

**Investigating the Existing Organisational Culture that can be Influenced towards  
Improving Performance in the Public Service Institutions**

A research Report  
Presented to the

Graduate School of Business leadership  
University of South Africa

In partial fulfilment of the requirements for the

**MASTER DEGREE IN BUSINESS LEADERSHIP  
UNIVERSITY OF SOUTH AFRICA**

By

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**DECLARATION**

I, Trevor Phosizwi Mkhize the undersigned hereby declare that the research report "Investigating the existence organisational culture that can be influenced towards improving performance in public service institutions" is my own work, and that all sources that were used or quoted have been indicated and acknowledged by means of complete references.

.....  
Trevor Mkhize

.....  
Date

## **ACKNOWLEDGEMENT**

Most importantly I would like to give worship and praise to the Almighty God for walking and carrying me through this mile.

I would also like to extend my sincere gratitude and appreciation to the following individuals who have made a contribution towards enabling me to complete this research report.

- Nico Schutte, my study leader, for the passion that he displayed for my research, as well as for his guidance, advice and continual prompt response.
- My colleagues at National Treasury for their support especially Moshibudi Mahlo for her sustained assistance and proofreading of the report.
- Lindsey Kotrba at Denison Consulting for the knowledge and assistance that she imparted to me on the Denison Organizational Culture Survey.
- All the respondents, who openly and willingly participated. Without your support, none of this would have been possible.
- My whole family for their encouragement and personal sacrifices they made in supporting me through this research.

## A - DEFINITION OF TERMS

No.	Concepts	Concept Clarification
1	Key stakeholders	Are the base on which successful strategy is built. National Treasury key stakeholders are taxpayers, its employees, Ministry of Finance and Government Departments.
2	Objectives	Statements that describe what an organization or business unit wants to achieve via its key stakeholders.
3	KPI's	Key performance indicators are measures of performance that are central to success of an organization.
4	Programs	It's a statement of activities to be done in order to accomplish a single-use plan. They are simply more detailed plan for the eventual implementation of strategy.
5	Budget	It's a statement of corporation's programs in terms of money whereby a detailed cost of each program is listed for planning and control purposes. Once the programs and budgets are approved, procedures must be developed.
6	Procedures	Employees guide in their day-to-day actions and are merely a system of sequential steps or techniques which describe how a particular job or task should be done.
7	N.T.	National Treasury – National Government Department
8	DoE	Department of Education – National Government Department which gives policy guideline that are implemented by provincial education departments.
9	MTEF	Medium Term Expenditure Framework
11	UNISA	University of South Africa
12	SBU	Strategic Business Unit
13	Management Practice	What managers do in the normal course of events to use human and national resource to carry out the organisational strategy?
14	Performance	To delivering a deliverable, degree of complaints by stakeholders, employees' turnover and adherence to the Act.
15	Leadership	Refers to the mindset and behavior that encourages taking needed action.
16	Developmental State	In South Africa, the concept of the "developmental state" is somehow synonymous with the delivery state, generally used to mean a state that drives development, in contrast to a free-market approach.

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## CHAPTER 1: ORIENTATION

*"The systematic study of the organisation's ability to develop and sustain a culture capable of delivering quality products and services overtime enables us to identify and understand the general requirements for doing so and provides insight into how to do it"*  
Owen et al (2001)

### 1.1 INTRODUCTION

The regime and other changes that have taken place in South Africa as from the early 1990's exposed the country and its people to new realities. Many challenges became palpable, especially in the public service where radical and continuous changes had to take place even quicker than in any other sector because of the importance of equitable service delivery (Skweyiya and Vil-Nkomo, 1995). For South Africa to realize the objective of building a developmental state, the public service has a critical role to play in delivering the goods and services required to accelerate economic growth, reduce poverty and inequality and improve the lives of all South Africans. An effective state is the most important catalysts which can enable South Africa to reverse the negative legacy of the past, reduce inequality and create a truly non-racial and non-sexist democracy in South Africa (ASGISA, 2006).

In view of the importance of a high performing public service, monitoring and measuring performance of service delivery became an important process that was even prescribed by the legislation (Public Finance Management Act, 1999, Public Service Act, 1994). This view to organisational effectiveness is aligned to human resource issues such as recruiting and selecting the right people, productivity of employees, performance appraisal and reward systems (Chien 2004).

After all the effort that has been put towards improving public service performance, it is unfortunate that the public sector is not performing anywhere near the level where it should be performing (Public Service Commission Report, 2006). The report by the Public Service Commission also highlights the fact that over the years, monitoring and measuring performance has proved not to be very

successful in improving performance for most departments. As much as the solution to the myriad problems that plague the public service might be complex, the underlying and the most important issues that have mostly been overlooked are the soft issues which reside within these institutions. Issues like organisational culture, organisational reputation, product and service reputation that have proved to have a decisive influence on organisational performance (Harris & Ogbonna, 1997). Owen *et al* (2001) supports this notion when saying, it is the soft stuff of culture which, in reality, drives the hard measures upwards. Hofstede & Bond (1998) also suggests that if culture accounts for the economic performance of various countries, the idea of a corporate culture also serves to provide a basis for understanding the differences that may exist between successful companies and government departments that are operating in the same national culture.

Organisations, whether for-profit, non-profit or governmental, are complex entities. It is this complexity that influenced researchers to describe and analyze them as systems of interdependent core elements (resources, activities, and policies). The long-term success of an organisation is very much reliant on its ability to sustain the delivery of quality products and services (Porter, 1996; Rivkin, 2000; Siggelkow, 2002).

The role of organisational culture is essential to understand organisational behavior because of its strong influence on employee's behavior and attitudes (Wagner, 1995). According to Chien (2004), good performance and organisational effectiveness can only occur when employees know and understand the culture of their workplace. Research has also shown that organisational culture generates a high level of commitment and performance (Sorenson, 2002; Carmeli and Tishler, 2004; Deshpandé and Farley, 2004). Therefore, systematic study of the organisation's (in this case public service organisations ) ability to develop and sustain a culture capable of delivering quality products and services over time, enables us to identify and understand

the general requirements for doing so and provides insight into how to do it (Owen *et al* (2001).

Organisational culture refers to the underlying values, beliefs, and principles that serve as a foundation for the organisation's management system as well as the set of management practices and behaviors that both exemplify and reinforce those basic principles (Denison, 1990, van der Waldt, 2004). If performance management is to ensure that the strategic objectives of the organisation are to be attained, whether the institution is public or private, a sound understanding of culture and more specifically organisational culture must be developed (Denison and Mishra,1995; Parker and Bradley, 2000).

According to de Waal (2004), the theory predicts that during the performance management process, efficient and effective steering and control of the organisation is achieved by:

- Formulating the mission, strategy and objectives of the organisation;
- Translating the objectives to the various management levels of the company; and
- Measuring the objectives with critical success factors, key performance indicators and the balanced scorecard and taking quick corrective action based on regular reporting of the indicator results.

But in practice, for steering and control to be efficient and effective it is imperative that organisational members (managers and employees) display performance-driven behavior, which is defined as goal-oriented behavior (Lipe and Salterio, 2000; Martins, 2000). Research shows (Sorenson, 2002; Carmeli and Tishler, 2004; Deshpandé and Farley, 2004) that the combination of performance-driven behavior and regular use of the performance management process leads to improved results (Ahn, 2001; Sandt *et al.*, 2001; de Waal, 2002).

This study is undertaken with the aim of investigating performance driven behavior by using a quantitative method to empirically test the cultural elements that have major impact on employees' performance in the public service.

## **1.2 STUDY OBJECTIVES**

The purpose of this research study is to investigate, discover and analyse the gap that exists between performance efforts of different public organisations. The underlying belief being that, bridging this gap is the road towards significantly improving performance in government departments and public sector as a whole. Peters and Waterman (1982) attests to that belief by stating that successful organisations possess certain cultural traits of excellence and Ouchi (1981) presents a similar relationship between corporate culture and increased productivity.

This research study is undertaken to investigate the culture of public organisations that can be influenced towards improving performance amongst the public institutions, particularly, the national government departments. Its attempt is to investigate performance driven behavior by using a quantitative method to empirically test the cultural elements that have major impact on the employee's performance. It is through the generation of such knowledge and enhancing the existing body of knowledge that the performance culture of public sector organisations can be improved.

Therefore the study aims towards constructing an understanding of how a culture of best practice, appropriate to public sector in South Africa, can be developed. This investigation will be done through the use of two national departments, National Treasury (NT) and Department of Education (DoE).

### 1.3 STATEMENT OF THE PROBLEM

The challenge that is faced by public organisations is to find a way to change their culture to the one which cultivates the use of business and operational plans for strategy execution and performance excellence. As much as it is agreeable to say that there has been progress in improving access to services (education, health, social security), there has also been an improvement in the recognition of citizens' rights in terms of the Constitution (Act of 108 of 1996). However in cases that require complex interactions between public servants and people directly like issuing of Identity Documents, service delivery has come up short. These circumstances include services such as education, health, policing, welfare services, home affairs and small business support (ASGISA, 2006). The puzzle to this jigsaw is, why does the public service succeed in delivering hard stuff like roads and water pipes, or services that require IT and communications systems but fail when the service requires two or more people to interact?

In general, most organisations use a combination of cost reduction exercises and quality improvement to improve their performance (Grant, 2005). On the other hand, Mobley *et al*, (2005) is of the opinion that, to realize rapid results, the less obvious and less tangible yet most effective factor is organisational culture. Even though culture evolves over time, it goes a long way to guide the perception of what is important (value), what is possible (opportunity), and what is real (reality) (Manetjie 2005, Williams 2006). Black (2000) is of the opinion that, it is the responsiveness to the country's environment, leadership and employee's behaviors, systems and infrastructure design that serve to create the organisation's culture. These are set of shared beliefs and experiences that define the identity of an organisation and serve to guide its behavior.

Organisational culture comes to be expressed through the routine that becomes normative in the organisation and reinforced through the rewards and punishments meted out by the organisation (Manetjie 2005, Williams 2006). Robson (2004) states that in a high performance culture organisation, people

would, in addition to their everyday operational activities, continually assist in improving the performance of the organisation. In effect, they would perceive that they could somehow affect or control critical aspects of the organisation's overall performance. It is against this background that, the primary research question to this study is formulated as follows:

Are employees in government organisations congruent towards the different dimensions of organisational culture?

And its related secondary questions that address each dimension would be:

- Are employees in these public institutions sharing and influenced by the strong and cohesive internal culture?
- Are employees in these public institutions sharing and influenced by a strong mission culture of clear sense of purpose?
- Are employees in these public institutions sharing a strong culture of focusing on developing, informing and involving its people?
- Are employees in these public institutions sharing a strong culture of focusing on the organisation's ability to adapt quickly to changes in the environment?

#### **1.4 IMPORTANCE OF THE STUDY**

Concern with effectiveness, productivity, efficiency or excellence of organisations is a subject that has motivated the writings of many economists, organisation theorists, management philosophers, financial analysts, management scientists, consultants and practitioners. It has also served as a unifying theme for over a century of research on the management and design of organisations (Denison and Mishra, 1995; Harris & Ogbonna, 1997; Ott 1989). In order to achieve the desired level of performance, many organisations have restructured, benchmarked, re-engineered and implemented total quality management programmes with analyses of culture proving to be the major contributor to sustained superior financial performance. According to Klein, Masi, and Weidner

(1995), culture is important because it is the source from which the organisation operates. Culture involves every aspect of the organisation. How it is designed, how people relate to one another, what is considered to be true, what is deemed important, the criteria that are used in decision making and also how to treat customers (Youngblood, 2000).

Since the relationship between organisational culture and organisational performance became clear (Sorenson, 2002; Epstein, 2004), management has been interested in understanding the culture of their organisations. Management has come to realize that proper insight into the culture of their organisation would enable them to effectively manage it with a view to higher organisational performance. Organisational culture is an important and powerful tool that could break or make organisations and determine the success of change projects since it directly impacts on how people behave. Organisational culture that can be regarded as vibrant and dynamic where employees offer co-operation to one another, remain loyal to their organisation and value customers, strive hard and work smart to steer their organisation to fulfil its set business objectives and corporate goals in order to be among the best sectors in the economy.

Even though public institutions are not profit orientated they have an obligation to provide quality and valuable service to its communities thereby contributing to South Africa's process of building strong state institutions as highlighted in chapter 10 of the Constitution (The Constitution, Act 108 of 1996). These institutions are important for the reconstructing and development of the country. These can be done through proper investigation as to where exactly the gaps lie and what the corrective measures available are, towards making public service institutions high performers.

## **1.5 STUDY ENVIRONMENT**

This study is based on two national government departments, the National Treasury and Department of Education (Annexure1). The research is conducted

with certain employees sampled from each of the two selected said organisations.

The study involves gathering information on employees' perception and experience within the public sector environment with special reference to shared vision, mission, values and strategies, congruency of leadership practices with the vision, mission and strategies and lastly, employees' behaviour towards customer needs. If public institutions can find a way of changing their culture to one that cultivates effectiveness and efficiency to execute their organisation's strategy, thereby satisfying their constitutional mandate, they would have gone a long way in sorting out the performance problem.

Here under is a brief discussion of the two sampled organisations to enable one to have a bigger picture of what each organisation entails.

#### **1.5.1 National Treasury (NT)**

National Treasury according to the Public Finance Management Act (Act No.1 of 1999) is a national government department which acts as the custodian of the nation's financial resources. It is responsible for the promotion of economic development, good governance, social progress and raising the living standards of communities through the accountable, economical, equitable and sustainable management of public finances. It must also provide analysis and advice on fiscal policy and public finances, intergovernmental financial relations and expenditure planning and priorities. The department also manages the annual budget process and provides public finance management support. It also manages government's financial assets and liabilities.

##### **1.5.1.1 Vision, Mission and Values**

- *Vision*

Aspiring to the highest standards of financial management and fiscal discipline. Aims to realize the full potential of South Africa's economy and

people and to mobilize the resources of the state, business enterprise and wider communication in a partnership of trust and mutual respect.

- *Mission*

Endeavor to advance economic growth, broad-based empowerment, progressive realization of human rights and the elimination of poverty. Responsible for preparing a sound and sustainable national budget and equitable division of resources between the three spheres of government.

- *Values*

- Discharging their responsibilities professionally and with humility and adhere to the highest standards of financial management and fiscal discipline.
- Team work, sound planning and enthusiasm and always strive to improve their performance. Respect for and investment in their staff.
- Acting transparently, with integrity, fairness and objectivity and honour the faith of the South African public.

### 1.5.1.2 Organisational Structure

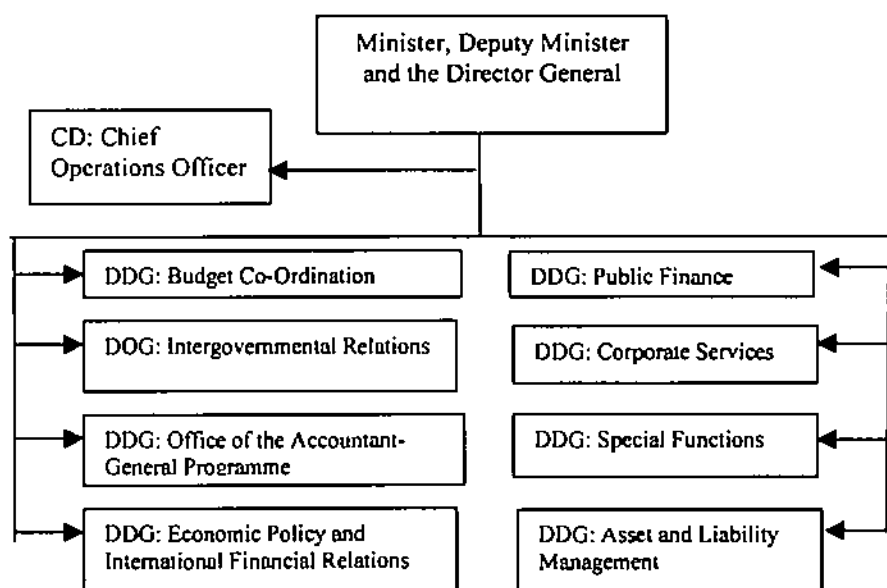


Figure 1. 1: National Treasury Organisational Structure (Annual Report, 2006)

### 1.5.2 Department of Education (DoE)

The aim of the Department of Education is to develop, maintain and support the South African education and training system for the 21<sup>st</sup> century.

The Department of Education consists of the following core business areas:

- ***System Planning and Monitoring.***  
This programme provides strategic direction in the development, implementation and monitoring of education policies, programmes and projects.
  
- ***General Education.***  
This programme manages the development, implementation, monitoring, evaluation and maintenance of national policy programmes and systems for general education and quality assurance.
  
- ***Further Education and Training***  
This programme provides strategic direction to the further education and training sector. Manages the planning, development, monitoring, evaluation and maintenance of national policy programmes and systems for further education and training, including national assessments and quality assurance systems.
  
- ***Quality Promotion and Development***  
This programme provides strategic direction for the development of policies and education programmes to ensure continuous improvement of the quality of learning.
  
- ***Higher Education***  
This programme provides strategic direction and develops policy and regulatory frameworks for an effective and efficient higher education

system so that it contributes to the fulfillment of the countries human resources, research and knowledge needs.

#### **1.5.2.1 Vision, Mission and Values**

- *Vision*

A South Africa in which all its people will have access to lifelong learning, education and training opportunities, which will in turn, contribute towards improving the quality of life and building a peaceful, prosperous and democratic South Africa.

- *Mission*

To provide leadership in the establishment of a South African education system for the 21<sup>st</sup> century.

- *Values*

- Upholding the Constitution, being accountable to the Minister, the government and the people of South Africa (People)
- Maintaining high standards of performance and professionalism by aiming for excellence in everything they do, including being fair, ethical and trustworthy. (Excellence)
- Cooperating with one another and with their partners in education in an open and supportive way to achieve shared goals. (Teamwork)
- Creating a learning organisation in which staff members seek and share knowledge and information while committing themselves to personal growth. (Learning)
- Striving to address the training needs for higher quality service and seeking ways to achieve their goals. (Innovation)

### 1.5.2.2 Organisational Structure

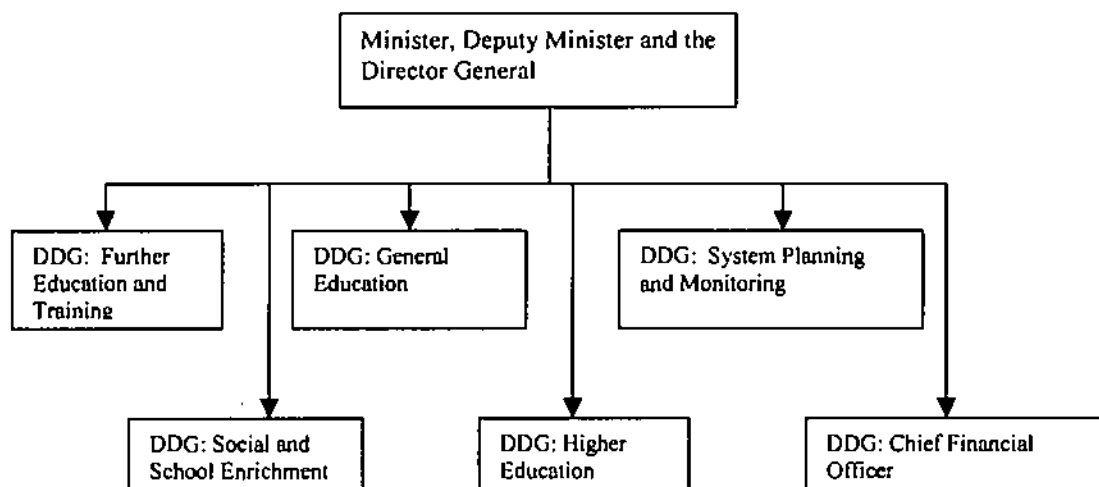


Figure 1.2: DoE Organisational Structure (DoE Annual Report, 2006/2007)

### 1.5.3 Overview of all Selected Departments

The chosen departments tend to have a centralized type of a structure. Olson *et al.*, (2005) defines a highly centralised structure as the one whereby decision authority lies mostly with top managers. These are more of a functional type of structure with tasks organised according to different functional areas. Centralized organisations tend to discourage innovation. Lines of communication and responsibilities are clear because the environment is primarily stable and non complex.

In most government departments, the Strategic Plan and the Business Unit/Branch Medium Term Expenditure Framework (MTEF) based business plans are used to develop performance management plans for employees. Performance agreements form the basis of delivery. Reporting on performance is done through the compilation and submission of the personal performance reports and business unit/branch quarterly. They are submitted to Strategic Management Units (SMU) for analysis and alignment with the commitments on the MTEF based business unit/branch plans. Quarterly reports are produced for three quarters with the fourth quarter concluding the reporting through an annual report compiled both for internal and external compliance reporting

## 1.6 DELINEATION OF THE STUDY

This study will cover the period 2006/2007 financial year. The study will also limit itself to the following cultural variables that should support performance in the public service as espoused in the Denison Organisational Culture Model (Mobley *et al*, 2005).

(i) **Adaptability** is focusing on an organisation's ability of adapt quickly to the signals from the external environment, including customers and the marketplace.

- **Creating Change:** The organisation should not be afraid to take risks and create change. It should learn to read the business environment, envision changes in process and procedures, and make timely change.
- **Customer Focus:** Adaptable organisations are driven by their customers they are able to understand their customers, satisfy them and anticipate their future needs.
- **Organisational Learning:** The organisation should be able to interpret the signals from the environment into opportunities for encouraging innovation and gaining knowledge.

(ii) **Consistency** is about examining whether the organisation has a strong and cohesive internal culture.

- **Core Values** is about the organisation's need to have a shared set of values that creates a strong sense of identity and a clear set of expectations among organisation members.
- **Agreement:** Leaders should be skilled enough to achieve high agreement and reconcile different opinions on critical issues.
- **Coordination & Integration:** Refers to the working together well of different functions within the organisation. That is when departmental or group boundaries do not interfere with cooperation.

(iii) **Involvement** is about building employees' capability, ownership, and responsibility. Your organisation's score on these traits reflects how much

the organisation focuses on developing, informing, involving your people and getting them engaged.

- **Empowerment:** People need to be empowered with real responsibility. They have to create a sense of ownership and initiative.
- **Team orientation:** Value is placed on working cooperatively towards common goals.
- **Capability development:** The organisation should continually invest in the development of its employees' skills to stay competitive, meet ongoing business needs, and meet employees desire to learn and develop.

(iv) **Mission:** Successful organisations have a clear sense of purpose that defines long-term directions. The Mission trait is useful in identifying whether you are in danger of shortsightedness or you are equipped with systematically defined strategic and action plans.

- **Vision:** The organisation should have a shared view of a desired future state. Is that vision understood and shared by all in the organisation?
- **Strategic Direction & Intent:** Clear strategic intentions convey the organisation's purpose and make it clear as to how everyone can contribute.
- **Goals & Objectives:** Refers to clear set of goals and objectives linked to the mission, vision, and strategy adequately provided so that everyone could draw as reference in their own work.

The Chapter division of this research report will follow the following sequence

- *Chapter 2: Organisational Culture Literature review*

The purpose of this chapter is to conduct a literature review in order to define organisational culture as a concept, to describe the key aspects of organisational culture and to focus on its measurement. Finally, an appropriate model of organisational culture and a measurement technique will be selected for this research based on the evaluation of the literature reviewed.

- *Chapter 3: The Empirical Research (Research Methodology)*

The purpose of this chapter is to describe the empirical research. The chapter will begin by highlighting the aims of the empirical research and will then explain the research sample, the measuring instruments selected, the administration of the questionnaire, data processing, statistical methods and strategies, and the formulation of the research hypothesis.

- *Chapter 4: Results of the Research*

The purpose of this chapter will be to test the research hypothesis by presenting the results of the empirical study.

- *Chapter 5: Conclusions, Limitations and Recommendations*

The research results will be integrated and conclusions will be drawn in this final chapter. The recommendations will also be made and the chapter will end with a few concluding remarks to integrate the research.

## **1.7 ASSUMPTIONS OF THE STUDY**

The underlying assumption of the study is that all national departments have an equal chance of attaining required resources in line with their budgetary needs, meaning their difference in performance is not the results of the difference in the allocation of the required resources to perform. The study also recognises government responsibility which is to build public service that, through partnerships, delivers better quality schooling, health care to the ill, reduces crime in all areas, reduces road accidents, keeps the streets clean, delivers housing, water, sanitation, street lighting and sports and entertainment facilities to all its citizens.

## **1.8 STUDY LIMITATIONS**

The limitations that may influence the success of the research project are as follows:

- The research will be conducted in only two national departments out of 34 voted departments nationally resulting in a small sample size;
- The Denison Organisational Culture Survey is an instrument that has been designed and validated in the American context. No validation information is available for the South African context; and
- Inability to access the culture of the organisation and its various departments over a period of time using the same measuring instrument.

## **1.9 CHAPTER SUMMARY**

The purpose of this research is to determine whether there is a relationship between organisational cultures in the two selected organisations. This chapter began by describing the background and motivation for the study, stating the problem statement, its objectives and its limitations. The chapter concluded by providing an outline of the chapters to follow. Chapter 2 presents the literature, study which conceptualises organisational culture and performance.

*"The quality of the fruit, which is the result of a fruit tree that you can see  
is dependent on the roots which you cannot see"*  
Respondent

## **2.1 INTRODUCTION**

According to Zwell (2000) there are three attributes that constitute organisational success. Competence of the leadership team, competence of its employees and the degree to which the corporate culture fosters and maximizes competence within a given climate. To be able to establish how these elements interrelate, it is important for one to understand the cultural interaction and the significance of each cultural dimension within the organisation, in this particular case the public service institutions. The literature review of organisational culture and performance discussion will be logically led by the following main topics:

- Defining and discussing the concept of organisational culture
- The development of organisational culture concept
- Some models of organisational culture available
- The characteristics of public sector in relation to culture and performance
- Brief discussion of performance and performance management concepts
- Some discussion on changing organisational culture
- Measurement of organisational culture
- Model to be used in investigating the organisational culture within the public sector setting.

## **2.2 DEFINING ORGANISATIONAL CULTURE**

In general, culture can be defined as the way of life of the people that is transferred from one generation to another. Equally, in the business world,

corporate culture refers to the way of life of an organisation that is passed through successive 'generations' of its employees. Culture then, in any setting, whether societal, organisational or in general, assists human beings to adapt and manipulate both their internal and external environment at both a conscious and unconscious level.

Organisational culture is defined by most researchers as the pattern of shared values that describe appropriate attitudes and behaviors (Hofstede, 1990; O'Reilly and Chatman, 1996; Ott, 1989; Schein, 1985). It refers to the underlying values, beliefs, and principles that serve as a foundation for the organisation's management system, as well as the set of management practices and employees' behaviors that both exemplify and reinforce those basic principles (Denison, 1990). Klein *et al* (1995) places organisational culture at the heart of an organisation's endeavors to improve its overall effectiveness and the quality of its products and services.

When considering the effect organisational culture has on employees, O'Reilly and Chatman (1996) regard it as a social control system that shapes individual's behavior. Shared values are regarded as essential for organisational functioning because they maintain the organisation as a bounded unit and provide it with a distinct identity. Therefore, organisational culture is supposed to have a significant influence on the functioning of individuals and diverse groups. Danison (1990) attests that culture researchers tried to understand the basic values and assumptions that individual members of organisations attach to the social system they are part of, and the importance that meaning has for organisational function.

Culture is not an innate phenomenon. It is transmitted through contact with others in the environment and is shared amongst them. Its nature is of groups rather than individuals and it develops in strength through time. Culture involves a set of cognitions that are shared by all or many members (Chew, 2005). Organisational

culture can therefore be regarded as a relatively enduring quality of the internal environment of an organisation that:

- Is experienced by its members,
- Influences their behavior, and
- Can be described in terms of the values of a particular set of characteristics or attitudes of the organisation. (O'Reilly and Chatman, 1996, Danison 1990, Sorensen, 2002)

### **2.3 THE DEVELOPMENT OF ORGANISATIONAL CULTURE**

The concept of culture is a fairly recent phenomenon which has only been used in the last couple of decades. Organisational climate, however, has a longer research tradition due to the fact that it is directly observable and measurable (Schneider, 1975). The concept of culture only emerged when researchers found themselves needing to explain the patterns of organisational behaviour and levels of stability in group and organisational behaviour that had not previously been highlighted (Ouchi, 1981).

It was, however, not until the late 1970's that the notion of culture began to attract explicit and sustained interest. During this period, the term was recast and reintroduced into organisational behaviour from two different streams. The first stream was the writings of a handful of consultants and applied researchers who published their ideas in journals and books aimed primarily at an audience of managers and other practitioners (Drucker, 1973; Ouchi, 1981). These authors suggested that if managers pay more attention to organisational norms, ideals and values, as well as heed to symbolic aspects of management, they would discover powerful tools for enhancing organisational effectiveness.

At approximately the same time, a second more theoretically inclined group of researchers began to hold symposia and published in academic outlets on the topics of organisational culture and symbolism (Dandridge, Mitroff & Joyce, 1980;

Pettigrew, 1979). They drew heavily on the work of anthropologists and symbolic interactionists to argue that organisations should be conceived as having the ontological status of socially constructed systems of meaning. Both of these groups gathered momentum slowly until 1982, when organisational culture suddenly grew rapidly. This was largely due to the back-to-back commercial success of three bestsellers that spoke of culture under various guises, namely *Theory Z* (Ouchi, 1981), *In Search of Excellence* (Peters & Waterman, 1982) and *Corporate Cultures* (Deal & Kennedy, 1982).

In *Theory Z*, Ouchi (1981) focuses on the Japanese way of management and proposes that involved workers are the key to increased productivity. Peters and Waterman (1982) assert that the key to productivity is in the systems within which employees work. This was supported by a research study of 1300 major organisations in the United States. The conclusion of this report is that the dominant theme of American management practice will be the transformation of organisational culture towards more participative organisations that emphasize attention to employee needs as a major corporate strategy (Schuster, 1986).

Ott's (1989) view is that culture has five attributes: language, artifacts and symbols, patterns of behavior, underlying assumptions and subcultures whilst Klein *et al.* (1995) divide culture into myths, stories, language, rites and ceremonies, symbolic interactions and shared norms and beliefs about behavior. Kotter and Heskett (1992) propose that culture in organisations consists of two aspects.

One aspect is the invisible, deeper and harder to change aspect associated with the shared values or beliefs that shape group behavior and persist over time, even with changes in group membership. The second aspect involves group behavioral norms, which are more visible and easier to change. These are the common or pervasive ways of acting that are found in a group, and they persist

because they are taught to new group members, and rewards flow to those that fit in and sanctions to those that do not.

Schein's organisational culture model regards culture as being described by three cognitive levels. At the first and most cursory level of the model is organisational attributes that can be seen, felt and heard by the uninitiated observer (Artifacts). Included are the facilities, offices, furnishings, visible awards and recognition, the way that its members dress, and how each person visibly interacts with each other and with outsiders.

The next level deals with the professed culture of an organisation's members (Espoused Values). At this level, company slogans, mission statements and other operational creeds are often expressed, and local and personal values are widely expressed within the organisation.

At the third and deepest level, the organisation's tacit assumptions are found (Basic Assumptions). These are the elements of culture that are unseen and not cognitively identified in everyday interactions between organisational members. Many of these 'unspoken rules' exist without the conscious knowledge of the membership. Those with sufficient experience to understand this deepest level of organisational culture usually become acclimatized to its attributes over time, thus reinforcing the invisibility of their existence (Schein, 1985).

Parker and Bradley (2000) are of the opinion that, because it is so difficult to access or interpret assumptions and artifacts, it is better to emphasize the values which are more accessible than assumptions and more reliable than artifacts. They therefore suggest that when researching organisational culture, the focus should be on the level of values. On the other hand, Deshpandé and Parasuraman's (1986) definition and understanding of organisational culture supports Schein's approach and argues that the researcher should focus on those factors which are not directly observable and need to be understood. Like most of the intangible assets of an organisation, organisational culture can be

considered as being less flexible in the short term, hard to accumulate, not easily transferable, having the ability to affect multiple uses at the same time and can serve simultaneously as inputs and outputs of corporate activities (Grant, 2005).

Ott (1989) identifies at least five major functions of organisational culture. These functions provide significant insight into what organisations do, and why organisational culture continues to exist. Some of the more prominent functions are:

1. It aids the members of the organisation in identifying how to act and think within the particular organisation, as it provides the members with shared patterns of cognitive interpretations or perceptions (Latuoche 1983), and helps them to make sense of their work world.
2. It provides shared patterns of effects, and also an emotional sense of involvement and commitment to organisational values and moral codes. In this sense organisational culture serves as a collective memory of the organisation, where members of the organisation may gain insight on, and information about the goals, and value systems of the organisation, as well as where they fit in to the organisational setting (Latuoche 1983).
3. It helps in the determination and definition of borders, as it allows criteria through which members and non-members are identified.
4. It serves as control system, prescribing unacceptable behavior patterns, while encouraging behavior patterns that promote organisational goals.
5. Theoretically, a strong relationship between organisational culture and organisational performance exists. Organisational culture offers guidelines or interpretations of guidelines with reference to what the actual goal and performances of the organisation are and should be (Latuoche 1983)

Building on past theoretical culture research (O'Reilly *et al*, 1991), the following seven organisational cultural dimensions can be assessed:

- *Innovativeness*: This dimension includes the specific values of being innovative, open to new opportunities, risk taking, willing to experiment, less careful, and less rule oriented.
- *Stability*: this dimension entails being rule oriented, valuing security, and stability.
- *Attention to detail*: This dimension contains the specific values of being precise and analytical.
- *Respect for people*: This dimension includes the values of emphasizing fairness, respecting people, and being tolerant.
- *Team orientation*: This dimension comprises the values of being people oriented, collaborative, and team oriented.
- *Outcome orientation*: This dimension encompasses the values of being achievement-, action-, and results-oriented.
- *Aggressiveness*: Includes the values of being high in competitiveness and low in social responsibility.

## **2.4 MODELS OF ORGANISATIONAL CULTURE**

Following the conceptualisation and definition of culture, it is important to explore various models of organisational culture in order to gain a deeper understanding of the integration of the concepts.

### **2.4.1 Schein's Three Layer Organisational Model**

As reflected in Figure 2.1, Schein (1985) differentiates between the elements of culture by treating basic assumptions as the essence or the core of culture, and values and behaviors as observed manifestations of the cultural essence. He contends that these are levels of culture and that they should be carefully distinguished in order to avoid conceptual confusion.

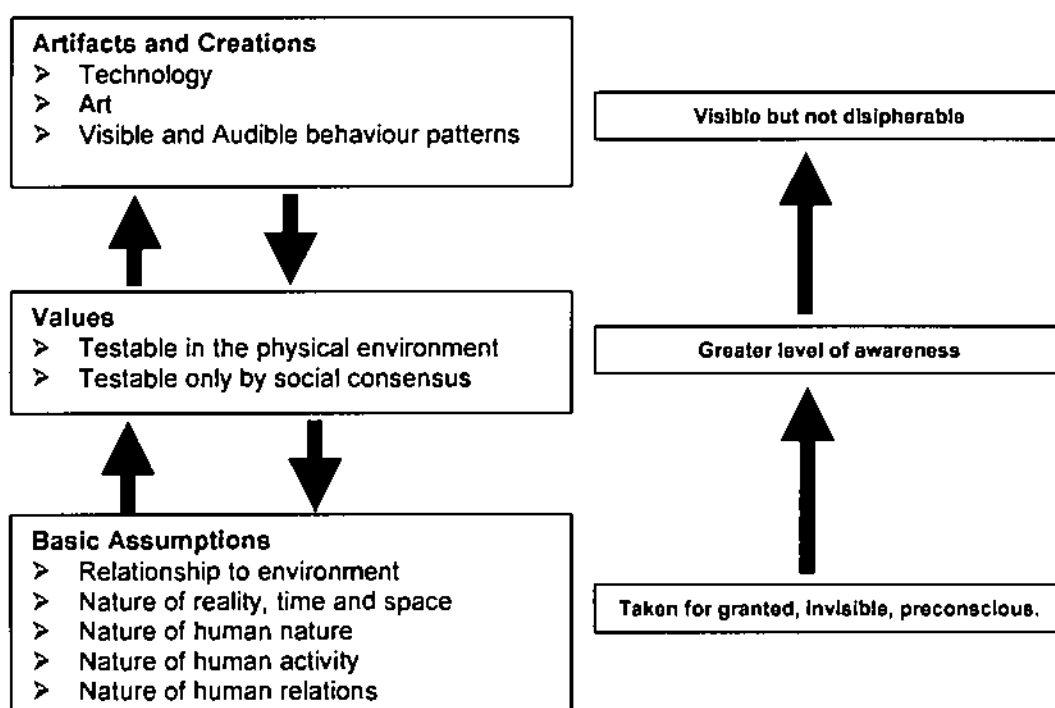


Figure 2.1: Schein's Three Layer Organisational Model (Schein 1985, p14)

### Level 1: Artifacts and Creations

The most visible levels of culture are artifacts and creations, consisting of its constructed physical and social environment. At this level, the researcher can examine the physical space, the technological output, written and spoken language, artistic productions and overt behaviour of the group. It is easy to observe artifacts but it is difficult to figure out what they mean, how they interrelate and what deeper patterns, if any, they reflect (Schein, 1985).

### Level 2: Values.

Values are conscious, affective desires or wants, and they represent the things that are important to people (Ivancevich & Matteson, 1996). In a sense, all cultural learning ultimately reflects someone's original values, usually the founder of the organisation. The founder has convictions about the nature of reality and how to deal with it, and will propose a solution based on those convictions. If the solution works and the group has a shared perception of that success, the value gradually starts a process of cognitive transformation into a belief and, ultimately,

an assumption. As they become assumptions, they drop out of consciousness, just as habits become unconscious and automatic. However, many values remain conscious and are explicitly articulated, because they serve as the moral function of the guiding members of the group in how to deal with certain situations (Schein, 1985).

### **Level 3: Basic Underlying Assumptions.**

When a solution to a problem works repeatedly, it comes to be taken for granted. What was once a hypothesis, supported only by a hunch or a value, is gradually treated as a reality. Basic assumptions become so taken for granted that one finds little variation within a cultural unit (Schein, 1985). Basic assumptions guide behaviour and tell people how to perceive, think and feel about work, performance goals, human relationships and the performance of colleagues (Ivancevich & Matteson, 1996). Basic assumptions are not generally confronted or debated, and can have the propensity to distort data in certain situations.

#### ***2.4.2 Kotter and Heskett's Culture Model***

Kotter and Heskett (1992) describe culture as having two levels which differ in terms of their visibility and their resistance to change. At the deeper, less visible level, culture refers to values that are shared by the people in a group and that persist over time even when the group membership changes. These notions about what is important in life can vary greatly from organisation to organisation. At this level culture can be extremely difficult to change, partly because group members are often unaware of the values that bind them together. At the more visible level, culture represents the behaviour patterns or style of an organisation that new employees are automatically encouraged to follow. Culture at this level is still difficult to change, but not nearly as difficult as the level of basic values. Each level of culture has a natural tendency to influence the other. This may be most obvious in the case of shared values influencing a group's behaviour, such as its responsiveness to customers. Causality can, however, flow in the opposite direction, with behaviour and practices influencing values.

Kotter and Heskett (1992) further highlight that culture is not synonymous with a firm's strategy or structure, although the terms are sometimes used interchangeably because they play an important part in shaping people's behaviour. The beliefs and practices called for in a strategy may, or may not, be compatible with a firm's culture.

A combination of Kotter and Heskett framework with that of Scott Morton which depicts the resulting factors that influence the behavior of people is illustrated in Figure 2.2. In Figure 2.2, the model shows that the organisation's ability to provide quality products and services and create value is determined by bringing about the alignment of nine key factors: Organisational design, Strategy, Process management, Technology, Leadership practices, Individuals and Roles, Culture, External Environment and Supporting infrastructure.

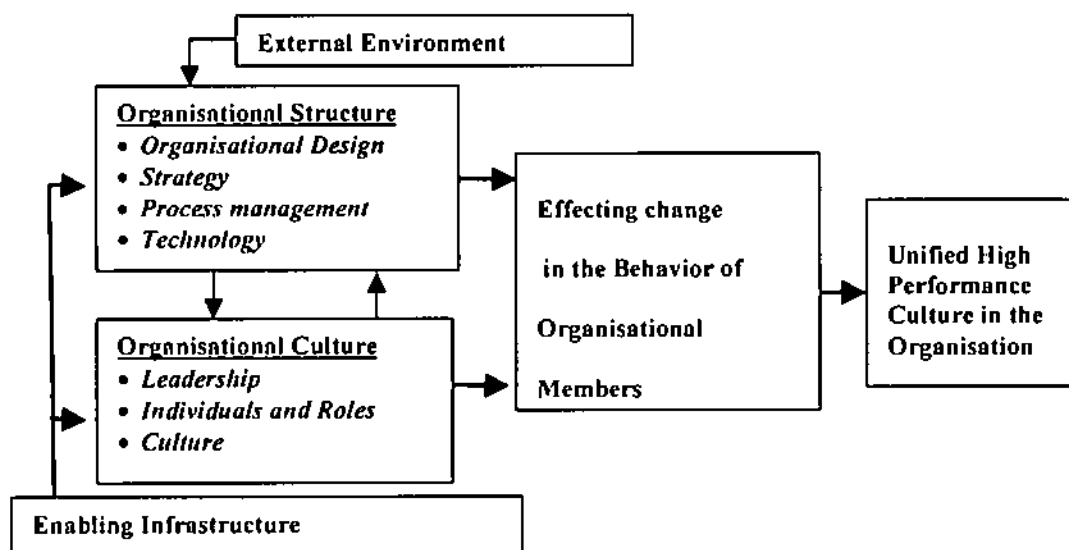


Figure 2.2: Framework of factors influencing Performance Culture (Owen et al, 2001.Pg 12)

### 2.4.3 Hofstede's Manifestations of Culture

Hofstede et al (1990) classify the manifestation of culture into four categories, namely symbols, heroes, rituals and values (as shown in figure 2.3). Symbols are words, gestures, pictures or objects that carry a particular meaning within a culture. Heroes are persons, alive or dead, real or imaginary, who possess characteristics highly prized in the culture and who thus serve as models for

behaviour (Wilkins, 1984). Rituals are collective activities that are technically superfluous but are socially essential within a culture, and can be considered to be carried out for their own sake. Hofstede (1990) describes these layers as being similar to the successive skins of an onion, from shallow superficial symbols to deeper rituals.

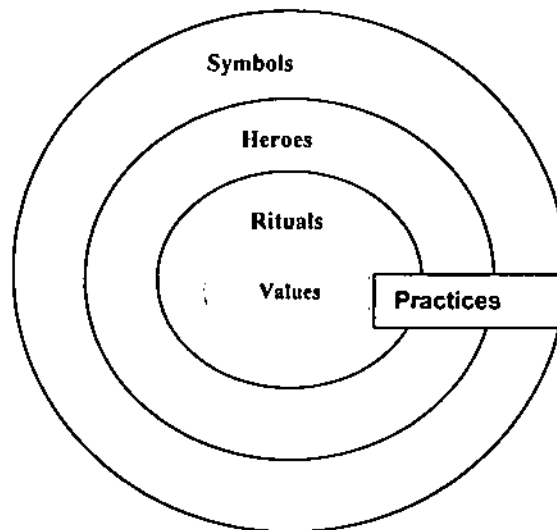


Figure 2.3: Manifestations of Culture: From Shallow to Deep (Adapted from Hofstede, 1980)

Symbols, heroes and rituals can be subsumed under the term “practices” because they are visible to an observer, although their cultural meaning lies in the way they are perceived by insiders. The core of culture, as can be seen in Figure 2.3, is formed by values, in the sense of broad, non-specific feelings of good and evil, beautiful and ugly, normal and abnormal, rational and irrational. These feelings are often unconscious and rarely discussable. These values cannot be observed as such, but are manifested in alternatives of behaviour (Hofstede *et al*, 1990).

#### **2.4.4 Organisational DNA model**

After years of experience and study into how companies organise and execute, Neilson and Pasternack (2000) developed the organisational DNA framework so as to give organisations an easy, accessible way to identify and remedy the roadblocks that impede results. This model is based on the fact that individual behaviors constitute the organisation’s success over time. The suggestion is that

the first step in resolving dysfunctions is to understand how the traits of an organisation influence each individual's behavior and affect his or her performance. In an attempt to codify the idiosyncratic characteristics of an institution, the metaphor of DNA is used.

Just as the biological double stranded DNA molecule which is held together by bonds between base pairs of four nucleotides, with that sequence spelling out the exact instructions required to create a unique organism, the DNA of a living organisation is described. Four bases in an organisation combine to define an organisation's unique traits are Structure, Decision right, Motivators and Information.

- **Structure**

Structure has to do with, how the organisational hierarchy looks like. Neilson *et al* (2004) acknowledges that in principle, organisations should have structures that support their strategy but in practice organisational structures and strategic intent are often mismatched. Structure is the most visible and obvious building block of the organisational DNA.

- **Decision Right**

Decision Rights base should provide answers to questions like who decides what, how many people are involved in the decision process and where does one decision making authority start and end. Clarifying the decision right put some flesh to the organisational chart (structure) and make it clear where responsibility lies. According to Neilson *et al* (2004) clear decision rights enable wider spans and fewer layers, which translate into lower costs and speedier execution. The underlying mechanics of how decisions are truly made, determines how well an organisation works, how quickly it will respond to customer needs and how much it will spend to get results.

- **Motivators**

The third of the four bases in the organisation's DNA makeup involves motivation. It answers questions like, how are people rewarded, financially or non-financially, for their achievements and what are they encouraged to care about. Motivators include more than money, it encompasses all the objectives, incentives and career opportunities that prompt people to care and achieve. These rewards will encourage individuals to align their goals to those of the organisation, thereby pursuing them in earnest. Neilson *et al* (2004) also point out that employees generally do not act counter productive but they respond rationally to what they see, what they understand and how they are rewarded.

- **Information**

The last yet not least of the four nucleotides in the organisational DNA is information. Information base refers to how activities are coordinated, how knowledge is transferred from the people who have it to the people who require it and how performance is measured. Making sure that high quality information is available and flowing to where it's supposed to go is very important in an organisation. As much as it is the most challenging task it is also the most contributor to high performance. Booz Allen and Hamilton (2003) equates poor information to junk food since it clogs communication arteries, bloats the system with calories and fools the body into thinking that it is well nourished whilst it's not. The effects of bad information to other building blocks like decision rights and motivators can also not be over-emphasized. Without accurate information, decision makers cannot make quick and informed decisions about the customer, and employees might not receive due recognition that they deserve.

The model suggests that no building block amongst the four is a stand alone, they are interdependent. Therefore, the right people imbued with the right values, armed with the right information and motivated by the right incentives are the driving force behind winning organisations. The fundamental challenge that needs to be overcome is the alignment of these building blocks so that individual's self-interests coincide with the organisational's goals.

#### ***2.4.5 Denison's Culture and Effectiveness Model***

Denison's (1990) model of culture and effectiveness presents the interrelations of an organisation's culture, its management practices, its performance and its effectiveness. The model highlights the importance of linking management practices with underlying assumptions and beliefs when studying organisational culture and effectiveness. The values and beliefs of an organisation give rise to a set of management practices, which are concrete activities usually rooted in the values of the organisation. These activities stem from and reinforce the dominant values and beliefs of the organisation. The model highlights four key cultural dimensions which are involvement, consistency, adaptability and mission.

##### ***2.4.5.1 Involvement***

This trait consists of building human capability, ownership and responsibility. Organisational cultures characterised as highly involved strongly encourage employee involvement and create a sense of ownership and responsibility. They rely on informal, voluntary and implied control systems, rather than formal, explicit, bureaucratic control systems (Denison, 1990).

##### ***2.4.5.2. Consistency***

Consistency provides a central source of integration, coordination and control. Consistent organisations develop a mindset of organisational systems that create an internal system of governance based on consensual support (Denison, 1990).

##### ***2.4.5.3. Adaptability***

Adaptability is the ability to translate the demands of the business environment into action. Organisations hold a system of norms and beliefs that support the organisation's capacity to receive, interpret and translate signals from its environment into internal behavioral changes that increase its chances of survival and growth (Denison, 1990).

##### ***2.4.5.4. Mission***

This dimension consists of the definition of a meaningful long-term direction for the organisation by defining a social role and external goals for the organisation. It provides a clear direction and goals that serve to define an appropriate course of action for an organisation and its members (Denison, 1990).

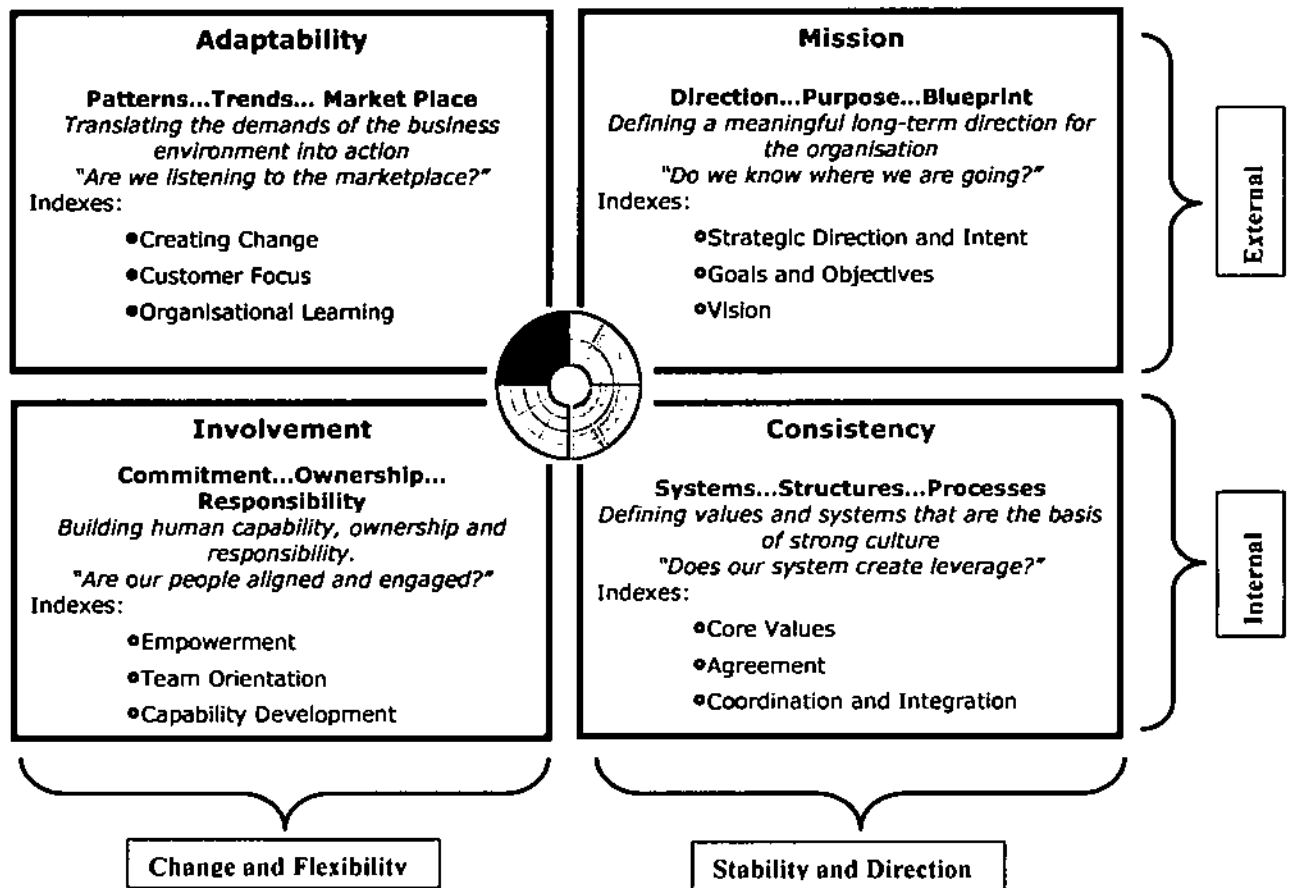


Figure 2.4: Denison's Culture and Effectiveness Model (Adapted from Denison 1990, p15)

Figure 2.4 shows the integration of these four traits and depicts that involvement and consistency primarily address the internal dynamics of the organisation, but do not address the interaction of the organisation with the external environment. Adaptability and mission, in contrast, take as their focus the relationship between the organisation and its external environment. Thus the four concepts can be divided into two pairs, one with an internal focus and the other with an external focus. The four elements can also be divided in another way. Involvement and

adaptability form one pair, emphasising the organisation's capacity for flexibility and change. Consistency and mission, in contrast, are oriented towards stability.

## **2.5 PUBLIC SERVICE'S ORGANISATIONAL CULTURE**

The public sector is part of economic and administrative sector that deals with the delivery of goods and services by and for the government, whether national, regional or local/municipal. According to the Public Service Act (1994) the public service consist of persons who holds posts on the fixed establishment police, health, education, National Intelligence Services and other general public services. The general public as a key stakeholder in Public Service expects public officials to:

- Provide value for money for taxes paid;
- Curb expenditure, maladministration and unnecessary extravagance;
- Be sensitive to their needs, to be civil and polite;
- Provide essential services without interruption;
- Expose corruption, theft and fraud;
- Provide maximum output, or the most goods and services at the minimum cost or least input.

On the other hand, public service does experience some problems and characteristics of bureaucratic culture where:

- Individuals search for stability, have limited scope for initiative, and are oriented towards obeying orders and reluctance to start innovative processes.
- The decision-making process is repetitive and centralized with high degrees of conformity.
- These beliefs are highly reluctant to change.

Adler and Borys (1996), argue that not all bureaucratic cultures are ineffective, rigid and clumsy. A distinction can be drawn between enabling and coercive bureaucracy. The argument being that, an "enabling bureaucracy" can in fact

enhance creativity, helps employees do their work more effectively and have a positive impact on employee commitment.

De Waal (2004) emphasizes the fact that governmental agencies too, are subject to changes. They have to rapidly reshape themselves into lively and flexible organisations, which put the interests of citizens central.

Claver *et al* (1999) and Black (2000) points out that transformed public institutions needs to embrace the culture of being more rational service providers, inculcate improved political management, develop inter-organisational co-ordination and increase accountability to its citizens. The reasons why organisational culture perspective deserves more attention in public administration theory and practice are:

- Its potential contribution to leadership effectiveness.
- Its differentiation between organisations, aiding in defining organisational boundaries.
- The important relevance it holds for personal issues such as selection and training.
- Its provision of appropriate organisational standards, including standards of employment and other personnel aspects (Invancevich & Matteson 1996.).
- Its generation of commitment, responsibility and a sense of community rather than individual self- interest (Invancevich & Matteson 1996).
- Its reduction of uncertainty, making clear to employees how they are to perform their job function.
- Its provision of control mechanisms that determine and guide behavior in an organisational setting.

From the above it can be deduced that understanding the role, function and importance of organisational culture may contribute significantly towards an understanding of the dynamics of any change and transformation process of the public service towards a culture of higher performance.

## 2.6 CONCEPT OF PERFORMANCE

From the process view, performance is the transformation of inputs into outputs so as to achieve certain outcomes. Performance includes productivity, quality and consistency whilst its measure can include results, behavior, management development and leadership training for building necessary skills and attitudes of performance management (McAleese and Hargie, 2004; de Waal 2004). Performance management is an approach to management which harnesses the endeavors of individual managers and workers towards an organisation's strategic goals. It defines goals and the outputs needed to achieve those goals. It gains the commitment of individuals or teams to achieve those outputs, and it monitors outcomes (van der Waldt, 2004; William, 2006).

Mwita (2000) states that performance is achieved if it is defined as embracing three interrelated variables: behaviors (process), outputs (services or products), and outcomes (value added or impact). It is thus an integrated, systematic approach to improve organisational performance to achieve corporate strategic aims and promote its mission and values. This implies that public managers should aim at improving the results of employee's efforts by linking these efforts to the department's corporate objectives. Installing performance management in an organisation entails creating and supporting an "achievement culture". This means that employees must have a clear understanding of the organisation's mission and values, and how their responsibilities will contribute in the achievement thereof. Performance, as defined above (Grant, 2005) is affected by:

- *Personal factors:* the public manager's skill, confidence, motivation and commitment.
- *Leadership factors:* the quality of encouragement, guidance and support provided by public managers.
- *Team factors:* the system of processes, resources and facilities provided by the organisation to the project or programme.

- *Contextual (situational) factors:* internal and external environmental pressures and changes on the project or policy programme.

All these factors need to be taken into account when managing, measuring, modifying and rewarding performance of different activities within the public service.

### **2.6.1 Performance Measurement in Government Departments**

The field of performance management encompasses a host of aspects that can contribute either to its overall success or to its ultimate failure. It necessitates the analysis of the type of organisational culture and climate in which performance improvement is being envisaged. The improvement of performance embraces far more than merely calculable or quantitative criteria to determine how many resources have been expended to achieve specified objectives. Performance improvement is a way of looking at the entire institutional context within which employees find themselves. It means looking at types of organisational models, environmental constraints such as risk and health management, asset and resource management, working conditions and numerous other aspects which could have either a positive or a negative impact on institutional performance (van der Waldt, 2004).

Performance information indicates how well an institution is meeting its aims and objectives, and which policies and processes are working. Making the best use of available data and knowledge is crucial for improving the execution of government's mandate. Performance information is key to effective management, including planning, budgeting, implementation, monitoring and reporting. Performance information also facilitates effective accountability, enabling legislators, members of the public and other interested parties to track progress, identify the scope for improvement and better understand the issues involved. Osborne and Gaebler (1992) outline the most important rationale for the measurement of results as:

- *If you do not measure results, you can not tell success from failure*

- *If you can not see success, you can not reward it*
- *If you can not reward success, you are probably rewarding failure*
- *If you can not see success, you can not learn from it*
- *If you can not recognise failure, you can not correct it*
- *If you can demonstrate results, you can win public support*

The main purpose of the public sector is to deliver services essential to the well-being and the development of its communities. To ensure that public service delivery is as efficient and economical as possible, all government institutions are required to formulate strategic plans, allocate resources to the implementation of those plans, and monitor and report the results. Performance information is essential to focus the attention of the public and oversight bodies on whether public institutions are delivering value for money, by comparing their performance against their budgets and service delivery plans, and to alert managers to areas where corrective action is required.

Public institutions use scarce resources, both human and material, to produce outputs for consumption by their 'clients' or 'customer' in order to achieve valued outcomes as demonstrated in Figure 2.5. It is this relationship between inputs, activities, outputs and the outcomes (impact of the service on customers) and the ways its productivity and quality might be improved which is the focus of this research.

The term performance management is used to describe the range of processes, techniques and methods designed to manage and develop performance at the level of the public service, specific organisations, components, teams and individuals.

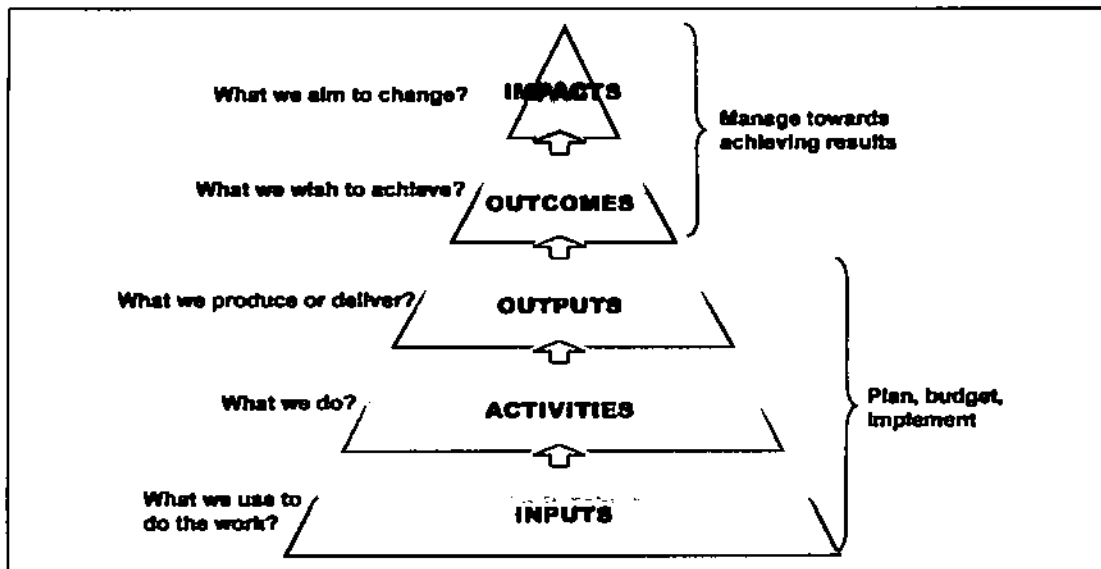


Figure 2.5: Key performance information concepts (adapted from Treasury Annual Report 2005)

De Waal (2004) emphasises the strategic nature of performance management and defines it as the process that enables an organisation to deliver a predictable contribution to sustained value creation. Superior organisational performance is due to the combination of several strategic elements that complement and strengthen one another. These include customer satisfaction, supplier's performance, processes adopted, technology employed and innovative actions taken and measuring performance against actions that were taken.

Radnor and McGuire (2004) argue that to transform the public service, the performance management system should focus on reinforcing accountability so that the outcome is the efficient, economic and effective use of resources. Figure 2.6 gives the illustration of these four aspects which are important and interdependent elements of monitoring and measuring service delivery and performance (Van der Walt, 2004).

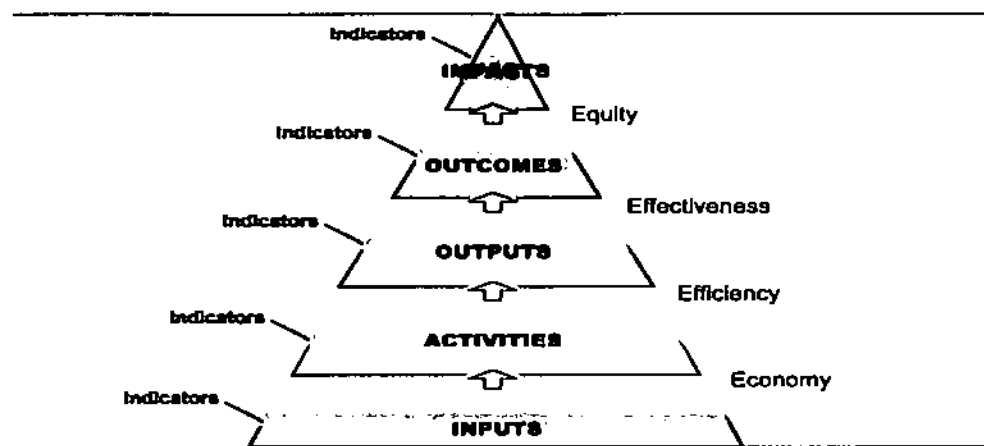


Figure 2.6: Indicators of economy, efficiency and effectiveness (adapted from Treasury Annual Report 2005)

- **Economy indicators**

Explore whether specific inputs are acquired at the lowest cost and at the right time and whether the method of producing the requisite outputs is economical. Economy indicators only have meaning in a relative sense. To evaluate whether an institution is acting economically, its economy indicators need to be compared to similar measures in other state institutions or in the private sector, either in South Africa or abroad.

- **Efficiency indicators**

Explore how productively inputs are translated into outputs. An efficient operation maximises the level of output for a given set of inputs, or it minimises the inputs required to produce a given level of output. Efficiency indicators are usually measured by an input/output ratio. These indicators also only have meaning in a relative sense. To evaluate whether an institution is efficient, its efficiency indicators need to be compared to similar indicators elsewhere or across time. An institution's efficiency can also be measured relative to predetermined efficiency targets.

- **Effectiveness indicators**

Explore the extent to which the outputs of an institution achieve the desired outcomes. An effectiveness indicator assumes a model of how inputs and outputs relate to the achievement of an institution's strategic objectives and

goals. Such a model also needs to account for other factors that may affect the achievement of the outcome. Effectiveness can be regarded as a source of organisational strength and a way of improving performance because:

- *Effectiveness* is a function of the policies and practices used by an organisation. Specific practices, particularly as they pertain to the management of human resources and internal environment of the organisation, influence performance and effectiveness. Certain ways of resolving conflict, planning a strategy, designing work, or making decisions will result in better performance in the short or long run.
- *Effectiveness* is a function of translating the core values and beliefs into policies and practices in a consistent manner. The “vision” of a leader must be operationalized through action. Building a “strong value” implies that values and actions are highly consistent.
- *Effectiveness* is a function of interrelation of core values and beliefs, organisational policies and practices, and the business environment of the organisation.

- **Equity indicators**

Explore whether services are being provided impartially, fairly and equitably. Equity indicators reflect the extent to which an institution has achieved and been able to maintain an equitable supply of comparable outputs across demographic groups, regions, urban and rural areas, and so on. Often specific benefit-incidence studies will be needed to gather information on equity. The aim of such studies would be to answer the question: “Who benefits from the outputs being delivered?” Usually equity is measured against benchmark standards or on a comparative basis.

Measuring productivity in the public sector is not a simple task, because various qualitative and sometimes unquantifiable variables have to be considered. These

qualitative aspects such as the general welfare of the community could be rather complex and even intangible hence making performance improvement and productivity measurement extremely difficult. Performance improvement strives to achieve a synergistic strategy that will nurture a culture conducive to service excellence within the institutional context. According to van der Waldt (2004), criteria for performance excellence when measuring performance and service delivery are:

- (i) *Leadership*: The behavior and actions of the executive team and how they inspire, support and promote a culture of performance excellence.
- (ii) *Policy and Strategy*: How the organisation formulates, reviews and turns policy and strategy into plans and actions.
- (iii) *Customer Focus*: How the organisation determines customer requirements and expectation, enhances relationship with customers, and determines their satisfaction. What the organisation do to satisfy its customers.
- (iv) *People Management*: Whether or not the organisation realizes that it's most valued assets are its employees and how it utilizes them. Whether it allows for the creativity to unfold and enabling the employees to perform to excellence.
- (v) *Resource and Information Management*: Employees become effective and resourceful when they have knowledge at their disposal.
- (vi) *Processes*: How the organisation identifies, manages, reviews and improves its processes.
- (vii) *Impact on society*: Whether or not the organisation takes the needs of the communities around it into account (social development).
- (viii) *People Satisfaction*: Whether or not organisations realize that satisfied employees result in satisfied customers.

*(ix) Results:* Whether or not the organisation is achieving its planned objectives and satisfying other stakeholders.

The above logically gives rise to the necessity to establish the premise from which an understanding of organisational culture as it manifests within the public service may be developed. A review of the proliferation of efforts and definition and conceptualisation as evident in the organisational culture literature will assist in this intent.

### **2.6.2 Creating a Culture of Competence and Performance**

Zwell M (2000) in his discussion of the culture of competence identifies five categories of competence. They are task achievement, relationship, personal attributes, managerial and leadership competencies.

- ***Task achievement***

Task achievement competencies relate to what we work toward, the way we work toward it, and, in general, how we work. Are people highly motivated and driven toward accomplishing something? Do they affect the company? Are they adaptable to changing circumstances? Are they concerned with quality? Are they able to get things done in an organisation? These are the kinds of capabilities that make somebody an effective worker and an effective achiever if one is to build a culture of competence. Task achievement competencies include result orientation, managing performance, influence, initiative, production efficiency, flexibility, innovation, concern for quality, continuous improvement, and technical expertise.

- ***Relationship competence***

Since organisations are groups of people working synergistically to produce a collective result that is greater than the sum of its parts, the competencies associated with relationships are also critical to individual and organisational success. The competencies in this category relate to traits and characteristics involving relationships and interactions between self and others. While there are

some individuals whose brilliance compensates for their weak interpersonal skills and relationship competencies, for the rest of us humanity and ability to relate positively and constructively with our supervisors, our co-workers, our subordinates, and our customers is an essential aspect of job success.

- ***Personal attributes competence***

Competencies in this category are intrinsic to the individual, and reflect the traits and characteristics that relate to what individuals believe, how they think, how and what they feel, and how they learn and develop. While these competencies affect people's ability to achieve tasks and their relationships with others, they are especially related to their self-identity.

- ***Managerial competence***

Managerial competencies include three key managerial functions: managing projects, supervising people, and developing people in order to increase their near- long-term contribution to the organisation. Managerial Competencies involve motivating others through promptly recognizing and tackling morale problems then using a variety of approaches to energize and inspire others. Empowering others, involves helping others to grow in responsibility and competence. Developing others is about creating a learning organisation that supports employees to become their best.

- ***Leadership competence***

On top of the managerial attributes which are also important for the leader, the personal attributes competency of conceptual thinking is also usually a necessary component of leadership. This is because of the importance of seeing the bigger picture and identifying and focusing attention on the most important issues facing the organisation. Leadership competencies include visionary leadership, strategic thinking, entrepreneurial orientation, change management, building organisational commitment and establishing focus. The development of leaders is one element of organisational culture that needs to be strong if that organisation needs to be successful over the long term.

Denison (1990) argues that the difference between successful and not so successful organisations rests with the values and principles that underlie their internal organisation. Many strategy researchers assert that organisational culture is an important source of competitive advantage (Lewis, 1996). Much of the evidence from both the private and the public sector support this argument. Chuang *et al* (2004) found organisational culture congruence to be positively associated with organisational performance, where performance is a function of the degree of coordination, employee commitment and satisfaction (Schein, 1985; Sorensen, 2002) among other things.

Denison and Mishra (1995) state that culture is one of the most powerful and stable forces operating within organisations and is pivotal to organisational success and effectiveness. Therefore, to fully comprehend or understand public organisations, a thorough understanding or description of the culture in these organisations is necessary. Pool (2000) goes on to state that the expectations and norms of a culture represent strategies for survival that worked well in the past, and believed that it will work again in the future.

Similarly, Marcoulides and Heck (1993) state that research has demonstrated that an organisation with a “strong culture” exhibited by a “well integrated and effective set of values, beliefs, and behavior patterns...” does perform at higher levels of productivity. Organisational culture influences people's actions thus altering their actions and perceptions of all aspects of their work.

According to Zwell (2000) a successful culture should:

- Foster employee development and encourages employees to maximally impact the organisation.
- Provide an avenue for highly competent employees to exercise their talents and impact the organisation.
- Create a work environment in which employees are engaged, challenged, and motivated.

- Have a system that compensate and recognition employees for their performance and their contribution to the organisation's success.

## **2.7 CHANGING ORGANISATIONAL CULTURE**

There can be little doubt that one of the major tasks that face public organisations is managing change. The efforts that have been made to improve public service performance so far have not worked. There are flaws in personnel policies, human resource management systems, macro structure of government, financial management models and approaches towards training. The reward and incentive system is unbalanced, meaning that it does not accommodate punishment or rebuke for poor performance. In many departments, the entire culture of service delivery has broken down.

Schein (1985) describes the creation of organisational culture as a dynamic learning process. Taking his view into account, it is of crucial importance to establish whether culture does in fact change when experience indicates, like in the public service, that its basic assumptions are no longer workable and problems of external adaptation and internal integration remain unsolved. Kotter and Heskett (1992) highlights that the ability to adapt may be dependent on the culture itself. Cultures that are bureaucratic, risk-averse and reactive which are more prevalent in the public service are likely to be less responsive to change. On the other hand, adaptive cultures which involve risk-taking, trusting and a proactive approach to individual and organisational life are more susceptible to change.

According to Kotter and Heskett (1992), cultures can be very stable over time but never static. Crises sometimes force a group to re-evaluate some values or a set of practices. New challenges can lead to the creation of new practices. Turnover of key members, rapid assimilation of new employees, can all weaken or change a culture. When cultures are strong, they are naturally more difficult to change and may not respond immediately to changes in business strategy. If the leaders

of the organisation want new behaviour and values to be adopted in order to ensure the survival of the organisation, they cannot merely formulate a strategy and expect it to be implemented if it involves a change in culture. The members of the organisation will have to experience an initial incidence of success before they will be convinced that the new direction and associated values, actions and behaviours required are acceptable. After multiple incidences of success, they will likely be able to see the value of the new practice and will be more willing to change behaviours accordingly. These can be referred to as the virtuous circle, when a culture adapts and responds positively to environmental changes in order to ensure its survival (Kotter & Heskett, 1992).

Gagliardi (1986) highlights three conditions that are necessary for change:

- There should be no antagonism between the values associated with the new competences the organisation is trying to introduce, and its traditional assumptions and values.
- The organisation should collectively experience success in exercising the new competences.
- The leadership of the organisation should promote the mythical interpretation of success after it has happened.

It has been argued that one of the key methods of avoiding severe repercussions and resistance to change is to involve those affected in assessing the need for and implementation of change. When a problem or opportunity arises which requires change, employees have much to contribute in terms of defining whether change really is required and, if so, what form it should take. The need to draw on staff knowledge is relatively straightforward and can, in many instances, be accomplished by consultation and communication.

The second main reason to involve staff is to gain their commitment. The aim being to overcome potential resistance to, and develop a positive attitude towards, change. Unless staff have a positive attitude, success is unlikely to be achieved (Grant, 2005). It is apparent that if cultural change is to be induced, it

can be most effectively accomplished by means which rely on intrinsic motivation or the internalised commitment of employees. Intrinsic motivators attempt to persuade employees of the inherent worth of the new culture by pointing out the negative consequences of not changing and the advantages of adopting the new beliefs, values and assumptions (Brown, 1995).

## **2.8 MEASURING ORGANISATIONAL CULTURE**

It is important that public service organisations understand the current status of its culture before deciding to embark on any strategic change or productivity improvement interventions. The best way to gain this understanding is by measuring the culture. The growing interest in the concept of corporate culture during the late 1970's and 1980's led naturally to the development of different assessment instruments to measure it. However, most of the early studies of organisational culture relied almost exclusively on qualitative methods. Advocates of qualitative methods provided two main justifications for their choice.

The first one is based on the presumed inaccessibility, depth or unconscious quality of culture (Xenikou & Furnham, 1996). Schein (1985) suggests that the most important level of organisational culture is the basic assumptions which exist at the preconscious level. These preconscious assumptions can be traced through a complex interactive process of joint inquiry between insiders and outsiders. Furthermore, he argues that quantitative assessment conducted through surveys is unwise because it reflects conceptual categories and not the respondents' own, presumably unwarranted, generalisability. The second point concerns the possible uniqueness of an organisation's culture, which is such that an outsider cannot form acceptable questions or measures.

Siehl and Martin (1988) indicate that there are good reasons for using qualitative methods in investigating organisational culture, but the advantages may be bought at a cost as the data collected usually cannot form the basis for systematic comparisons. Fundamental theoretical aspects of the concept of

organisational culture can be tested only by comparisons across organisations or departments. In order to understand the core aspects of culture, it is often necessary to compare the individual responses of members and the extent of their communality.

Moreover, in order to examine if an organisation has subcultures with distinctive values and practices, data can be collected from different departments of the same organisation so that comparisons can be made. These two central theoretical questions cannot be answered until culture can be measured with the same robust, reliable, sensitive and valid instrument that allows systemic comparisons. Systemic comparisons are exceedingly difficult to be made when only qualitative data is available. Furthermore, some qualitative data is nonparametric, precluding any multivariate analysis of the data which almost always requires it (Xenikou & Furnham, 1996).

Rosseau (1990) argues that different methods of measurement should be used depending on the element of culture to be examined. As the elements of culture become more conscious, such as values and behavioral norms, or observable, such as artifacts, quantitative measures can be used. As the definitions of organisational culture focus on either values or behaviors, the available measures concentrate on two different manifestations of culture. As a consequence, some corporate culture test constructors have focused on values and others on behaviors. There are a number of studies in organisational culture that have combined quantitative and qualitative approaches in investigating cultural phenomena. These studies generally combine the use of a questionnaire with in-depth interviews.

Xenikou and Furnham (1996) highlight that by no means are all researchers convinced that questionnaires can, and therefore should, be used to measure corporate culture. Those who prefer the interpretation rather than the measurement of culture, naturally go about studying it in different ways. However, the use of organisational culture questionnaires is on the increase not

only by researchers but also by managers themselves, as they are interested in understanding and changing corporate culture. Hence it becomes important to examine the psychometric properties of the measures used.

## 2.9 RESEARCH MODEL ADAPTED FOR THIS STUDY

For the purpose of this study, the Denison Culture and Effective model will be used. The Denison Organisational Culture Survey, developed by Daniel Denison and William Neale, was preceded by one of the earliest quantitative studies examining the relationship between culture and performance. When examining the different models of culture, the Denison model (Denison, 1990) placed a strong emphasis on the strategic orientation of the organisation. In addition to this, the model focuses not only on internal behaviours, but also defines interactions with the external environment which are critical when exploring the link to organisational performance.

The model as shown in Table 2.1 provides a way to link organisational culture to tangible bottom-line performance measures such as profitability, quality, innovation, market share, sales growth and employee satisfaction (Denison, 2000a).

Profitability/ Return on Assets	Revenue Growth/ Sales Growth	Market Share	Innovation	Quality of Products & Services	Employee Satisfaction
Mission	Mission	Mission			[Mission]
Involvement			Involvement	Involvement	Involvement
Adaptability	Adaptability	Adaptability	Adaptability		[Adaptability]
Consistency				Consistency	Consistency

*Table 2.1: Denison organizational culture survey: Facilitators guide (Source: Denison, D.R., 2000)*

The key linkages that were discovered by Denison (2000a) between cultural traits and performance are highlighted below.

**Mission and consistency (stable) tend to impact financial performance measures such as return on assets, return on investment and return on sales.**

When their rankings are high, this typically indicates high returns on assets, investments and sales, and operational strength.

**Consistency and involvement (internal focus)** tend to impact quality, employee satisfaction and return on investment. When their rankings are high, this typically indicates higher levels of quality, less defects and rework, good utilization of resources and higher levels of employee satisfaction.

**Involvement and adaptability (flexible)** typically impact product development and innovation. When their rankings are high, this typically indicates higher levels of product and service innovation and creativity, as well as a fast response to customers' and employees' changing needs.

**Adaptability and mission (external focus)** typically impact revenue, sales growth and market share. When their rankings are high, this typically indicates continually increasing sales growth and market share.

## **2.10 CHAPTER SUMMARY**

In this chapter, the current knowledge on organisational culture was discussed. The chapter began with various ways in which organisational culture is defined the rationale for studying organisational culture and an overview of its conceptualisation, how it can be defined and the development of the concept. In order to understand the concept of culture in more detail, the components of culture were then described, including the types of culture and theoretical models that are used to describe its various components. Performance in general and in government institutions was also discussed. The role that culture plays in an organisation was also described and the debate about the ability to change the culture of the organisation was touched on. The measurement of organisational culture was then discussed and the chapter concluded with the motivation to follow the line questioning employed by the Denison Organisational Culture model and a quantitative approach to measurement.

*"Culture is important because it is the source from which the organisation operates" Osborne et al (1992)*

### **3.1 INTRODUCTION**

In the previous chapter a review of the literature on organisational culture was explored with some focus on its theoretical development. In this chapter the empirical research of the study will be outlined. The primary objective of this empirical research is to determine the congruency of cultures within and between the sampled institutions and what cultural change would be necessary for these institutions to be more effective. This chapter documents the research hypotheses, research design, the research participants, the attributes of the Denison Culture and Effectiveness Model (DCEM), the research process adapted and employed in this study.

### **3.2 RESEARCH HYPOTHESES**

The research questions that were set out in Chapter 1 informed the formulation of the following hypotheses that will be tested empirically.

**Hypothesis 1:** There is a significant difference in the mean scores of different cultural dimensions between different government organisations.

**Hypothesis 2:** There is a relationship between organisational culture and outcomes in the public service.

### **3.3 RESEARCH DESIGN**

The research design reflects the type of study undertaken to provide acceptable answers to the research problem (Mouton, 2001). According to Kerlinger (1973) research design has two basic purposes, to provide answers to research questions and to control variance. Research designs are invented to enable the researcher to answer research questions as validly, objectively, accurately, and economically as possible. The aim is to select a design that would best answer

the research question of whether government departments are congruent towards cultural traits and effectiveness. The method proposed is the quantitative research study due to the levels of objectivity required for this research and the ability to make comparisons between business unit cultures and levels of performance.

### **3.3.1 Quantitative Research**

Presently there are two recognized and mostly used approaches to empirical research, namely the quantitative research and the qualitative research (Schurink & Schurink, 2001). According to these authors the quantitative paradigm is based on positivism, which takes scientific explanation to be nomothetic (i.e. based on universal laws). Its main aims are to objectively measure the social world and to test hypotheses. In contrast, the qualitative paradigm stems from an anti-positivistic, interpretative approach. It is holistic in nature and aims at understanding social life and the meaning that people attach to everyday life.

Quantitative researchers use deductive reasoning. In contrast, qualitative researchers use inductive reasoning (Neuman, 1994). Quantitative research takes universal propositions and generalisations as a point of departure, whereas qualitative research aims to understand phenomena within a particular context. Schurink and Schurink (2001) pointed out that qualitative and quantitative researchers have different approaches to questions concerning ontology, epistemology and methodology.

In terms of ontology, the quantitative researcher believes in an objective reality, which could be explained, controlled and predicted by means of natural (cause-effect) laws. Human behaviour can be explained in causal deterministic ways and people can be manipulated and controlled. Qualitative researchers discard the notion of an external, objective reality. They aim to understand reality by discovering the meanings that people in a specific setting attach to it. To these researchers, behaviour is intentional and creative and it can be explained but not predicted.

In terms of epistemology, quantitative researchers see themselves as detached from, not as part of the object that they are studying. These researchers can therefore be objective, meaning they do not influence the study object and is not influenced by it. In contrast, the qualitative researchers are subjective because they interact with the subject (object of investigation) (Schurink & Schurink, 2001).

In terms of methodology the quantitative paradigm emulates the physical sciences in that questions or hypotheses are stated and subjected to empirical testing to verify them. In contrast, qualitative methodology is dialectical and interpretative. During the interaction between researcher and subject the subject's world is discovered and interpreted by means of qualitative methods (Schurink and Schurink, 2001). From the above it is clear that the purpose of this study will be best served within the quantitative paradigm.

For the purpose of this study, the research process as suggested by Cooper & Schindler (2003) and illustrated in Figure 3.1 will be followed. It focuses on three stages that the author found to be implementable and easily understood. Research planning, data gathering and analysis, interpretation and reporting.

### **Research planning**

The first issue comes up with a management dilemma and then a management question which then lead the author to a research proposal. The proposal is about what route the research will take in terms of designing strategy, data collection and sampling design.

### **Data gathering**

The author then starts to gather the relevant data towards solving the management dilemma and questions raised. Literature review is done; company background is tabled to give one a bigger picture and better understanding of the organisations in question. The data is collected from the relevant sources in each organisation. Questionnaire and instrument pilot testing is done. The instrument

used was found to be clear, precise, understandable and not taking too much time.

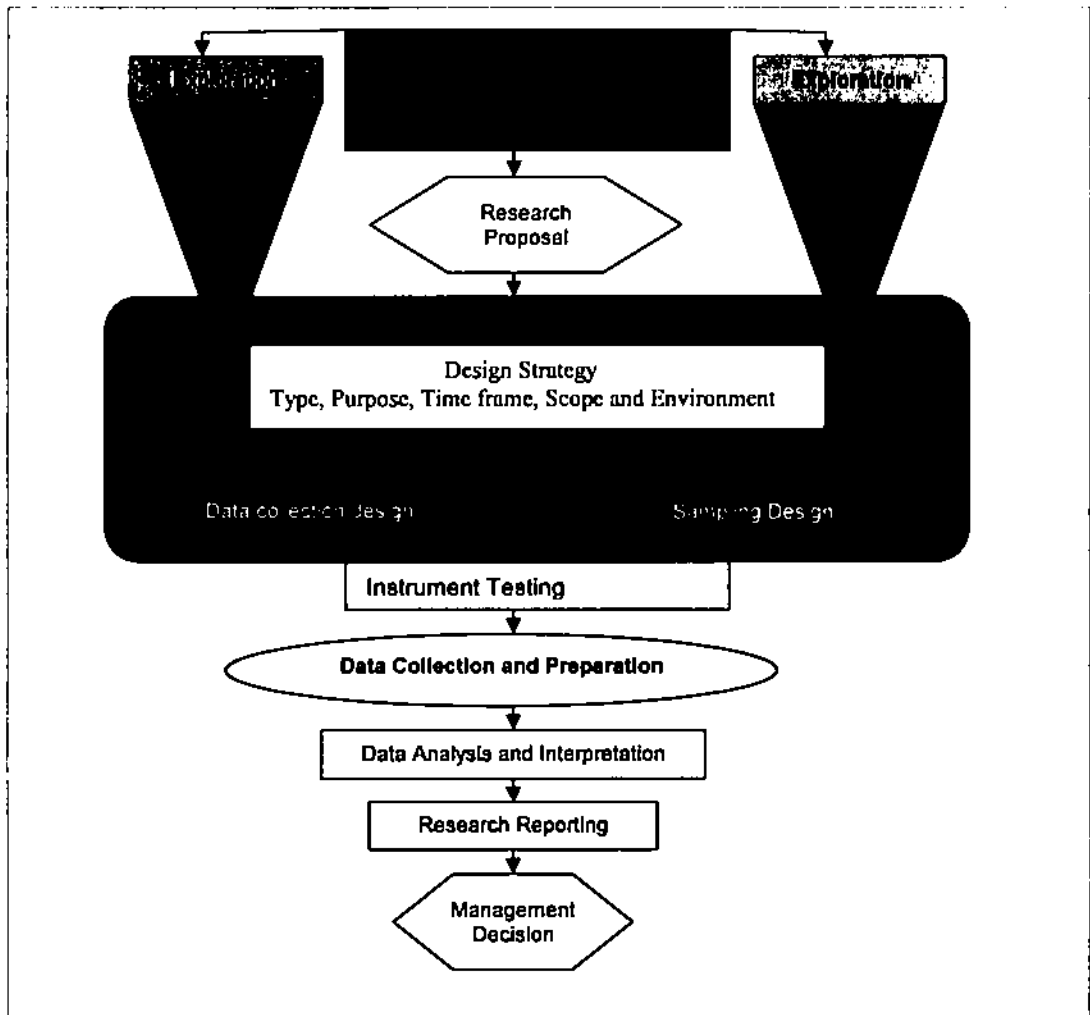


Figure 3.1: Research Process (from Cooper & Schindler, 2003)

**Analysis, Interpretation and Reporting**

This is the stage whereby the author is required to come up with a full analysis of the current status from the responses given by the respondent. A report has to be drawn which will compare the results with the literature review and then allow the author to make their own conclusions.

### **3.4 SAMPLE**

The units of analysis for this study are the full time employees working in each selected government department. The sample for this study will be selected from two national departments that have been chosen after dividing all 28 national government departments into two strata's (Annexure 1). The strata's has been divided using the 2006 Cabinet Report Card (CRC). The CRC is where ministers are rated by the opposition party in parliament (Democratic Alliance) and also through public opinion. They are then ranked according to average rating mark out of ten. The use of the CRC assumes that the rating of departmental ministers highlight, to a greater degree, the "performance level" of the relevant department.

Using random selection in each stratum, two departments that were selected are the National Treasury (NT) and the Department of Education (DoE). For the purpose of this study, the proposed sampling frame will be the list of employees in each department stratified according to their levels of seniority. The sampling frame of different levels is taken from the database and systematic random sampling performed on persal number ordering in selecting the sample in each organisation, so as to include the following categories:

- 30 (15 per organisation) top or senior managers (levels 16 – 13)
- 40 (20 per organisation ) middle managers (levels 12 – 10)
- 70 (35 per organisation ) other team members

The sample size of 140 would seem to be quite reasonable to have a good understanding of the problem from the data collected stating the current state of analysis.

### **3.5 THE MEASUREMENT INSTRUMENT**

The study is supposed to measure the organisational culture in two public organisations and the measurement instrument that received the most favor is a five point Likert Scale where,

- 5 = Strongly Agree
- 4 = Agree
- 3 = Neutral
- 2 = Disagree
- 1 = Strongly Disagree

The organisational culture questionnaire which is adapted from the DCEM will be administered to organisations to gain insight into the following areas of the organisational functioning:

- Is the business being managed effectively?
- Do the employees understand the mission and its implementation?
- What are the employees' expectations and perceptions of the company?
- Do all job levels, departments and language groups enhance the required organisational culture or are they in conflict with it?

### **3.5.1 The Questionnaire Dimensions**

The following dimensions and sub dimensions are measured with the DCEM:

#### ***Mission/Vision***

This dimension measures employees' understanding of the vision and mission of the organisation. Sub dimensions are: Mission, Goals and Core Values.

Examples of questions relevant to the Mission/Vision dimension are:

*"I understand the overall objectives of the organisation"*

*"The organisation has a shared view of a desired future state, and that view is understood and shared by all in the organisation"*

#### ***Adaptability***

This dimension measures the organisation's ability to adapt quickly to the signals from the external environment, including customers and the marketplace.

Examples of questions relevant to the Adaptability dimension are:

*"This organisation understands its customers, satisfy them and anticipate their future needs"*

*"In this organisation failure is viewed as an opportunity for learning and improvement"*

### **Consistency**

This dimension measures strength and cohesiveness of internal culture.

Examples of questions relevant to the Consistency dimension are:

*"The organisation has a shared set of values that creates a strong sense of identity and a clear set of expectations among organisation members"*

*"Leaders are skilled enough to achieve high agreement and reconcile different opinions on critical issues"*

### **Involvement**

This dimension measures how much the organisation focuses on developing, informing, involving its people and getting them engaged.

Examples of questions relevant to the Involvement dimension are:

*"Value is placed on working cooperatively towards common goals"*

*"The organisation should continually invest in the development of its employees' skills"*

## **3.6 CRITERIA FOR EVALUATING MEASUREMENT SCALES**

Reliability and validity are effective measures for assessing the usefulness of a measurement scale.

### **3.6.1 Reliability**

Reliability is the extent to which a measurement is free of variable errors. The most popular measure of reliability is Cronbach's Coefficient Alpha, which should be routinely calculated to assess the quality of measure (Leedy & Ormrod, 2005).

### **3.6.2 Validity**

The validity of a measurement instrument is defined as "the extent to which difference in scores on it reflect true differences among individuals on the characteristic we seek to measure, rather than constant or random errors" (Leedy

and Ormrod, 2005). Specifically, discriminant validity looks at the disagreement among scales used to measure concepts that are not expected to be related.

### 3.7 STATISTICAL ANALYSIS

In this section the statistical analyses employed in the study will be described. The statistical method is selected for its appropriateness to test the hypotheses of the study. The data is captured in Microsoft Excel spreadsheet designed with all relevant input including the questions from the questionnaire. The analysis will compare the scores against the two organisations, per category as well as per questionnaire average scores.

#### 3.7.1 Descriptive statistics

Descriptive statistics describes the basic features of the data in the study. Descriptive statistics provide a powerful summary that may enable comparisons across people or other units (Trochim, 2002). The distribution, central tendency and dispersion are the three major characteristics of the variable which will be examined

##### 3.7.1.1 *The Distribution*

The distribution is a summary of the frequency of individual values or ranges of values for a variable. The simplest distribution would list every value of a variable and the number of persons who had each value, and is called a frequency distribution (Hair, Anderson, Tatham and Black, 1998). In addition to the frequency distribution of the data set the skewness and kurtosis will be analysed with a view to understand the symmetry and peakedness of the distribution.

- **Skewness:** A measure of the degree to which a distribution is asymmetrical. A distribution is negatively skewed when it trails off to the left, whilst it is positively skewed when it trails off to the right (Hair *et al.*, 1998).
- **Kurtosis:** A measure of the peakedness of a distribution. A distribution can be mesocurtic (neutral degree of kurtosis); platykurtic (when it is

relatively thick in the “shoulders”); or leptokurtic (when it has relatively more scores in the centre and in the tails) (Hair *et al.*, 1998).

### 3.7.1.2. Central Tendency

According to Trochim (2002) the central tendency of a distribution is an estimate of the “centre” of a distribution of values. The three major types of estimates of central tendency are mean, median and mode:

- The mean or average is probably the most commonly used method of describing central tendency. To compute the mean you simply add up all the values and divide by the number of values.
- The median is the score found at the exact middle of the set of values.
- The mode is the most frequently occurring value in the set of scores.

Three of these estimates of central tendency are examined in this study.

### 3.7.1.3. Dispersion

Dispersion refers to the spread of the values around the central tendency. There are two common measures of dispersion, the range which is simply the highest value minus the lowest value and the standard deviation which shows the relation that a set of scores has to the mean of the sample. The standard deviation is a more accurate and detailed estimate of dispersion. (Trochim, 2002).

## 3.7.2 Multivariate Analysis

Multivariate analysis refers to all statistical methods that simultaneously analyse multiple measurements on each individual or object under investigation (Hair *et al.*, 1998). The following analyses form part of this study:

- correlation analysis
- Measurement of association

Firstly, descriptive statistics will be calculated to gain insight into the distribution of the data. This will be followed by two sample t-test to determine if there are any significant differences between company culture scores. Finally, measures of

association will be calculated to identify significant differences on an item level. All analysis will be carried out with the Stata computer package.

#### **Two sample t - test**

Subsequent to the factor analysis described above, a two sample t - test will be conducted on the variables to determine the significance in difference between mean scores. This procedure will be used to test Hypotheses 1.

Should the application of the above procedures indicate that there are no significant differences between the means of the various organisations, an analysis of the data at item level will be done in order to identify those items that do discriminate between the two organisations. Cramer's V, a measure of association will be used to determine significant differences in item scores. This procedure will be applied to test relationship between cultural traits.

The quality of the analysis is a function of the preparation that went in before the actual analysis. Thus, it is crucial for the acceptability of the results that sufficient preparation be done before hand.

### **3.8 CHAPTER SUMMARY**

In this chapter the empirical research part of the study was discussed. The chapter documented the research design, the research participants, the attributes of the DCEM, the research process and the statistical procedures employed in the study. It was pointed out that the research was designed in such a way that it could adequately answer the research question in order to reach the objectives of the study. In the next chapter, the results of the statistical analysis will be discussed.

## CHAPTER 4: RESEARCH RESULTS

*"If you can not measure results, you cannot tell success from failure,  
if you cannot see success, you can reward it"*  
Osborne et al (1992)

### 4.1 INTRODUCTION

In the previous chapter, various statistical procedures performed as part of this study were outlined. These procedures include descriptive statistics, measure of association and correlation analysis. In this chapter, the results of the various procedures are documented and main observations made. Statistical procedures are selected for their suitability and performed to test the following research hypothesis:

*Hypothesis 1: There is a significant difference in mean culture scores of different cultural dimensions between different government organisations.*

*Hypothesis 2: There is a relationship between organisational culture and outcomes in the public service.*

### 4.2 DEMOGRAPHIC DATA ANALYSIS OF THE RESEARCH SAMPLE

The following table represents the frequency table for the demographic variables, gender, level of seniority, population group and years in services in this institution. Table 4.1 shows the split according to departments and gender. The table indicates that out of 137 personnel that were sampled, 70 respondents were from National Treasury and 67 from the Education department. More than 55 percent of the sample represents the female respondents with 44.5 percent being male.

Departments	Frequency	Gender	
		Male	Female
Education	67	30	37
National Treasury	70	31	39
<b>Totals</b>	<b>137</b>	<b>61</b>	<b>76</b>
<b>%</b>		<b>44.5%</b>	<b>55.5%</b>

*Table 4.1: Sample split by gender*

The breakdown of the sample according to levels of seniority is reflected in Figure 4.1.

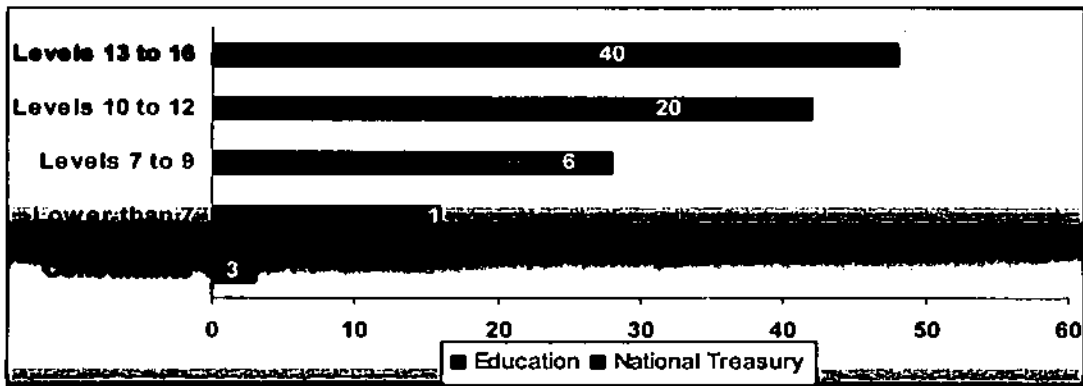


Figure 4.1: Sample split by Level

Of the sampled individuals, 35 percent (48) were employed at an executive and senior management level, 30.7 percent (42) at a middle management level, and 34.1 percent (44) at non managerial level and only 2.2 percent representing consultants.

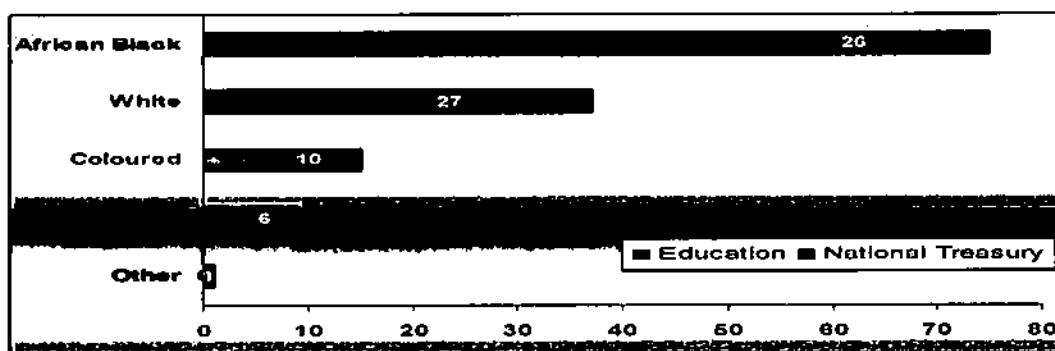
Table 4.2 (a) depicts the length of time that respondents in the sample were employed by the selected government institutions. One of the selected employees did not respond to the question of tenure.

Departments	Tenure				
	Less than 1 year	1 to 2 years	3 to 5 years	6 to 10 years	More than 10 years
Education	21	20	15	2	9
National Treasury	10	12	25	14	8
Totals	31	32	40	16	17
% of 136	22.6%	23.4%	29.2%	11.7%	12.4%

Table 4.2(a): Sample Split by Tenure

Most of the sampled personnel (29.2 %) have worked between 3 to 5 years in these two institutions but only 15 of them out of 40 were from the education department. The Education department shows a greater number of their respondents to have worked for the organisation less than a year.

Figure 4.2 indicates the breakdown of the sample according to race.



	Other	Indian	Coloured	White	African Black
Education	0%	33%	33%	27%	65%
National Treasury	100%	67%	67%	73%	35%
Of Total Sample (137)	0.7%	6.6%	10.9%	27.0%	54.7%

Figure 4.2(b): Sample Split by Race

It shows that 54.7 percent (75) of the respondents were African Blacks, 27 percent (37) white, 10.9 percent (16) coloured and 6.6 percent (9) Indian.

### 4.3 ORGANISATIONAL CULTURE DIMENSION RESULTS

The mean scores summary and other descriptive statistics for the four broad dimensions of organisational culture are presented in Table 4.3.

n = 137	Adaptability	Consistency	Involvement	Mission
Mean	3.7	3.2	3.5	3.4
Standard Deviation	0.7	0.8	0.7	0.9
Q1	3	3	3	3
Median	4	3	4	4
Q3	4	4	4	4
Skewness	-0.4	-0.4	-0.5	-0.6
Kurtosis	0.1	-0.2	0.5	0.1
Mode	4	3	4	4

Table 4.3: Descriptive Summary statistics for the four cultural dimensions

The frequency distribution of the same four broad dimensions of organisational culture is presented in Figure 4.3. These percentages represent the number of respondent who agreed, disagreed or were neutral on the questions relating to

the Mission, Involvement, Consistency and Adaptability dimensions from the sampled 137 individuals.

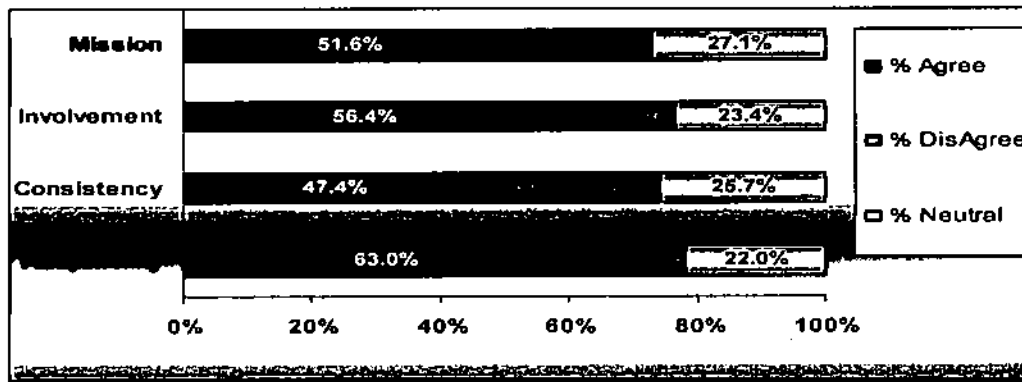


Figure 4.3: Overall organisational culture dimensions results

### Adaptability

From Table 4.3 it can be seen that the average rating of the adaptability dimension is the highest with the mean of 3.7 on a 5 point scale. The first quartile indicates that 25% of the respondents had a rating value less than 3, therefore most respondents had favourable adaptability rating. The skewness (-0.4) and the kurtosis (0.1) are both closer to zero indicating that the distribution is almost symmetrical and averagely peaked.

The results in Figure 4.3 show that 63 percent of staff in the two institutions agree that their organisations are adaptable to changes in the environment. This means that these institutions are dynamic, customer focused and promote organisational learning. Only 15 percent of the selected employees think that their organisations are not adaptable with 22 percent not being sure.

The highest performer in this category is question 2.2 with 75.9 percent of employees agreeing that the organisation's management is committed to implement programmes to serve clients better. Another high performer is question 2.1. It reveals that 75.2 percent of employees agree that the organisation has good relations with its external clients and understand their needs.

The lowest performer is question 3.2 with only 38 percent of employees agreeing that organisation failure is viewed as an opportunity for learning and improvement. More than 32 percent of the respondents gave a neutral response on this question (Annexure 3).

#### **Consistency:**

The average rating of the consistency dimension is relatively lower with a mean rating of 3.2 on a 5 point scale. The first quartile indicates that 25% of the respondents had a rating value below 3. The skewness (-0.4) and the kurtosis (-0.2) are both closer to zero indicating that the distribution is almost symmetrical and averagely peaked (Table 4.3).

The results in Figure 4.3 show that more than half of the sampled employees do not agree that their organisations are consistent with their core values, management is consistent in the way they treat staff and that there is a high culture of co-ordination and integration. Almost 27 percent (37) totally disagree with the notion of consistency and 25.7 percent of the people are not sure (neutral).

The highest performer in this category is question 5.1 with 65 percent of employees agreeing that immediate manager act consistently with what they say. The lowest performer was question 6.2 with only 24.1 percent of employees agreeing that they receive sufficient information about what is happening in other divisions. Most people (28.5 %) in this dimension were neutral on the question of cooperation between divisions (Annexure 3).

#### **Involvement:**

The average rating of the Involvement dimension is relatively better with a mean of 3.5 on a 5 point scale. The first quartile indicates that 25% of the respondents had a rating value below 3. The skewness (-0.5) and the kurtosis (0.5) are both closer to zero indicating that the distribution is almost symmetrical and averagely peaked (Table 4.3).

The results show that 56.4 percent of the staff in the two institutions agrees with the involvement dimension. This means that personnel in these institutions feel empowered to do important work, team work is encouraged and capacity development ranks highly (Figure 4.3).

The highest performer in this category is question 7.1 with 73.7 percent of employees agreeing that their immediate manager empowers them to do important work. The lowest performer is question 9.1 with only 48.2 percent of employees agreeing that the organisation continuously invests in training and upgrading of skills. Almost half of the people (46.7 %) were neutral on the question of employees preferring partnering with consultants rather than doing all the work themselves of this dimension (Annexure 3).

#### **Mission:**

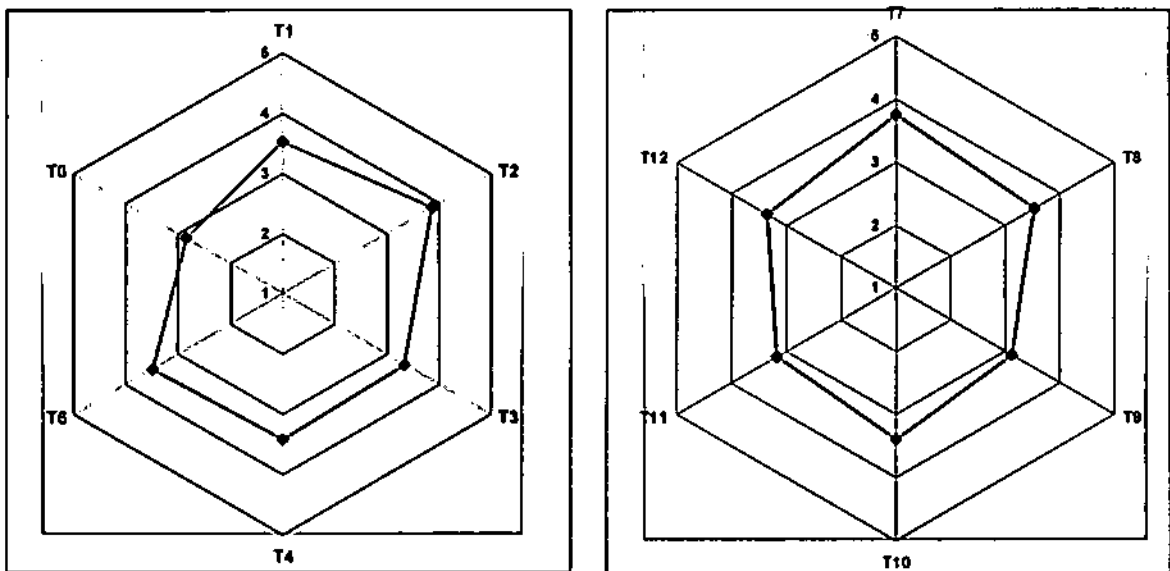
The average rating of the mission dimension is relatively lower with a mean of 3.4 on a 5 point scale. The first quartile indicates that 25% of the respondents had a rating value below 3. The skewness (-0.6) and the kurtosis (0.1) are both closer to zero indicating that the distribution is almost symmetrical and averagely peaked (Table 4.3).

Just more than half (51.6%) of the sampled individuals agree that their organisation provides clear direction and goals that serve to define an appropriate course of action. Over a fifth (21.3%) of the respondents disagrees with the mission notion. A neutral response of 27.1 percent indicates that more than a quarter of the people are indecisive about the meaningful long-term direction of their organisations (Figure 4.3).

The highest performer in this category is question 10.1 with 61.3 percent of employees agreeing that the organisation has a shared view of a desired future. The lowest performer is question 11.2 with only 37.2 percent of employees agreeing that there is regular feedback on the outcomes of strategic planning session (Annexure 3).

Almost a third of employees (32.8 %) were neutral on the question of the vision of the organisation being understood and shared by all in this dimension. Another relatively high percentage (31.4%) of employees was not sure whether the organisation has infrastructure that supports and reinforces its vision, mission, values and strategies. More than half of the sampled employees do not agree that their organisations are consistent with their core values, management is consistent in the way they treat staff and that there is a high culture of co-ordination and integration.

The results of each organisational culture trait as shown in Figure 4.4 were found to average between 3 and 4 with only the Co-ordination and integration cultural trait showing an average of less than 3.



Index	T1	T2	T3	T4	T5	T6
Average	3.5	3.9	3.3	3.4	3.5	2.8
Trait Name	Creating Change	Customer Focus	Organizational Learning	Core Values	Agreement	Coordination & Integration

Index	T7	T8	T9	T10	T11	T12
Average	3.8	3.5	3.1	3.4	3.2	3.4
Trait Name	Empowerment	Team Orientation	Capability Development	Vision	Strategic Direction & Intent	Goals & Objectives

Figure 4.4: Overall organisational culture traits results

Customer Focus (T2) is proving to be the major contributor to the adaptability dimension with a mean score of 3.9. The last positive result for this dimension is organisational learning trait (T3) with a mean score of 3.3.

Internal consistency of the two institutions has a balanced mean score of 3.5 and 3.4 for both the agreement and core values traits respectively. The trait that has the least mean score (2.8) is coordination and integration.

All the mean averages that constitute the involvement dimension are above 3, with the empowerment trait being the highest contributor (3.8) and capability development being the least (3.1).

Three of the traits that make up the mission dimension are balanced around the mean score of 3.3. Strategic direction and intent is marginally lower at 3.2, whilst vision, goal and objectives have a mean score of 3.4.

#### 4.3.1 Analysis of Cultural Dimension across Gender and Years of Service

The two-sample t test was performed on the data from the sample of 137 employees, which were divided into groups according to gender (male and female) in Table 4.4 and according to the number of years the respondent has served in the institution (Table 4.5). The number of years in service was divided into two groups, those who have served less than three year and those who have served three years and more.

Culture Dimensions by Gender					
	Observe.	Means			
		Adaptability	Consistency	Involvement	Mission
Male	61	3.79	3.41	3.66	3.56
Female	76	3.55	3.12	3.41	3.33
Combined	137	3.66	3.25	3.52	3.43
Ho: diff = 0	t =	1.99	2.166	2.029	1.53
H1: diff >< 0	Pr =	0.0481	0.0321	0.0444	0.1283
	[95% Conf. Interval]				

Table 4.4: Two sample t-test of all cultural dimensions by gender

Results in Table 4.4 illustrate that there is no significant difference between male and female with respect to the Mission dimension. Males and females are

significantly different in the way they view adaptability of their institutions, its internal consistency and involvement of employees. Mean value suggests that males feel there exists a stronger culture of Adaptability, Involvement and Mission.

[95% Conf. Interval]	Observe.	Means			
		Adaptability	Consistency	Involvement	Mission
Less than 3 years	63	3.7	3.38	3.67	3.57
Three years and more	74	3.62	3.14	3.39	3.31
<b>Combined</b>	<b>137</b>	<b>3.656</b>	<b>3.25</b>	<b>3.52</b>	<b>3.43</b>
<b>Ho: diff = 0</b>	<b>t =</b>	<b>0.647</b>	<b>1.823</b>	<b>2.26</b>	<b>1.755</b>
<b>H1: diff &gt;&lt; 0</b>	<b>Pr =</b>	<b>0.5186</b>	<b>0.0705</b>	<b>0.0251</b>	<b>0.082</b>

Table 4.5: Two sample t-test of all cultural dimensions by years of service in the organisation

The mean values suggest that members who have served longer than three years in both institutions are more positive on all the four cultural dimensions. According to the test performed to determine the mean differences between the group of 63 employees who have an experience of less than three years and the other group of 74 employees who have served the organisation three years and above, not much significant difference was observable. A significant difference ( $p=0,0251$ ) was observed only in the Involvement dimension meaning employees who have served longer feel that there is more involvement culture in their institutions.

The level of seniority of staff members, presented in table 4.6 (a) and (b) was divided into two, senior management ( $n=48$ ) from level 13 to 16 and other staff members who are on levels less than 13 ( $n=89$ ). Table 4.6 (a) reveals no significant difference between senior management and other staff members regarding both the adaptability and involvement dimensions.

Level	Adaptability (%)			Involvement (%)		
	Disagree	Neutral	Agree	Disagree	Neutral	Agree
Other Staff Members	4.5	32.6	62.9	5.6	39.3	55.1
Senior Management	6.3	29.2	64.6	10.4	33.3	56.3

Table 4.6 (a): Levels of seniority by Change and Flexibility Cultures

Senior management staff is relatively more positive on these two dimensions but the other staff members are more neutral on the issues of adaptability and involvement.

A different picture can be depicted from table 4.6 (b). Other staff members are relatively more positive regarding the mission and internal consistency of their organisations than senior managers. There is even a significant difference with respect to the mission dimension.

Level	Mission (%)			Consistency (%)		
	Disagree	Neutral	Agree	Disagree	Neutral	Agree
Other Staff Members	6.7	34.8	58.4	13.5	44.9	41.6
Senior Management	31.3	20.8	47.9	22.9	37.5	39.6

Table 4.6 (b): Levels of seniority by Stability and Direction Cultures

#### 4.4 ANALYSIS OF ORGANISATIONAL OUTCOMES

Table 4.7 gives an explanation and the mean scores of the organisation's outcomes, from the employee side (13A, 13B and 13C) and from the company side (13D, 13E and 13F). Figure 4.5 illustrate the outcomes mean distribution with two very favourable outcomes, employees feeling proud to work in the sampled organisations(13A) and organisation's performance on quality service as perceived by the employee (13D) also ranking highly (both 3.8 out of 5).

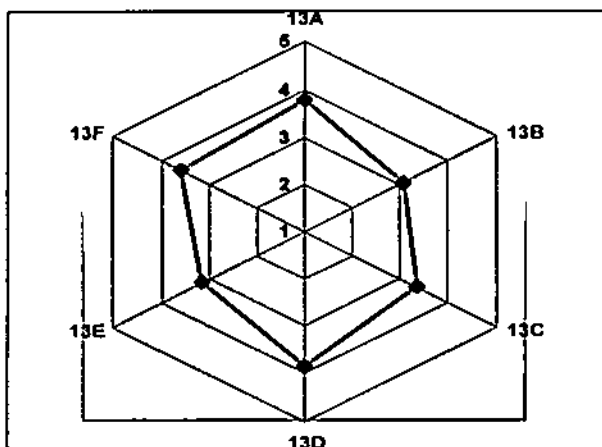


Figure 4.5: Mean Scores Rating

Code	Mean	Variable
13A	3.8	Proud to work for this Organisation
13B	3.0	Intention to continue working here
13C	3.3	Employees Feel appreciated
13D	3.8	Organisation's performance on Quality of Service
13E	3.1	Organisation's performance on Employee Satisfaction
13F	3.6	Overall Organisation's Performance

Table 4.7: Outcome Variables

The results of the organisational outcomes are shown in Figure 4.6 with the percentages of individual's response to the outcome questions. Evident from the analysis of outcome scores (Figure 4.6) is that most people (71%) agree that their organisations produce quality services.

Even though the number of people agreeing to organisations' production of quality service is more than that of people who are proud to work for the organisations, their mean scores are the same. This is because more peoples (24%) strongly agreed (five points on the scale) to being proud to be employees of the organisation than the 20% who strongly agreed with organisation's performance on quality.

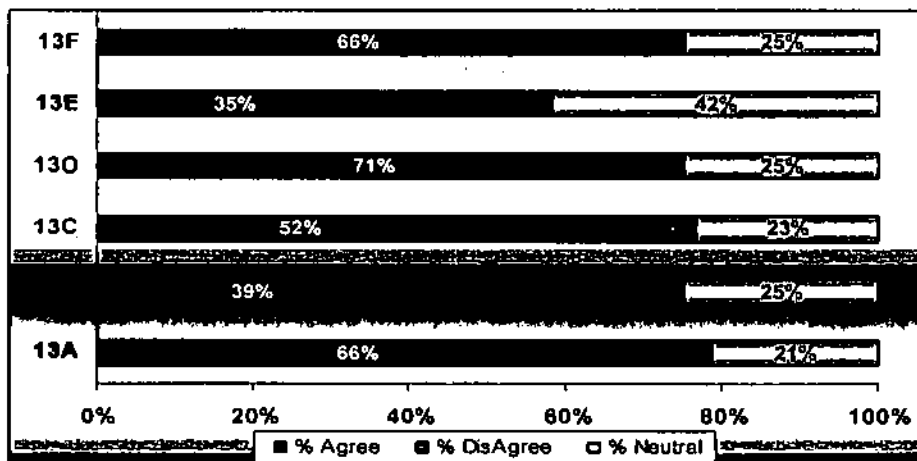


Figure 4.6: Organisational Outcomes results

Organisation's performance on employee satisfaction and employee's intention to continue working for their organisation rated very low. Thirty six percent of the people out rightly disagreed that they see their colleagues willing to continue working for the organisation, whilst a 42% percent of the neutral responses indicates a great degree of indecisiveness on how people feel about company's performance on satisfying its employees.

The results also show that 25 percent of employees feel appreciated and motivated to work harder and 23 percent are not sure on this notion. That is almost half of the sample not feeling appreciated.

#### 4.5 DIFFERENCES BETWEEN DEPARTMENTS WITH RESPECT TO CULTURE DIMENSIONS

Tables 4.8 (a) to (d) provide a comparison of the two departments, Department of Education and National Treasury on each of the organisational culture dimensions. As mentioned previously that the particular statistical procedure performed as part of this study is to test the research hypothesis:

$H_0$ : There is no difference in the mean culture stores between different organisations in the sample.

Adaptability by Departments				
	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.66	0.08	0.69
National Treasury	70	3.66	0.08	0.70
Combined	137	3.66	0.06	0.69
$t = -0.0036$ $Pr(T > t) = 0.9971$		$H_0: \text{diff} = 0$ $H_1: \text{diff} > < 0$	[95% Conf. Interval] degrees of freedom = 135	

Table 4.8 (a): Two sample t test for adaptability by department

#### Adaptability

With respect to this adaptability dimension the two institutions had relatively similar views. Both mean scores were level at 3.66. We therefore cannot reject the null hypothesis of no difference between the means from the Department of Education and National Treasury with respect to the ability to translate the environment and the demands of the customers.

At a disaggregated level, the Education department respondents were most positive (77.6% agreeing) on the fact that the organisation has a good relationship with its external clients and understands their needs. The National Treasury had a 72.9 % response on this question.

National Treasury respondents were most positive (80%) on the question "This organisation's management is committed to implementing programs to serve clients better ". Education scored 71,6% on this question with 25.4% being neutral . Both organisations had only 3% of responses disagreeing with this question.

The lowest scoring for both departments was noticeable on the question 'In this organisation failure is viewed as an opportunity for learning and improvement.' A 43.3% positive response was received from the Education department with 29.9% being neutral. At National Treasury, only 35.7% agreed with a response of 35.7% being neutral on the same question.

**Consistency by Departments**

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.33	0.09	0.81
National Treasury	70	3.17	0.09	0.78
Combined	137	3.25	0.07	0.79
t = 1.16	Ho: diff = 0		[95% Conf. Interval]	
Pr(T > t) = 0.25	H1: diff >< 0		degrees of freedom = 135	

*Table 4.8 (b): Two sample t test for consistency by department*

### Consistency

The results of the test for this dimension did not show a significant difference in the response from the two institutions. Therefore we cannot reject the null hypothesis of Ho: diff = 0 at 95% confidence interval.

At a disaggregated level Education was more positive (71.6%) in the question of: 'My immediate manager act consistently with what he/she says' whilst National Treasury employees were only 58.6 % positive on this question. Just more than a third (35, 8%) of the response from Education indicates that employees are neutral on the question of 'Leadership in this organisation is skilled enough to accommodate differences of opinions on critical issues", 57, 1% of National Treasury employees were positive on this question.

The least positive result was observable in both organisations on the question of 'I receive sufficient information about what is happening in other divisions' with education being 29.9% positive and National Treasury being only 18.6% positive. The biggest disagreement response was received from both Education department (49.3%) and National Treasury (55.7%) for this question.

**Involvement by Departments**

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.55	0.08	0.61
National Treasury	70	3.49	0.10	0.81
Combined	137	3.52	0.061	0.72
$t = 0.54$ $Pr(T > t) = 0.59$		Ho: diff = 0 H1: diff > < 0	[95% Conf. Interval] degrees of freedom = 135	

*Table 4.8 (c): Two sample t test for involvement by department*

### Involvement

The mean scores of the involvement dimension were not very different for both institutions with a difference of 0.06 between them. The test also proved that there is no significant difference between the perceptions of the two institutions in relation to the involvement dimension. We therefore cannot reject the null hypothesis of zero difference between the means of Education and National Treasury on the culture of encouraging employees' involvement and creating a sense of ownership.

At a disaggregated level, the highest positive responses were from both Education (73.1%) and National Treasury (74.3%) on the question "My immediate manager empowers me to do important work". Close to half (44.8%) of employees in the education department disagree that "My organisation continuously invests in training and upgrading of skills ...." whilst only 17.1 percent of employees at National Treasury disagreed to this nation.

The biggest negative response (30%) for National Treasury was observable in the question of "My organisation improves cross-functional and cross organisational collaboration by encouraging teamwork ". In both institutions

almost half of the responses were neutral on the question of “Employees prefer partnering with consultants outside the organisation rather than doing it all by themselves” with 49.3 percent and 44.3 percent for both Education and National Treasury respectively.

Mission by Departments				
	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.66	0.08	0.66
National Treasury	70	3.21	0.12	0.99
Combined	137	3.25	0.07	0.87
t = 3.05		Ho: diff = 0		[95% Conf. Interval]
Pr(T > t) = 0.00027		H1: diff >< 0		degrees of freedom = 135

Table 4.8 (d): Two sample t test for mission by department

### Mission

On the dimension of the meaningful long-term direction for the organisation by defining its social role and internal goals, significant results ( $p = 0,00027$ ) on the difference between two means was observed. We therefore reject the null hypothesis of no difference between means of the two institutions and conclude that the views of the two institutions on the issue of mission are significantly different.

On all the questions relating to the mission dimension the Education department does not have a big “disagree” response but are mostly neutral. An average of 27.9% neutral response was observed as opposed to the 11,4% disagree response. From the National Treasury responses, there were no high score observable on any of the questions. The highest positive score (73.1%) from the education department was on the question “This organisation has a shared view on the desired future”. National Treasury is 50% positive on this question. The highest number (58.6%) of respondents at National Treasury disagree that “There is regular feedback on the outcomes of strategic planning session in the organisation” with only 25.7% agreeing.

Evidently the two organisations are on average congruent on the issues of organisation culture in the public service, with a significant difference noticeable in only one area, the mission dimension.

#### 4.6 DIFFERENCE BETWEEN DEPARTMENTS WITH RESPECT TO OUTCOMES

Tables 4.9 (a) to 4.9 (f) provides a comparison of the two departments on each of the organisational outcomes. Significant results (at a significant level of 0.05) were found for employees being proud to work for the organisation, quality of service the organisation is providing and for the overall performance of each organisation.

Pride by Departments				
	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.58	0.11	0.94
National Treasury	70	3.96	0.12	0.97
Combined	137	3.77	0.083	0.97
$t = -2.297$ $Pr(T > t) = 0.0231$		$H_0: \text{diff} = 0$ $H_1: \text{diff} > < 0$	[95% Conf. Interval] degrees of freedom = 135	

Table 4.9 (a): Two sample t test for pride by department

A significant difference in response is noticeable on the question "I am proud to work for this organisation because it has a stimulating and challenging environment where employees are self motivated ". Education responses were only 53.7 percent in agreement with this statement whilst National Treasury agreed 78.6 percent of the times.

Intention by Departments				
	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.03	0.12	1.01
National Treasury	70	3.04	0.13	1.10
Combined	137	3.04	0.091	1.06
$t = -0.071$ $Pr(T > t) = 0.9431$		$H_0: \text{diff} = 0$ $H_1: \text{diff} > < 0$	[95% Conf. Interval] degrees of freedom = 135	

Table 4.9 (b): Two sample t test for intention by department

On the question "I feel that most people in my work group intend to continue working for organisation in the long term", Education agreed only 37.3 percent, disagreeing 34.3 percent and 28.4 percent neutral. National Treasury agreed 41.4 percent, disagreeing 37.1 percent and being 21.4 percent neutral.

## Feeling Appreciated by Departments

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.43	0.13	1.08
National Treasury	70	3.23	0.14	1.17
Combined	137	3.33	0.096	1.13
$t = 1.06$ $Pr(T > t) = 0.2899$		Ho: diff = 0 H1: diff >< 0	[95% Conf. Interval] degrees of freedom = 135	

Table 4.9 (c): Two sample t test for feeling appreciated by department

Almost half of the responses from both organisations (52.2% for Education and 51.4% from National Treasury) agreed that they feel appreciated and encouraged to work harder. At National Treasury 32.9 percent disagreed with 31.3 percent of responses from Education being neutral.

## Quality of Service by Departments

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.43	0.10	0.78
National Treasury	70	4.24	0.08	0.65
Combined	137	3.85	0.07	0.82
$t = -6.614$ $Pr(T > t) = 0.00001$		Ho: diff = 0 H1: diff >< 0	[95% Conf. Interval] degrees of freedom = 135	

Table 4.9 (d): Two sample t test for quality of service by department

A high percentage of 91.4 percent agreed that at National Treasury they produce quality products whilst 49.3% felt that way in Education. A big percentage (43.3 %) in Education was neutral on the issue of quality services.

## Employee Satisfaction by Departments

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	2.97	0.12	0.97
National Treasury	70	3.24	0.11	0.89
Combined	137	3.11	0.08	0.937
$t = -1.715$ $Pr(T > t) = 0.0886$		Ho: diff = 0 H1: diff >< 0	[95% Conf. Interval] degrees of freedom = 135	

Table 4.9(e): Employee Satisfaction by Department

In both organisations, less than half of the employees felt that their institutions are doing well on the front of employee satisfaction. At National Treasury 42.9 percent were positive and only 26.9 percent the Education department responses agreed on their organisation performing well on the employee satisfaction front.

Regarding this outcome, 46.6 percent and 37.1 percent were neutral in both Education and National Treasury respectively.

**Overall Performance by Departments**

	Observe.	Mean	Std. Err.	Std. Dev.
Education	67	3.27	0.12	0.99
National Treasury	70	3.87	0.10	0.83
Combined	137	3.58	0.82	0.96
$t = -3.855$ $Pr(T > t) = 0.0002$		Ho: diff = 0 H1: diff >< 0	[95% Conf. Interval] degrees of freedom = 135	

*Table 4.9(f): Overall Performance by Departments*

On overall performance National Treasury was rated to perform better with positive responses of 82.9 percent whilst only 49.3percent responses from Education were positive. More than a third (38.8%) of Education respondents was neutral in this regard.

Evidently, the Education department responses reveal that the employees are indecisive or unsure about their performance with an average of 30.8 percent being neutral on the issues of organisational performance regarding employees and 42.8 percent neutral on issues of general performance of the department (Annexure 3).

**4.7 CORRELATION BETWEEN OUTCOMES AND CULTURAL DIMENSIONS**

To investigate the correlations between cultural dimensions (X) with the five organisational outcomes (Y), Spearman’s Rank – Order Correlation was used to construct a correlation matrix. Null and alternative hypothesis involving relations between two variables X and Y can be defined as:

H<sub>0</sub>: No relationship exists between X and Y, and

H<sub>1</sub>: There is a relationship between the two variables, X and Y.

The correlation matrix in table 4.10 (a) and (b) reveals that most of the r-value are positive and centered around 0.5. At these levels, the relationship exists and is positive but very weak.

	<i>Adaptability</i>		<i>Involvement</i>	
	r - Value	p - Value	r - Value	p - Value
Proud to work here	0.59	< 0.01	0.59	< 0.01
Intention to continue working here	0.58	< 0.01	0.61	< 0.01
Feel appreciated	0.61	< 0.01	0.58	< 0.01
<b>Quality of Service</b>	0.28	< 0.01	0.2	0.14
Employee Satisfaction	0.41	< 0.01	0.45	< 0.01

Table 4.10 (a): Correlation between outcomes and flexibility culture variables

The p-values are also significant in most cases, indicating that we must reject the null hypothesis of no relationship between the variables.

	<i>Mission</i>		<i>Consistency</i>	
	r - Value	p - Value	r - Value	p - Value
Proud to work here	0.498	< 0.01	0.56	< 0.01
Intention to continue working here	0.563	< 0.01	0.65	< 0.01
Feel appreciated	0.469	< 0.01	0.6	< 0.01
<b>Quality of Service</b>	0.124	0.29	0.19	0.79
Employee Satisfaction	0.329	< 0.01	0.48	< 0.01

Table 4.10 (b): Correlation between Outcomes and Stability culture variables

The variable that shows a zero relationship with involvement, mission and consistency dimensions, and an extremely weak relationship with adaptability, is the organisation's performance on quality of service.

#### 4.8 RELIABILITY OF THE ORGANISATIONAL CULTURE SURVEY MEASURE

The results of the alpha coefficients for this organisational culture survey are presented in table 4.11. Results for the 12 organisational traits and individual items in each trait are presented in the last two columns of the table. From the results of the cultural traits, most of them appear to have acceptable internal consistency reliabilities of above 0.60. The organizational learning and capability development appear to have low reliabilities. The alpha coefficient of 0.543 obtained from the organizational learning trait suggests that this trait does not correlate strongly with the adaptability dimension.

Dimensions	Cronbach Coefficient Alpha		
	For the Traits	From the three Traits	From all items
<b>Adaptability</b>		<b>0.699</b>	<b>0.764</b>
Creating Change	0.636		
Customer Focus	0.625		
Organizational Learning	0.543		
<b>Consistency</b>		<b>0.763</b>	<b>0.864</b>
Core Values	0.593		
Agreement	0.794		
Coordination & Integration	0.784		
<b>Involvement</b>		<b>0.706</b>	<b>0.79</b>
Empowerment	0.814		
Team Orientation	0.635		
Capability Development	0.477		
<b>Mission</b>		<b>0.857</b>	<b>0.901</b>
Vision	0.826		
Strategic Direction & Intent	0.747		
Goals & Objectives	0.756		

Table 4.11: Cronbach Alpha Coefficients for the organisational Culture Dimensions

A similar result was observed for the capability development, for which an alpha coefficient of 0.477 was obtained. This suggests that the capability development does not correlate strongly with the involvement dimension. These results may indicate that the structure of the culture model should be explored in further research. The fact that this is a single study and the sample size is small should be taken into consideration when making any recommendations regarding the instrument.

The results of the alpha coefficient from the individual items range from 0.764 to 0.901. This indicates that the items in each trait have internal consistency reliabilities within the recommended range. The results of the alpha coefficient from the three traits under each dimension range from 0.699 to 0.857, thus indicating that the three traits within each dimension have internal consistency reliabilities within the recommended range. It can thus be said that the survey items, traits and dimensions have acceptable reliabilities, although there is a slight concern regarding the organisational learning, capability development, and core values traits. This concern can be considered to be relatively small because the elimination of each of the variables with Alpha coefficient less than 0.6 does not improve the overall alpha coefficient.

#### 4.9 RELIABILITY OF THE ORGANISATIONAL OUTCOMES MEASURES

Table 4.11 shows the alpha coefficients for all the organisational outcome variable and subsequently after deleting each of the variables. If the alpha coefficient increases after deleting a variable, it provides an indication that the variable may not fit the scale and its removal should be considered.

	Cronbach coefficient alpha
For All Variables	0.838
Without the Variable: Proud to work here	0.782
Without the Variable: Intention to continue working here	0.812
Without the Variable: Feel appreciated	0.818
Without the Variable: Quality of Service	0.836
Without the Variable: Employee Satisfaction	0.811
Without the Variable: Overall Performance	0.806

*Table 4.12: Cronbach Alpha Coefficients for the organisational Outcome measures*

The results of the organisational outcomes alpha coefficients (0.838) appear to have an acceptable internal consistency reliability of more than 0.60. The results after deleting each variable one by one generally show some decrease (no improvement in the overall reliability) with only the removal of the quality of service variable nearly leaving the alpha coefficient unchanged.

#### 4.10 CHAPTER SUMMARY

The purpose of this chapter was to present the results of the empirical study. This chapter began with a description of the biographic profile of the sample and then presented the overall results of the organisational culture profile. The differences in the organisational culture results between departments were then explored. This was followed by the presentation of organisational outcomes data and the examination of the relationship between organisational culture and organisational outcomes. Finally, the findings of the reliability analyses of the organizational culture and the organisational outcomes surveys were then presented and discussed.

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## **CHAPTER 5: DISCUSSION, CONCLUSION & RECOMMENDATIONS**

*"Culture goes a long way to guide the perception of what is important (value), what is possible (opportunity), and what is real (reality)"  
Manetjie (2005)*

### **5.1 INTRODUCTION**

This chapter presents the discussions, limitations, conclusions and recommendations of the research. In Chapter 1, the background, motivation for the study, objectives of the study and the sampled departments were discussed. In Chapter 2, the current knowledge on organisational culture was discussed with special reference to the study and measuring of organisational culture. Organisational culture was defined as an integration of values, beliefs, attitudes and behavioral patterns that are shared by the organisation's members in pursuit of organisational goals that gives an organisation a distinctive character.

Chapter 3 addressed the issue of empirical research design and procedures. In this chapter, the research process, statistical procedures employed and the particulars of the collection and measurement tool adapted from the Denison Culture and Effective Model utilized in the study were documented. It was also pointed out that the research was designed in such a way that it could adequately address the research question in order to reach the objectives of the study.

In Chapter 4 the results of the various statistical procedures were documented and main observations made. The results of descriptive statistics, overall and specific results from each cultural dimension, results from organisational outcomes that were measured and the measure of association were portrayed. The questionnaire, consisting of 28 organisational culture items and 6 organisational outcomes items, was found to be highly reliable with a Cronbach Coefficient Alpha of 0.945 and 0.911 for both types of items respectively.

In this chapter, the findings of the study will be discussed. An analysis is made based on the questionnaire results. Conclusions on the organisational culture

that will be relevant in the public service for higher performance will be drawn from both the literature review and the empirical research. The value, as well as the limitations of the study will be pointed out and recommendations for future research will be made. Recommendations on how to go about changing towards a culture that will facilitate performance improvements will also be put forth.

## **5.2 SUMMARY OF KEY FINDINGS**

This section discusses the key findings in respect of the objectives of the study, both from the literature review perspective and the empirical perspective.

### **5.2.1 Findings regarding literature review**

The objective of the literature review was to evaluate the literature regarding definitions, levels, models, and approaches towards organisational culture. A review of the literature revealed that the construct organisational culture is characterized by different definitions, epistemologies and research paradigms. There are tools such as the Hofstede Cultural Orientation model, which look at various paired factors on a continuum. Schein's three layer model, which differentiates the elements of culture from basic assumptions which forms the essence of culture, values at a greater level of awareness and artifacts. Kotter and Heskett culture model describes culture in terms of visibility and their resistance to change. The Organisational DNA model that defines culture in terms of four bases, structure, decision right, motivators and information that combine to define an organisation's unique traits.

Differing arguments exist about virtually all aspects of organisational culture including the mechanics and extent of its contribution to organisational performance. The literature also noted that superior organisational performance is due to the combination of several strategic elements that complement and strengthen one another. These include customer satisfaction, supplier's performance, processes adopted, technology employed and innovative actions taken. What is also borne out by the literature is that the characteristics of organisations with a strong corporate culture will include most of the following:

- Clearly defined and communicated vision and mission
- Clearly stated values which underpin the behaviors throughout the organisation
- A clear indication of the behaviours to be followed by everyone in the organisation from the boardroom down
- Top management work at creating and keeping the desired culture

It is also important to note, that measuring productivity in the public sector is not a simple task, because of various qualitative and sometimes unquantifiable variables that have to be considered. The improvement of performance embraces far more than merely calculable or quantitative criteria to determine how many resources have been expended to achieve specified objectives. Performance improvement is a way of looking at the entire institutional context within which employees find themselves. It means looking at types of organisational models, environmental constraints such as risk and health management, asset and resource management, working conditions and numerous other aspects which could have either a positive or a negative impact on institutional performance.

Some of the criteria for performance excellence that are suggested by van der Walt (2004) include:

*Leadership:* The behavior and actions of the executive team and how they inspire, support and promote a culture of performance excellence.

*Policy, Strategy and Results:* How the organisation formulates, reviews and turns policy and strategy into plans and actions. Whether or not the organisation is achieving its planned objectives and satisfying other stakeholders.

*Customer Focus and Satisfaction:* How the organisation determines customer requirements and expectation, enhances relationship with customers, and determines their satisfaction. What the organisation does to satisfy its customers.

*People Management:* Whether or not the organisation realizes that its most valued assets are its employees and how it utilizes them. Whether it allows for the creativity to unfold and allow its employees to perform to their excellence and realize that satisfied employees result in satisfied customers.

## **5.2.2 Findings regarding Empirical Research**

In this section conclusions will be drawn on the results of organisational culture with findings mainly based on the extent to which they answer the questions posed in the problem statement in Chapter 1. The results of the organisational outcomes, the association and correlation between relevant variable will also be discussed.

### *5.2.2.1 Sharing strong and cohesive internal culture*

Cohesive internal culture is answered in the results discussion Section 4.3. According to the results, less than half of sampled employees agree that their organisations are consistent with their co values, management is consistent with the way they treat staff and that there is a high culture of coordination and integration between internal departments or sections. A big percentage of people disagree that they receive enough information about what is happening in other sections. This creates a situation of left hand not really knowing what the right hand is doing whilst the two hand are supposed to be working towards attaining the same objectives. Fragmentation, duplication and unhealthy internal competition intended and unintended can result in such situations. Government needs to coordinate its operations not only internally within each department but holistically as public service if superior performance is to be realised.

### *5.2.2.2 Sharing a strong mission culture of clear sense of purpose*

This is the question of whether employees in these two organisations are sharing and influence by the strong mission culture of clear sense of purpose. Do they have the same definition of what public service is, who their stakeholders are and what impact do they need to have to their different stakeholders? According to

the results in section 4.3, 51.6 % of the sampled employees agree that their organisations provide clear direction and goals that serve to define an appropriate course of action.

Of major concern is that only 47.9 % of senior management agrees that their organisations share a strong mission culture. It is this level of management who are supposed to set the mission, goals and objectives, communicate them to lower levels, monitor and evaluate their implementation and provide corrective measures where necessary. A 37.2 % agreement on the question of regular feedback on the outcomes of strategic planning session should be a point of major disquiet. It is important for these organisations to note that "achievement culture" means that employees must have a clear understanding of the organisation's mission and values, and how their responsibilities will contribute in the achievement thereof.

#### *5.2.2.3 Focusing on development, informing and involving employees*

Transformation of organisational culture towards a more participative organisation that emphasizes attention to employees' needs should be part of any organisations strategy if they are to achieve higher performance. The results from section 4.3 on involvement show only 56.4 % agree that their institutions focus on their development, strengthening their information base and involve them. Members of staff who are more than three years in these organisations feel even less involved. Females also feel less involved than males.

Individuals, more and less experienced, male and female, have the responsibility to develop their own capabilities whilst the company has the responsibility to create a conducive environment. Key aspirations of the management model that enhance people involvement call for:

- A challenging work environment in which learning is driven by people pushing each other in open, honest and constructive disagreement.

- A high trust culture characterized by shared values, transparent communication and the encouragement of people to accept responsibility and take risk.

#### *5.2.2.4 Sharing a strong culture of adapting quickly to changes in the environment*

Organisations and public institutions in particular have a big challenge of finding a way of changing their culture, in line with the changes in the environment, to one that cultivates effectiveness and efficiency to execute their organisation's strategy, thereby satisfying their constitutional mandate. Analysis in section 4.3 reveals that between the two institutions, sampled employees are comparatively much positive (63 %) with regards to the adaptability potentials of their institutions. These organisations are perceived to have a good relationship with their customers, understand their needs and implement programmes to serve them better.

#### *5.2.2.5 Organisational performance*

The perception of how the chosen organisations perform is recorded in section 4.4. According to the results, these institutions produce quality products and service with more than 70 % of the responses bearing testimony. More than 60% of the respondents are also proud to work for their institutions. Surprisingly, only 35 % of the same sample feels that the organisation is performing well on employee satisfaction and only 39% think their peers intend to continue working for their organisation with only about half feeling appreciated. The point of concern in this regard is that as much as the majority feels proud to work in their organisations, they are less satisfied as employees, have no intention to stay longer and do not feel appreciated.

#### *5.2.2.6 Relationship between organisational culture and outcomes*

The key linkages that were discovered by Denison (2000a) between cultural traits and performance are highlighted in section 2.9 and are discussed below.

**Mission and consistency (stable)** tend to impact financial performance measures such as return on assets, return on investment and employee satisfaction. When their rankings are in the region above 60%, this should typically indicate high returns on assets, employee satisfaction and operational strength. This is in line with the results presented in section 4.3. Mission and consistency are ranked at 51.6% and 47.4 % respectively, which is below the healthy margin. Resultantly, employee satisfaction is quite low (35%).

**Consistency and involvement (internal focus)** in the government setting tends to impact on quality and employee satisfaction and return on investment by tax payers. When their rankings fall above 60 %, this typically indicates higher levels of quality, less defects and rework, good utilization of resources and higher levels of employee satisfaction. According to the results the two dimension's average is 51.9 %. This contrast the perception by employees that their products and services are of high quality but confirms the outcomes of high defects, inefficient utilization of resources by public service and the low levels of employee satisfaction.

**Involvement and adaptability (flexible)** typically impact on product development and innovation. When their rankings fall above 60%, this typically indicates higher levels of product and service innovation and creativity, as well as a fast response to customers' and employees' changing needs. The results show an average of 59.7 % which is tending towards the healthy region. Unfortunately, this does not correlates to the level of innovation and creativity and the fast response to customers and employee needs that is seen in the public service.

**Adaptability and mission (external focus)** typically impact revenue, sales growth and market share which are less relevant in the general government context. A proxy for this financial outcome might need to be developed to be able to analyse this combination effectively in the public service which provides public goods like education and financial management.

#### *5.2.2.7 Comparison between organisations*

Major differences between the two institutions can first be depicted in the demographic data. From the 48 respondents who are senior managers, 40 are from National Treasury. From the 16 individuals who are in the level less than 7, only 1 is from National Treasury whilst all consultants who responded are also from National Treasury. Regarding the experience, most of the respondents who are less than 2 years in the organisation are from Education (41 out of 63) and those who are 3 years and more are from National Treasury (47 out of 73). Ten of the 37 Whites who responded are from Education whilst 49 African Black out of 75 are from Education. All these variables represent significant differences in the demographic data of the two departments.

Respondents from both institutions equally perceive their institutions to be adaptable but both institutions do not view failure as an opportunity for learning and improvement. Both institutions are also not significantly different with regards to internal consistency and involvement with the Education department viewed as being marginally more consistent and involving than National Treasury. The two institutions are significantly different on the Mission dimension with National Treasury being less positive in this regard.

### **5.3 LIMITATIONS OF THE RESEARCH**

The limitations for the literature study and the empirical study are outlined below.

#### **5.3.1 Limitations of the Literature Review**

With regard to the literature review, the following limitations were encountered:

- There is no generally accepted definition of organisational culture, and there appears to be little agreement on what the concept means and how it should be observed or measured.
- There is a wide variety of organisational culture models, each with its own set of cultural dimensions, sub-dimensions and traits.
- There are very few valid and reliable instruments available to measure organisational culture especially in the South African context.

- It is difficult to find published information on organisational culture of public institutions that are providing unrequited services.
- The research on the relationship between organisational culture and organisational outcomes usually involves financial performance which is not applicable to non-profit organisations and government institutions.

### **5.3.2 Limitations of the Empirical Investigation**

The limitations encountered in the empirical investigation relate to both the sample and the model adapted for this study, the Denison Culture and Effectiveness Model (DCEM):

#### *5.3.2.1 The Sample*

This research was conducted within only two national government departments out of the possible 34 national voted departments, 120 provincial departments, 283 local authorities and more than 200 public entities that form general government.

Both the Education and National Treasury have independent supporting provincial departments that perform the implementation function at provincial levels. These provincial offices were not included in the sample.

Within the two selected national departments a sample of only 70 employees was taken of each institution. That constitutes about 10 percent of the staff compliment in each organisation. Therefore the given limitations mean the results cannot be generalised to all employees in each selected institution and to the broader population of and all government institutions.

#### *5.3.2.2 Limitations of the Denison Organizational Culture Survey*

The Denison Organisational Culture Questionnaire is an instrument that has been designed and validated in the American context. With South African data taken from public institutions not readily available to benchmark against, it

became difficult to base the analysis of results by comparing them to the American and other international organisations.

A second limitation in using the Denison Organizational Culture Survey, or any other survey instrument, is the fact that it only measures the more observable elements of culture, and thus does not tap into the unconscious elements of culture and how they could relate to organisational outcomes. Lastly, the correlation between the four cultural traits was found to be very high in this study, as well as previous studies, thus indicating that the items may in fact be measuring a single trait instead of four clearly distinguishable cultural traits.

#### **5.4 RECOMMENDATIONS**

The main purpose of the recommendations is to address the challenges that were identified in the empirical study. The aim being that these recommendations lead to the development of an organisational that is vibrant and dynamic. Organisational culture that is vibrant and dynamic is where employees offer cooperation to one another, remain loyal to their organisation, value customers, strive hard and work smart to steer their organisation to fulfill its set mandate and objectives. Against the background of the aforementioned conclusions and limitations, recommendations for cultural change and further research in the field are outlined below.

##### **5.4.1 Recommendations for Cultural Change**

The results of the culture analysis should be viewed within the context of performance data. According to Fisher (2000), the following performance implications should be considered when analysing each trait.

###### **5.4.1.1 Strength of the Mission trait.**

Ultimately, a strong mission embraced by all levels of the organisation is the highest leverage culture trait within organisations. According to research, mission impacts the greatest number of performance indicators. Thus, if an organisation is not clear about its purpose, strategies and goals, and if these are not

embraced by multiple levels of the organisation, a great deal of effort applied to other traits and/or improvement initiatives will ultimately have little impact.

#### **5.4.1.2 Strength of the Involvement trait.**

Strong involvement as rated by all levels within the organisation is the second highest leverage culture trait within organisations. Involvement impacts strongly on team work, staff enthusiasm, respect for and investment in staff.

#### **5.4.1.3 Strength of the Adaptability trait.**

Once the organisation's mission and involvement are in place, adaptability is an essential element of culture to ensure organisational flexibility, knowledge of the customer and ability to make changes in response to changing customer and marketplace demands.

#### **5.4.1.4 Strength of the Consistency trait.**

Elements of consistency are important for long-term performance. This culture dimension does not represent the highest leverage place to intervene in an organisation and, if implemented outside of the context of a strong mission and strong involvement, may end up having little impact on the desired performance improvement. If the organisation has specific performance objectives, the cultural dimension that have been found to have a link to these indicators should be leveraged in order to achieve maximum impact with any culture change intervention.

#### **5.4.1.5 Implementation**

It is recommended that the organisation reduces the fear, anxiety and confusion that may result due to cultural change through open communication. Harrison (1993) presents the following conditions as a requirement for successful cultural change:

- The organisation should be performing adequately, with resources available to invest in culture learning and change.
- The leaders of change initiatives must have influence and freedom to act.

- Key leaders should embody the values and behaviours that typify the new culture
- Organisational members should be psychological ready for the new change by internalizing the values of the new culture and understanding how it functions.

#### **5.4.2 Recommendations for Further Research**

In an attempt to address the limitations of this research discussed in the previous section, it is recommended that a longitudinal study aimed at investigating organisational culture in the public service be conducted within the South African context. It is also recommended that the organisational culture profiles and organisational performance outcomes measures be studied over a period of time to see the trend and have data to benchmark against.

It is also recommended that in order to achieve more value from the research, more institutions from the public service should be selected to participate in the research. The study should also be conducted using more than one validated organisational culture instrument with similar dimensions to determine whether the similar dimensions in the different questionnaires are correlated in the same direction.

Lastly it is recommended that the performance variables of the public institutions should be modeled against those in the private sector to be able to have some equivalence. Variables like revenue growth, market share, profitability should have some equivalence in public sector business operations if the sector is to be more efficient value adding.

#### **5.5 CHAPTER SUMMARY**

This chapter presents the discussions, limitations, conclusions and recommendations of the research. Findings from the literature review were discussed with special reference to characteristics of organisations with strong culture. The chapter concludes with the recommendations on how to improve the

culture to the one that will enhance performance and also recommend on how to improve on future research initiatives.

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## E-APPENDICES

## Annexure 1: Department Selection

No.	Department	Aver 2006	No.	Department	Aver 2006
1	Treasury (Finance)	7.1	15	Public Works	4.0
2	Science & Technology	5.7	16	Communications	4.0
3	Presidency	5.2	17	Education	4.0
4	Water Affairs & Forestry	5.2	18	Defense	3.9
5	Minerals and Energy	5.0	19	Public Service & Administration	3.8
6	Foreign Affairs	5.0	20	Arts & Culture	3.6
7	Sport and Recreation	4.9	21	Justice & Constitutional Dev.	3.4
8	Environmental Affairs & Tourism	4.7	22	Housing	3.3
9	Public Enterprises	4.7	23	Labour	2.9
10	Provincial & Local Government	4.6	24	Correctional Services	2.6
11	Transport	4.5	25	Home Affairs	2.4
12	Agriculture & Land Affairs	4.3	26	Safety and Security	2.3
13	Trade and Industry	4.2	27	Health	1.2
14	Social Development	4.0	28	Land Affairs	Non

**Annexure 2: Frequency Results**

Variable	Option Value	Absolute Frequency	Relative Frequency (%)	Commulative Frequency	Commulative Frequency (%)
Gender	Male	61	45	61	45
	Female	76	55	137	100
		137	100		
Level	Consultant	3	2	3	2
	Lower than 7	16	12	19	14
	Levels 7 to 9	28	20	47	34
	Levels 10 to 12	42	31	89	65
	Levels 13 to 16	48	35	137	100
		137	100		
Population Group	Other	1	1	1	1
	Indian	9	7	10	7
	Coloured	15	11	25	18
	White	37	27	62	45
	African Black	75	55	137	100
		137	100		
Service in this Organisation	< 1 year	31	23	31	23
	1 to 2 years	32	23	63	46
	3 to 5 years	40	29	103	76
	6 to 10 years	16	12	119	88
	> 10 years	17	12	136	100
		136	99		
Service in Public Service	< 1 year	11	8	11	8
	1 to 2 years	18	13	29	21
	3 to 5 years	30	22	59	43
	6 to 10 years	30	22	89	65
	> 10 years	47	34	136	100
		136	99		
Department	Education	67	49	67	49
	National Treasury	70	51	137	100
		137	100		

*Demographic Frequency Distribution*

**Annexure 3: Overall Results Sheet**

	Both Departments			Education			National Treasury		
	% DisAgree	% Agree	% Neutral	% DisAgree	% Agree	% Neutral	% DisAgree	% Agree	% Neutral
<b>Section A: Adaptability</b>	<b>15.0%</b>	<b>63.0%</b>	<b>22.0%</b>	<b>13.9%</b>	<b>62.2%</b>	<b>23.9%</b>	<b>16.0%</b>	<b>63.8%</b>	<b>20.2%</b>
1.1 Continuous change is a dynamic event that influences organizational growth positively in this organisation.	14.6%	63.5%	21.9%	7.5%	65.7%	26.9%	21.4%	61.4%	17.1%
1.2 In this organisation, employees are encouraged to become involved in change rather than being forced to comply.	21.9%	60.6%	17.5%	25.4%	58.2%	16.4%	18.6%	62.9%	18.6%
2.1 This organisation has good relationships with its external clients and understand their needs.	6.6%	<b>76.2%</b>	18.2%	0.0%	<b>77.6%</b>	22.4%	12.9%	<b>72.8%</b>	14.3%
2.2 This organisation's management is committed to implementing programmes to serve clients better.	2.9%	<b>76.8%</b>	21.2%	3.0%	<b>71.6%</b>	25.4%	2.9%	<b>80.0%</b>	17.1%
3.1 I have the support of management to explore new ideas as the means of stimulating discovery and fostering innovation.	14.6%	65.0%	20.4%	17.9%	59.7%	22.4%	11.4%	70.0%	18.6%
3.2 In this organisation failure is viewed as an opportunity for learning and improvement.	29.2%	<b>38.0%</b>	<del>32.8%</del>	29.9%	<b>40.3%</b>	29.9%	28.6%	<b>35.7%</b>	<del>35.7%</del>
<b>Section B: Consistency</b>	<b>26.8%</b>	<b>47.4%</b>	<b>25.7%</b>	<b>23.1%</b>	<b>50.2%</b>	<b>26.7%</b>	<b>30.4%</b>	<b>44.8%</b>	<b>24.8%</b>
4.1 My organisation attracts exceptional people with a can-do attitude and who fit the culture.	16.1%	56.9%	27.0%	16.4%	<b>49.3%</b>	<del>34.3%</del>	15.7%	64.3%	20.0%
4.2 My organisation establish clear, strong and meaningful core values and makes sure they are widely shared within the company.	19.7%	53.3%	27.0%	17.9%	56.7%	25.4%	21.4%	50.0%	28.6%
5.1 My immediate manager acts consistently with what he/she says.	13.9%	65.0%	21.2%	11.9%	<b>71.6%</b>	16.4%	15.7%	58.6%	25.7%
5.2 My immediate manager does a good job at people management (dealing with people who work for him/her).	21.9%	55.5%	22.6%	17.9%	64.2%	17.9%	25.7%	47.1%	27.1%
5.3 Leadership of this organisation is skilled enough to accommodate differences of opinions on critical issues	21.9%	50.4%	27.7%	20.9%	<b>43.3%</b>	<del>35.8%</del>	22.9%	57.1%	20.0%
6.1 This organisation's culture can be described as a place where people mutually support and care for one another.	26.3%	<b>46.3%</b>	28.5%	20.9%	<b>49.3%</b>	29.9%	31.4%	<b>41.4%</b>	27.1%

6.2 I receive sufficient information about what is happening in other divisions.	<del>52.6%</del>	24.1%	23.4%	<del>49.5%</del>	29.9%	20.9%	<del>53.7%</del>	18.6%	25.7%
6.3 There is cooperation between divisions in this organisation meaning, activities of the various divisions within the organisation are coordinated.	<del>42.9%</del>	29.2%	28.5%	29.9%	37.3%	<del>52.8%</del>	<del>54.9%</del>	21.4%	24.3%
<b>Section C: Involvement</b>	<b>20.2%</b>	<b>56.4%</b>	<b>23.4%</b>	<b>20.7%</b>	<b>55.8%</b>	<b>23.5%</b>	<b>19.6%</b>	<b>57.0%</b>	<b>23.4%</b>
7.1 My immediate manager empowers me to do important work.	8.8%	<b>73.7%</b>	17.5%	9.0%	<b>73.1%</b>	17.9%	8.6%	<b>74.3%</b>	17.1%
7.2 My immediate manager helps me to solve work related problems.	5.8%	<b>71.5%</b>	22.6%	10.4%	<b>71.6%</b>	17.9%	1.4%	<b>71.4%</b>	27.1%
7.3 My immediate manager delegates decision-making to appropriate lower levels.	21.2%	58.4%	20.4%	14.9%	65.7%	19.4%	27.1%	51.4%	21.4%
8.1 My organisation improves cross-functional and cross-organisational collaboration by encouraging teamwork and collaboration.	21.2%	53.3%	25.5%	11.9%	55.2%	<del>52.8%</del>	30.0%	51.4%	18.6%
8.2 In my division, people support each other in accomplishing their work.	13.9%	<b>70.1%</b>	16.1%	16.4%	<b>70.1%</b>	13.4%	11.4%	70.0%	18.6%
9.1 My organisation continuously invest in training and upgrading of skills, establishing good management development and top-of-the-line training programs, and by constantly identifying and accessing new competencies.	30.7%	<b>48.2%</b>	21.2%	<del>44.8%</del>	32.8%	22.4%	17.1%	62.9%	20.0%
9.2 My immediate manager helps me identify training that will enhance my work performance and career development.	32.1%	50.4%	17.5%	28.4%	56.7%	14.9%	35.7%	44.3%	20.0%
9.3 Employees prefer partnering with consultants outside the organisation rather than doing it all themselves.	<del>27.7%</del>	25.5%	<del>46.7%</del>	<del>29.9%</del>	20.9%	<del>49.5%</del>	25.7%	30.0%	<del>44.5%</del>
<b>Section D: Mission</b>	<b>21.3%</b>	<b>51.6%</b>	<b>27.1%</b>	<b>11.4%</b>	<b>60.7%</b>	<b>27.9%</b>	<b>30.7%</b>	<b>42.9%</b>	<b>26.4%</b>
10.1 This organisation has a shared view of a desired future.	12.4%	61.3%	26.3%	4.5%	<b>73.1%</b>	22.4%	20.0%	50.0%	30.0%
10.2 The vision of this organisation is understood and shared by all in the organisation.	21.2%	<b>46.0%</b>	<del>52.8%</del>	13.4%	56.7%	29.9%	28.6%	<b>35.7%</b>	<del>55.7%</del>
11.1 My organisation set clear, ambitious, measurable and achievable goals, which raises levels of aspiration	19.0%	56.9%	24.1%	9.0%	65.7%	25.4%	28.6%	48.6%	22.9%
11.2 There is a regular feedback on the outcomes of strategic planning session in this organisation.	<del>39.4%</del>	37.2%	23.4%	19.4%	49.3%	<del>51.5%</del>	<del>53.6%</del>	25.7%	15.7%
12.1 In this organisation we have clear set of goals and objectives which are linked to the mission vision and strategy.	16.8%	58.4%	24.8%	6.0%	<b>70.1%</b>	23.9%	27.1%	47.1%	25.7%

12.2 My organisation have infrastructure that supports and reinforces its vision, mission, values, and strategies.	19.0%	49.6%	<del>50.4%</del>	16.4%	49.3%	<del>53.9%</del>	21.4%	50.0%	28.6%
<b>Section E: OUTCOMES</b>	<b>24.3%</b>	<b>52.6%</b>	<b>23.1%</b>	<b>21.4%</b>	<b>47.8%</b>	<b>50.6%</b>	<b>27.1%</b>	<b>57.1%</b>	<b>16.7%</b>
13.1 I am proud to work for this organisation because this organisation has a stimulating and challenging environment where employees are self motivated.	12.4%	66.4%	21.2%	13.4%	53.7%	<del>52.8%</del>	11.4%	78.6%	10.0%
13.2 I feel most people in my workgroup intend to continue working for this organisation in the long term.	35.8%	39.4%	24.8%	34.3%	37.3%	28.4%	37.1%	41.4%	21.4%
13.3 In this organisation I feel appreciated and am encouraged to work harder	24.8%	51.8%	23.4%	16.4%	52.2%	<del>51.5%</del>	32.9%	51.4%	15.7%
<b>Organisational Performance</b>	<b>12.2%</b>	<b>57.4%</b>	<b>50.4%</b>	<b>15.4%</b>	<b>41.8%</b>	<b>42.8%</b>	<b>9.0%</b>	<b>72.4%</b>	<b>18.6%</b>
13.4 Quality of Products or Services	4.4%	70.8%	24.8%	7.5%	49.3%	<del>49.5%</del>	1.4%	91.4%	7.1%
13.5 Employee Satisfaction	23.4%	35.0%	<del>41.6%</del>	26.9%	26.9%	<del>46.3%</del>	20.0%	42.9%	<del>57.6%</del>
13.6 Overall Organization Performance	8.8%	66.4%	24.8%	11.9%	49.3%	<del>58.8%</del>	5.7%	82.9%	11.4%

**Overall Results**