the appearance of Robben Island.* This succinct description by Khumalo captures the results of ineffective and un-strategic management of the heritage site.[7] A number of events culminated in the state as describe above. Following the abrupt resignation of the first Director in 2003[8], many caretaker administrators and interim directors had been appointed to transform the museum and introduce systems and policies to consolidate its management[9]. However, none of these leaders could implement plans to restructure the institution. With each change of management, new plans are drawn and the circle starts again but never finishes. RIM is thus an organisation in a transitional phase struggling to give effect to it's originate mandate

Although there are numerous administrative and management challenges facing the organisation notably; Organisational Structure, Bad publicity, Funding however this study focuses on the three major challenges; Policies, Operational and Human Resources challenges.

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[7] The management of the Island responded to this position in the Sunday Times of 17th November, 2012.

[8] Resignation of RIM first Director ,2003.

[9] How many Care-taker committees? (Two Care taker committee, the first in 2003, consisting of Council members and in 2009 when the Council and Interim CEO was recluse of duties.

1.3.1 Policies

One of the crucial administrative management challenges of RIM as mentioned above was that while RIM was opened to the public in 1997 without any proper policy to guide the development of a management structure and operational systems. Notwithstanding the aforementioned RIM was nonetheless required to comply with many legal requirements and competing authorities, protocols and accountability mechanisms. This presents in itself a challenge and source of ongoing problem for the strategic and operational management of the museum. RIM faces challenges in the implementation of administrative and governance regulation and procedures to address the ever-increasing compliance requirements of nationally-funded public institutions. What complicate matters further is that RIM estate is maintained by the Department of Public Works (DPW) with its own mandate and system of accountability, while regulations of Heritage compliance Standard is dictated by South African Heritage Resources Act (SAHRA).[10] RIM financial management is subject to Public Financial Management Act (PFMA)[11] and its educational programme subject to South African Qualification Authority (SAQA) regulation. This problem is highlighted in the RIM **2006** *Annual Reports*[12] and the report of the South Africa World Heritage Convention Committee Mission to RIM.[13]

The investment capital of RIM is in the social (cultural, historical) and environmental heritage, and it is therefore important that consistent effort is spent on ensuring that all employees have a clear understanding of the vision, mission and operational guidelines governed by legislation and policy. Orientation and education around the legal framework and values should be part of

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[10] SAHRA: South African Heritage Resources Agency History – see website.
[11] See Cape Times Newspaper, 28 September 2010
[12] RIM 2006 Annual Report
[13] UNESCO Monitoring Mission Report 6-12 February 2004

normal induction, but also be an on-going process. Notwithstanding, this imperatives, however up to date the Island is still struggling to have proper policy system in place.

1.3.2 Operational

Apart from problems with its opening to the public without formal strategic planning and proper management structure, RIM management still has to be done in accordance with requirements of Heritage Conservation Management. However the operational logistic of the RIM complex, which involve non-core museum/heritage operations like Ferry Services and boat management, power generation and water management for example has over the years affected its core operation of the museum as a heritage institution. For instance between December 2009 and January 2010[14] problems of Ferry operation and boat management consumed the bulk of managerial attention.
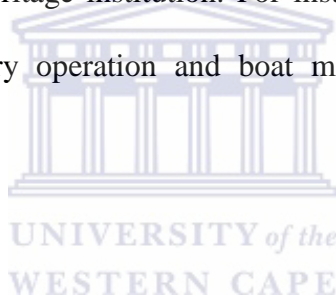
1.3.3 Human Resources

A recurring concern in the management history RIM is the contention that some of the past recruitment practices were not always driven by genuine organisational needs based on vision, mission and objectives of the organisation but were cluttered by emotional, personal and even political motives. These practices are now beginning to haunt the institution which is now operating in a highly competitive environment, but with no requisite staff to compete in the ever increasing competitive heritage tourism sector. While the environment in which RIM operates today has not only become more competitive, but it also necessitates effective service delivery, corporate governance and performance oriented than when it was established in 1997. However,

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[14] See Cape Times Newspaper, 29th January 2010

personnel at RIM have changed at a very slow pace if at all, to adapt to the current competitive environment mainly due to lack of requisite knowledge and skills, which continue to impact negatively on operational management priority.

Another human resources challenge is lack of a Skills Development system. RIM do not have a Skill development policy or a Skills Development officer to provide career analysis of the skills needs of RIM and advice on area of skills shortage, training needs to advance the interest of the institution. More critically is the problem of individuals using the institution to acquire university qualifications and thereafter leaving the organisation for greener pastures. In addition to lack of a skills development system another human resource challenge is the absence of an up-to-date performance management system. Performance management System in terms of management processes and operating structures are necessary in managing risk and ensuring effective management of financial.
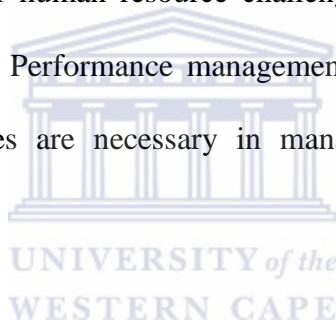
1.4 Research question

The central research question is: *What are the administrative and management challenges of RIM and in what ways does it affect the operational effectiveness of RIM as a national museum and World heritage site?*

1.4.1 Research Objectives

The overall objectives of this study were:

- To investigate and identify the management problems and challenges that resulted in the current precarious situation that RIM is finding itself.

- To research the legislative and policy framework that guides the operations of heritage sites such as Robben Island Museum.

- To propose recommendations based on the findings to address the structural organisational challenges of RIM.

- To contribute to policy formulation in the management of Heritage institutions in South Africa.

1.5 Significance of the study

This study is primarily important to empirically understand what the managerial problems of RIM are and how to address these. The study will contribute to policy formulation to strengthen the management of RIM and other similar national heritage sites that are plague with governance and managerial challenges and struggling to cross the threshold of becoming fully operational organisations.
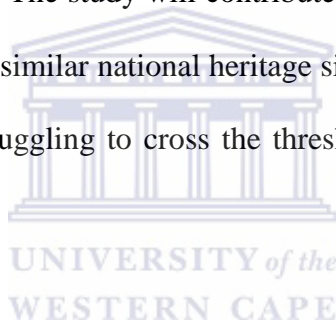
1.6 Literature review

The literature review focuses on analysis of the theories of Organisational Development, Organisational Design and Organisational Change, in order to develop a theoretical framework for the development of the data collection instrument and to compare the findings with the current theories on organisational development.

1.6.1 Why Organisational Development?

Organisational development can be defined as an emerging discipline aimed at improving the effectiveness of organisations and its members by means of systematically planned

interventions[15]. A truly effective organisation is one in which both the organisation and the individual can grow and develop. Such an environment can be termed 'healthy' – and organisational development is all about creating healthy and effective environments.

According to Colin, (1990) change creates challenges for all and it demands learning. Moreover, effective learning through change requires specific situation conditions and a personal and managerial style appropriate to learning and encouraging others to learn, Colin further identified two criteria for assessing the effectiveness in the organisation; first identifying the source of ineffectiveness might lead the organisation to restructure or reorganize in order to improve. Secondly, because ineffective organisations present a tougher context in which to implement technology, product or services change. Dealing with sources of ineffectiveness as part of the implementation of change provides two advantages, firstly it will allow implementation of change more effectively and more speedily, secondly it will make future changes easier to implement because the organisation will have become more adaptable. In essence, this will be because the people involved will have learned through the process of change, learned about themselves, about the new technology, and about how to prepare to cope with change. A positive process of change, if properly exploited by all those involve, leaves people more capable of handling future change. Itami (1987) take Colins assertion a step further and states that the organisation has developed its "invisible assets" which are the knowledge base from which all employees operate.

> Invisible assets are the real source of competitive power and the key factor in corporate adaptability for three reasons: they are hard to accumulate, they are capable of simultaneous multiple uses and they are both inputs and outputs of business activities Itami 1987:161.

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[15] DCT Portfolios: http://www.dct.co.za/portfolio-1.htm

Cronje, (2007), in his discussion of managing organisation express the view that organizing is fundamental function in the management process, plans that are devised and strategies formulated will never become a reality if human resources are not properly deployed and the relevant activities suitably coordinated. Leadership is not possible if lines of authority and responsibility are not clear. Likewise, control is out of the question if people do not know what tasks they are responsible for. Managers need to organize and deploy resources to achieve the mission and goals of the organisation, by organizing their resources, such as people, technology and knowledge, and by marshalling their strengths. Managers can support the organisation despite economic downturns or competitive threats if it has clearly defined goals and plans. This will facilitate optimal resources utilisation and achievement of goals and objectives. Thomas (2006) is of the view that the bricks of all organisations are its employees, of how their jobs are designed and how they adjust to the organisation has an impact on the entire organisation. Mintzberg, (1989) reviews nine parameters in designing an organisation; the first parameter is the job specialization, which can be done in two dimensions. Horizontal job specialization, which defines the breadth of task assigned to an organisation position, vertical job specialization, happens when an employee both administers the task, and performs them. Changes in job specialization parameter are known as either job enlargement or job enrichment, depending on the dimensions the job is expanded into. If an employee simply is assigned more tasks, the job is enlarged, but if the employee instead is given more control over the tasks already assigned, the job is enriched. Job enlargement seldom generates the same motivation with the worker as job enrichment does. A job of complex nature, which is specialized primarily in the horizontal dimension, is referred to as professionals.

Second parameter is behaviour formalization, it is a regulation of how the employee is expected to behave within the organisation, usually formalization is done either by the position, the workflow or by rules, and at the end; it is about ensuring control and reducing uncertainties.

The third parameter is training and indoctrination, this determines the extent to which skills and knowledge is standardized. Training is the process where job related skills and knowledge are acquired and indoctrination is the process of adapting to organisational norms

Kotter (1988: 1- 13), express the view that ineffective leadership directly equates to ineffectual change management. The argument put forward is that successful organisations inadvertently are their own enemies and the cause of their own demise, unless managers learn to be both successful and adaptable.
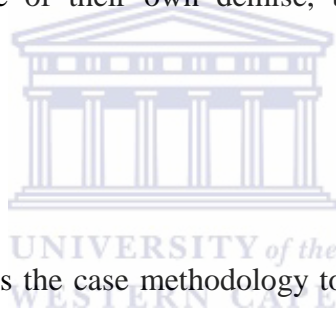
1.7 Research Methodology

This is a qualitative study and uses the case methodology to operationalize the research. The Robben Island Museum is used as the case study for this particular research. The decision to use this method is grounded in the work of Neuman (2000:145). Qualitative data involves documenting real events, recording what people say (with words, gestures, and tones) observing special behaviors, studying written documents or observing visual images**.** Marshall, (1985:353-373), suggested quantitative data gives quantitative researchers rich information about the social processes in specific settings. Marshall noted that qualitative research methods are less likely to fit into the assumptions of the dominant paradigm of educational administration, qualitative research relies largely on the interpretive and critical approaches to social science. The data collection method involves triangulation. In this regard data was collected from a number of

sources.   An in-depth literature review was undertaken.   Primary and secondary sources were used to collect data in order to strengthen the degree of validity, reliability and objectivity. The data collection consisted of the analysis of the Annual reports, internal strategic documents, RIM publications and government reports. The World Heritage Committee declaration document and its recommendation in conjunction with the Integrated Conservation Management Plan Document (ICMP) was also analyzed.   Purposive sampling was used and in this regard interviews were held with the senior and unit management of the Robben Island Museum.

Goetz and LeCompte, (1984:51) mentioned that guidelines for conducting interviews are relatively straight forward if one considers that both the researcher, data gathering instrument, and the respondents are human beings, with various strengths and foibles in communicating. The cornerstone is to be sure that one truly listen to respondents and records what they say, rather than to the researcher's perception or interpretation.
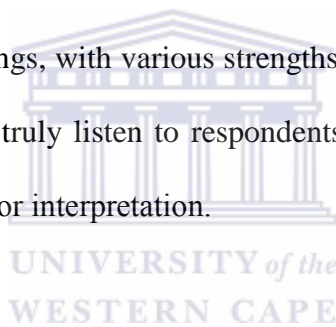
According to Sulkunen, (1987), quantitative research follows a systematic scheme where the observation is determined largely by what makes it possible to gather large data sets of numerical analyses. Bogdan &Biklen, (1998:4) mentioned that quantitative research allows the researcher to familiarize him/herself with the problem or concept to be studied, and perhaps generate hypotheses to be tested. While Denzin and Lincoln (2003: 4) mentioned that qualitative research, consist of a set of interpretation of material practices that make the world visible, these practices transform the world. This means qualitative researches study things, subjects, phenomena in their natural setting, attempting to make sense of and interpret them, in terms of the meanings people bring to them. On other hand, qualitative research employs the same scientific, principle and techniques that have made the modern world what is it, and offers the tempting idea that its

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findings have certain definiteness about them, which make it possible for conclusions to be drawn to a specifiable level of probability. In qualitative research, ideas and evidence are mutually interdependent.

Hussey and Hussey's (1997: 20) defined qualitative research as, "a subjective approach which includes examining and reflecting on perceptions in order to gain understanding of social and human activities. Mouton (2001: 279) refers to this as the world of everyday life and lay knowledge. However, there is another world, the second world according to Mouton, where man takes phenomena from everyday life and systematically finds the truth about it through processes of scientific research and develops the it into theories. Quantitative methodology focuses on observational statement, verifications and predictions and offers alternative ways of exploring human behavior. Theories are developed for others to build on and to prove as correct or to be rejected on the grounds of empirical evidence (Lutz, 1983: 197-205, Mouton, 2001:279).
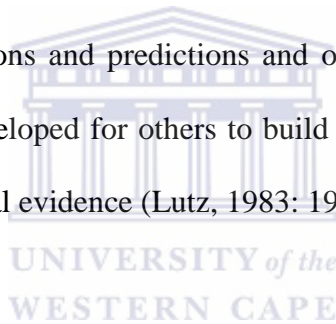
Mouton (2001) lastly refers to a third world, namely a world of metascience. The third world goes beyond the scientific truths were new paradigms and philosophies are developed and confirmed. The paradigm and philosophies guide scientific research processes and form the basis of all new knowledge formation (Mouton, 2001). The social science developed from the natural science and started to provide independent scientific knowledge. Qualitative inquiry strives to achieve an understanding of how people co-construct their life-world as meaningful. Not only do humans possess consciousness, but this consciousness is also a creative participant in the relationship between people and their experience of the world. People are creative co-contributors to their life world, and reality is co-constructed between people. The term construct refers to the way people perceive their life-world through their talk (narratives), through their

actions, through their system of meaning, through their memories, through their ritual and institutions and through the ways in which they physically and materially shape the world (Valle, King &Halling, 1989).

1.7.1 Data analysis

It is important to note at this point that compiling field notes already entails interpreting events, activities and emotions, a process which, similarly to what Taylor and Bogdan (1998: 140) write, does not entail a mechanical or technical one, but rather inductive reasoning, thinking, and theorizing. They (Taylor & Bogdan, 1998) further state that due to the intuitive and inductive nature of qualitative data analysis, most researchers choose to analyse and code their own data. According to Taylor and Bogdan (1998) data analysis consist of three specific activities: the first entails scrutinizing the data for themes, concepts and propositions; the second requires coding the data and refining one's understanding of the subject matter, and the final activity involves, understanding the data in the context it were collected. Although there is some similarity between the preceding view of analysing qualitative data, auto ethnographers and other scholars working with stories make use of one or other form of *narrative analysis* when interpreting them.

Janenicks (1994) encourages researchers to become immersed in the setting of the research thereby allowing an "incubation" process to occur in which nuances of meaning and intuitive insight come to light. She suggests descriptive and exploratory way of capturing the participant's experience through an expanded awareness. She believes that through a creative synthesis, the participant's stories are brought together to illuminate the meaning of their lived experience

Van Manen (1989) suggest that insight generated in qualitative inquiry speaks not only to people's intellect but also to their intuitive capabilities, good qualitative text speaks to the reader's cognitive and non-cognitive sensibilities, thereby allowing them to see the phenomenon being studied in a manner that enriches their understanding of everyday experience. This alternative "way of knowing' appears to offer pathway for conducting research that is congruent with the aims and aspirations of this research.

1.7.2 Interviews

Neuman (2000:251) recommended that soon after interviews interviewer need to go to a quiet private place and edit all the questionnaires and record other details such as dates, time, and place of interview. The nature of open ended question defines the topic under investigation and provides opportunities for both interviewers and interviewee to discuss some topics in more details and the interviewer has the freedom to probe the interviewee to elaborate on the original response or to follow a line of inquiry introduced by the interviewee.

Babbie (1998:258), mentioned that one of the advantage of questionnaire is that respondent have time to think about the answer to the question. On the other hand a researcher need to take some disadvantage into account when considering the implementation of questionnaire, firstly the researcher is not at hand to explain the uncertainty which may result in bias, distorted answer given by respondent. Secondly, the accurate and completeness of response to the question are often inadequate, thirdly researchers cannot visually observe the respondents reaction physically characteristic or setting (Babbie 1998: 258).

Marshall, (1985) noted that qualitative research methods are less likely to fit into the assumptions of the dominant paradigm of educational administration, because qualitative research relies largely on the interpretive and critical approaches to social science. Goetz and LeCompte, (1984) mentioned that guidelines for conducting interviews are relative straight forward if one considers that both the researcher, data gathering instrument, and the respondents are human beings, with the various strengths and foibles in communicating. The cornerstone is to be sure that one truly listen to respondents and records what they say, rather than to the researcher's perception or interpretation.

1.8. Organisation of the Thesis

Chapter One serves as an introduction to the study. It includes the background, statement of the research problem, objectives of the study, brief details on literature review, research methodology and organisation of the thesis

The purpose **Chapter Two** engaged the theories of organisational design in order to understand the importance of structural design in organisation, which allows the researcher to appreciate critical points of change in the development of the organisation. The aims of this chapter is to understand the process, factors and critical turning tipping points of organisational change and development, as it relates to RIM.

Chapter Three describes the methodology used in this research. It explains the use of theoretical qualitative analysis and critical reflective participant observation methods as central to the research. Methodological problem in access to data and limitations of data analysis and use of interviewees are also explained.

Chapter Four This chapter provides a brief analysis of major conventions, legislations, statures, Acts and government regulations and directives that are crucial to the governance and administrative management of RIM. It critically analyses the compliance variables of the complex regulations to illustrate the processes, structures and challenges through which RIM effects the various legislations in managing the institution.

Chapter Five focuses on descriptive of data collections and analysis that informs the general research findings and recommendations suggested in this study.

Chapter Six presents the findings, recommendations and conclusion.

CHAPTER TWO

CONCEPTUALISING THE ORGANISATIONAL CHALLENGES OF ROBBEN ISLAND MUSEUM MANAGEMENT

2.1 Introduction

This chapter provides the analysis of the contemporary theories on organisational development. An analysis of the theories of Organisational Development, Organisational Design and Organisational Change is provided. The theoretical conceptualization provided the framework for the development of the data collection instrument and served to compare the findings with the current theories on organisational development.

2.2 Organisational Development

Burnes (1996) asserts that Organisational Development (OD) is now considered to be an umbrella term that includes many programmes and techniques for bringing about change. There is some contention as to which of these programmes and techniques come under the OD banner. However, it is commonly recognized that action research and process consultation are central to the philosophy and methodology of OD Cummings & Worley (1997); French & Bell (1995). OD incorporates a planned change approach aimed to improve the performance of organisations. It is important to note that not all change that occurs within organisations is planned. Many of the changes that occur are emergent — that is; they are unplanned, minor changes that occur during the natural course of doing business. While OD promotes a planned approach to organisational change, it is traditionally considered concerned with incremental change and orderly transitions rather than drastic and sudden changes Dunphy & Stace (1988).

One of the most frequently cited definitions of OD comes from Richard Beckhard (1969), an early leader in the field of OD. According to him, Organisation development is (1) planned, (2) organisation-wide, and (3) managed from the top, to (4) increase organisation effectiveness and health through (5) planned interventions in the organisation's "processes," using behavioural-science knowledge. According to Lawler &Worley (2006), OD is a system-wide process of planned change aimed toward improving overall organisation effectiveness by way of enhanced congruence of such key organisational dimensions as external environment, mission, strategy, leadership, culture, structure, information and reward systems of successful organisations. Burke (2008) writes, "Individual development cannot be separated from Organisational Development, but in OD, individual development must be in the service of or leverage for system-wide change, as an integral aspect of OD's definition. While professional development attempts to improve individual's effectiveness in practice, Organisational Development focuses on ways to improve an organisation's overall productivity, human fulfilment, and responsiveness to the environment Cummings & Huse (1988).

Organisational Development addresses an entire system, such as a team, department, or total organisation. It also deals with relationships between a system and its environment as well as among the different features that comprise a system's design. This system-wide application follows from an open-systems approach to organisations Thompson (1967); Katz & Kahn (1978); Cummings (1980). Organisations are viewed as open systems with multiple levels and interrelated parts that exist in the context of a larger environment. Organisational Development involves both planned change and development of the organisation itself Cummings & Worley, (2001). Planned change includes processes and techniques for helping organisations implement

particular changes. It is highly pragmatic and focuses on implementing changes that promote organisation effectiveness. Organisational Development is concerned with improving organisations' capacity for problem solving and improvement. The more developed an organisation, the more able it is to solve its own problems and to implement change and improve itself.

According to Cummings, (2001) OD focuses on changing and improving three key aspects of organisations: strategies, structural design components, and processes. Strategies have to do with how organisations use their resources to gain competitive advantage. This includes choices about the functions an organisation will perform, the products or services it will provide, and the markets and customers it will serve. Design components include decisions about organisation structure, work design, measurement systems, and human resources practices. Processes have to do with how organisations go about doing things and include how members relate to each other and their tasks and how different functions, such as communication and decision-making, are performed. Organisational development seeks to bring congruence or fit among strategies, design components, and processes so they mutually guide and reinforce organisational behaviour in a strategic direction Cummings & Worley, (2001). Finally, Organisational Development focuses on improving organisation effectiveness; this includes helping organisations achieve high performance, good quality of work life, and capacity for continued problem solving and improvement. Understanding Organisational Development is important because it contributes towards more effective planning and management.

OD has a number of distinguishing characteristics. Namely, it is incremental in nature and views organisations as complex social systems. This leads to gradual changes with a focus on culture

and processes and to the recognition of the importance of teamwork and collaboration between organisational leaders and members. OD is usually facilitated with the help of a change agent or consultant. OD practitioners also have certain characteristics. OD practitioners are facilitators, collaborators and co-learners, who teach organisational leaders, and members, continuous learning skills, thereby enabling the organisation to solve its problems French & Bell, (1995).

According to Van de Ven and Poole (1995) causes of organisation change can be explained by one of the following theories: teleological theory, life- cycle theory , and dialectical theory: the teleological perspective believes that organisational change is an attempt to achieve an ideal state through a continuous process of goal –setting, execution, evaluation and restructuring. Life – cycle theory claims that the organisation is an entity that depending on the external environment, cycles through stages of birth, growth, maturation, and declination. Dialectical theory hypothesizes that the organisation is like a multi-cultural society with opposing values. When one particular force dominates over other, a new organisational value and goal is established, resulting in organisational change.

Understanding Organisational Development theories is important for analysing the administrative management changes at the RIM because OD helps

- Develop or enhance the organisation's *mission statement* (statement of purpose) or *vision statement* for what it wants to be

- To align *functional structures* in an organisation so they are working together for a common purpose

- To create a *strategic plan* for how the organisation is going to make decisions about its future and achieving that future

- To manage conflict that exists among individuals, groups, functions, sites, and so on, when such conflicts disrupt the ability of the organisation to function in a healthy way

- To put in place processes that will help improve the ongoing operations of the organisation on a continuous basis

- To create a collaborative environment that helps the organisation be more effective and efficient

- To create reward systems that is compatible with the goals of the organisation

- To assist in the development of policies and procedures that will improve the ongoing operation of the organisation

- To assess the working environment, to identify strengths on which to build and areas in which change and improvement are needed

- To provide help and support for employees, especially those in senior positions, who need an opportunity to be coached in how to do their jobs better

- To assist in creating systems for providing feedback on individual performance and, on occasion, conducting studies to give individuals feedback and coaching to help them in their individual development Mclean (2005)

2.3   Organisational design

Anderson (1988) defines organisational design, as a complex structure of units that aligns the strategic goals and purposes of the organisation to its major task, its decision and reward systems

and the human resources is necessary for the task. Quinn described Organisation design as the pattern or plan that integrates an organisation major goal, policies and action sequences into cohesive whole Quinn (1999). Wright, et al. (1994) mentioned that the organisation design is the manifestation of all decisions made by management as how the resources of an organisation were arrange in pursuit of the organisation's objectives. A fundamental prerequisite of any organisation development is therefore the structural administrative design that informs its organisation management. Chandler (1977) argues that prior organisational design is necessary for effective operation of an organisation.

An organisational structural design indicates clearly who is responsible for which tasks and how each particular task is integrated to others in the organisation. According to Smit, Cronje, Brevis and Vrba (2007, p 468), organisational design is an indispensable function in the management process. According to him, plans devised and strategies formulated will never become a reality if human and financial resources in the organisation are not properly aligned and the relevant activities suitably coordinated. According to Galbraith (1973) the structure, system and human resources policies and practices of a firm shape the organisation, while Pfeffer (1998) elaborated that decision about human resources policies affect level of employees' commitment.

Anderson (1988) stated that lack or poor design at the start of an organisation results into chaos and manifested in poor performance in such areas as financial results, morale of employees and low turnover. A theoretical engagement and understanding of organisational structural design and development is therefore crucial to this study in order to understand the consequences of this omission and explore avenues for correctives measures.

2.4 Features of Organisational design

Burns and Stalker (1961) identify two types of organisation design, namely mechanistic (bureaucracy) and organic (adhocracy). The mechanistic system is a more rigid structure and more appropriate to stable condition, whereas the organic system is a more fluid structure appropriate to changing conditions.

2.4.1 Table1. The attendant feature of the mechanistic and organic structure

System/Dimension	Mechanistic	Organic
Management System	Hierarchy Structure of control	A Network structure of control
Psychological System	Delineated by formal Hierarchy	Diffuse
Structural System	Formal written Communication	Low, few and general
Goals and Values	Efficient performance	Effective problem solving
Overall Organic System	Single goal maximiser	Searching and adaptive
Environmental Supra-system	Certain, Placid stable	Turbulent uncertain

Source: Kast & Rosenzweig (1974)

According to Kast and Rosenzwieg (1974), the attendant feature of the mechanistic and organic structure is illustrated in Table 1. It can be seen that the mechanistic type is straight line, rigid, hierarchical and very efficient operating in a stable environment. These characteristics have several advantages such as, the control system is easily applied because the organisation gets the hierarchical line; the career path system is easy to be arranged; cost efficiency is possible to be reached because of job standardization.

A critical variable in organisational design is the leadership factor. According to Charles (1993), the critical determinants of organisational design and effectiveness are linked to the leadership style of its managers and the group's overall size and stage of development. Leadership is not possible if lines of authority and responsibility are not clear. Likewise, control is out of the question if people do not know what tasks they are responsible for and how it is relates to the overall objective of the organisation. Managers need to organize and deploy resources to achieve the objectives of the organisation by organizing their resources, in a way that marshal their strengths and weakness. Managers can support the organisation to achieve organisational goal with its plan and goals clearly formulated on how to organize its resources optimally.

The way in which managers approach the performance of their jobs and the behaviour they display towards subordinate staff is likely is likely to be conditioned by predisposition about people, human nature and work. It is important that managers have a highly developed sense of people perception and understand the feelings of staff, and their needs and expectations. McGregor proposed two distinct models of human nature and behaviour and work: a negative view, labelled Theory X, and a positive view, labelled Theory Y. The style of management adopted is a function of the manager's attitudes towards people and assumptions about human

nature and behaviour. The two suppositions are called Theory X and Theory Y, and are based on polar assumptions about people and work. Management assumptions about employees, in terms of Theory X and Theory Y, influence decisions they make about organisation design. A manager with strong Theory X assumptions will prefer a more mechanistic (**bureaucracy)** organisation structure where jobs are designed by specialization and procedures used to complete the work are formal and standardized. According to Gannon (1977) he explains that in mechanistic organisation, authority is clearly defined and centralized, most individual in hierarchy operates in a limited sphere in which their authority is restricted, this features is logically related to concept of division of labour, job and procedures used to complete the work are formal and standardized

A management with Theory Y assumptions may prefer a more organic system. Organic (adhocracy) is more a fluid structure appropriate to changing conditions that cannot be broken down or distributed automatically to the functional role defined within hierarchical structure. McGregor (1960) state that theory Y assumes that people will exercise self –correction and self-control in working towards objectives to which they are committed. It assumes that the individuals have potential for development, will seek responsibility, and will be motivated by esteem and self-actualization, which, will satisfy both individual and organisational objectives, therefore if managers holds theory Y assumption, it make significantly better use of human resources and enhance both effectiveness and efficiency of organisational endeavor. As shown in the analysis of the problem of the lack of a management structure in chapter one, RIM is an example of an organic management structure.

Thomas (2006) argued that Organisations needs structure that indicate clearly who is responsible for which tasks. He posited that the bricks of all organisations are its employees, and how their

jobs are designed to adjust to the organisation and impact on the entire organisation. As mentioned in chapter one, Mintzberg (1979) reviews nine parameters in designing an organisation of which three are relevant to this study; the first parameter is the job specialization, which can be done in two dimensions. Horizontal job specialization defines the breadth of task assigned to an organisation position, vertical job specialization happens when an employee both administers the task, and performs them. Changes in job specialization parameter are known as either job enlargement or job enrichment, depending on the dimensions the job is expanded in. If an employee simply is assigned more tasks, the job is enlarged, but if the employee instead is given more control over the tasks already assigned, the job is enriched, job enlargement seldom generates the same motivation with the worker as job enrichment does. A job of complex nature, which is specialized primarily in the horizontal dimension, is referred to as professionals.

Second parameter is behaviour formalization, it is a regulation of how the employees is expected to behave within the organisation, usually formalization is done either by the position, the workflow or by rules, and at the end; it is about ensuring control and reducing uncertainties. The third parameter is training and indoctrination, this determines the extent to which skills and knowledge is standardized. Training is the process where job related skills, knowledge is acquired, and indoctrination is the process of adapting to organisational norms

2.5 Challenges and Problems of organisational design

Schmidt (2007) mentioned that an organisations designer faces challenges of structuring and distribution the human resources and skills available within the organisation. The two most obvious considerations they face are how to group people. Unit grouping is a fundamental mean to coordinate the work. Cronje (2007) defines coordination, as how individuals within the

organisation should work together to accomplish the strategic, tactical, and operational goals of the organisation. Mintzberg mentions six possible bases for grouping; grouping by knowledge and skills, by work processes and function, by time, by output, by client and finally by place. The four different criteria organisations uses for selecting their bases for grouping are; workflow independencies, the work process, the scale of work and the social relationship present in the work. Mintzberg (1979) also argues that it is necessary to consider not only the organisational superstructure, but also to think about how to ensure quality, stability and consistency within the organisation. He identified two parameters; Planning and Control systems which measures and evaluate the organisational system, its output and processes, to determine the extent to which the organisation operates as planned and/or if tighter control is needed. This is a typical feedback loop, which involves several parts of the organisation, while performance control focuses on regulation of performance and results of the monitored unit. The primary purpose of performance control system is usually to measure and motivate, the measurement based on financial efficiency and level of output interest.

The importance of theories of organisational design to the study as stated in the in the first chapter is to understand the implications of lack of a structural management organisational design prior to the start of its operation as a corporate public entity. This is because theories of Organisational design are concerned with helping managers to understand the value of structural organisational management and how different component of an organisation fits and work together according to Sadler (1998). Mc Kinsey's suggested 7 Models of OD that are indispensible to any organisation. He argued that the success of an organisation is dependent of keeping all seven of the following areas in balance. These seven areas illustrate interconnectedness of elements that defines an organisation's ability to succeed. This theory is essential for manager's thinking of how to improve

their organisation. It argued that organisational development is not just a matter of devising a new strategy and following it through. Nor is it a matter of setting up new systems and letting them generate improvements, but according to Watson (1983), it also provides a method of assessing the current state of an organisation and analysing how the state of seven factors may impact change initiatives. The model also provides for ongoing assessment, by calling attention to factors that are sometimes overlooked in other models.

2.5.1 The Seven factors are:

Strategy is a plan devised to maintain and build competitive advantage over the competition to reach identified goals, and a set of decisions and actions aimed at gaining a sustainable advantage over the competition. It deals with three principal questions; one where the organisation is at this moment in time, two where the organisation wants to be in a particular length of time and three how to get there. Ansoff (1965).

Structure: Structure is designed to facilitate achieving corporate vision, goals and strategy. It stipulates the way the organisation is arrange, who does what and who reports to whom. Structures describe the hierarchy of authority and accountability in an organisation, the way the organisation's units relate to each other.

Systems is formal and informal procedures that govern everyday activity that staff members engage in to get the job done including its core processes and its support systems. They refer to the procedures, processes and routines that applied in managing the organisation and characterize how important work is to be affected. Lynch (2005).

Shared Values are called "super-ordinate goals" when the model was first developed, these are the core values of the company that are evidenced in the corporate culture and the general work ethic. The organisations with weak values and common goals often find their employees

following their own personal goals that may be different or even in conflict with those of the organisation or their fellow colleagues Martins & Terblanche (2005).

Style: the style of leadership adopted refers to the cultural style of the organisation. How key managers behave in achieving the organisation's goals, how managers collectively spend their time and attention, and how they use symbolic behaviour. How management acts is more important that what management say, Good leaders on the one side create an environment in which co-workers feel at home and on the other side give constant guidance to processes of renewal towards greater diversity. Culture remains an important consideration in the implementation of any strategy in the organisation Martins & Terblanche (2005).

Staff: refers to the number and types of personnel within the organisation. It concerns how human resources are recruited, developed, trained and motivated.

Skills refer to the actual skills and level of competencies of the employees working for the company or the dominant distinctive capabilities and competencies of the personnel or of the organisation as a whole.

In understanding the implications of the lack of a structural organisational design at RIM prior to its operation as a corporate entity, theses seven models is a valuable tool for understanding the administrative management challenges at RIM as a result of lack of a structured management design at its inception. It is also crucial in understanding the need for initiating a change processes and providing direction that will develop requisite commitment, coordination, and competence in the organisation. Its purpose is therefore to enhance both effective management structural design of RIM and the well-being of their staff through planned interventions in the organisations human resources process, structures, and systems, by using knowledge of

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behavioural science and its intervention method" (Rothwell et.al., 1995). Organisation design theories therefore according to French and Bell (1984:17) is a long-term effort to improve an organisation through a more effective diagnosis of the problems of design of the management structure of organisation.

The purpose of engaging the theories of organisational design is to understand the importance of structural design of an organisation, which allows us to appreciate critical points of change in the development of the organisation. The next section therefore focuses on Organisational change in order to understand the process, factors and critical turning tipping points of organisational development

2.6 Organisational Change

According to Martin (2006) organisational change is a salient feature of organisational development. Weick and Quinn (1999) perceived organisational change as either episodic or continuous. Episodic change is infrequent and sometimes radical, while continuous change may be incremental, emergent, and without end. The time interval between episodes of discontinuous change is determined by the amount of time organisations expend in other stages of organisational development, the stages of organisational change can be labelled development, stability, adaptation, struggle, and revolution (Mintzberg & Westley 1992). Notwithstanding what it is labeled and whether continuous or radical, researchers agree that, the pace of change is increasing (Quinn, 2004; Weick & Sutcliffe, 2001).

Change may be further defined when viewed from an evolutionary perspective as transitional, transformational, or developmental. Transitional change, the most common, improves the current

state through minor, gradual changes in people, structure, procedures, or technology. These management-driven changes may be department or division specific, or organisation wide, in their attempt to enable the organisation to get better at what it does. Transformational change efforts represent a fundamental, radical shift that rejects current paradigms or questions underlying assumptions and mind-sets (Kuhn, 1970). Transformational change represents leadership driven modifications of culture, formulation of drastically different strategy, or demands for conformity due to a merger or acquisition by a dominant company. Although transformational change is disruptive in nature, its successful execution has been identified as leading to increased competitiveness, to the extent that an organisation can clearly differentiate itself in the market (Denning, 2005).

(Colin, 1990) mentioned that in a changing world the only constant is change, over the last ten years or so managers have gained more experience with, and more confidence in, the management of change. The reality is that the stability, which seemed to characterize the corporate world in the 1950s and 1969, has given way to increase and global competition, privatization of public sector organisations and change in much more besides. In today's world, managers face complex and challenging pressures and opportunities. They must ensure the efficient use of resources and, at the same time, find ways of guaranteeing the long-term effectiveness on the organisation for which they work. This effectiveness includes the ability to identify the right things to do in the future (the right products and services to offer, the appropriate technologies to exploit, the best procedures and structures to introduce, to find, recruit and retain people with appropriate skills). Effectiveness also requires the ability to adapt in order to accomplish new tasks. Effectiveness, therefore, compromises the ability to adapt to

changing circumstances. Planning, implementing and coping with change has been, and seems likely to remain, one of the main challenges facing managers, in both the private and public sectors, today.

Colin (1990) mentioned that to manage change effectively involves the ability to create a new synthesis of people, resources, ideas opportunities, and demands. The manager needs skills rather like those of an orchestral conductor. Vision is essential and creativity paramount. People must be influenced; departmental boundaries crossed or even swallowed up, new ideas accepted, new ways of working embraced and new standards of performance and quality achieved. The politics of the organisation are very crucial. Support must be mobilized, coalitions built and supported, opposition identified and considered. People need help to cope with the stress, anxiety and uncertainties of change.

Continuity and tradition must be overturned, in part; and the old is replaced by the new. Yet, continuity and tradition provide people with stability, support and meaning. Collins further elaborate that, those who wish the change to be successful often find themselves working long hours, dealing with problems, trying to overcome the doubt of others and doing everything needed to see change the change through. He further mentioned that in working life, change and role strain are two important sources of stress. Role strain can be caused by not being involved in decisions, having inadequate managerial support, having to cope with the technological or other changes having to maintain standards of performance even under difficult circumstances, having responsibility for people who are uncooperative. One simple and helpful idea for managers dealing with change involves looking at the relationship between self-esteem, performance and stress.

2.7 Features of Organisational Change

According to Kanter (1992:10), organisational change involving three stages, unfreezing, changing and refreezing. He argued that this quaintly linear and static conception of the organisation as ice cube is so wildly inappropriate that is difficult to see why it has not only survived but also prospered, except for one thing. It offers managers a very straightforward way of planning their actions, by simplifying an extraordinarily complex process into child's formula. Suffice to say, organisations are never frozen, much less refrozen, but are fluid entities with many personalities, that overlaps and interpenetrate one another in important ways.

Kanter (1992) further elaborated that the announcement of change is sometimes merely the decision to identify with a mainstream a kind of activity that had existed on the organisational periphery all along. Moreover, the point of view of those who think they are creating change as an intentional process will be different from those who are on the receiving end of change, and historians might reach still another conclusion. Political interest also comes into play in the identification and labelling of change.

Change is often messy, chaotic, and painful, no matter what leaders do to smooth the process Stein (1992:6-10). Realigning a company's chain of command, shifting resources from one part of an organisation to another, or even introducing new computer system can result in temporary chaos. Also those who make change must also gripped with unexpected forces both inside and outside the organisation, no matter how carefully the leaders prepare for change, and no matter how realistic and committed they are, there will always be factors outside of their control that may have a profound impact on the success of the change process. Those external, uncontrollable, and powerful forces are not to be underestimated. The success with which

organisation change their form depends on the extent to which every aspect of the system formal structure, information flows, rewards, and recruitment supports the new definition of what the organisation is to be and how it is to operate.

Stein (1992) further elaborated that, identity changes such as restructuring and boundary redefinition involve altering organisation environment relationship and are therefore fundamental on an organisation's definition of purpose and the way that the parts of organisation (individual and group) work together, one would argue that change is successful only when entire organisation participates in the effort. No matter what differences organisations have, structural change is episodic. According to Miller and Friesen (1984), some organisations are reluctant to make major changes because stable structure reduces confusion and uncertainty maintains internal consistency, and protects the existing equilibrium. Mintzberg (1979) suggested general principle to guide change through restructuring across a range of circumstance, because change as restructuring triggers a multidirectional tug of war that eventually determines the shape of the restructured organisation.

Implementing major organisational change demands the combination of action and analysis into a new managerial synthesis and it involves learning. If the process is open, and constructive attitudes to change prevail, the organisation is likely to achieve significant positive changes. Change is impossible without open reality testing when people are excluded from the process they are not fully engaged in the changes to be implemented. If they are not involve in testing reality, they can neither understand the need for change nor feel committed to the change, let alone learn from them. Without extensive testing of reality, there can neither be understanding of the need for involvement in change process. This creates anxiety unless a constructive attitude to

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change prevails, particularly within management. Colin (1990) found that managers who are dealing with change are normally under pressure. Kotter (1988), pointed out that one syndrome associated with change management is inadequate leadership. The argument is that organisations can carry the seeds of their own decline, unless leadership learns to be efficient, successful and adaptable.

2.8 Challenges of Organisational Change

According to Roger (1987), there is a wide range of typical causes of resistance that are rarely simple cause and effect situations, and resistance is usually a complex mix of historic, factual and emotional issues, which are not always easy to disentangle. The following list, while not exhaustive, highlighted the most frequent sources of resistance to change and unwillingness to engage in new behaviour. These are: Fear of the unknown; Lack of information; Fear of looking stupid; Reluctant to experiment; Threat to power base no perceived benefits ; Threat to status and Low organisational trust climate.
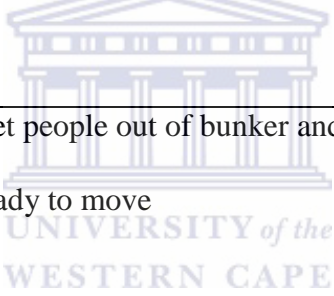
According to Roger (1987:19), resistance comes essentially in two forms, systematic and behavioural resistance. Systemic resistance describes in nature and due to a lack of knowledge, information, or skills. It can be addressed through communication and information behavioural resistance deriving from the reactions, perceptions and assumptions of individuals or groups in the organisation, one is cognitive and one is emotional. An emotional based resistance such as low trust is much more difficult to handle than a lack of information or misunderstanding of facts.

Level of resistance will be inevitability higher if the level of involvement and flow of information are low. The management of resistance to change demands attention to the systemic

aspects such as information and communication flow that need to be considerably increased during the uncertainty of the change process. Structure will not enable people to work effectively unless they are appropriately managed. Colin (1990) elaborated that, in many circumstances different organisational structures can be equally effective as long as management is practiced to good effect. In any event, the informal structure is much more important than the formal structure when trying to understand how an organisation changes.

Kotter proposes eight steps for effective organisational change and these are:

Eight principle of effective organisational change

Leading Change: Eight Steps	Core Challenges	Desired Behaviour
1. Establish a sense of urgency	Get people out of bunker and ready to move	Motivation: People start telling each other, let's go we need to change things
2. Create a guiding coalition	Get the right people in place with the trust, emotional commitment and teamwork to guide the difficult change process.	Groups powerful enough to guide major change influence others to accept change and ready to works well together.
3. Develop a vision and strategy	Get the guiding team to create the right vision and strategies to guide action in all of the remaining stages of change.	The guiding team develops the right vision and strategy for the change effort.

	This requires moving beyond numbers crunching to address the creative and emotional components of vision	
4. Communicate the change vision (and communicate the changeover over and over again)	Get as many people as possible acting to make the vision a reality	People begin to buy into the change and this shows in their behaviour.
5. Empower broad-based action	Remove key obstacles that stop people from acting on the vision	More people feel able to act, and do act on the vision
6. Create Short term wins	Produce enough short-term wins fast enough to energize the change helpers, enlighten the pessimists, defused the cynics and build momentum for the effort.	Momentum builds as people try to fulfil the vision, while fewer and fewer resist change
7. Consolidate and produce more change	Continue with wave after wave of change, not stopping until the vision is a reality – no matter how big the obstacles.	People remain energized and motivated to push change forward until the vision is fulfilled – fully realized

8. Anchor new approaches in the culture	Create a supporting structure that provides roots for the new ways of operating	New and winning behaviour continues despite the pull of tradition, turnover of change leader etc.

Source: John Kotter, 1996: Change Model

Miller and Friesen (1984) argue that organisations typically go for long period with relatively little structural change but then experience interval of necessity of major restructuring. Organisations try to retain their existing form as long as possible in order to maintain internal consistency and to avoid upsetting the existing equilibrium, but if the environment changes while the organisation remains static, the structure gets more and more out of touch with the environment. Eventually the gap becomes so wide that the organisation is forced to do major overhaul. Restructuring, in this view, is like spring-cleaning, the changes that lead to restructuring include the following factors:

- Technological change e.g. replacement of piston engines by jet engines in aircraft industry profoundly affected the relationship between engine and airframe. Some established firms faltered because they underestimate the complexities, Boeing rose to lead the industry because it understood them Henderson and Clark (1990).

- Political changes - Public agencies often reorganize to attune their structure to the priorities and expectation of the nation. Organisational response to post-apartheid ideals of reconciliation and transformation is a classic example of political imperatives of transformation.

- Leadership change - Reorganisation is often one of the first initiatives of new leaders. The effects of rapid leadership change in RIM as it affected organisational change are an apt example here.

A structural change to the organisation through restructuring is one on the most challenging of changes in an organisation such as RIM. This kind of change is acute as it a matter of decision-making and implementation. Whelan-Berry (1992:186-207) argued that, organisational restructuring are discontinuity, disorder, and distraction. There is usually a short time frame for the official transition from one set of structure to another. The emphasis is always on the immediate decision, to get through the acute period, but when only those with skills to make those decisions are involved, it is often difficult to manage the aftermath. There are gaps between what was once appropriate and what will now be appropriate until the next change. There is uncertainty about what should be done and the standards to apply.

Moreover, restructuring can produces destruction in the organisation, because if not properly managed, it diverts people's attention from critical focus. Leaders may be less available as they are preoccupied with multiple immediate task to perform and decisions to make. They are so swamped by urgent contending priorities (decision about what to do) that they simply do not have time or attention for process matter (observation of how things are going).

For these reason, the acute phase of restructurings can result in performance shortfall, crisis of commitment, and competitive vulnerabilities. Stakeholders who are resistant to the structural change are likely to exploit weaknesses during the transition. If those stakeholders are confused, ignored, they can be destructive to the organisation. According to Kanter (1989) restructuring produces a window of vulnerability because during this period an organisation is weak

temporarily. This threatens not only current productivity, but also the foundation for the future, the organisations credibility, culminating in crisis of commitment and a need for people to reaffirm their membership. Every time the basis of the relationship of employee and company change, a recommitment is necessary. It is especially ironic that more commitment is needed at the very time when the basis for commitment itself is weakened as will be shown in different attempts at restructuring at RIM.

Restructuring is one of the most common approaches to organisational change, despite the fact that all reorganisations produces disruptions and may never produce long-run benefits that justify the short-term cost. The possibilities and dynamics of restructuring depend on organisations configuration. Mintzberg (1979) identifies several major forms of organisational configuration: simple structure, machine bureaucracy, professional bureaucracy, divisionalised form, and adhocracy. Each fits particular circumstances and creates a different set of internal dynamics. An understanding of those dynamics is essential to successful restructuring as a model of organisational development.

2.9 Summary

This chapter provides the theoretical foundation to inform the data collection and analysis process. It focuses on the contemporary academic literature on organisational development, design and change management to inform the development of the data collection instrument and to ascertain the shortcomings and how to strengthen the organisational challenges faced by Robben Island Museum. The next chapter will provides an explanation of the legislative and policy environment that frames the operations of RIM. Lawler & Worley (2006).

RESEARCH DESIGN AND METHODOLOGY

3.1   Introduction

This chapter outlines how the research was conducted and explains the data collection method. The chapter commences with an explanation of the rationale why the qualitative method was the most appropriate for this study. The data collection method is discussed and the sampling technique is presented. This is followed by the data analysis and last some concluding remarks are presented.

3.2 The Qualitative research method

The qualitative method was used to carry out the research. Creswell (1998) explains qualitative research as an inquiry process of understanding based on distinct methodological traditions of an inquiry that explore a social or human problem. Halfpenny (1979) believes that quantitative researchers try to convert concepts about various aspects of social life into variables that can be precisely measured with numbers. Qualitative researchers on the other hand view many aspects of social life as being intrinsically qualitative. For them qualitative data are meaningful, not deficient, and central issue are not how to turn them into variables that can be expressed with objective numbers, rather, they concern such matter as the accessibility of other sub-cultures, the relativity of actors account of their social world, and the relation between sociological description and actor's conceptions of their action. While Neuman (2007, Creswell and Clark (2007), mentioned that quantitative and qualitative can be used concurrently to discover better understanding of the issue being studied, quantitative and qualitative is also used to complement each other. They can be used concurrently to discover better understanding of the issue being

studied. According to Spector (2005) the research in qualitative, requires the researchers to become more personally immersed in the entire research process, as opposed to being just a detached, objective researcher.

Some researchers closely scrutinize photos or videotapes of people or social events (Ball and Smith (1992); Harper (1994), this evidence is "hard" and physical and can be used by quantitative researchers to measure attitude, social pressure, intelligence, and the like. The case-study methodology was used because it enabled the researcher to observe the phenomenon being research in its own setting. Furthermore, the interviewees share their own experiences of the realities being researcher (see Yin 1994). Lincoln (2000) supports the view express by Yin and stated that qualitative research involves an interpretative and naturalistic approach: which means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in term of the meaning people bring to them. According to Sulkunen, 1987, quantitative research follows a systematic scheme where the observation is determined largely by what makes it possible to gather large data sets of numerical analyses. Bogdan & Biklen, (1998), mentioned that quantitative research allows the researcher to familiarize him/herself with the problem or concept to be studied, and perhaps generate hypotheses to be tested. Denzin and Lincoln, (2003:4) mentioned that qualitative research consist of a set of interpretation of material practices that make the world visible, these practices transform the world. This means qualitative researches study thing in their natural setting, attempting to make sense of, to interpreted, phenomena in terms of the meanings people bring to them. On other hand, qualitative research employs the same scientific, principle and techniques that have made the modern world what is it, and offers the tempting idea that its findings have certain

definiteness about them, which make it possible for conclusions to be drawn to a specifiable level of probability. In qualitative research, ideas and evidence are mutually interdependent.

3.3   Data collection Methodology

The use of triangulation in other words the use of multiple sources of data collection would be discussed in the following sections. Triangulation increases the degree of reliability, validity and objectivity of the findings and the subsequent recommendations emanating there from. Primary and secondary sources were consulted during the data collection process. Various policy documents and internal documentations were analysed to get an informed picture of RIM organisational situation. Furthermore, the literature study presented in chapter two was another form of collecting data to bring a theoretical understanding of the contemporary academic debates on the topic.

Purposive sampling was used to determine who would be best suited to solicit information from. The sample comprises of council members, the chief executive officer, the chief financial officer and senior management of RIM as well as former senior management. Senior management and council members were selected because of the knowledge of the organisation, this is in line with the objective of this research, and the intention was to find out of what exactly went wrong at Robben Island Museum. Interviews were held with RIM senior management and council members. Former senior management could not be interviewed directly as there are no longer working for the organisation, emails and telephonic interviews were also use in those instances.

In this regard two interview methods were used, namely face-to-face interviews as well as telephonic interviews as some of the sample group was unavailable for face to face interviews. Interviews were conducted during lunch time and after work and some arrangement were also

made for the weekends two to three hours was the minimum time spent for the individuals, interviews were hosted on the Robben Island boat during the journey to work and from, offices and at the protocol room at Nelson Mandela Gateway. The researcher used Lincoln and Guba, (1985) method during the data collection process. The authors suggest keeping a daily log of activities, a personal log, and a methodological log. According to them safeguards should be implemented to avoid distortions that results from researcher's bias.   Kvale (1996) describe interview as the "favoured digging tool" of social science. Qualitative research interviewing is flexible and dynamic, and is therefore described as in in-depth interviewing. In this regard, the interviews were unstructured. The researcher used questionnaire to guide the interviews and used an open ended and unstructured interview technique approach during the interview. The nature of open-ended question defines the topic under investigation but provides opportunities for both interviewers and interviewee to explain some topics in more details and the interviewer has the freedom to probe the interviewee to elaborate on the original response or to follow a line of inquiry introduced by the interviewee. Babbie (1998:258), mentioned chapter one, noted that one of the advantage of questionnaire is that responded have time to think about the answer to the question.   A number of disadvantages are associated with the implementation of questionnaire; firstly, the researcher is not at hand to explain the uncertainty, which may result in bias, distorted answer given by respondent. Secondly, the accurate and completeness of response to the question are often inadequate, thirdly researchers cannot visually observe the respondents reaction physically characteristic or setting Babbie (1998). While Silverman (2000) mentioned that the researcher can gain insight into many different aspects of the phenomenon through the use of multiple methods. These methods are briefly discussed below.

3.3.1 Direct observation

Direct observation by definition requires the researcher to be in the field, or to be present during interview process, it enable the researcher to understand about participant lives and their perception concerning the phenomenon Maykut and Morehouse, (1994).

This technique does not rely what people say but draws on the direct evidence of an eye witness observing events first hand. It is based on the assumption that in many cases it is best to observe the actual situation Denscombe (1998).

3.3.2 Data Analysis

Smit & Cronje (2007) stated that data are "raw unanalysed numbers and facts about events from which information is drawn". Dalton (1991) emphasis the structured questionnaire as the best technique for surveying the individual because this method eliminates the need change the tapes during the interview. It helps avoid the situation where instead of focusing on the interview, interviewer is busy flipping the tape all the time its time, thereby wasting time. Transcripts of the interview also make life easier to fill in the gaps after recording. Also because some of the interviewers do not feel comfortable about the tape, scribing was also an option during this study. Miles and Huberman (1994), advise that after coding the entire date it is advisable to recheck the constancy of your coding. He elaborated that human coders are subject to fatigue and are likely to make mistakes as the coding proceeds. In addition, the coder's understanding of the categories and coding rules may change subtly over the time, which may lead to greater inconsistency, while Harry Wolcott (1999) quoted that one of the main problems in qualitative work is having too much data rather than not enough. All recording were coded according to name, date and time as they enable the researcher to manage data and be easy to retrieve it

according to codes as codes are researchers way of beginning to get at the meaning of the data Miles and Huberman (1994) suggested that data can be coded descriptively or interpretively. Bogdan and Biklen recommends that reading data over at least several times to begin to develop a coding scheme, while Goetze (1984), mentioned that it is the best to maintain the integrity of raw data, using respondents words, including quotes, liberally. According to Martin Brett Davies, (2007), in qualitative research, the range of data collection methods stretches from interviewing and observation to the use of artefacts, documents and records from the past, from visual and sensory data analysis to ethnographic method. Neuman, (2000) elaborated that quantitative researchers begins data gathering with a general topic and notions of what will be relevant. Focusing and refining continues after he or she has gathered some of the data and started preliminary analysis. Qualitative researches use early data collection to guide how they adjust and sharpen the research questions. Neuman (1997:364), elaborated that during the interview, observers are often able to take notes on the spot and can do continuously during their entire time in the field Lofland and Lofland (1995:89). Neuman (1997:364) mentioned that field note must be as concrete, complete and comprehensive as possible, small talks should be recorded even of it does not appear significant at the time of observation, it may be come significant later. Neuwman (1997) elaborated that the researcher's emotional feeling and private thoughts must also be included in such notes. Field notes can be taken during the observation itself or immediately afterwards. According to Dencombe (1998:120) notes were regarded as important information in my research process.

3.4   Data Analysis

After finalization of the research all big chunks of written and emailed data was gathered together into a metro file box all material had heading to guide of what was the question all about, Bogdan and Biklen (1992) recommended that all field notes should be in large margins in which to write later notes as data can be analysed later. Bogdan & Biklen (1992) elaborated that qualitative data are considered to the "rough materials researchers collect from the world they are studying, it also   provides a rich, detailed picture to be built up about why people act in certain ways, and their feelings about these actions. Reading and reviewing the data was the starting point in order to put those with similar information together or those who are talking to each other, highlighter was used to identifying the key words or significant to the themes , as mile and Bogdan recommended that reading of data several times in order to begin to develop a coding scheme.

Tape Recorder supported by notebook was used during this research. Individual were recorded immediately during the interviews session to keep the information consistent, huge quantity of text was generated during interview. Some of the information was verified and deleted on the tape as it was not much relevant to the study, tape recorder was much better as the researcher have to listen to the participant fast forward and erase unneeded conversation, interviews of the same day were categorised according to date of the day. According to Agar (1996); Lapadat & Lindsay 1999, its stated that many researchers grappled with the task of transcribing the recorder data, experiencing it as a tiresome, lengthy, and challenging process that takes specialized skills, patience and physical ability.

3.5 Findings on the method

Choosing the qualitative method was the best as those who can afford to use the technology system like tapes , computer etc. on tapes it was easy to use it at it gives you an allowance to rewind and fast forward you can also turn it to fast move or slow move. According to Patton (2002), it mentioned that in the case of qualitative research methodology, you need to report your decision and practices concerning the coding process, as well as the methods you used to establish the trustworthiness. Quantitative does not produce counts and statistical significant it undercover patterns, themes, and categories important to a social reality. Presenting research finding from qualitative is challenging. Although it is a common practice to use typical quotations to justify conclusions Schilling (2006), however, Miles and Huberman (1994) mentioned that you also may want to incorporate other option for data display, including matrices, graphs, charts, and conceptual networks. This form of qualitative research depends on specific research goals. When presenting qualitative content analysis, you should strive for a balance between description and interpretation. Qualitative research is fundamentally interpretive, and interpretation represents your personal and theoretical understanding of the phenomenon under study. An interesting and readable report provides sufficient description to allow the reader to understand the basis for and interpretation and sufficient interpretation to allow the reader to understand the description Patton (2002).

3.6 Summary

The chapter provided an explanation of the research design and methodology used to undertake this research. The rational for using a qualitative research method was discussed. Similarly, the choice of sample was explained and the data collection instrument was discussed. Importantly an explanation was provided how reliability, validity and objectivity of the data collection and analysis thereof were ensured. The following chapter is the analysis of the Legislative and Policy framework of RIM.

CHAPTER FOUR

LEGISLATIVE AND POLICY FRAMEWORK OF RIM

4.1   Introduction

This chapter provides a brief analysis of major conventions, legislations, statures, Acts and government regulations and directives that RIM must comply with. It similarly illustrates the processes and structures through which the Museum effects the various legislations in managing the institution. Adherence to relevant and appropriate conventions and legislations are obligatory for management of World Heritage Sites. In South Africa given socio-political transformation of its laws and legislative institutions post 1994 political transition there are conflicting laws and regulatory bodies that RIM must comply with which complicates governance and management.[16]

4.2   UNESCO 1972 World Heritage Convention

RIM is a National institution that must comply with the National laws and regulations but the overriding legislation for its management is the UNESCO 1972 World heritage Convention, RIM had been declared by UNESCO a World Heritage Site in 1996 and therefore need to adhere to the standards set. More crucial to understanding the complexity of RIM management in relation to legislations is that RIM was declared a World Heritage Site prior to been declared a National Heritage in 1999[17]. In adherence to the UNESCO WHC require national government to formulate legislation and policies to guide the management of national heritage sites. South

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[16] The South African law pertaining to the protection of RIM as World Heritage Site has undergone major transformation in last decade. The reason for this is the social-cultural-political transformation of South Africa, which led to the constructing of a new constitution and consequently the drafting of the 1996 White Paper on the Arts Culture and Heritage. The white paper outlined a new policy and vision for heritage in South Africa. For the implementation of these legislations strategies based on these transformed principles need to in place. The bodies responsible for heritage management and whose authority does impact on Robben Island Museum include South African Heritage Resource Agency (SAHRA), Department of Environmental Affairs and Tourism (DEAT) and Department of Arts and Culture (DAC). In addition, RIM's legal obligation in respect of the management and maintenance of the island arise from international convention and various domestic statutes'

[17] RIM was listed as a WHS in 1996 and as a National Heritage Site 1999. (UNESCO declaration 1996, SOURCE, National Heritage Act 1999)

African government responded and promulgated the World Heritage Convention Act of South Africa of 1999.

One of the crucial administrative management challenges of RIM as mentioned in the preceding chapters was that while RIM was opened to the public in 1997 without any proper management structure and operational system, its administrative management and operations nonetheless required compliance to many legal requirements and competing authorities, protocols and accountability mechanisms. This is a challenge and source of ongoing problem for the strategic and operational management of the museum.

RIM faces challenges in the implementation of administrative and governance regulation and procedures to address the ever-increasing compliance requirement of the UNESCO World Heritage Convention and local national legislation. As an illustration of the complexity of the legislative regime; At present Department of Public Works (DPW) manages the RIM estate with its own mandate and system of accountability, while regulations of Heritage compliance Standard is dictated by SAHRA[18], its financial management is subject to PFMA[19] and some of its educational programme subject to SAQA regulations. All these are compounded by the fact that RIM must provide an annual mission report to World Heritage Convention Committee.[20] This in itself required a particular capacity to ensure compliance and reporting to the various external bodies, which are time and resource consuming.

Table 1 shows the contending multiple conventions, legislations, and complexity of RIM policies compliance.

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[18] SAHRA: South African Heritage Resources Agency History – see website.
[19] See Cape Times Newspaper, 28 September 2010
[20] UNESCO Monitoring Mission Report 6-12 February 2004
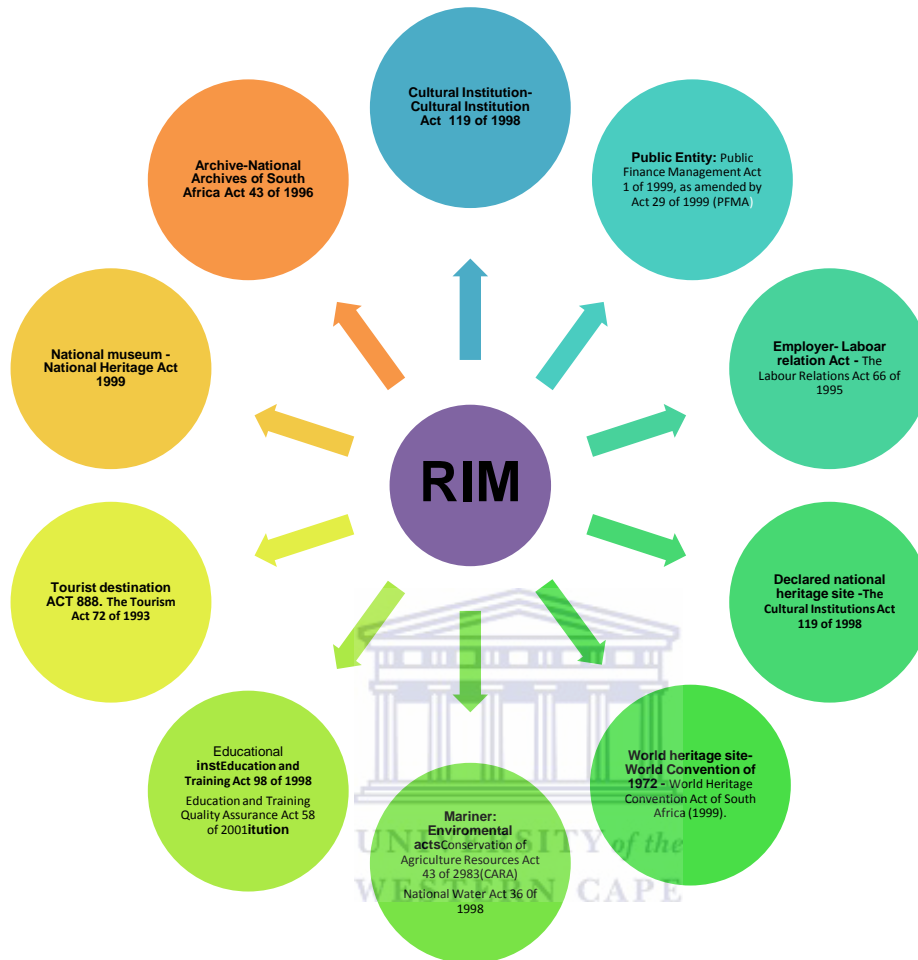
Source: RIM Integrated Management Plan 2005-2012

4.3   1972 UNESCO World Heritage Convention:

The United Nations Educational, Scientific and Cultural Organisation (UNESCO) seeks to encourage the identification, protection and preservation of cultural and natural heritage around the world considered to be of outstanding value to humanity through an international treaty

called the Convention concerning the Protection of the World Cultural and Natural Heritage, adopted by UNESCO in 1972.

The Convention concerning the protection of the world cultural and natural heritage was adopted by the General Conference of UNESCO at its seventeenth session in Paris 16 November 1972 (UNESCO 1972). The *Convention*, is the most successful international heritage conservation instrument in the world. The *Convention* responds to the increasing threats to *cultural heritage* and *natural heritage* caused by poverty in many countries, neglect, and in some countries, by unconsidered economic growth and development and seeks to encourage *States Parties* to identify, protect, preserve and present *cultural heritage* and *natural heritage* for future generations in a spirit of international cooperation. As the first step in the *World Heritage* conservation process, *cultural properties* and *natural properties* of *outstanding universal value* are *identified* and included on the *World Heritage List*. The *World Heritage Committee* has inscribed 469 properties on the *World Heritage List*.[21]

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[21] Glossary of World Heritage Terms - A Glossary of Terms relating to the Implementation of the World Heritage Convention. http://whc.unesco.org/archive/gloss.96atm. accessed 28/07/2012

4.4   The World Heritage Convention Act, No 49 of 1999

RIM inscription on the UNESCO World Heritage Site in December 1999 was give effect through the World Heritage Convention Act of South Africa (1999).

The World Heritage Convention Act, No 49 of 1999 provides for:

-   The incorporation of the World Heritage Convention into South African law.

-   The enforcement and implementation of the World Heritage Convention in South Africa.

-   The recognition and establishment of World Heritage Sites.

-   The establishment of Authorities and the granting of additional powers to existing organs of state and the powers and duties of such Authorities, especially those safeguarding the integrity of World Heritage Sites; where appropriate.

-   The establishment of Boards and Executive Staff Components of the Authorities.

-   Integrated management plans over World Heritage Sites and land matters in relation to World Heritage Sites[22]

4.5   World Heritage Convention Act (WHCA)

In 1997 South Africa ratified the UNESCO Convention Concerning the Protection of the World Cultural and National Heritage, 1972 (the World Heritage Convention) and enacted the World Heritage Convention Act (WHCA) to incorporate this Convention into South African law. Department of Environmental Affairs and Tourism (DEAT) administer the Act.

The general objectives of the WHCA include:

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[22] www.info.gov.za/view/DownloadFile**Act**ion?id=66211. Accessed 28/07/2012

- To promote, manage, oversee, market and facilitate tourism and related development in connection with World Heritage Sites in accordance with applicable law, the Convention and the Operational Guidelines for the Implementation of the Convention (Operational Guidelines), so as to maintain the cultural and ecological integrity of the sites;

- To ensure that the cultural and natural heritage of South Africa is protected, conserved and represented;

- To encourage investment, innovation and job creation in connection with World Heritage Sites;

- To promote the development of sustainable projects in connection with World Heritage Sites;

- To promote empowerment and advancement of historically disadvantaged people in projects related to World Heritage Sites.
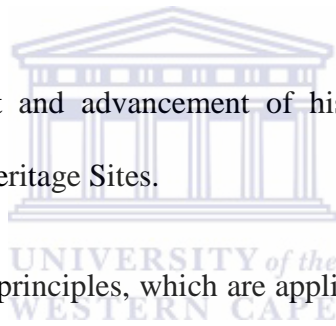
The WHCA contains a number of principles, which are applicable to the actions of all organs of State and authorities in relation to World Heritage Sites. The principles should be read in conjunction with principles contained in other legislation relevant to the environment, including those in the National Heritage Resources Act and the National Environmental Management Act. These principles are the key guidelines for the management of RIM.

The Act stipulates various duties of which the most significant is that RIM must have an Integrated Conservation Management Plan (ICMP) for the management of the site as a World Heritage Site. Other stipulation of the UNESCO WHS is that RIM has to display the WHS logo, ensure Universal Access, and produce a three yearly Report to the World Heritage Committee.

4.6   Compliance Standard: Effect/Influence of compliance: Compliance to the WHC guidelines not only enhances the status of institutions designated as WHS, more importantly adherence to an ICMP ensures effective sustainable management of the institution. It also offers an opportunity for acquisition of technologies and techniques for best management practices. Non-compliance can result in loss of WHS status.

4.7   The Cultural Institutions Act 119 of 1998

This Act provides for the declaration of certain institutions as declared cultural institutions under the control of council, and provides for the payment of grants and subsidies to certain cultural institutions or museums. It also establishes a national museum division. In terms of this Act the Robben Island World Heritage Site was declared as a declared cultural institution and as such receives subsidy from Department Arts Culture (DAC). Other cultural institutions legislations applicable to RIM are listed below:

4.8   Culture Promotion Act 35 0f 1983 (CPA)

This is a provincial piece of legislation. The CPA provides for the preservation, development, fostering and extension of culture in South Africa by:

- Developing and promoting cultural relations with other countries;
- Establishing regional council for cultural affairs;
- Conferring certain powers upon Ministers in order to achieve these objects and by providing for matters connected therewith.

Robben Island World Heritage Site (RIWHS) contributes towards the achievement of the objects of the CPA through, among others:

- Entering into co-operation agreement with other museum and/ or cultural institutions for exchange programmes;

- Conducting the Robben Island Training model as part of the postgraduates Heritage Studies course and hosting young Readers Academy.

4.9 National Heritage Resources Act (NHRA)

Of all these Cultural institutions legislations, the major one applicable to the management of RIM as a National heritage Institution is the National Heritage Resources Act (NHRA). NHRA is mandated to introduce an integrated and interactive system for the management of the national heritage resources; to promote good government at all levels, and empower civil society to nurture and conserve their heritage resources so that they may be bequeathed to future generations. It provides general principles for governing heritage resources management throughout the Republic and introduces an integrated system for the identification, assessment and management of the heritage resources of South Africa through the establishment of the South African Heritage Resources Agency (SAHRA) to co-ordinate and promote the management of heritage resources at national level.

4.10 South Africa Heritage Resources Agency (SAHRA)

SAHRA is a statutory organisation established under the National Heritage Resources Act, No 25 of 1999, as the national administrative body responsible for the protection of South Africa's cultural heritage. The Act follows the principle that heritage resources should be managed by the levels of government closest to the community. These local and provincial authorities will manage heritage resources as part of their planning process.

The objective of SAHRA is to coordinate the identification and management of the national heritages. Its responsibility includes the development of an integrated system for the identification, assessment and management of the heritage resources. It also enables provincial and local authorities to adopt powers to protect and manage them. Part of the mandate of SAHRA includes the establishment of a South African Heritage Resources Survey (SAHRS) to coordinate a national strategy for the identification of heritage resources in the country. SAHRA is further mandated to set norms and maintain essential national standards for the management of heritage resources in the Republic and to protect heritage resources of national significance. It is also responsible for the control of export of nationally significant heritage objects and the import into the Republic of cultural property exported from foreign countries.

4.11 Public Finance Management Act 1 of 1999, as amended by Act 29 of 1999 (PFMA)

The key policy for the management of RIM as a public entity is the Public Finance Management Act 1 of 1999, as amended by Act 29 of 1999 (PFMA). PFMA is one of the most important pieces of legislation passed by the first democratic government in South Africa. The objective of the Act is to promote good financial management in order to maximize service delivery through the effective and efficient use of the limited resources. The key objectives of the Act are as follow:

- To modernize the system of financial management in the Public sector;
- To enable public sector managers to manage, but at the same time be held more accountable;
- To ensure the timely provision of quality information;
- To eliminate the waste and corruption in the use of public assets
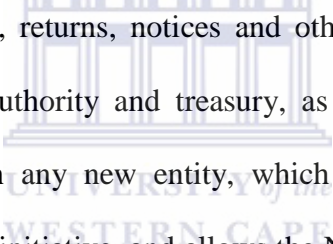
The Act, which came into effect from 1 April 2000, gives effect to sections 213 and 215 to 219 of The Constitution of the Republic of South Africa, 1996 (Act No. 108 of 1996) for the national and provincial spheres of government. These sections require national legislation to establish a national treasury, to introduce uniform treasury norms and standards, to prescribe measures to ensure transparency and expenditure control in all spheres of government, and to set the operational procedures for borrowing, guarantees, procurement and oversight over the various national and provincial revenue funds. The PFMA adopts an approach to financial management, which focuses on outputs and responsibilities rather than the rule driven approach of the previous Exchequer Acts. The Act is part of a broader strategy on improving financial management in the public sector.[23]

RIM's effort to comply with the PFMA begins with the appointment of a Chief Financial Officer (CFO) prior to 31 October 2001. The CFO ensures and maintains[24] fiduciary duties of accounting authority that is accountable for the purposes of this Act, this entails protection of the assets and records, effective, efficient and transparent systems of financial and risk management and internal control. It has a system of internal audit under the control and direction of an audit committee complying with and operating in accordance with regulations and instructions prescribed in terms of sections 76 and 77. RIM ensures appropriate procurement and provisioning system, which is fair equitable- transparent, competitive and cost-effective and maintain a system for properly evaluating all major capital projects prior to a final decision on the project.

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[23] http://www.treasury.gov.za/legislation/pfma/Default.aspx
[24] RIM Questionnaire PFMA and Treasury regulations compliance report, 1st quarter, 30 June 2011, appendix 1

In compliance with the PFMA RIM ensure the **collection of all revenue** due to it and prevents irregular expenditure, fruitless and wasteful expenditure, losses resulting from criminal conduct, and expenditure not complying with the operational policies of the public entity. To ensure the management of available working capital efficiently and economically, RIM complies with any tax, levy, duty, pension and audit commitments as required by legislation. It therefore take effective and appropriate disciplinary steps against any employee of the institution who contravenes or fails to comply with a Provision of this Act; commits an act which undermines the financial management and internal control system of the public entity; makes or permits an irregular expenditure or a fruitless and wasteful expenditure.

Crucially RIM submits all reports, returns, notices and other information to **Parliament** and DAC, as the relevant executive authority and treasury, as may required by the Act. It thus informs the National Treasury on any new entity, which it intends to establish, or in the establishment of which it takes the initiative, and allows the National Treasury a reasonable time to submit its decision prior to formal establishment.

To comply with the PFMA, RIM has an **internal control** and corporate management that ensure a risk assessment. It has an internal audit unit internal audit unit with access to all documents and records, which maintain rolling three-year strategic internal audit plans with an audit plan submitted for the first year of the rolling plan to correspond with the of government year-end on 31 March.

In terms of Annual budget, the CFO as the accounting authority submits a budget of estimated revenue and expenditure for that financial year, for approval by the executive authority. It does not budget for a deficit or accumulate a surplus without the prior written approval of the executive. It ensures that information are submitted by accounting authorities promptly and in writing to with the relevant particulars for approval of any transactions; establishment or participation in the establishment of a company, participation in a significant partnership, trust, unincorporated joint venture or similar arrangement. It also informs the treasury of acquisition or disposal of a significant shareholding in a company.

4.12 Annual Report and financial statements

The CFO as the accounting authority keep full and proper records of the financial affairs of the public entity; prepare financial statements for each financial year in accordance with generally accepted accounting practice; and submit the financial statements within two months after the end of the financial year to auditors of the public entity for auditing.
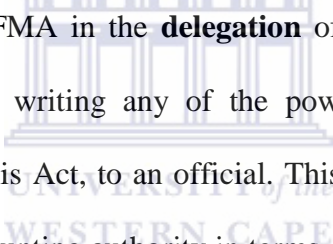
RIM submits within five months of the end of a financial year to the treasury, the DAC as the executive authority and to the Auditor-General, the following as stipulated by the ACT;

- annual report on the activities of that public entity during that financial year

- the financial statements for that financial year after the statements have been audited

- the report of the auditors on those statements

The annual report and financial statements fairly present the state of affairs of the public entity, its business, its financial results, its performance against predetermined objectives and its

financial position as at the end of the financial year concerned. It includes particulars of any material losses through criminal conduct and any irregular expenditure and fruitless and wasteful expenditure that occurred during the financial year; any criminal or disciplinary steps taken because of such losses. It also includes statement of irregular expenditure or fruitless and wasteful expenditure, any losses recovered or written off and any financial assistance received from the state and commitments made by the state on its behalf; and any other matters prescribed by the Act.

As stated in the Act, the report and statements are submitted by the executive authority (DAC) for tabling in the national Parliament.

To ensure compliance with the PFMA in the **delegation** of powers and duties by accounting authority, the (CFO), delegate in writing any of the powers entrusted or delegated to the accounting authority in terms of this Act, to an official. This delegation instructs the official to perform duties assigned to the accounting authority in terms of this Act. It is the responsibilities of the CFO to ensure that the system of financial management and internal control is carried out within the area of responsibility of that official. This is to ensure the effective, efficient, economical and transparent use of financial and other resources and take effective and appropriate steps to prevent, any irregular expenditure and fruitless and wasteful expenditure. It also ensures the safeguarding, of the assets and the management of the liabilities within that official's area of responsibility.

A crucial component of the PFMA is the appointment of **External auditors** who performs his functions in terms of section 20 of the Public Accountants' and Auditors' Act, 1991 (Act No. 80

of 1991) and ensures financial statement audited annually. The auditor, in exercising his powers and performing his duties have access at all reasonable times to the accounting records, including all books, vouchers, documents and other property of the public entity. The CFO ensures the auditor receives co-operation from the accounting authority when requesting information and explanations that are necessary for the purpose of the audit. The auditor also receives notice of every meeting of the audit committee, which consisted of three people, with one member from outside the public service committee. The committee meets at least twice a year and the auditor participates in, any meeting of the audit committee and submits a report to the DAC.

Although all the financial management systems seem to be in place Rim is continually plagued with financial management problems.

4.13   Cultural Institution Act of 1997

The Administrative Management Structure of RIM governing by the Cultural Institution Act 1999 of 1997, this Act provides the declaration of certain institutions as declared cultural institution under the control of Councils, and provide for the payment of grants and subsidies to certain cultural institutions or museum. It also establishes a national museum division. This Act also provide for the establishment of a Council whose members are tasked with the control, management and direction of the cultural institution, subject to the provisions of the Cultural Institution Act. Further the Act provides a number of key principles that should be read and applied in conjunction with principle contained in other relevant legislations; the duties of the council include the formulation of policies.

4.14   The Labour Relations Act 66 of 1995

Another major regulatory framework in the management of RIM is the Labour Relations Act 66 of 1995. The Labour Relations Act 66 of 1995, ("the LRA") came into effect on 11 November 1996. Its stated purpose was primarily to give effect to the constitutional right to fair labour practices as enshrined in section 27 of the interim constitution, which was in force at the time. The most significant changes brought about by section 23 of the Constitution related to the collective bargaining regime. Firstly, the right to collective bargaining was redrafted. Secondly, the Constitution expanded the right to strike.

In section 1 of the LRA, it is stated that one of the purposes of the LRA is to provide a framework within which employees and their trade unions, employers and employers' organisations can collectively bargain to determine wages, terms and conditions of employment and other matters of mutual interest. The LRA also seeks to promote collective bargaining at sectoral level. The LRA must be interpreted in order to give effect to the constitutional right to fair labour practices as well as to give effect to the international treaty obligations. Other legislations concerning Labour relations are the Basic Conditions of Employment Act 75 of 1997,[25] the Employment Equity Act 55 of 1998[26] and Occupational Health and Safety Act 85 of 1993.[27]

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[25] **Basic condition of employment Act 75 0f 1997** is aimed at regulating various administrative issues relating to employment of employees e.g. hours of work, leave, performance and payment.
[26] **Employment equity Act 55 of 1998** aims to create an environment of equality and non-discrimination in the workplace, it sets out grounds for non-discrimination and it says no employer can discriminates against an employee on any of these grounds.
[27] Occupational Health and Safety Act 85 of 1993 maintains that an employer must make sure that the workplace is safe and healthy and must not allow any worker to do which is potentially dangerous http://www.info.gov.za/gazette/acts/1995/a66-95.htm

4.15 Summary

This chapter provides an analysis of the major legislative and policy requirements that governs the operations of RIM. Although, the different legislation may pose managerial challenges, they simultaneously ensure that RIM is legally a well-protected site. Emanating from the discussion is the realization that management must possess the competencies of interpreting the legislation and formulating systems and processes to ensure compliance thereto. This in itself demands sufficient organisational capacity and competencies to collect, analyse and present the data in specific reporting formats to the various internal and external stakeholders. The next chapter deals with the data collection and analysis thereof to bring understanding of the research question possess.

CHAPTER FIVE

DATA ANALYSIS AND RESEARCH FINDINGS

5.1   Introduction

This chapter focuses on the analysis of data and discussion of the research findings. The data obtained from official records and individual interviews is analysed and interpreted based on the research questions that guided the study. A total of number of 16 questionnaires was send to the sample and 14 were received back.   This means that 70% of the questionnaires were answered by the participants, which is an acceptable rate of return. On top of this, individual interviews were held with six participants and telephonic interviews with two others.

5.2   Robben Island Museum (RIM) Governance structure

As stated in Government Gazette No 28876 Notice No 490 dated 26 May 2006, by virtue of the powers vested in the South African Heritage Resources Agency in terms of section 27 of the National Heritage Resources Act, no 25 of 1999, Robben Island was declared a national heritage site.   The Cultural Institution Act of 1997 provides the legislative context for the formation of RIM as a public entity as well as its governance structure. This Act provides the legislative framework for :

- The declaration of certain institutions as cultural institutions and prescribed the governance and organisational management structures.

- The payment of grants and subsidies to cultural institutions and museum through a national museum division.

- The establishment of a Council tasked with the Governance, management and strategic direction of the cultural institution.

The Public Finance Management Act of 1999 further regulates the duties of the council. (PFMA), and in the main it is to ensure financial sustainability of RIM. Parliament is responsible for legislative oversight, RIM in turn is accountable to parliament, and in this regard the CEO of RIM report to the parliamentary oversight committee.

5.3 Council

The first Robben Island Museum Council is the governance management authority for Robben Island World Heritage Site and the first board was appointed in 1998, for a three years term. The Minister of Arts and Culture appoints the board members after nominations held through a public process for a minimum of three years. The Council reports to the Minister of Arts and Culture, as well as the Parliamentary Portfolio Committee for Arts and Culture. The Robben Island Council comprises a Chairperson, Deputy Chairperson and thirteen members selected for their expertise in a variety of background including legal, financial, heritage, business and government.

The council has an oversight role and is responsible for monitoring the implementation of plans and strategies, as well as to ensure and monitor compliance of all relevant laws, regulations and codes of practices. As a mechanisms for validation of information presented by executive management to the Council four different sub-committees within the council was created.

5.3.1 RIM Council Sub-Committees

The core to the Council is the Executive Committee (EXCO). This executive grouping includes the museum's Chief Executive Officer; the Chairperson and Deputy-Chairperson and two other

Council Members lead the committee's. Regular meetings of the EXCO ensure that matters of importance and pressing issues are resolved in a diligent and speedy manner in other words The primary function of EXCO is the management and oversight of the affairs of the RIM Council in between council meetings.

5.3.2 The Finance Committee: The purpose of the Finance and Procurement Committee is to oversee (on behalf of Council) the financial affairs of RIM and review and make recommendations to Council about the financial affairs and policies of RIM. The aim is also to ensure that RIM procurement processes comply with applicable statutes (such as PFMA) are open, fair and transparent and are of benefit to RIM.

5.3.3 Audit Committee: The Audit Committee members comprises of two RIM Council members and three independent professional business people. In terms of section 51(1)(a)(ii) of the Public Finance Management Act, No.1 of 1999 (PFMA) and the National Treasury Regulations, accounting authorities have to comply with the compulsory establishment of an effective internal audit function, and an Audit Committee to, inter alia, monitor the scope and effectiveness of the internal control function in an entity. King III report requires an independent and suitably skilled audit committee appointed by the "shareholder". Audit Committee have full, free and unrestricted access to all RIM's activities, records, property and employees, as well as to the members of the Auditor-General of South Africa (AGA(SA)), as the case may be.

5.3.4 Heritage Committee: The role and function of the Heritage committee is to provide strategic direction and oversee the operation of the Heritage department of RIM. Its ensures RIM vision and mandate: To retain the significance of the heritage resource; To gather and curate the

heritage resources; To provide excellence in heritage management; To manage the visitor experience; To communicate and interpret heritage values; and To promote the RIM as a WHS are adhered to and implemented.

5.3.5 Policy and Human Resources Committee: The role and responsibilities of RIM Council is to exercise the duty of utmost care to ensure reasonable protection of the assets and records of the public entity. The council has an oversight role in terms of effective control over RIM and is responsible for monitoring management in respect of the implementation of plans and strategies, as well as to ensure and monitor compliance of all relevant laws, regulations and codes of practices, this include setting up specific committees that would reflect transparency and full disclosure.

5.4   Executive Office

This office is comprised of the Chief Executive Officer, Chief Operating Office and the Chief Financial Officer. While the Council is responsible for strategic governance of RIM through providing direction and oversight as the sole authority reporting to parliament and Minister, the CEO, who reports to the Council, is responsible for Executive management of its daily operations.

The Chief Executive Officer is entrusted with the running of the organisation's mission and operations, and with implementing the approved strategies and policies adopted by the Council. The CEO is the strategic image of and head of the institution and the link between the Council and management.

The Chief Executive Officer at Robben Island Museum normally leads the management team of eight people at senior level and running of the organisation's mission and operations. The CEO is also responsible for selecting, motivating and directing the rest of the management team.The CEO is an ex-officio member of Council and reports to its sub-committees. This office coordinates the functions of the RIM Council. Other officers in the Executive office are Chief Operating Office, Chief Financial Officer and the Company secretary.

The roles and functions of each of the executive officers are

5.4.1 Chief Operation Officer (COO): Chief Operation Officer: deals with good corporate governance and operations. He is responsible for the entire management of the daily operations of the museum and ensures that an effective management team is continuously developed. He is responsible for optimal allocation of the museums human resources and ensures the museum's financial and operating goals and objectives are achieved. The CEO ensures that the day-to-day business affairs of the museum are appropriately monitored and managed. The COO ensure continuous improvement in the quality and value of the visitor experience and that the museum maintains a satisfactory competitive position as a cultural institution Crucially the COO complements the role of the CEO including assuming the delegated functions as and when required.

5.4.2 Chief Financial Officer (CFO) The Chief Financial Officer: monitors and controls the operation's finances. He provides both operational and administrative support to the organisation. He oversees the finance unit and serves as the Chief Financial spokesperson for RIM. He assists the COO with all strategic and tactical matters relating to budget management, cost benefit analysis and forecasting needs. He\she is the executive responsibility for financial operations,

including working capital, capital expenditures, debt levels, taxes, budget, and general accounting. Ensure adequate controls are installed and that substantiating documentation is approved and available so that all purchases may pass internal and external audits.

5.4.3 The Company Secretary: The Company Secretary: position is responsible for assisting council and the executive office with managing the museum in a highly regulated environment. The Company Secretary will explore the legal implications and advise accordingly with regard to an array of matters that could include contractual, commercial, corporate, administrative law.

5.5 RIM Organisational Structure


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                          │   Council    │
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│  PA-Council  │────│     CEO      │────│   PA -CEO    │
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                                 │
┌────────────────────────┐       │
│ Chief Financial officer │──────┤
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│ Chief Operational Officer│─────┤
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│   Company Secretary     │──────┤
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| Estates Department	Marketing Department	Tours Department	HR Department	Education Department	Heritage Department	Finance Department
3 unit Managers	5 unit Managers	2 unit Managers	4 unit Managers	3 unit Managers	5 unit Managers	3 unit Managers
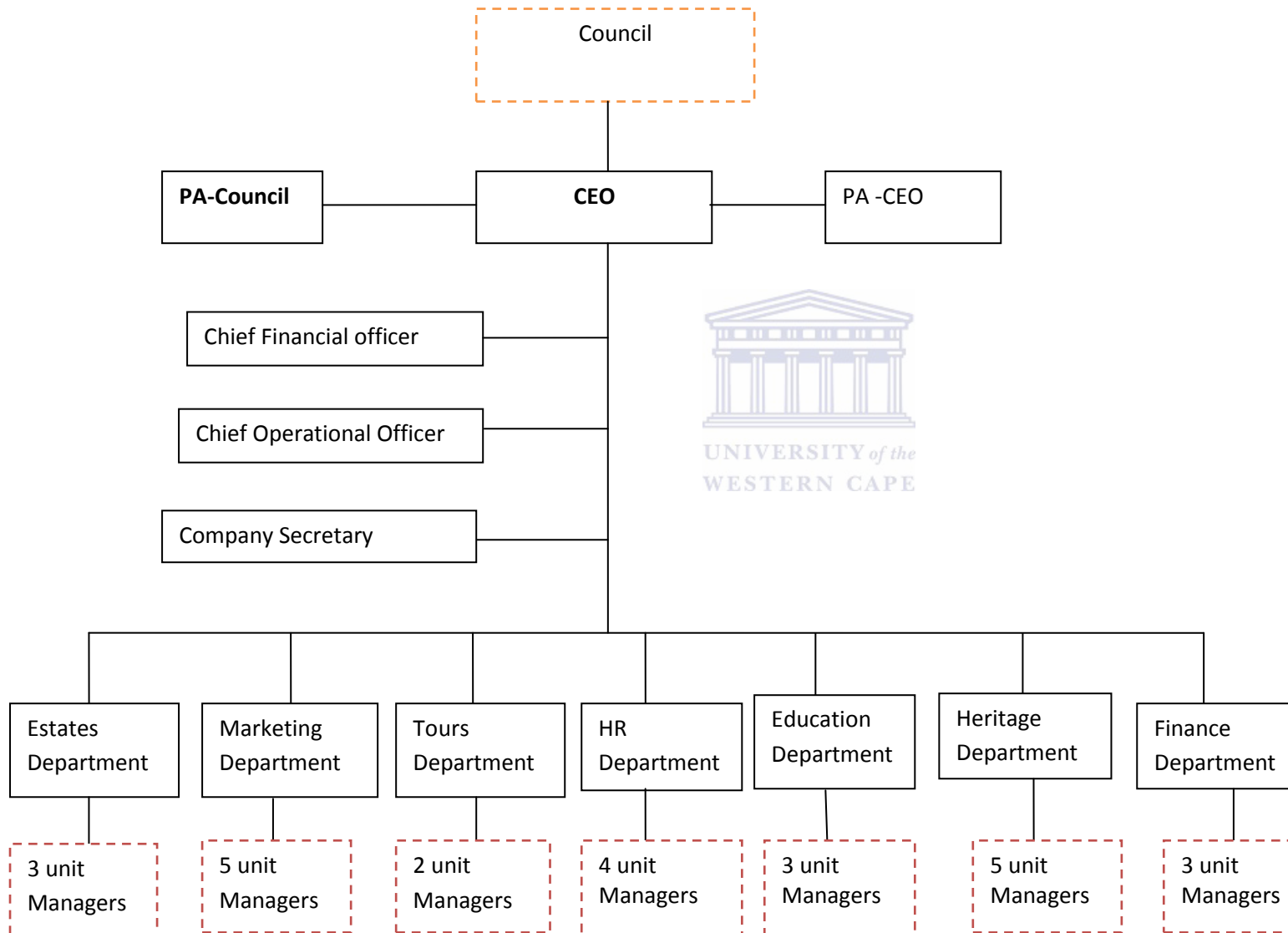
5.5.1 Management

At present (2009) RIM has a staff component of 300, with eight department headed by Senior Managers and 25 Units managers for different units of each department, who report to respective senior managers. The role of each department is essential because the organisational objectives depend on all the parts of the departments functioning as an integrated unit. The different Departments and their core functions are

5.5.2 Tours Department

- Compliance with RIM policy matters
- Managers tours of the Maximum Security Prison and significant sites around the island
- Managers ex-political prisoners who are now employed to work as tour guides
- Maintains important bonds with other provincial and city tourism bodies
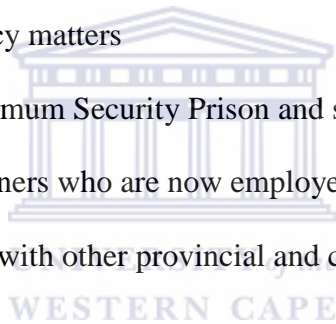
5.5.3 Education Department

- Compliance with RIM policy matters
- Handles all open programmes and initiatives involving the Multipurpose Learning Centre
- Coordinates the annual Spring School event
- Handles the day-to-day management of the Multipurpose Learning Centre
- Initiates and coordinates all outreach programmes and projects (including road shows).
- Responsible for the island primary school and crèche

5.5.4 Heritage Resources and Environmental Management

- Compliance with UNESCO requirements and RIM policy matters

- Ensures the good management of the natural environment

- Deals with the proper management of archival material and museum exhibitions (audio, pictures and documentation)

- Handles all research with respect to the Robben Island narrative.

5.5.5 Estates and Services Department:

Deals with the physical management of the island

- Sees to it that the museum adheres to all municipal bylaws as well as environmental and marine laws

- Maintains links between the Department of Public Works who are responsible for the physical maintenance of the island (they are the island's landlords)

- Deals with disaster management including fires, medical emergencies and shipwrecks.

- Maintains relationships with the National Ports Authority, SAPS, City of Cape Town and countless other outside bodies

Departments that serve to provide support to Heritage, Education, Tours and Estates are:

5.5.6 Finance

Deals with development of written financial and administration policies and procedures and ensure compliance with the PFMA by the institution; Ensure Regular reconciliation of Asset register, Debtors, Creditors, cashbook, bank accounts donors funds and ticket sales. Department identify best practice regarding income generation within heritage institutions and museums. Develop and finalize Rim's Financial and administration policies and procedure.

5.5.7 Marketing

The purpose of the Department is to position Robben Island Museum as a top of the mind brand among local and international stakeholders. The Department strives to ensure that RIM takes its place as one of South Africa's top tourist destinations, and that RIM gains recognition as a valuable and respectable player in the Heritage sector, locally and internationally.

The core function of the Department is to market and promote RIM to stakeholders in a manner that positions RIM as a reputable institution and a Heritage destination of choice. In fulfilling its mandate the Department aims to contribute to the following three strategic objectives of the Integrated Conservation Management Plan; 1. To improve public awareness; 2. To promote the World Heritage Site; and 3 to communicate and interpret heritage value.[28]

5.5.8 Human Resources

Ensures that RIM has the staffing capacity to implement its strategic and operational direction, particularly its World Heritage site and national museum mandate. HR put in place a performance management system and creates a professional work ethic that will ensure the development of leadership and staff capacity and that strive towards

It develops clear objectives and a capacity building programmes with defined outcomes for each unit and staff member to measure effective implementation of the departmental plans

Conduct appropriate training programmes in project management and human resource management

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[28] Report submitted to the World Heritage Committee, 30 January 2006

5.5.9 Unit Managers

Falling under the management of the COO's Office and MANCO and reporting to respective Senior Managers of the various departments are unit managers. Unit Managers are responsible for making the museum functional. They implement the decisions of the various committees and Senior Management Officers and monitors staff and their respective functions. The various Unit Managers and their respective managers are shown in the organogram

5.5.10 MANCO

The museum Management Committee comprising of all the Executive Officer, Departmental Heads or Senior Managers which, plays a pivotal role in making and approving strategic recommendations and ensuring its implementation. The committee, which meets every Tuesday in the week, also deals with issues such as staff appointments, service provider appointments and plays a strategic role in assisting the CEO with the implementation of organisational strategy and policies. Members of the committee comprise the Executive officers and all Senior Managers. Unit Managers joins in an Extended-MANCO meeting once in a month to facilitates operational reporting and decision-making

5.5.11 MANCO Clusters

MANCO is sub-divided into two "clusters". According to shared core functions to facilitate effectiveness and the coordination of activities within the group. These are Heritage/Museum and Support Services clusters. The Heritage and Museum cluster deals with matters of content and the interpretation of the institutions' strategy consist of Estates/Capex /Services, Heritage (including Environment), Tours/ism and Education. The Support Services cluster deals in tactical

strategic operational matters consisted of Chief Financial Officer, Human Resources, Company Secretary, Media Liaison Officer, Security, IT Specialists and Marketing.

5.6 ANALYSIS OF THE QUESTIONNAIRE

The sample comprises of key stakeholders and participants in the Governance, Executive and Management levels of RIM. The members of the first RIM council and members of the subsequent council were targeted for information concerning how and why RIM started and what the major challenges and achievements of establishment. The past executive officers were target as a source of information on the development of organisational structure and with problems of its organisational restructuring. The management on the other hand was selected for interview for information on the current managerial problem and challenges of the museum.

The questions asked were to gain crucial insight on strategic organisational structural problems, issues and concerns not apparent in the various documents, minutes of meetings, annual reports and related documents. I will briefly explicate these questions and the responses thereto.

Question 1: How was the first Council constituted?

The respondents indicated that the first council was not elected as stipulated in the act.

In terms of the act a process of nomination will be followed by appointment of council members by the minister.

The respondent indicated that the process followed for the first council was; some members of the future of the Robben Island Committee set up by the Government in 1996 to decide on the future use of the Island became Council members and other became executive officers of the organisation. The first Council which was appointed in 1998, for two terms of three years which extended from 2004 to 2007 consisted of members of the Future of Robben Island Committee.

Question 2: Was Council governance oversight compromised because of the above?

According to the respondents council governance was compromised because two of the Council members became executive officers, while concurrently serving as Council members. These Council members turned executive, managed the institution and report to the same council in which they were members. This blurring of the line between the Council and the Executive is problematic given the need for a distinct separation between the roles and duties of the executive, who manages the organisation and the Council whose role is one of oversight rather than executives duties.

Question 3: Is there a clear separation of roles and responsibilities?

The respondents agree that a clear separation of power and responsibilities is contained in the policies but in practice this is not the case. This is due to the fact that council members are appointed to executive positions but still function as council members. This results in a blurring of roles and responsibilities.

The respondents indicated that the lack of separation between the role of the Council, Executive office and operational management of the institution is a major problem. According to the Act which stipulates the role, responsibilities, duties and obligation of the Council, members are supposed to provide strategic direction and oversight while the Executive office is supposed to implement the strategic direction subject to overview by the Council, with operational management left for senior manager. This overlap of role of Council, Executive and operational management is therefore one of the major problem of governance and structural organisational management of RIM.

Question 4: Was key Executive positions filled?

The respondents stated that the fact that the position of the COO has been vacant without replacement since 2007 and there have been different incumbents as Company Secretary who never lasted in the position for a full year. In 2006 the first Company Secretary was appointed to oversee the legal aspect of executive management, but in the period under review there were 3 Company Secretaries from 2006 – 2009. The respondents are of the view that the non-appointment of these important positions had a detrimental impact on the operations of RIM. These positions are important to ensure the implementation of council strategic policy direction. In the absence of the staff these responsibilities were taken over by the CEO but no real emphasis had been placed on the associated responsibilities.

Question 5: What are the reasons RIM started operation without an organisation management structure aligned to its strategic objectives?

This question was asked to understand the reasons for the lack of a design organisational structure before RIM commence operation as a museum and tourist destination. According to interviews conducted with founding council members, the reasons for the start of operation at RIM without formal governance and management structure were;

- The government directive that the museum should be opened to tourist immediately

- The symbolic significance of the heritage of RIM to the new democratic South Africa

- The immense interest in tours to Robben Island by the general public

- Lack of a model to follow and expertise in the sector, as stated by one of the founding committee created to deliberate the future of RIM, who eventually became a council members, 'there was no precedent to follow as the idea of RIM was to be a museum of a different kind from other existing museum'.

As stated at the beginning of this study, the background of RIM as a Public entity is the anti-apartheid struggle championed by the African National Congress (ANC). It was therefore necessary for the newly elected government to show to the people of South Africa the seriousness of intent to transform institution of racial pain and unjust such as RIM immediately to reflect the new South Africa. Not only is political consideration a factor, but also the incipient period of RIM as a Public entity is the tumultuous transitional period of the immediate post-apartheid democratic South Africa that demands radical transformation with no precedents to follow.
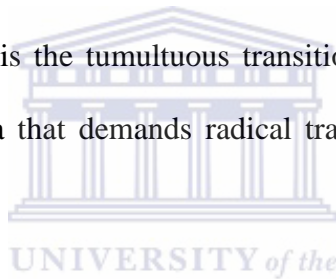
As stated in all the responses to this question, the lack of a formal organisational design of RIM was informed by the momentum of the time 'to hit the ground running' and transform the society through appointment of Africans in to Management positions, as pioneers of transformation.

As revealed in the study, this is a major challenge for RIM organisational management as positions and structures was created and designed based not on alignment to strategic objectives but on interests not align to the strategic objective of RIM. As seen in the various attempt at restructuring the organisation, beneficiary of this procedure has been most resistant to the organisational restructuring in the institution.

Question 6: Do you have any concerns about the Management structure and system of RIM? If so, what are they?

As discussed in the analysis of the previous claim by the respondent that, RIM organisational structure including in some cases departments and units was sometimes built around personalities rather than structure align to skills designed to achieve RIM strategic objectives. This question therefore was posed in order to understand the background of the organisational management structure of RIM, not captured in the archival documents.

According to a respondent to the question who at various time served as a member of the 'Future of Robben Island planning committee', a council member and eventual as Chief executive officer. The origin of RIM organisational structure notably the Council, Executive officers and Management was the Directive by the then Minister of Arts and Culture Mr. Mtshali. The Minister convened the first Council for RIM in 1998, which made some member of the Future of Robben Island planning committee Council members, and named a member of the Committee the Chief Executive Officer of the museum and other member also appointed into management position.

According to the respondent, individuals were appointed to executive and managerial position without skills aligned to the strategic objective of the organisation, with the only criteria being struggle criteria, which ensure that the ex-political prisoner on the island have a great influence on the human resources capacity of the organisation.

Another respondent indicated that, the key problem of the development of RIM organisational structure was that ex-political prisoners, Heritage professionals, became Executive/Manager

without any transformatory managerial expertise. He argued that management of an organisation is different from heritage curating, because the training, aptitude and the skills for the different position required are different.

This was however dismissed by another respondent who suggested given the uniqueness of the RIM heritage, it demands a different type of heritage management organisation structure as a model of transformation due to its unique symbolism. According to him, the greatest heritage asset of RIM lies in the EX-Political prisoners, he therefore argued for structure built around the struggle credentialed individuals as necessary for keeping to the mandate of RIM.

Question 7: What the major challenges and problems facing RIM as an organisation?

This question was posed with the aim of identifying the major problems of RIM operational management align to its strategic objective. The background to any challenges and problems of RIM is as another respondent stated, was that RIM operates in a transformation socio-economic resistant environment of Cape Town Tourist and Heritage sector, which demand in addition to struggle credential, competency in business organisational management, which was lacking.

According to a former executive officer who responded to this question, RIM is currently facing serious challenge as an organisation because its structural human resources capacity was not aligned to its strategic objectives. According to him, the executive is burden with challenges of a bloated organisational structure, because of the increase of staff and components, not aligned to its strategic objectives. He stated that a lack of strategic human resources planning is negatively affecting the organisation and resulting in duplication of functions. The lack of coordination

resulted in management operating within own departmental sphere of influence, without due consideration for the overall mission and objectives of RIM.

Another serious problem facing RIM identified by another respondent is that, some employees of RIM have no previous experience of similar nature and this creates an environment of nepotism. He argued Robben Island compensates its staff over and above the market value and benefits are among the best, but lacks a performance management system.

Another challenge identified by the respondent who as interim Chief executive officer attempted a restructuring of the organisation is what he called 'digging-in heals' by some people who benefited from some of the anomalies which have dogged the institution since its establishment; e.g. bad recruitment practices of the past, leadership instabilies over the past few years, etc. Some of these anomalies, he stated, have led to some individuals assuming for themselves a lot power and building walls around themselves; thus becoming unchallengeable, and becoming a law unto themselves, challenging authority at will, and refusing any change processes that threaten their comfort zones. According to him some of these individuals hide behind the Union, which has itself become too powerful to a point of being a parallel management authority. The mere mention of the word 'restructuring' threaten such individuals (and the Union) who tend to see restructuring as nothing else but retrenchment. He concluded his response by stating that the major challenge facing RIM as an institution is to convince RIM staff and stakeholders to see the benefits of restructuring in the long-term interest of the organisation. However, an even more difficult challenge is how to do restructuring effectively.

Question 8: Is the organisational structure designed to achieve RIM strategic objective?

According to the respondents RIM with a staff total 250, has 8 senior manager and 25 units managers with numerous Coordinator under the units managers. There are unit Managers with less than three staff and some who are the only staff in the units. This situation is not only structurally unsound and duplicitous, but a drain on the institution overhead cost. The current organisational management structure is very confusing, there are too managers in relation to overall staff leading to many reporting structure and redundancy.

RIM Staff – Management Ratio
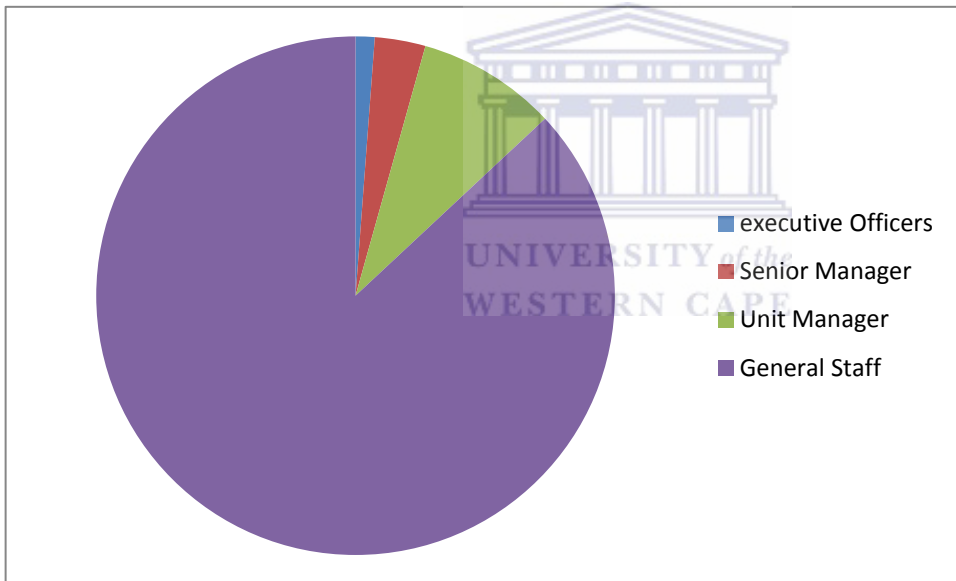
Executive=1%

Senior Managers=3%

Unit Managers=9%

General Staff =87%

The implication of the pie chart above seems to confirm that the overall management structure of RIM developed in an *ad hoc* (emergent) manner without sufficient regard to the organisational structure that would be optimal to the delivery objectives of RIM.

A major finding in relation to the operational management structure is the fact that there are too many managers and not enough staff. While, there needs to be clear lines of responsibility and a detailed organisational structure that supports the role of management in delivering within the mandate of RIM. Currently the different departmental management tend to operate within own departmental sphere of influence, without due consideration for the overall mission and objectives of RIM.

Question 9: According to your experience what are your recommendations to overcome RIM organisational governance and administrative challenges?

One recurring position of all respondent is that unless RIM embarks on a major restructuring process it would continue to battle to sustain its relevance, significance, or survival in the long term. According to one of the Interim director who tried unsuccessfully to restructure the institution, the objective of organisational management of restructuring of RIM is to transform the organisation into a corporate structure that align the resources and their use with the needs of RIM and makes it not only effective but also financially sustainable.

The need for restructuring of the management of RIM as an urgent priority was also suggested by another former executive officer. According to him, there is a need for organisational restructuring of RIM because of the changes in the environment in which RIM operates. He cited

different legislative policies that were not in existence during his tenure as executive officer for instance PFMA.

One crucial suggested recommendation by a former executive officer who led the last aborted attempt at RIM restructuring is that there is need for a complementary relationship in Heritage institution/Museum and managers with administrative management skills who manages the strictly public corporate operations in conjunction with Heritage professionals. He argued that Academics, researchers, archivist and other heritage professionals who curate heritage should leave operational management to managers, and their dabbling in Management in the case of RIM is one of the major problems of the institution.

Question 10: Do you think there is a need for structural change in RIM organisational management?
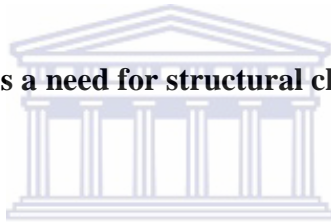
As early as 2001 the institution embarked on fact finding missions and attempts to relook at how it conducts its business and see if its structure still delivers to the mandate. The purpose of the review was to understand the existing structure, operations and core functions within the context of the organisation's mission and vision. Its objective is to evaluate to what extent the current structure optimally supports the goals of the institution.

This is an open-ended question to explore options for corrective recommendation of the identified challenges of the governance and management of RIM posed to the participant in the questionnaire.

Table: Analysis on recommendation to restructure or not restructure RIM

Should RIM be Restructured	Positive response	Negative	Not sure
Ex-Council members	70% yes	30%	
Executive	80% yes	20%	
Senior Managers	60% yes	30%	10%

The last attempt at restructuring of RIM was made in 2008 by an interim CEO who was briefed by the Minister of Arts and Culture to restructure RIM. The Minister, Dr. Pallo Jordan already made some pronouncements in May 2007 during his budget speech that RIM must be restructured in the midst of institutional turmoil as a result of ending a contract with Makana Ferries and the embarrassment of broken boats in the middle of December dating back 2005. The Auditor General's reports of 2005 give testimony to such institutional embarrassment the report stated that RIM, as a public entity needs to consider organisational structural changes if it is to survive in the Museum heritage and competitive tourism environment.

According to one of the former interim CEO interviewed 'RIM should embark on a major change process, because most of the foundational premises, on which it was established, have either changed or are no longer applicable. On the other hand, new imperatives have emerged'.

He argued that without a performance management system in this day and age, for an entity that was established in 1997, could only drive the organisation to extinction, at a time when even the Government has re-aligned itself to become a highly performance-driven establishment'.

According to him, the environment in which RIM operates today has become more service delivery, corporate governance and performance oriented than when it was established in 1997; yet RIM has changed at a very slow pace if at all, to adapt to the current environment.

5.7 Summary

In this Chapter, the procedure of how the study was conducted was presented. Furthermore the data was analysed and preliminary findings was presented. Crucial finding of the analysis will form the basis of the recommendation presented in the last chapter as conclusion.

CHAPTER SIX

FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

6.1 Introduction

This chapter is a summary of the findings and presents the recommendations emanating from the findings aimed at strengthening the governance and management of RIM. The chapter starts with the restatement and drawing attention to the research question and objectives that guided the research. This is followed by the discussion of the findings and the recommendations based thereon.

6.1.2 Research Question and Objectives of the Study

The aim of the study was to investigate and identify the problems and challenges of organisational management Robben Island. The research findings enabled the proposing of recommendations to address and strengthen the organisational management of RIM.

The central research question that guided the study was what were the administrative, management challenges of RIM, and in what ways did it affect the operational effectiveness of RIM as a national museum and World heritage site?
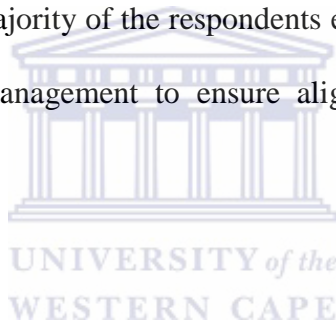
The overall objectives of the study were:

- To investigate and identify the management problems and challenges that resulted in the current precarious situation that RIM is finding itself.

- To research the legislative and policy framework that guides the operations of heritage sites such as Robben Island Museum.

- To propose recommendations based on the findings to address the structural organisational challenges of RIM.
- To contribute to policy formulation in the management of Heritage institutions in South Africa.
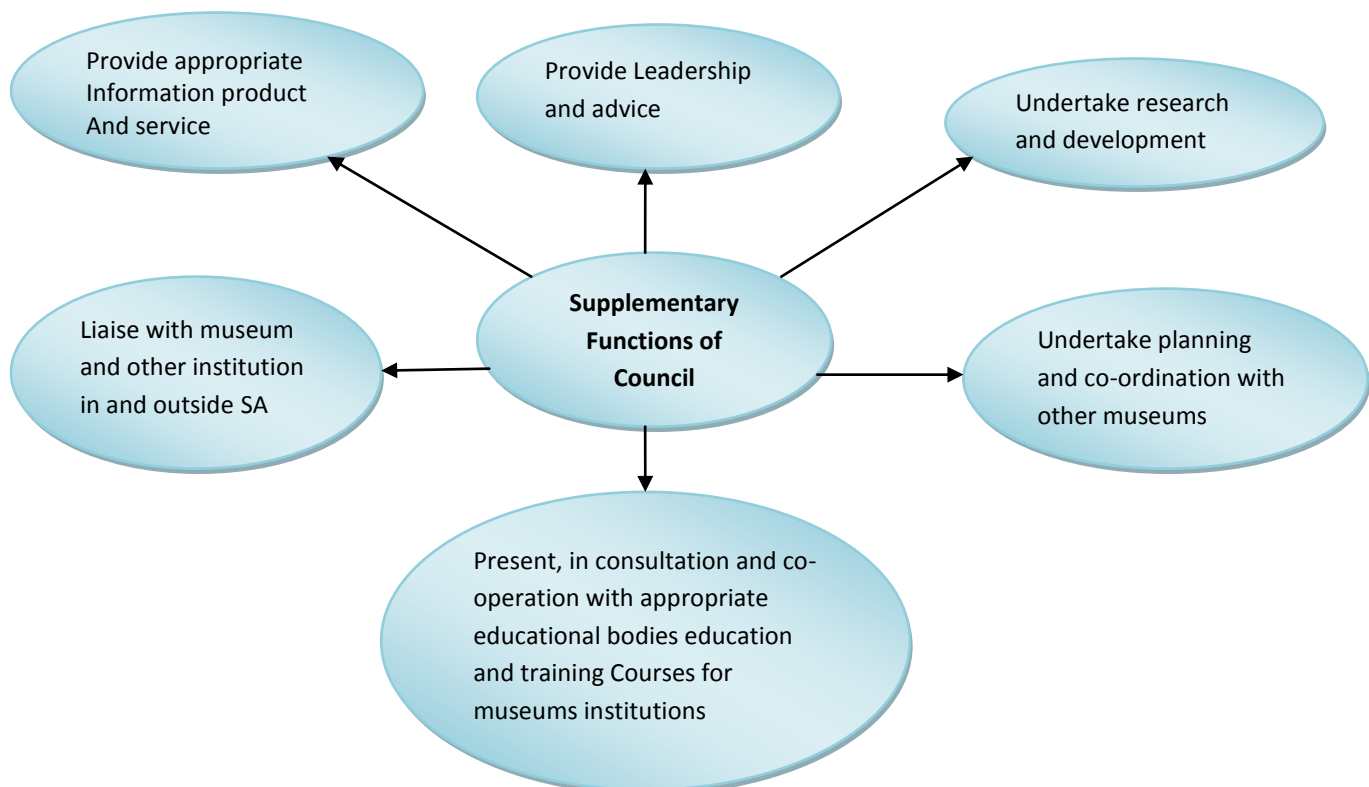
6.1.3 Research Findings Overview

The findings indicate that most of the recurring challenges of RIM as a public entity stems from its lack of alignment of the vision, mission, strategy and structure. The nonalignment of the key organisational factors resulted in organisational resources not applied strategically to achieve organisational mission. A large majority of the respondents expressed the view that RIM should restructure its governance and management to ensure alignment to its strategic vision and mission.

6.1.4 Governance: Council

Supplementary Functions of council

Provide appropriate Information product And service

Provide Leadership and advice

Undertake research and development

Liaise with museum and other institution in and outside SA

Supplementary Functions of Council

Undertake planning and co-ordination with other museums

Present, in consultation and co-operation with appropriate educational bodies education and training Courses for museums institutions

Depiction of RIM council functions emanating from the data analysis

As discussed in chapter five, RIM derives its mandate as a public entity from the Cultural Institution Act of 1997, which stipulated the establishment of a Council tasked with the Governance, management and strategic direction of the cultural institution. The first RIM Council appointed by the Minister in 1997, consisted of members of the 'Committee for the future of Robben Island' tasked with deciding the future of the Island after its vacation by the Department of Correctional services. This finding revealed a commitment by the government to translate the vision of RIM into concrete reality, by appointing the planners of the vision of Robben Island as Museum to be responsible for its implementation. The Chairperson of the 'Future of Robben Island Committee' Mr. Ahmed Kathrada was also the Chairperson of the RIM Council from 1997 until 2006.

Furthermore, the study showed that the shift and overlap in responsibilities and duties of Council members from providing overview and strategic direction to executive management of the organisation directly lead to management challenges. The research shows that after the abrupt resignation of the first Executive director in 2002, a serving Council member assumed the position of the Chief Executive Officer of the Institution and did not resign his council membership until 2005. It is also noteworthy that this council member turned CEO of the organisation solely managed RIM without a council from 2006 -2007. This is an important finding because the CEO operates with no board governance oversight. The lack of accountability on part of the CEO could be contributed to some of the organisational difficulties experienced by RIM.

Another finding related to the Council shifting roles was the open confrontation between the Chairperson of the 2007 constituted Council and the Interim CEO appointed in 2008 because of a lack of a clear understanding of demarcation of the role of Council chairperson and the Executive in management of the organisation.

The findings confirmed that a shift in roles and responsibilities between council and executive management compromises the crucial oversight role of council in terms of effective control and monitoring management in respect of the implementation of plans and strategies as well as monitoring compliance of all relevant laws, regulations and codes of practices.

6.1.5 Executive Office

A major finding of this research is that formal appointments of executives were only done in 2004, seven years after its establishment as a public entity. According to the RIM 2004/5 Annual Report, RIM was managed by an interim ad-hoc management structure from its beginning in 1997 until formalization of a management structure consisting of the Executive officers and senior management in 2004.

This office is comprised of the Chief Executive Officer, Chief Operating Office, the Chief Financial Officer, and a Company Secretary. The CEO, who reports to the Council, is responsible for Executive management of RIM mission and operations, and with implementing the approved strategies and policies adopted by the Council. Another crucial finding on RIM executive office is that the first CEO was by appointment without the position being publicly advertised as prerequisite by law for such positions. Another finding crucial to the CEO position is the high turnover of incumbents for the position. The study revealed that from its beginning as

a public entity in 1997 to 2009, RIM has had six CEO with only two as full incumbents while the other four served in interim positions. Crucially out of these interim CEO, two were also serving council members, more importantly; no CEO of RIM has left the office in any formal manner all has been pressurised by circumstance.

The finding revealed the lack of continuity and management uncertainty, which is a panacea for organisational crisis. The fact that more than five CEO has managed the organisation in the span of 12 years and none of them has completed their contract term therefore revealed a lack of consistent leadership to implement the strategic vision and mission of RIM.

Another problem identified in this findings, is the dual role of being a member of council and the executive officer reporting to the same council. According to this study, this duality not only compromise the role of council but subvert it control, monitoring and oversight function by virtue of been both a councillor who is privy to the privilege of Council and an officer who executes the strategic objective of the council.

The findings indicates that the first RIM executive and council members were drawn from ex-political prisoners, academic, political activist rather than heritage managers or people with corporate management orientation. While this was understandable given the immediate transitional period of the late 1999 but it impacted on putting RIM on a path of organisational efficiency.

Based on the finding of this study, it is necessary to consider the position of COO and Company secretary. The response of questionnaire to the importance of this position in the organisation was that since the organisation has survived from 2006 to 2009 without a COO, it is imperative

for RIM to consider the necessity of this position given the numbers of senior Managers in the institution. Further in relation to this finding is the position of the Company Secretary, which needs serious, consideration. The high turnover of incumbents in this position not only question its indispensability, but makes the organisation vulnerable, as incumbents are privy to highly confidential documents of the organisation.

6.1.6 Operational Management

As revealed in the discussion of the organisation structure of RIM management in the previous chapter, RIM management is divided into eight departments headed by Senior Managers and 25 Units managers for different units of each department, who report to respective senior managers. The role of each department was designed to integrate because the organisational objectives depend on all the parts of the departments functioning as an integrated unit.

While the management structure revealed an integrated product design of its different departments, however, a major finding of this study is the lack of adequate integration between the core museum/heritage function and the support functions. As illustrated in the 2004/5 RIM annual report, the Heritage and Museological Research analysis is the driving engine of the activities of all department of RIM (Figure 1-7 2004/5 annual report)[29].
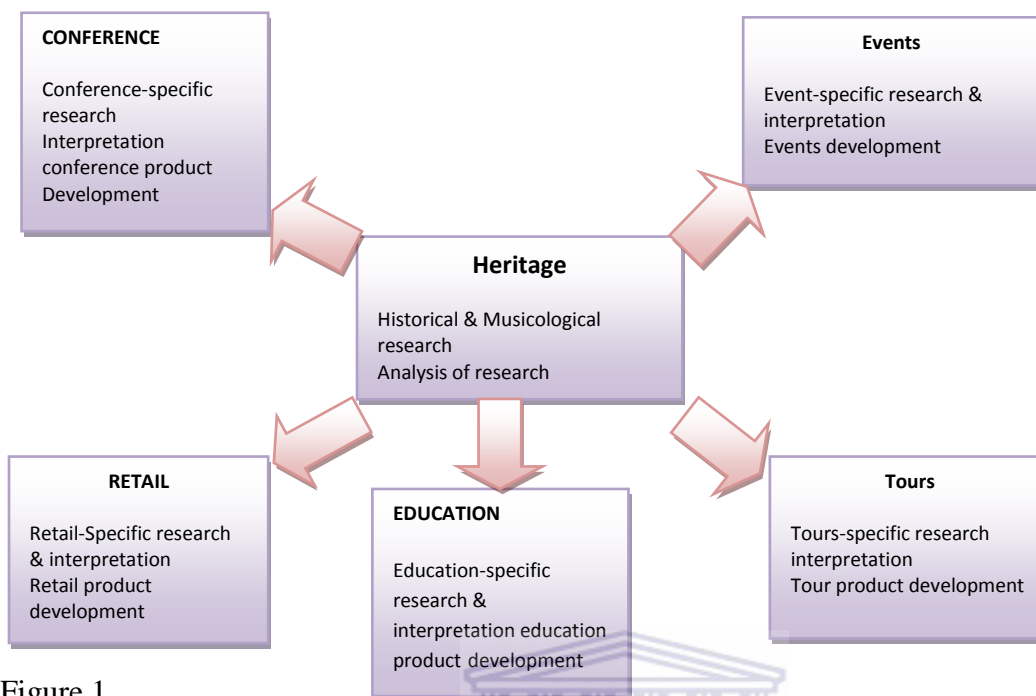
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[29] RIM Annual Report 2004/5

Figure 1

However, over the years, especially from 2006, support function especially ferry operation tied to tourism operation has dominated the management operation of RIM, rather than Heritage research as shown in figure 1.

Another important findings of the study is the consistent response in the questionnaire that, one of the management problems of RIM was that individual were appointed to managerial position without skills aligned to the strategic objective of the organisation as revealed in the study, RIM the human resources capacity of the organisation is problematic.

The findings indicate that given the uniqueness of the RIM heritage, it demands a different type of heritage management structure as a model of transformation due to its unique symbolism. According to him, the greatest heritage asset of RIM lies in the ex-Political prisoners, he

therefore argued for structure built around the struggle credentialed individuals as necessary for keeping to the vision of RIM as contained in its mandate.

While this is important given the history of RIM, however it is necessary to source skilled professionals to augment the roles these important stakeholders perform in the institution. It is the position of this research that Museum as a corporate public entity needs skilled professional manager if it is to be sustainable in the end because heritage curating is different to management, the training, aptitude and the skills for the different position required are different.

Another major finding of this study is the duplication and overlaps in the management structure. RIM with as staff 300, has eight senior managers and 25 units manager, this complexities of overlapping management structure is unsound as argued by management theories discussed in chapter two. As suggested by one of the respondents to the questionnaire, RIM management structure is a case of too many chiefs and not enough natives. This study discovered units with less than two staff and some with only the unit manager as the only staff in the unit, which raises the question of what is been managed? This not only revealed a lack of clear definition and demarcation of job description, evident duplicities of functions, but it is also a panacea that nothing is done in the end because of buck-passing.

A finding of this study is the lack of a central administrative management office reporting to the executive office for keeping the memory of the institution. At present all, the eight department administrators report to their respective senior managers without any oversight or control of their administration function from the executive office. RIM administration is not centralized with departmental administrators operating in isolation without any strategic directions from the executive office. This clearly revealed a lack of a coordinated administrative management in

RIM. It is the position of this study that the executive office of RIM should consider centralizing the administration of all departments of RIM in the executive office for efficiency of operation and control of resources and contracts.

6.2 Key Recommendations

Below are the central recommendations of this study:

- This study recommends an organisational management restructuring beginning with designing an organisational management structure aligned to RIM's strategic objective and accumulated resource for fulfilling its mandate.

- It is recommended that, in order for RIM to achieve successfully restructuring, management and staff need to be fully consulted and supportive of the restructuring process

- It is a recommendation of this study that the restructuring process should consider the position of unit managers; some should, be collapsed into units that are more viable or erased.

- It recommends that all departmental administrators should be centralized in an administrative office reporting to the executive office to ensure effective administrative management of resources, develop a central record management system and ensure the building of RIM institutional archive.

- It is recommended that there should be clear definition and demarcation of the roles and responsibilities of council and the executive management of the

institution. Council should be independent and not engage in operational executive management to be able to provide strategic direction and effective oversight.

- No Council member under any circumstances should assume executive position, in order to maintain the independence and integrity of the oversight and monitoring role of Council.

- Based on the finding of this study, it is necessary to consider the position of COO and Company Secretary. This study recommends that these two positions in the executive office be assessed for the usefulness to the organisation structure of the organisation or be disbanded at all.

- It is recommended that RIM appoint skilled heritage management professional in order to develop a sound business model that can further its strategic objectives.

- It also recommended that RIM undertake a major skills audit of its managers to identify managerial skills development needs of the organisation and this should continue annually.

- The existing dysfunctional structure has evolved over time and not designed for optimum operational delivery. It recommends that top management team need to be supportive on restructuring effort and fully committed to moving the restructuring process forward in line with the RIM mandate and its vision

- It is recommended that it necessary and imperative to source people with cognate skills for RIM council and executive office to guide and manage the institution.

Given the socio-economic and political environment RIM operates, it is necessary to have a Council and Executives, who are not only skilled in heritage institutional management but who can position the organisation to survive in the fluid and competitive climate of the museum, heritage and tourism sector.

6.3 Conclusion

This study showed that many of RIM organisational and management challenges could be traced back to its initial beginnings.   Political vision and commitment but, lack of organisational principles to establish an effective administration has resulted in the many problems experienced by RIM.   This study shows the importance of the Council to provide strategic direction and senior management to implement in order to establish a well-functioning Robben Island Museum cannot be sufficiently emphasized.   A key challenge for the museum is to align its vision, mission, strategy and structure to achieve the mandate as contain in the legislation.   The success of RIM's transformation resides with senior management and their ability to understand the organisational challenges and develop appropriate strategies to guide the organisation to achieve the organisational objectives.

A number of recommendations were made based on the research findings.   The research findings could be used as a base for future research on organisational challenges of heritage organisations.

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