An exploratory study of organisational culture and employee commitment: a case study at a local municipality

By

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Declaration

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Abstract

Organisational culture and the understanding thereof can be regarded as a fundamental component within any organisation. Organisational culture determines how employees communicate with one another and also with various stakeholders. It also determines how, and at what rate certain tasks are performed. Understanding the culture within an organisation can help to determine why the organisation excels in certain tasks, but fails in others. It can also assist an organisation in understanding where strengths and weaknesses are present and what needs to be changed accordingly in order to see improvements. Commitment can be regarded as a component of organisational culture.

The aim of this study was to assess certain aspects of organisational culture, including employee commitment within a municipality. Various models are available to assess and evaluate organisational culture. Although these models are diverse in their scope, they do have certain common elements. Six common elements emerged: innovation and creativity, leadership, participation in decision-making, organisational structure, communication and productivity. The commitment of employees to the organisation was also explored as an element of organisational culture.

Quantitative and qualitative research was undertaken for this research paper. The quantitative research made use of an existing internal staff survey and secondary data were therefore used in this regard. The qualitative research made use of a focus group. The questions used for the focus group were derived from the internal staff survey.

It is clear from the findings of this study that there is a large disconnect between ground-level staff and senior management with regard to innovation and creativity, leadership, participation in decision-making and commitment. The ordinary employees are of the view that the organisation is innovative and that they are highly committed. However as with many other municipalities, the local municipality has a culture of malicious compliance. In fact, one could argue that strict compliance regulations are proving to be a major deterrent in getting tasks done efficiently and it ultimately also hinders innovation. The local municipality will need to implement a number of changes

in order to address these varying views and take corrective action to ensure improved service delivery.

Opsomming

Die kultuur van 'n organisasie en die begrip daarvan kan beskou word as 'n integrerende deel binne enige organisasie. Dit bepaal hoe werknemers met mekaar en met verskillende rolspelers kommunikeer. Dit bepaal ook hoe en teen watter tempo take uitgevoer word. Begrip van die kultuur binne 'n organisasie kan help om te bepaal waarom sekere take suksesvol uitgevoer word en ander nie. Dit kan ook bydra om 'n organisasie te help om hul sterk en swakpunte te identifiseer, ten einde vordering en verandering te weeg te bring. Pligsgetrouheid kan gesien word as 'n komponent van organisatoriese kultuur.

Die doel van hierdie studie was om sekere aspekte van organisatoriese kultuur te bepaal, insluitend werknemers se pligsgetrouheid binne 'n munisipaliteit. Daar is verskeie voorbeelde om organisatoriese kultuur te assesseer en, te evalueer. Alhoewel hierdie voorbeelde uiteenlopend in omvang is, het hulle sekere elemente in gemeen. Ses elemente het as gemeen voorgekom: innovering en kreatiwiteit, leierskap, deelname in besluitneming, organisatoriese strukture, kommunikasie en produktiwiteit. Organisatoriese pligsgetrouheid was ook ondersoek as 'n element van die kultuur van 'n organisasie.

Kwantitatiewe en kwalitatiewe navorsing is onderneem in hierdie studie. Die kwantitatiewe navorsing het gebruik gemaak van 'n bestaande interne personeel opname en sekondêre data was dus gebruik. Die kwalitatiewe navorsing het 'n fokusgroep gebruik. Die vrae vir die fokusgroep was verkry van die interne personeel opname.

Die bevindings van die navorsingstudie dui op n groot verskil tussen die grondvlak werknemer, en die senior bestuur met betrekking tot innovering en kreatiwiteit, leierskap, deelname aan besluitneming en pligsgetrouheid. Grondvlak personeel is van mening dat die organisasie innoverend is en dat hulle hoogs pligsgetrou is maar die plaaslike munisipaliteit het 'n moedswilliger inskiklike kultuur soos by baie ander munisipaliteite, wat innovering belemmer. Dit sal vereis dat die plaaslike munisipaliteit

sekere veranderinge moet implimenteer om hierdie uiteenlopende siening aan te spreek deur regstellende aksie te neem om dienslewering te verbeter.

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CHAPTER 1: INTRODUCTION AND OVERVIEW

1.1 Introduction

The Republic of South Africa is a constitutional democracy with a three-tier system of government and an independent judiciary. The three-tier system involves the national, provincial and local levels of government. Each sphere of government has its own functions and powers and is separate from the others. Even though certain powers and functions may overlap, they each have their own executive and legislated authority in their own sphere (Van Stuyvesant, 2007:1).

The Intergovernmental Relations Framework Act (13 of 2005) was put in place "to establish a framework for the national government, provincial governments and local governments to promote and facilitate intergovernmental relations; to provide for mechanisms and procedures to facilitate the settlement of intergovernmental disputes; and to provide for matters connected therewith" (Republic of South Africa (RSA), 2005:2).

The objective of the Intergovernmental Relations Framework Act (13 of 2005) (RSA, 2005) is to provide a framework within the principle of co-operative government as set out in chapter 3 of the Constitution (RSA, 1996) (herein referred to as the Constitution previously known as Act 108 of 1996). Article 40 of the Constitution states:

> (1) "*In the Republic, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated.*
>
> (2) *All spheres of government must observe and adhere to the principles in this Chapter and must conduct their activities within the parameters that the Chapter provides"*
>
> (RSA, 1996:25).

Section 41 of the Constitution (RSA, 1996) states the principles of co-operative government and intergovernmental relations. All spheres of government and all organs of State within each sphere must: preserve the peace; secure the well-being of the

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people; provide accountable, transparent and effective government; be loyal; respect the constitutional status, institutions and powers and functions of government; not assume any power or function except those conferred on them in terms of the constitution, and co-operate with one another in mutual trust and good faith (RSA, 1996:81).

Municipalities are at the coal face of service delivery as these organisations are constitutionally obliged to render a range of services to the community. These services need to be delivered in an efficient and effective manner. Municipalities are therefore conceptualised as a service-delivery organ (Van Stuyvesant, 2007:3). Service delivery should therefore be a top priority and core concern for municipalities. Local government institutions are therefore required to work with local communities. Working together assists in meeting the needs of communities in a sustainable manner (Van Stuyvesant, 2007:2).

Municipalities have a legal obligation to deliver municipal services. It is of the utmost importance that basic services are provided to all residents. Basic services include:
— electricity;
— municipal health services;
— municipal roads;
— municipal public transport;
— refuse removal;
— water and sanitation (Local Government Action, 2016).

Local government also has a role to play with regard to the provision of housing. Other duties include managing parks and recreation, firefighting, child care regulation and public spaces, to name but a few (Local Government Action, 2016).

It is of the utmost importance that local government, as well as provincial and national government, moves forward and finds innovative and sustainable solutions to unequal access to health care, sanitation, adequate housing, water and a clean environment (Local Government Action, 2016). Government needs to document a plan; in the case of local government this would be in the form of an Integrated Development Plan (IDP).

Government needs to make use of the available resources at its disposal. Resources include not only assets, capital and time, but also employees (Local Government Action, 2016).

Employees breathe life into an organisation. They have the ability to influence progress within an organisation or to hinder it. The attitudes and level of commitment of employees can determine the level of success of the organisation. Employees' behaviour within the organisation, however, is shaped according to the organisational culture.

Organisational culture can be regarded as the personality of the organisation. It influences how employees think and behave on the job. It is fundamental to the beliefs, values, attitudes and inter-personal behaviours that define how the organisation does its job (Desson & Clouthier, 2010:1). Culture can be regarded as a fundamental factor not only in attaining the goals of the organisation, but also in attracting and retaining desired employees, creating a public image which is positive and building relationships with various stakeholders (Desson & Clouthier,2010:1).

The way in which organisations think and behave can be attributed to their culture. Although culture is considered as an abstract notion, it does have a powerful effect on the functioning of an organisation. It can determine the success or failure of new initiatives that are implemented. It can also support or hinder the realisation of overall goals (Desson & Clouthier, 2010:3). There are a number of determinants of the success and effectiveness of an organisation. Having ''the right kind of culture'' is recognised as one of the most important determinants (Desson & Clouthier, 2010:3). Culture is significant because it shapes:

— the organisation's ability and receptivity to change;
— what the organisation deems to be the right kind of decision;
— what employees believe to be suitable behaviour;
— how employees interact with each other and external stakeholders;
— how employees cope with the various tasks assigned to them;
— the efficiency and pace at which things get done;
— the attitudes and opinions of external stakeholders.

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The main role of organisational culture is to define the way in which things are meant to be done in order to give meaning to organisational life (Manetjie, 2009a:27). Culture can therefore be regarded as a control mechanism. Control systems are imperative in order to coordinate and direct activities. An attribute of a control system is "the knowledge that someone who knows and cares is paying close attention to what we do and can tell us when deviations are occurring" (O'Reilly, 1989:11-12). According to Martins and Martins (2003:382) organisational culture serves as a meaningful control mechanism which shapes or guides the behaviours and attitudes of employees. Brown (1998:89) indicates that organisational culture functions as a control and coordination tool. Culture promotes uniformity of outlook and facilitates processes of control and coordination within the organisation. Formal control systems can range from performance appraisals to budgeting and planning systems. This definition indicates that control systems work when those being monitored are mindful that senior leaders are paying attention and are likely to care when things are not going according to plan. Typically, formal control systems measure behaviours or outcomes (O'Reilly, 1989:11-12).

Culture can also be regarded as normative order. Norms are expectations about attitudes and behaviours that are considered appropriate and inappropriate. As mentioned above, organisational culture serves as a mechanism which shapes or guides the behaviours and attitudes of employees (Martins and Martins 2003:382). Norms are standards which are created socially that help us to interpret and evaluate results. Norms often exist around flexibility, quality, performance and conflict (O'Reilly, 1989: 12). A strong culture is characterised by a few core values and not necessarily many strongly held values. What is critical is that the few core values and beliefs are strongly held and widely shared. Employees throughout the organisation must be prepared to tell one another when core beliefs are not being lived up to (O'Reilly, 1989:14). Saiyadin (2003:258) indicates that culture promotes a code of conduct. A strong culture within an organisation clearly communicates modes of behaviour to enable employees to be conscious that certain behaviours are expected and others unacceptable. When employees share values, assumptions and a set of beliefs which influence their behaviour, a strong organisational culture is present.

Culture can also play a role in promoting innovation. If norms are strongly held and widely shared by employees within the organisation, they actively stimulate the generation of new ideas and help in the implementation and execution of new approaches. Behaviours which promote creativity include acceptance of risk taking, providing rewards for change, and openness. Factors which promote the implementation of these behaviours in order to promote innovation include common goals, autonomy and belief in action (O'Reilly, 1989:14). Culture can be developed and managed by using four mechanisms: participation, management as symbolic action, information from others, and comprehensive reward systems. These four mechanisms can also assist an organisation to realise its advantages. It is therefore important for an organisation to understand, develop and manage the culture within their organisation according to the four mechanisms below (Van Stuyvesant, 2007:45).

The first mechanism that is essential in developing or changing culture is appropriate systems that allow employees to participate. These systems should encourage employees to be involved and make employees feel as though they are valued. These systems may be formal or informal. The most important element about these processes is that employees are encouraged to make incremental decisions and develop a sense of responsibility for actions taken (O'Reilly, 1989:20). When individuals choose to do something on their own they tend to feel responsible and their commitment will be more binding (Van Stuyvesant, 2007:46).

The second mechanism relates to visible actions taken by senior management in support of the culture's values. In order to establish what is considered as important within an organisation, employees look for consistent patterns, and watch and listen to those above them. When senior management not only says that something is significant, but also consistently behaves in a manner which supports this statement, employees begin to believe what is said. The appropriate use of ceremonies and symbols is also regarded as important (O'Reilly, 1989:20).

The third mechanism is information from others. An important determinant of culture is clear messages from management; consistent messages from co-workers can be regarded as being just as important. "If control comes from the knowledge that someone who matters is paying attention, then the degree to which we care about our

co-workers also gives them a certain control over us" (O'Reilly, 1989:21). In most instances new employees look to their co-workers for explanations of what to do (Van Stuyvesant, 2007:46).

A final mechanism for shaping organisational culture is a reward system. The reward system reinforces and communicates the norms and values that encompass the organisational culture (Van Stuyvesant, 2007:46). These systems focus on approval and recognition, which can be given more often than money can. These rewards focus on a sense of belonging to the organisation and intrinsic aspects of the job. Recognition from a co-worker or manager for doing the right thing can have a more powerful effect in shaping behaviour than an annual bonus (O'Reilly, 1989:22).

1.2 Problem statement

Local government institutions are living entities because of the people who work within them. Understanding the behaviour of employees is therefore an important element, as these employees bring the organisation to life. The organisational culture and sub-culture is a fundamental component in understanding how employees communicate, work, interact and perform. Brown (1998:9) defines organisational culture as "the pattern of beliefs, values and learned ways of coping with experience that have developed during the course of an organisation's history, and which tend to be manifested in its material arrangements and in the behaviour of its members". One element of organisational culture is commitment.

It is of the utmost importance to assess the nature of culture within an organisation as this culture has the potential to impact on numerous organisational outcomes. Organisational culture has the power to influence employees in a positive or negative way. Determining the type of culture which is present within the organisation can assist the organisation in determining its strengths and weaknesses. Understanding the culture can help explain why it may or may not be thriving in certain tasks. It will help in understanding why employees behave in the way that they do and would assist in determining what changes may be necessary in order to alter the behaviour of employees. The culture must be monitored to ensure that it is in line with the vision of the organisation. This also allows organisations to determine if they need to change

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the culture in any way. Trying to implement changes to the culture of an organisation is not an easy task. Although it is not easy, it is possible to implement changes to an organisation if one understands the culture.

The local municipality which will be used as the case study for this research undertakes an internal staff survey every 18 months to determine employee engagement. Once the results of the internal staff survey are available, this allows senior management to evaluate itself. The internal staff survey allows senior management to see how employees view the organisation. It also allows senior management to make and implement the necessary changes according to the outcomes. Certain elements of the internal staff survey can be extracted and used to determine the organisational culture. By determining the state of the culture within the organisation, senior management are also able to determine its strengths and weaknesses.

1.3 Research aim and objectives

The aim of this study is:

- To consider and assess certain aspects of organisational culture, including employee commitment within the local municipality.

The research objectives of this paper are:

- To determine what organisational culture is by investigating the relevant theories;
- To determine the relevant context of organisational culture by reviewing legislation and policy framework;
- To undertake quantitative and qualitative research in order to determine the organisational culture within the local municipality as well as to determine the level of organisational commitment among employees as an element of organisational culture within the local municipality;
- To make relevant recommendations for the local municipality.

1.4 Research design and methodology

Quantitative and qualitative research will be undertaken in this study. Quantitative research can be described as "the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect" (Babbie & Mouton, 2009:646).

Qualitative research can be described as "an umbrella phrase covering an array of interpretive techniques which seek to describe, decode, translate and otherwise come to terms with the meaning of naturally occurring phenomena in the social world" (Welman, Kruger & Mitchell, 2011:188). A qualitative approach can therefore be seen as a descriptive form of research (Welman *et al.*, 2011:188).

The purpose of research which is quantitative in nature is to assess objective data comprised of numbers, while research which is qualitative in nature deals with data which are subjective and which produced by the minds of respondents. Qualitative data are not presented in numbers but in language. Quantitative research deals with an abstraction of reality and does not deal with everyday life. Qualitative research, on the other hand, investigates the restraints of day-to-day events and base their results on the daily events and behaviour of people. Quantitative research tries to comprehend the facts from an outsider's perspective, while qualitative researchers try to understand from an insider's point of view (Welman *et al.*, 2011:9).

Primary and secondary data will be used to explore the culture within the organisation. Primary data can be defined as original data gathered by the researcher for the purpose of his or her own study. Secondary data can be defined as information gathered by organisations or individuals other than that of the researcher (Welman *et al.*, 2011:149). Secondary data will be obtained using an existing internal staff survey. The secondary data could only be obtained on the condition that the name of the municipality is not mentioned in this research paper. The term "local municipality" will therefore be used throughout this study to refer to the organisation that is the subject of the case study.

Organisational culture can be evaluated in a number of ways. There are a variety of organisational culture models available to asses and evaluate the culture within an organisation. Six common elements were selected by examining these various tools

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and mechanisms that measure and describe organisational culture. Questions in the internal staff survey relating to these six common elements were extracted for the purpose of the focus group interviews. Primary data were obtained by conducting a focus group survey. The focus group questions were based on the outcomes of the internal staff survey according to the six common elements identified.

"Focus group research is a way of collecting qualitative data which essentially involves engaging a small number of people in an informal group discussion, focused around a particular topic or set of issues" (Onwuegbuzie, Dickinson, Leech & Zoran, 2009:2). Qualitative and social science researchers depend on focus groups to gather data from a number of individuals instantaneously. Research participants find focus groups less threatening and the environment has proven to be helpful for participants to deliberate opinions, ideas, thoughts and perceptions (Onwuegbuzie *et al.*, 2009:2).

Focus groups can be considered to consist of two dimensions. The first dimension consists of encapsulating people's responses in real space and time in the context of face-to-face interactions. The second dimension consists of strategically focusing interview prompts based on themes that are generated in these face-to-face interactions and that are considered particularly important to the researcher (Onwuegbuzie *et al.*, 2009:2).

Multiple benefits can be derived by social science researchers using focus groups. One benefit is that focus groups are an efficient, fast and economical method for obtaining data from a number of participants (Onwuegbuzie *et al.*, 2009:2). The environment of a focus group can also be seen as an advantage as it is socially orientated. Furthermore, participants' sense of cohesiveness can be increased due to the sense of belonging to a group. It can also assist participants to feel safe and to disclose information more freely (Onwuegbuzie *et al.*, 2009:2). In addition, important data may be yielded from the interactions that transpire among participants. It can also create the opportunity for more impulsive responses and can afford a setting where the focus group participants can discuss problems and provide potential solutions (Onwuegbuzie *et al.*, 2009:2).

The way in which focus groups are constructed is guided by the research design and research question of the study. Focus groups which are well designed can last between one to two hours and consist of between six to twelve participants (Onwuegbuzie *et al.*, 2009:3). The logic for this range of focus group size derives from the aim of conducting focus groups, namely to include enough participants to yield diversity of information. Focus groups should not include too many participants and be too large as bigger groups can create an environment where participants do not feel comfortable sharing their beliefs, experiences, opinions and thoughts (Onwuegbuzie *et al.*, 2009:3).

Focus groups can have a single meeting or multiple meetings, and the number of times they meet can vary. The number of different focus groups can also vary. Focus groups can be formed by using a pre-existing group, or colleagues at work, or it can be formed by using newly formed groups through applying an appropriate sampling technique (Onwuegbuzie *et al.*, 2009:4).

1.5 Outline of the study

The following section will provide a brief overview of the chapters of this thesis. This study will be made up of six chapters.

Chapter One: Introduction and overview.
Chapter One provides an introduction and overview of the study, the problem statement, the research questions and objectives, the research design and methodology and the outline of the chapters ahead.

Chapter Two: Organisational culture and commitment to the organisation.
Chapter Two will set out the literature review of the study and will describe what organisational culture is, illustrate an organisational model and describe the role of organisational culture with a focus on commitment, creating and sustaining culture, organisational climate, organisational change, training and development, and organisational design.

Chapter Three: policy and institutional framework.

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Chapter Three will focus on institutional policy and framework, and will set out the structure of the South African government, the Constitution (RSA, 1996), the Constitution of the Western Cape Government (WCG, 1998), the Public Sector White Papers (RSA, 1995, 1997, 1998) and the Municipal Systems Act (32 of 2000) (RSA, 2000). It will also focus on the local municipality used as the case study and look at the census information of six metropoles, Code of Conduct for municipal staff members, the IDP and the core values needed.

Chapter Four: Research design and methodology.
Chapter Four will describe various approaches to organisational culture, research design, the population and sample size, the data-collection method, questionnaire, procedures and ethical considerations for the internal staff survey as well as for the focus group.

Chapter Five: Findings and evaluation.
Chapter Five will set out the analysis of data and presentation of results. Biographical information as well as organisational culture information from the internal staff survey will be presented. Biographical information from the focus group will also be presented. Remarks from the internal staff survey as well as from the focus group will also be discussed.

Chapter Six: Summary, conclusion and recommendations.
Chapter Six will focus on the summary of the study, make recommendations on the basis of the research findings and offer a conclusion.

1.6 Chapter summary

This chapter has provided an introduction to the study and has outlined the research question, research objections, research design and methodology as well as the chapter contents. The following chapter explores the literature on organisational culture and commitment.

CHAPTER 2: ORGANISATIONAL CULTURE AND COMMITMENT TO THE ORGANISATION

2.1 Introduction

It has become very important to understand organisational culture, because the culture that prevails within an organisation has the potential to determine whether the organisation is successful or not. Organisational culture has the power to influence the job satisfaction of employees and therefore influences organisational performance. Understanding the culture of an organisation has also become crucial in order to implement change successfully. An organisation may want to introduce new technological equipment into the workplace in order to enhance efficiency and effectiveness, and understanding the existing culture within an organisation is critical before implementing such changes. This chapter will define organisational culture and discuss its role in organisations on the basis of the literature on this topic. It will then elaborate on ways to create and sustain organisational culture. Organisational commitment and its role within organisational culture will also be defined. The culture and sub-culture within an organisation can be influenced by organisational training and development as well as the structure of an organisation. This will also be discussed.

2.2 What is organisational culture?

Schein (1985:9) has provided a relatively enduring definition of organisational culture:

> "The pattern of basic assumptions that a given group has invented, discovered or developed in learning to cope with its problems of external adaptation and internal integration, and that have worked well enough to be considered valid and therefore, to be taught to new members as the new way to perceive, think and feel in relation to those problems".

This definition highlights a number of key traits that are still deemed essential to understanding organisational culture: basic assumptions which have been developed, devised or discovered.

Martins and Martins (2003:380) view organisational culture as "a system of shared meaning held by members, distinguishing the organisation from other organisations". In this way organisational culture can be viewed as the specific behaviour patterns found in organisations and their value systems and rewards. Organisational culture can be viewed as the way things are done in the organisation. For example, the kind of interpersonal relations used in the organisation and the behaviours which are rewarded or punished gives one a sense of the organisational culture (Crafford, Moerdyk, Nel, O'Neil & Schelechter, 2006:115).

Robbins and Judge (2011:554) view organisational culture as an element that distinguishes one organisation from another and refers to the system of shared meaning amongst members. When organisational culture is regarded simply as the group norms, values and common shared faith, this reflects only the content of organisational culture. This culture should, however, include the deeper faith and basic assumptions that are shared by members of the organisation (Zhang, 2011:390).

As Seel (2000:3) notes, organisational culture promotes a common understanding amongst organisational members and channels behaviour into certain patterns. Organisational culture therefore refers to a system of shared meaning within an organisation. In each organisation there are various patterns of symbols, beliefs and practices which have evolved and been moulded over time. These allow for a common understanding to be created with regard to the purpose of the organisation. They also promote a specific way in which members are expected to behave. Organisational characteristics, sub-cultures and values all influence the culture within an organisation.

2.2.1 Different cultural characteristics

Robbins and Barnwell (2006) illustrate ten key characteristics which help describe how cultures differ from one another, across various organisations (Table 2.1).

Table 2.1: Ten key characteristics of organisational cultures

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Characteristic	Definition
Individual initiative	This refers to the degree of independence, freedom and responsibility individuals have
Risk tolerance	This refers to the degree to which employees are encouraged to be risk-seeking, aggressive and innovative
Direction	This refers to the degree to which organisations create clear performance expectations and objectives
Integration	This refers to the degree to which different units within the organisation operate and are encouraged to operate in a coordinated manner
Management support	This refers to the degree to which supervisors support their subordinates and provide clear assistance and communication
Control	This refers to the number of regulations and rules and the nature of direct supervision which is used to control and oversee employee behaviour.
Identity	This refers to the degree to which members identify with the organisation as a whole as opposed to their particular work group
Reward system	This refers to the degree to which employee performance criteria are used as the basis for reward allocations
Conflict tolerance	This refers to the degree to which employees are encouraged to air criticisms and conflicts openly
Communication patterns	This refers to the degree to which the formal hierarchy of authority restricts organisational communications

Source: Robbins & Barnwell (2006:408)

2.2.2 Sub-cultures

Organisational culture refers to the common perceptions held by members of the organisation about the organisation. Employees from different levels of the organisation, or from different backgrounds, should describe the organisation culture in similar terms. But this does not mean that there are no sub-cultures (Robbins & Judge, 2011:556). In large organisations there is usually one dominant culture and a

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number of sub-cultures. The dominant culture refers to the fundamental values held by the majority of the organisation's members. Sub-cultures, however, usually develop in larger organisations when members in the same directorate experience common problems, experiences or situations (Robbins & Judge, 2011:556). A sub-culture is comprised of the core values of the dominant culture as well as additional values unique to its members. If organisations were comprised only of a number of smaller sub-cultures, then the organisational culture, as an independent variable, would be considerably less powerful. The cultural aspect of generally "shared meaning" is what makes it such a powerful tool for shaping and guiding behaviour (Robbins & Judge, 2011:556). Sub-cultures help to contribute to organisational diversity. Sub-cultures and sub-systems of assumptions and values provide meaning to specific groups of employees with the organisation. Sub-cultures may be based on geographical location, departmentalisation or specialised knowledge and skills (Saiyadin, 2003:258).

If there is a strong culture in an organisation, values are widely shared and intensely held by organisational members. A culture can have more influence on the behaviour of members, if a larger number of members accept the core values and commit to them. An organisation with a strong organisational culture will experience a reduction in employee turnover. This is because members feeling strongly about what the organisation represents (Robbins & Judge, 2011:556). Sub-cultures can affect the organisation in a positive or negative way. They may strengthen the existing dominant culture or promote opposite values and assumption to the existing dominant culture (Saiyadin, 2003:258). Values within an organisation play an important role in organisational culture.

2.2.3 Values
In terms of values, organisational culture can prevail on one of two levels: terminal and instrumental. Terminal values are the desired outcomes which people try to attain. They represent the desired outcome that people work towards. Achieving a certain performance level or certain quality are examples of terminal values. Instrumental values are the desired modes of behaviour. Examples of instrumental values are attitudes towards work, professional standards and the standards of conduct of organisational members. Norms are the attitudinal and behavioural standards for a

given group. The first level of culture is the outward manifestations of culture (see Figure 2.1). These are open to interpretation and are observable. Examples of such manifestations are: patterns of communication, physical work-space arrangements, the ways in which power is expressed in the organisation, and the symbols of the organisation. The second level of culture is composed of the deeply held assumptions, beliefs, feelings and values of employees (Robbins & Barnwell, 2006:406).

| Level of interpretability |

High

Low

Stories, communication patterns, observable symbols

Underlying assumptions, beliefs, feelings & values

Interpretability varies at the two different levels of culture
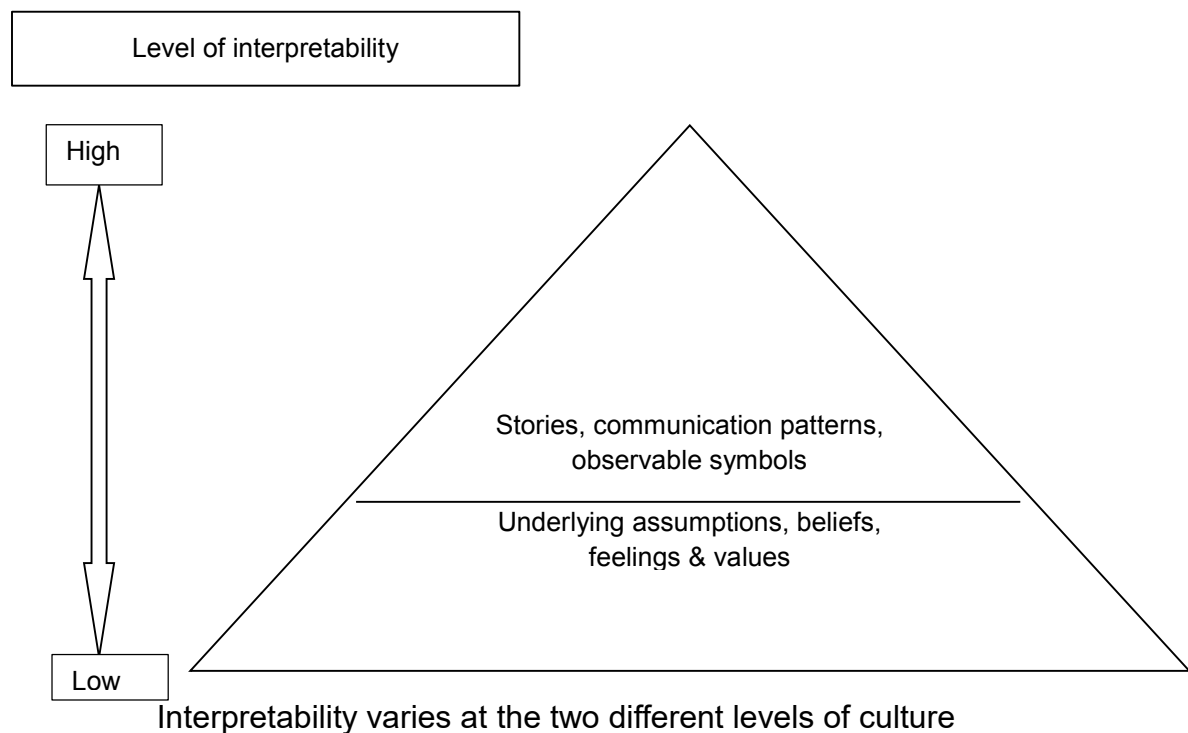
Figure 2.1: Culture exists on two levels (Robbins & Barnwell, 2006:406).

Values can be seen as consisting of non-specific feelings of what constitutes normality and abnormality, good and evil, rationality and irrationality, and beauty and ugliness. Values themselves cannot be observed directly. They can, however, be inferred from their materialisation in alternative forms of behaviour. "Researchers have used the analogy of an iceberg to differentiate between the visible aspects of culture, observed behavioural regularities (the tip of the iceberg), and the central cognitive components of culture, values and beliefs (the underlying bulk of the iceberg)" (Wallace, Hunt & Richards, 1999:552). A comprehensive set of 12 organisational values have been identified, including power, elitism, reward, effectiveness, efficiency, economy, fairness, teamwork, law and order, defence, competitiveness, and opportunity (Wallace *et al*., 1999:552-553). Organisational culture and sub-culture definitions,

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organisational culture characteristics and the role which values play within an organisational, provides a better understanding of organisational culture. In order to define the culture specific to an organisation, various organisational culture models have been developed.

2.3 Organisational culture model

Organisational culture models have been developed to review, assess and define the nature of the culture in organisations.

2.3.1 The Competing Values Framework

Organisational culture can be examined by using the Competing Values Framework, which is used to explore competing demands within an organisation between its internal and external environment, and between its flexibility and control. These conflicting demands make up the two axes of the competing values model (see Figure 2.2). The first dimension of conflicting demands indicates that organisations with an internal focus place the emphasis on communication, integration and information management (Parker & Bradley, 2000:128). On the other hand, organisations with an external focus place the emphasis on the interface with the external environment, growth and the acquisition of resources. On the second dimension, organisations which focus on control emphasise cohesion and control. Organisations with a focus on flexibility, however, emphasise spontaneity and adaptability (Parker & Bradley, 2000:128).

Figure 2.2: The Competing Values Framework (Parker & Bradley, 2000:128)

When combined, these two dimensions of competing values map out four major types of organisational culture: a control/internal focus (hierarchy), a flexibility/external focus

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(adhocracy), a flexibility/internal focus (clan) and a control/external focus (market). The culture types therefore have implications for leadership and maintaining employee commitment.

A control/internal focus results in an internal process model which uses communication and information management to achieve stability and control. This model emphasises conformity, enforcement of rules and attention to technical matters, and therefore has also been referred to as a hierarchical culture (Parker & Bradley, 2000:129). Formal rules and procedures that are enforced within an organisation are used to achieve individual conformity and compliance. The traditional theoretical model of public administration and bureaucracy relies on control mechanisms such as formal rules and procedures. It is therefore best reflected in the internal process model (Parker & Bradley, 2000:129).

A flexibility/external focus results in an open systems model, which utilises adaptability and readiness to achieve external support, growth and resource acquisition. This model is associated with leaders who are innovative and have a vision that maintains a strong focus on the external environment. These organisations are largely entrepreneurial and dynamic, and are characterised by readiness for change. The leaders of these types of organisations are risk-takers who reward individual initiative (Parker & Bradley, 2000:129).

A flexibility/internal focus results in a human relations model which utilises training and the development of human resources to achieve high employee morale and cohesion. This model emphasises participation and trust achieved through group work and has therefore also been referred to as group culture. Managers within these organisations mentor and encourage employees. Trust and tradition ensure compliance with organisational norms. Organisational goals cannot be achieved through the use of control measures. Instead, goals are achieved through building consensus (Parker & Bradley, 2000:129).

A control/external focus results in a rational goal model which makes use of goal setting and planning to achieve efficiency and productivity. This model emphasises goal fulfilment and outcomes and is therefore also referred to as a rational culture.

This type of organisation is production orientated and employees are organised in ways to achieve designated objectives and goals. This organisational model tries to achieve goals such as efficiency and productivity (Parker & Bradley, 2000:129).

These four types of organisational culture appear to be incompatible. Research has suggested, however, that the four different models of organisational culture can, and do, coexist in the same organisation (Parker & Bradley, 2000:129). A desirable state for an organisation would be a balance between the four different culture types. Harrison (1993) also describes organisational culture using four dimensions. More than Parker and Bradley's model, his model acknowledges the difference between the organisations' manifested culture and its desired culture.

Harrison presents a descriptive model that can create awareness of the culture gap between the existing and preferred culture in an organisation. There are four cultural dimensions: power-orientated culture, role-orientated culture, achievement-orientated culture and support-orientated culture (see Figure 2.3). Centralisation and formalisation are the two modes of operation that measure the cultural orientation within an organisation. Formalisation and centralisation can both be measured on a scale of low to high levels (Manetjie, 2009a:17-18).
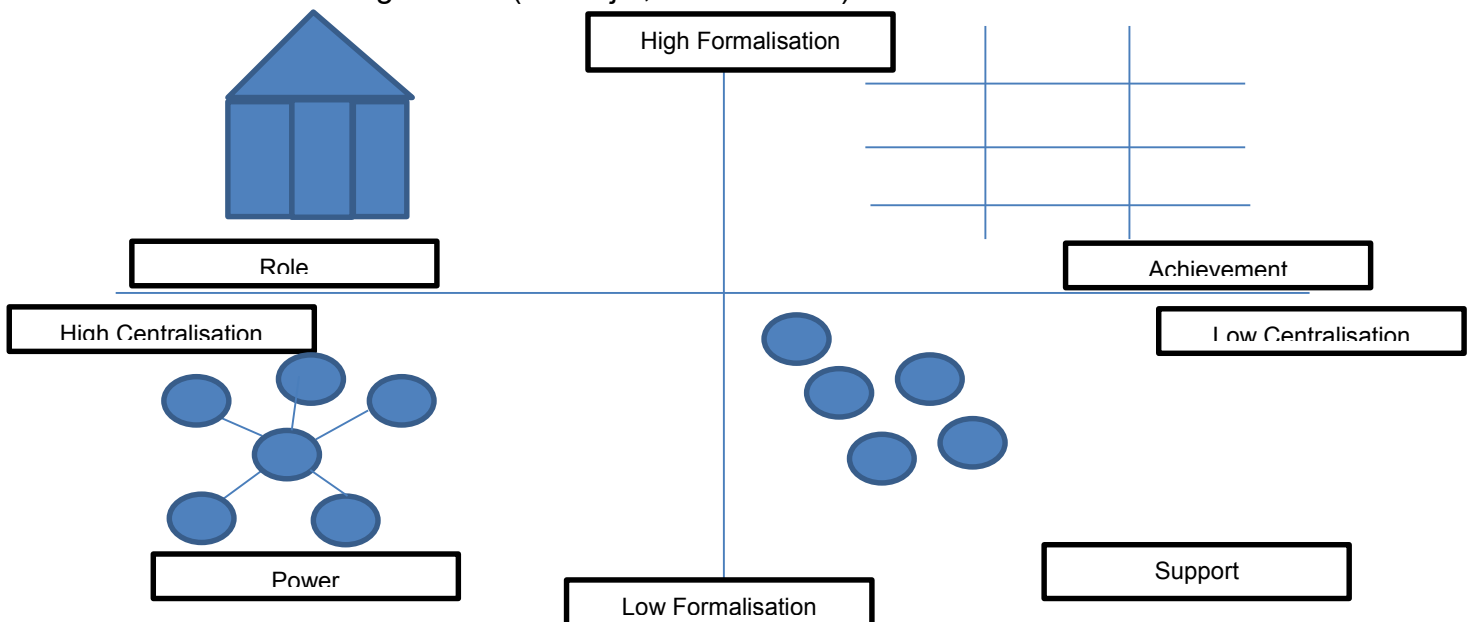
Figure 2.3: Organisational culture model by Harrison (1993)

The need to use power in an organisation is crucial in order to influence behaviour and exercise control. High centralisation and low formalisation characterise a power-orientated culture. A power-orientated culture can be regarded as being rule orientated

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as it focuses on division of work, authority, normalisation and rationality in procedures. Formal authority is key in this type of organisational culture as it is used to control and influence activities within the organisation. Communication in this type of organisation is usually top-down. Advantages of the power dimension include the ability to make rapid internal changes and provide certainty and direction (Manetjie, 2009a:18-19).

Role-orientated culture focuses mainly on specialisation and job description. Work is therefore controlled by rules and procedures. This type of organisational culture is high in both centralisation and formalisation. The different functions of the role-orientated culture can be looked at as a series of pillars that are controlled and co-ordinated by senior executives. Communication and role procedures control the central and formal functions that can be seen as the foundation and pillars of the organisation. Advantages of the role dimension include reduced conflict because of clear lines of responsibility and authority, as well as efficient operations as a result of well-designed systems and structures (Manetjie, 2009a:20-22).

Achievement-orientated culture has organisational members who focus on achieving the set goals and purpose of the organisation. The mode of operation in this culture is low in centralisation and high in formalisation. Competencies, skills and power form the core of this organisational culture. Therefore, competency and appropriate knowledge determine authority. In order to meet organisational goals, the right people need to be brought together within the organisation. Work activities are orientated around teams and not individuals. Team jobs create a high-flexibility, high-performance and high-commitment organisation. Advantages of the achievement dimension include increased internal motivation. The final culture dimension is support-orientated culture (Manetjie, 2009a:22-24).

Support-orientated culture emphasises the individual as the central point of the organisation. This kind of organisational culture is based on mutual trust between the individual and the organisation. This culture is low in centralisation and formalisation. Power and control over employees are minimal as the organisational structure is a benevolent cluster with minimal hierarchy. Task competence determines authority. Employees' well-being is important to top management and the outcomes of decisions on employees are considered first. Consensus decision-making replaces central and

formal power. Communication flows in all directions and is often informal. Advantages of the support dimension include high levels of effective and cooperative group work and good internal communication (Manetjie, 2009a:25-26). Organisational culture plays numerous roles within an organisation. These various roles will be discussed in detail next, with a particular focus on organisational commitment.

2.4 The role of organisational culture: a focus on commitment

First and foremost, culture plays a boundary-defining role. It establishes a distinction between organisations. It also creates a sense of identity for organisational members. Organisational culture facilitates the creation of commitment to something much larger than the individual self-interest of employees. The organisational culture can be seen as the social glue that aids in holding the organisation together by presenting suitable standards for what employees should do and say (Martins & Martins, 2003:382). It therefore improves the stability of the organisation as a social system when it is right or strong.

High formalisation within an organisation can create orderliness, predictability and consistency. A strong culture within an organisation can create the same results without written policies and procedures. Formalisation and culture can therefore be seen as two different tools which can be used to get to the same result. A strong culture within an organisation will guide employees' behaviours. Management can therefore spend less time on developing formal rules if there is a strong and coherent culture (Robbins & Judge, 2011:556).

Organisational culture can also act as a control and sense-making mechanism that shapes and guides the behaviour and attitudes of employees. Culture defines the rules of the game in the sense that it helps an organisation develop its own understanding of itself, its core set of assumptions and the implicit rules that govern day-to-day behaviour in the workplace. Organisational culture creates and organisational climate. Organisational climate can be defined as the shared perceptions which organisational members have regarding their organisation and work environment (Robbins & Judge, 2011:558). Organisational climate will be discussed in detail at a later stage.

Brown (1998:89-91) identifies five functions of organisational culture: conflict reduction, control and coordination, competitive advantage, reduction of uncertainty and motivation. Organisational culture shapes preferred actions, defines problems and promotes consistent perceptions. Organisational culture therefore has a conflict-reduction role. Organisational culture also plays a control and coordination role in an organisation. A strong organisational culture means that organisations have a better chance of being successful. It therefore also plays a crucial role in creating a competitive advantage. The culture of an organisation can also reduce uncertainty as it simplifies work and makes choices easier. Organisational culture plays a motivational role as it can foster positive values and beliefs within the organisation and encourages improved performance (Brown, 1998:89-91). Organisational culture can, however, also have negative effects on an organisation.

Organisational culture potentially has four dysfunctional aspects: institutionalisation, barriers to diversity, barriers to change, and barriers to mergers and acquisitions. When an organisation becomes institutionalised, it takes on a life of its own, separate from its members. It is no longer valued for the goods and services it produces. The hiring of new employees who differ in gender, race, age and disability creates inconsistency (Robbins & Judge, 2011:558-559). It is of the utmost importance for management to support a diverse workforce, but newcomers have to adapt to the core cultural values. Unique strengths and diverse behaviours fade away as new employees try to learn the organisational culture. An organisation's entrenched culture may no longer be suitable if it is undergoing rapid change. Organisational effectiveness and the values which support it may be hampered if the current shared values are not aligned accordingly. Mergers and acquisitions can be affected if the respective organisations' cultures differ too vastly (Robbins & Judge, 2011:559).

As highlighted above, organisational culture plays numerous critical roles within an organisation. Organisational culture provides employees with a sense of identity, generates organisational commitment in addition to commitment to the organisation's mission and clarifies and strengthens standards of behaviour (Greenberg & Baron, 2003:518). If these three roles are aided within an organisation, it will be clear that culture is a fundamental force that influences employee behaviours and attitudes (Greenberg & Baron, 2003:518). Higher standards of services will therefore be

delivered as this will result in employees being more committed to their organisation (Greenberg & Baron, 2003:163). In the light of the importance of organisational culture to various elements such as commitment, this quality will be described next.

2.4.1 Organisational culture and commitment of employees

Organisational culture has been found to influence employee commitment to the organisation (Van Stuyvesant, 2007:47). The culture within an organisation is considered to have an impact on employees' attitudes regarding their commitment to the organisation (Van Stuyvesant, 2007:47). Commitment is also believed to be a component of organisational culture and can be seen as the element which binds employees together (Van Stuyvesant, 2007:47). Cultural values within an organisation have been found to influence the intensification of organisational commitment (Van Stuyvesant, 2007:47-48). An organisation that is bureaucratic in nature has been found to have a negative relationship to the commitment of employees. Employees who work in an organisation with an environment which is supportive have been found to have greater levels of commitment, often linked to commitment of a normative type (Van Stuyvesant, 2007:47-48). Organisational culture influences employees' commitment and work effort. It is influenced directly through attitudes and cultural values, and indirectly through its influence on human resource procedures and systems. Organisational culture therefore helps organisational commitment to develop and is implemented through certain organisational practices such as policies (Van Stuyvesant, 2007:48).

2.4.2 Commitment of employees to the organisation

The commitment of employees to the organisation can be defined as the "relative strength of an individual's identification with and involvement in a particular organisation". Commitment is seen as a psychological state that characterises the relationship that employees have with the organisation. The term 'commitment' has varied definitions but, according to Meyer and Allen (1991:67), can be considered to have three components: affect, continuance and normativity. This three-component framework will be used to describe commitment. The first theme is the affective attachment that employees can feel towards the organisation (Meyer & Allen, 1991:67). This refers to the acceptance of the values and goals of the organisation and a strong belief in them (Steers, 1977:46). The second theme is the perceived costs

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that employees associate with learning the ways of the organisation, as well as the readiness to exert a considerable amount of time and effort on behalf of the organisation (Steers, 1977:46). The third theme is the obligation that employees feel towards staying with the organisation and the aspiration to sustain their membership to it (Meyer & Allen, 1991:67).

Commitment plays a large role in the decision-making process, when deciding to continue or discontinue membership in the organisation. Employee commitment also plays a role in organisational performance and effectiveness. Studies have shown a strong correlation between organisational commitment and job satisfaction. An employee's overall contribution to the organisation will therefore be dependent on their commitment to the organisation (Lok & Crawford, 2004:321-322). These three components of commitment will be defined and discussed in detail next.

2.4.2.1 Affective commitment

Affective commitment refers to the employee's identification with, attachment to and involvement in the organisation. Employees who have a strong affective commitment continue employment with their current organisation because they want to (Meyer & Allen, 1991:67). Employees who display this type of commitment stay with the organisation because their employment relationship is in line with the values and goals of the organisation. The strength of commitment displayed by employees towards the organisation is determined by actual experiences in relation to employee expectations and needs. Employees link their identity to that of the organisation. Affective commitment can be influenced by factors such as goal difficulty, goal clarity, job challenge, role clarity, peer cohesion, equity, participation, personal importance, dependability, receptiveness by management and feedback. Internalisation and identification are very important factors in the development of affective commitment (Meyer & Allen, 1991:69-70). Meyer and Allen (1991:64) have defined affective commitment as "the attachment of an individual's fund of affectivity and emotion to the group".

2.4.2.2 Continuance commitment

Costs and risks linked to leaving the organisation and awareness of these costs and risks is known as continuance commitment. Employees who are linked to the

organisation based on continuance commitment continue employment with their current organisation because they have to (Meyer & Allen, 1991:67). Commitment in this theme is viewed as the continuation of service with the organisation as a result of knowledge of the costs associated with the termination of service. Commitment to the organisation can be gained by the organisation offering positive extrinsic rewards. Performance and loyalty are given to the organisation by the employee in return for material benefits and rewards. Meyer and Allen (1991:65) define continuance commitment as the "profit associated with continued participation and a 'cost' associated with learning". The term "calculative" has been used by other authors to define commitment that is based on the contemplation of all costs and benefits linked with membership to the organisation that is unrelated to affective commitment (Meyer & Allen, 1991:65).

2.4.2.3 Normative commitment

Employees who feel an obligation to continue employment with the organisation are expressing normative commitment. Employees who have a high level of normative commitment continue employment with their current organisation because they feel that they ought to (Meyer & Allen, 1991:67). Employees may feel that they need to stay with the organisation because the organisation has invested in them (for example, by allowing them to attend training and development programmes). Employees therefore feel an obligation to repay the organisation by remaining in its service. Meyer and Allen (1991:67) define normative commitment as the employee considering it "morally right to stay in the company, regardless of how much status enhancement or satisfaction the firm gives him over the years".

Affective, continuance and normative commitment should not be considered as types of commitment, but as components of commitment. Types of commitment implies that the psychological states which are experienced are mutually exclusive. It would be more appropriate to deem the three attributes described here as components, as an employee can experience all three forms of commitment to varying degrees (Meyer & Allen, 1991:67-68). Organisational commitment develops over three stages. This will be discussed in detail below.

2.4.3 The three stages of commitment

There are three stages of commitment: compliance, identification and internalisation (O'Reilly, 1989:18). During the first stage, 'compliance', employees accept the influence of others, such as top management, to obtain something from them in return. Remuneration is an example. In the second stage, 'identification', the individual accepts influence in order to maintain a self-defining and satisfying relationship. At this stage, employees feel proud to belong to the organisation. The final stage, 'internalisation', occurs when the individual finds the organisations' values to be intrinsically rewarding. It also occurs when the values of the organisation become congruent with the individual's personal values. Understanding commitment as developing in this way allows one to understand how organisations generate commitment from their members. Before internalisation can occur, compliance and identification first needs to take place (O'Reilly, 1989:18).

2.4.4 The three-pillar model of commitment

Commitment to the organisation entails attention to detail, giving loyal support, co-operating with other staff and management, making an extra effort, seeking improvements, accepting change, time management and pride in one's abilities (Naicker, 2008:33). The model has three main pillars, each with three factors. The three pillars are a sense of belonging, a sense of excitement in the job, and confidence in management (see Figure 2.4) (Naicker, 2008:33).

A sense of belonging is crucial in any organisation in order to build loyalty. Managers can create a sense of belonging by ensuring that employees are involved, informed and share in the success of the organisation. A sense of excitement about work is a crucial element in order to ensure that employees are motivated to perform well. This will result in improved results. This sense of excitement can be created by appealing to the higher-level needs of accountability, trust and pride. Confidence in management and a high level of respect towards them are essential in the organisation. Respect can be augmented through attention to dedication, authority and competence (Naicker, 2008:33-34). Organisational commitment can be influenced by various factors.

Figure 2.4: The three-pillar model of commitment

2.4.5 Factors affecting organisational commitment

Organisational commitment can be influenced and shaped by a number of factors. These factors vary from person to person. Initial commitment to the organisation is largely determined by the individual's personal characteristics (Manetjie, 2009b:49). Personal characteristics refer to gender, age and years of service. Older employees with seniority, who are satisfied with their own levels of work performance, tend to report higher levels of commitment to the organisation than other employees (Manetjie, 2009b:49). Perceived personal importance to the organisation also influences commitment. Individuals go to organisations with certain skills, needs and desires and therefore need a work environment where they can use all their skills and abilities in order to satisfy their needs (Steers, 1977:53).

Job-related factors as well as employment opportunities also play a role in determining commitment to the organisation. An ambiguous job role may result in very low levels of commitment to the organisation. The higher the levels of autonomy and responsibility connected to a certain job, the less repetitive tasks usually are. These job types are usually more interesting and commitment levels of the individuals who fill them are higher (Manetjie, 2009b:48-49). When an organisation is dependent on its employees and makes effective use of their skills, commitment is enhanced (Steers, 1977:53). Employment opportunities also play a large role in cultivating organisational commitment. If an employee has a strong perception that they will find employment elsewhere, then their commitment to the organisation may decrease (Manetjie, 2009b:48-49).

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The structure of the organisation also plays an important role regarding commitment. Organisations with a bureaucratic structure negatively influence commitment to the organisation (Manetjie, 2009b:51). Staff prefer flexible structures as well as managers who provide employees with guidance and direction. This has a positive effect on organisational commitment (Manetjie, 2009b:51). Management style is another factor that affects organisational commitment. The management styles need to be more participatory and flexible. Managers should focus on employee involvement. Employees' commitment to organisational goals will therefore increase. Positive relationships are also very influential for organisational commitment. Employees who have a good relationship with their supervisors and who view their practices as fair tend to be more committed than those with bad relationships with their supervisors (Manetjie, 2009b:50-51). Organisations should therefore continually strive to improve and increase employee commitment.

2.4.6 Strategies for increasing employee commitment

There are a number of effective ways to build employee commitment, most of which cost very little or nothing at all. Managers need to put strategies in place in order to develop and sustain motivated and committed employees. Nelson (1999) introduces the power of five I's: increased visibility, independence, interesting work, information and involvement. These will be discussed in turn.

Increased visibility relates to the success of employees that needs to be shared with others. Credit should always be given when due as employees appreciate the recognition. Employees should be given new opportunities to learn, grow and perform as a form of recognition. The second 'I' is independence. Employees need flexibility with regard to how they perform their jobs. This is essential in order for employees to deliver and supervisors should therefore not monitor staff too closely (Nelson, 1999). Allowing staff to have a certain level of latitude will increase the chance that they perform as managers wish and bring additional ideas, initiatives and energy to their jobs.

Interesting work is the third 'I'. No one likes to do exactly the same job every day. Jobs do require certain repetitive tasks which might not be fun, but every employee should have an aspect of their job that they really enjoy (Nelson, 1999). Information is the

fourth 'I'. Staff want to be informed with the correct information in order to be efficient and effective in their jobs. Information and knowledge are essential in any organisation. Employees want to know how they are performing in their jobs and how the organisation is performing as a whole. The final 'I' is Involvement. Decision-making can no longer solely be the task of managers. It is best to involve employees who will be affected by the decision, as they will have more insight as they are closer to the problem. This could ensure their commitment and make it easier to implement new ideas or changes (Nelson, 1999).

The organisation has to recognise the important need of employees to maintain a work-life balance. Once the organisation has acknowledged this, it can start working on various strategies to increase employee commitment. Organisations could implement various practices such as a reduced work week, flexible work schedules, job-sharing arrangements, work-from-home arrangements, personal time off and training programmes that assist staff in achieving a balance between personal life and work life. Creating work-life programmes for staff can help reduce anxiety and stress, and therefore impact positively on commitment (Naicker, 2008:37-38).

High levels of commitment from employees indicate that they are willing to work for the organisation's benefit. This commitment, however, will only continue if the organisation has the same level of commitment towards its employees. The production of goods and services is not enough to make an organisation successful. Creative, innovative and exploratory ideas should be highlighted as part of the organisational culture. Employees should therefore be rewarded for innovative ideas. The organisation should also be fully committed to these employees (Naicker, 2008:38). It is important for organisations to know how to effectively create and sustain its specific culture. This will be discussed next.

2.5 Creating and sustaining organisational culture

The current traditions, customs and general way of doing things in an organisation are the result of how things have been done before and the success from doing so. The creation of cultures can occur in three ways. Firstly, organisational culture derives from the philosophy of its founding or long term members. This plays a large role in the selection and recruitment process of the organisation. The members therefore appoint and retain employees who think and feel the same way they do (Naicker, 2008:23-24).

Secondly, they socialise and train employees to adopt a specific way of thinking. Lastly, the behaviour of the founders encourages employees to identify with them and internalise their values, assumptions and beliefs (Naicker, 2008:15). Senior managers play a large role in creating and maintaining the climate of the organisation and set the bar on acceptable and unacceptable behaviour. The socialisation of new employees will depend on the preferences of top managers and how well new employees were selected according to their values. Figure 2.5 summarises how the culture of an organisation is created and sustained (Naicker, 2008:23-24). Once a functional organisational culture has been established within an organisation, it is crucial to keep it alive. The selection of employees, top management and socialisation all play a role in sustaining culture.
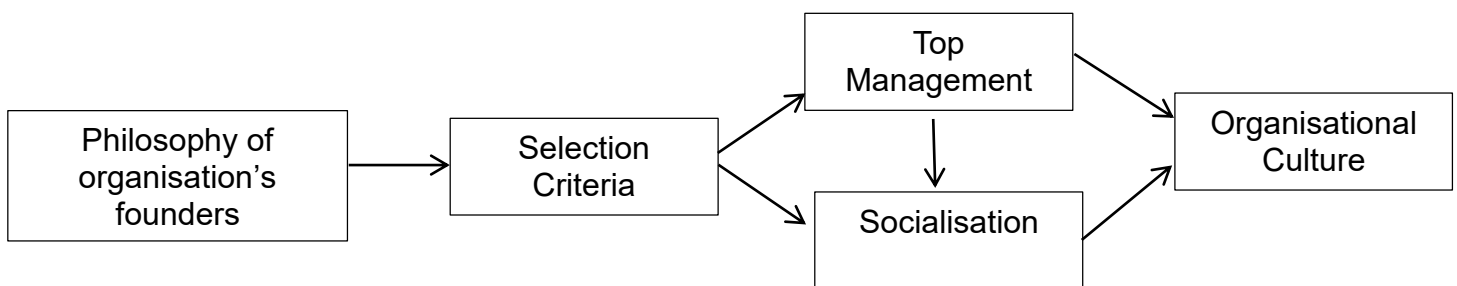
Figure 2.5: How organisational culture forms (Robbins & Judge, 2011:564)

2.5.1 Selection, top management and socialisation

There are three forces which play a crucial role in sustaining an organisational culture: selection, top management and socialisation. The selection process is used as a tool to recognise and employ individuals with the necessary knowledge, skills, experience and abilities to perform tasks effectively. The selection process also allows decision makers to identify individuals with values consistent with those of the organisation. It also provides applicants with information (Robbins & Judge, 2011:561). The actions of senior management also impact on the culture of the organisation in a significant way.

Senior managers establish norms through behaviour and words, which filter down into the wider organisation. These norms could include appropriate dress code, how much freedom should be given to employees by managers and whether risk taking is encouraged (Robbins & Judge, 2011:562). Socialisation is used as a method to assist new employees to become accustomed to the existing culture within the organisation.

The socialisation process has three stages: pre-arrival, encounter and metamorphosis (see Figure 2.6) (Robbins & Judge, 2011:562).

The socialisation process   Outcomes of the process

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                                                        ┌──────────────────┐
                                                   ┌───→│   Productivity   │
┌─────────────┐      ┌───────────┐    ┌──────────────┐ │├──────────────────┤
│ Pre-arrival │ ───→ │ Encounter │ ─→ │ Metamorphosis│─┼───→│  Commitment  │
└─────────────┘      └───────────┘    └──────────────┘ │├──────────────────┤
                                                   └───→│    Turnover      │
                                                        └──────────────────┘
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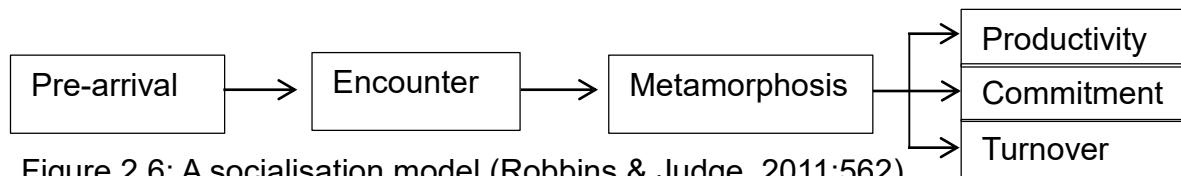
Figure 2.6: A socialisation model (Robbins & Judge, 2011:562)

This socialisation process affects the employees' commitment to the organisation's objectives, their work productivity and the decision to stay with the organisation. The pre-arrival stage recognises that each individual arrives with his or her own set of attitudes, values and expectations about the organisation and the work to be done. Even though new employees can be socialised, it is important to remember that past behaviour can predict future behaviour (Robbins & Judge, 2011:562). It is important to inform prospective employees about the organisation as a whole in the selection process.

The encounter stage takes place when the new employee enters the organisation and faces the possibility that their expectations may differ from the reality regarding the job, co-workers and the organisation in general. The final stage, metamorphosis, describes when, by changing, new members work out any problems they discovered during the encounter stage (Robbins & Judge, 2011:563). The three-part socialisation process can be regarded as complete when new members to the organisation have become comfortable in their jobs within the organisation.

2.5.2 How do employees learn culture?

There are a number of forms in which culture can be transmitted to employees. This can take place in the form of language, rituals, stories and material symbols. Most organisations and sub-directorates within the organisation make use of language in the form of unique terms or jargon to assist members to identify with the culture, help members to preserve the culture, and help confirm employees' acceptance of it. Unique terms are created by each sub-culture to describe key individuals, equipment, customers, suppliers or products and services that relate to the organisation. New

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employees in an organisation may be besieged by jargon and acronyms. Once new acronyms and jargon have been integrated by new employees, they act as a common denominator to unite members of a specific culture or sub-culture (Robbins, 2001:525).

Rituals reinforce and express key values of an organisation through repetitive sequences. Key values include which people are important, which people are expendable and which goals are most important. Stories that circulate through organisations characteristically contain a narrative of events about the founders of the organisation, relocation of employees, reductions in the workforce, organisational coping mechanisms and reactions to past mistakes. Stories can be used to explain and legitimise current practices (Robbins, 2001:526).

Material symbols refer to attire that employees have to wear, the elegance of furnishing and the size of offices. These symbols convey to employees the type of behaviours that are appropriate such as individualistic, participative or risk-taking behaviour. They also convey the degree of egalitarianism that top management desires (Robbins, 2001:526).

Schein (1983:22) defines ten mechanisms which founders and leaders can use to embed culture within the organisation:

- Formal statements of organisational philosophy, materials and charters used for recruitment, selection and socialisation;
- The design of buildings and physical spaces;
- Deliberate coaching, role modelling and teaching by leaders;
- An explicit status and reward system as well as promotion criteria;
- Stories and parables about key events and people;
- Issues and items which leaders pay attention to, measure and control;
- The reactions of leaders to organisational crises and critical incidents;
- Organisational design and structure;
- Systems and procedures within the organisation;
- Recruitment, selection, promotion and retirement criteria.

2.5.3 Creating an ethical and positive organisational culture

High ethical standards among members of an organisation can be created by an organisational culture that is low to moderate in terms of aggressiveness, high in risk tolerance, and focuses not only on outcomes but on means as well. The organisational culture also needs to adopt a long-term perspective and balance the rights of all stakeholders including employees, suppliers and the community. An organisational culture that is strong and encourages high ethical standards has a positive and powerful influence on employees and their behaviour (Robbins & Judge, 2011:566). Supervisors can have a powerful effect on the ethical behaviour of employees by demonstrating a number of principles. Supervisors should be seen to be rewarding ethical behaviour and punishing unethical acts. Supervisors should also be visible role models of ethical behaviour as employees look to the actions of senior management as benchmarks for appropriate behaviour and decision making (Robbins & Judge, 2011:567).

Ethics workshops, seminars and training sessions should be provided. Training can be used to address potential ethical dilemmas, reinforce the organisation's code of conduct, and help employees understand which actions are and are not permissible. Managers should communicate the ethical rules that employees are expected to follow. Creating an ethical code of conduct could be beneficial as this would minimise ethical ambiguities (Robbins & Judge, 2011:567). A positive organisational culture can be created by rewarding more than punishing employees, building on employee strengths, and emphasising vitality and growth.

- A sense of history
- Communications
- Positive problem solving
- Stories about founders and leaders

A historical foundation

- Leadership
- Role model examples
- Norms
- Expectations
- Values

An understanding of what is expected

- Reward systems
- Career management & job security
- Recruiting & staffing
- Socialisation of new staff members
- Training & development

Being a part of a group

- Member contact
- Participative decision-making
- Intergroup coordination
- Personal exchange

Encourage interpersonal & intergroup relationships

Cohesive organisational culture

Figure 2.7: The core of a positive culture (Gibson, Ivancevich, Donnelly & Konopaske, 2009:34)

Most organisations are very focused on extrinsic rewards such as promotions and pay. These organisations, however, forget about the smaller intrinsic rewards such as praise, which can be much cheaper and equally effective. 'Catching' employees doing something right and articulating praise are both parts of creating a positive culture. Many managers underestimate the power of praise (Robbins & Judge, 2011:568). Most management practices focus on fixing problems that employees may have instead of also working on what employees do best. A positive organisational culture does not ignore problems, but focuses on showing employees how to improve on what they do best. A positive organisational culture cannot merely focus on organisational effectiveness, but should also emphasise individual growth. Organisations will not get the best out of employees if they regard them only as parts or tools of the organisation (Robbins & Judge, 2011:569). An element which is important to organisational culture is organisational climate.

2.6 Organisational climate

The culture and climate of an organisation are interconnected. The values and beliefs of an employee relate to the culture within the organisation. These values and beliefs are determined by their understanding of organisational procedures, practices and policies. The climate and culture within an organisation represent its feel. "An important distinguishing feature is that climate relates to the evaluation of a current state of affairs and culture relates to the registration of actual work behaviours" (van der Berg and Wilderom, 2004:573). The climate of an organisation is derived from its members. The climate can be divided into two aspects: how the organisation goes about its day-to-day business, and the goals that the organisation actively pursues. Procedures, practices, policies, expected kinds of behaviour and daily routines all contribute to and influence how organisational members make reasoning about the organisational climate (Schneider, Brief & Guzzo, 1996:2). Many elements within an organisation go towards defining its climate. The climate can only change when many of the procedures, practices, policies and routines change. Changing the climate within an organisation is very important, as it helps in changing what the members of the organisation believe. It also helps in changing what members believe their organisational values to be. These values and beliefs make up the culture of the organisation. One way to look at the culture of an organisation is to concentrate on what the organisational members worship (Schneider *et al*., 1996:2-3). Members may worship innovation, routine, risk taking or quality. Organisational climates can be created on the basis of each of these aspects, and climates can determine what is to be valued and believed. Organisational change can only be sustainable if the climate and the culture change too (Schneider *et al*., 1996:3).

Organisational climate has been studied by a number of researchers. Kurt Lewin was of the view that various leadership styles make up "social climates" that influence productivity in various ways. Douglas McGregor viewed climate as the result of what managers create in order to reflect their beliefs about work. Others have studied organisational climates according to the goals that the institution pursues. All this research assists in distinguishing four fundamental climate dimensions, related to function and goals (Schneider *et al*., 1996:3). The four dimensions are: the nature of the hierarchy, the nature of interpersonal relationships, the nature of work, and the focus on support and rewards.

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The nature of the hierarchy refers to how decision-making occurs within the organisation. Decisions that affect the workplace are either made by top management alone, or they allow subordinates, who will be affected by the decisions, to participate in the decision-making process. It also refers to whether the organisation is characterised by an individualistic or a team approach. The nature of interpersonal relationships refers to whether relationships between various directorates are competitive or cooperative (Schneider *et al*., 1996:4). It also refers to whether newcomers into the organisation are taken through a socialisation process, or if the 'sink or swim' approach is taken. It also captures whether there is mutual trust and sharing, or mistrust and conflict, within the organisation. The nature of work refers to whether the organisation equips its employees with the necessary resources to get work done. It also refers to work being boring or challenging. The focus on support and rewards refers to whether the quality or quantity of work done gets rewarded. It also aims to see if the standards and goals of the organisation are widely known throughout the organisation (Schneider *et al*., 1996:4).

The climate of the organisation includes the predominant conditions across various organisational activities. It is therefore very challenging to change. The probability that change can actually start to be implemented can be enhanced when employees can actively participate in decisions relating to how change will be attained, when work is interesting and challenging, and when mutual trust characterises interpersonal relationships (Schneider *et al*., 1996:4).

2.7 Organisational change

The effectiveness of an organisation is largely dependent on the culture of the organisation and the environmental demands placed on it. Environmental demands are constantly changing and organisations need to adapt in order to succeed. Organisational culture therefore needs to change accordingly (Robbins & Barnwell, 2006:423). Organisational culture change within an organisation is possible, but it does have certain pitfalls. A change in culture can create turmoil and stress within the organisation. It usually takes a long time to come into effect (three to five years, if not longer). The performance of the organisation could decrease during the beginning phase of the new culture as it is still adapting to the changes. Certain leaders abandon

the new culture before it begins to bear fruit. Although it is possible to change the existing culture of an organisation, deep changes need to occur in the organisation's structure and systems. Values and the management style also need to adapt (Manetjie, 2009a:34).

Four steps can be followed while managing organisational culture change. The first step entails analysing the existing culture and establishing a norm gap. The second step entails experiencing the desired outcome by introducing and including systems which will be used. The third step entails the modification of the existing culture and the installation of new systems. The final step entails sustaining the new desired culture by on-going evaluation and renewal (Manetjie, 2009a:35).

Factors which could influence cultural change include: a long-term slow decline, a dramatic crisis, leadership turnover, life-cycle stage, the size of the organisation, the age of the organisation, and the strength of the current culture. Kondra and Hurst (2009:52) suggest that changes in social values, law and expectations produce substantial pressures leading organisations to discard specific cultural practices. When an organisation has entered into a slow or no-growth period, cultural change programmes will be more effective. The long-term loss of performance in an organisation is usually the consequence of an organisational culture that has not adapted to the changing demands of the environment. The culture of the organisation therefore has to change to be more adaptive and responsive to the changing environment (Robbins & Barnwell, 2006:425-426). Another factor which could influence the change in an organisation's culture is a dramatic crisis. When a dramatic crisis confronts the organisation, current practices within the organisation are questioned. It also allows the organisation to accept a different set of values to deal with the crisis (Robbins & Barnwell, 2006:425).

A change in leadership could also lead to a change in organisational culture, as top management usually plays a significant role in transmitting culture. The new leader must be respected in order for new values to be accepted and he or she normally has an alternative view of what the organisation can be. The new leader should be able to turn his or her vision into something concrete. The life-cycle stage of the organisation also influences cultural change (Robbins & Barnwell, 2006:427). Change can take

place more easily when the organisation is in transition from the formation stage to the growth stage, and from maturity into decline. When an organisation moves into a growth phase, many changes need to take place. These changes will take place much more easily as the regulations, rules and practices of the organisation will be less ingrained. If an organisation enters the decline stage, employees could accept change more openly as retrenchments and cut-backs could highlight the difficulties faced by the organisation (Robbins & Barnwell, 2006:427). The age of an organisation influences change, as younger organisations do not have long-serving members and will be less entrenched in its values. The size of the organisation can influence change as the smaller the organisation is, the easier it is to reach employees because communication is easier. The strength of the current culture influences the type and rate of change as a firmly entrenched existing culture may be more difficult to change (Robbins & Barnwell, 2006:427-428). One element which could assist with change within an organisation is training and development. This will be discussed next.

2.8 Training and development

According to Erasmus, Loedolff, Mda and Nel, (2009:3), employees benefit from training and development in a number of ways:

- They are empowered to solve problems more effectively and make better decisions;
- They are equipped to deal with conflict, tension and stress more effectively;
- Attitudes, knowledge and communication skills are improved and job satisfaction is increased;
- Motivational variables of achievement, recognition and growth are internalised and operationalised.

These authors also note that the organisation also benefits from training and development in a number of ways:

- Improved service delivery;
- Employees are assisted to adjust to change;
- It improves the organisational climate and culture;
- It contributes to the development of the organisation;

- It helps to create a positive climate for communication and growth;
- It enhances the corporate image;
- It contributes to increased quality of work and productivity.

The training and development of employees therefore not only benefits the individual but also the organisation. Training and development which is appropriate should equip employees to perform better. Employees are assessed using Individual Performance Management (IPM) criteria. IPM also plays an important role in developing the culture and commitment within the organisation. IPM within an organisation focuses on improving the performance of employees to achieve the goals as set out in the organisation's strategies. An improvement in productivity leads to employee commitment as values, norms and objectives assist in enhancing the culture within an organisation (Adewale & Anthonia, 2013:120). The performance of employees advances and improves by forming a strong culture within the organisation. Employee performance is a crucial part of any organisation as it leads to the growth and development of the organisation. The loyalty of employees therefore relies on cultural awareness and knowledge that will improve organisational behaviour. Quality awareness within the organisation helps to improve employee and organisational development (Adewale & Anthonia, 2013:120). Another important element which has an effect on organisational culture and commitment is the design of the organisation. This following section will describe organisational design.

2.9 Organisational design

Operational matters and processes and organisational culture may become clearer once the structure of an organisation has been examined. Any organisation is made up of various dimensions. These include: complexity, formalisation, centralisation and coordination. The first dimension to be discussed is complexity. The complexity of an organisation refers to the degree of differentiation within it. Differentiation is made up of three sub-sections: horizontal differentiation, vertical differentiation and spatial dispersion. Horizontal differentiation refers to the degree to which an organisation is divided into different units according to the tasks that need to be performed, the

education and training of organisational members, and their administrative groupings (Robbins & Barnwell, 2006:105).

Vertical differentiation refers to the number of hierarchical layers between top management and operatives. An organisation becomes more complex the greater the number of layers of management. Spatial dispersion refers to the degree to which an organisation's offices, facilities, plants and staff are dispersed geographically (Robbins & Barnwell, 2006:107-108).

The second dimension is formalisation. Formalisation refers to the degree to which jobs and procedures within an organisation are standardised. According to Pugh, Hickson, Hinings and Turner (1968:75) formalisation indicates the extent to which instructions, rules, procedures and communication are written. High formalisation within an organisation can be seen in clear job descriptions, rules that need to be followed and defined procedures in place regarding work processes. Organisations can use various formalisation techniques such as socialisation, training, rituals and rules, procedures and policies. The various techniques that organisations employ ensure standardised employee behaviour (Robbins & Barnwell, 2006:110-112).

The third dimension is centralisation. Pugh *et al*. (1968:76) describes centralisation as the locus of authority in decision making which affects the organisation. Centralisation refers to the degree to which decision making is concentrated in one point in the organisation. This 'single point' is normally top management, but can be an individual or a unit. Centralisation is concerned only with the formal structure and formal authority (Robbins & Barnwell, 2006:115).

Lastly, coordination is the process of integrating the various units' activities and objectives in order to achieve the overall common goal of the organisation. It is essential for all organisations to ensure that there is coordination between various departments and units (Robbins & Barnwell, 2006:118). Programmed coordination includes everyday management techniques such as standard operating procedures, goal setting, planning and various rules and regulations common to a bureaucracy.

The machine bureaucracy is defined by standardisation. Characteristics include: formalised rules and regulations, functional departments that are grouped according to routine operating tasks, authority which is centralised and decision-making that follows a chain of command (Robbins & Barnwell, 2006:123). Professional bureaucracy is defined by highly trained specialists who operate in a highly complex environment. The structure is decentralised but still allows for standardisation. Unique problems may arise which require high-level expertise to be applied (Robbins & Barnwell, 2006:129). A better understanding of an organisation can be achieved by examining the type of organisational structure.

2.10 Chapter summary

This chapter reviewed the literature to define and describe organisational culture. Culture is an important element as it distinguishes one organisation from another. It also determines the level of formalisation within the organisation, shapes the preferred methods, and acts as a decision-making mechanism. Culture plays an important role within the organisation and tends to influence elements such as climate and commitment. The three-component model of organisational commitment was discussed, which includes affective, normative and continuance commitment. Employees experience three stages of commitment: compliance, identification and internalisation. One model demonstrated that culture can be power-orientated, role-orientated, achievement-orientated or support-orientated. Organisational culture is initiated by the founders of an organisation and carried over through language, stories, rituals and material symbols. New employees go through a careful selection process to ensure that they are the right fit for the organisation and its culture. Once selected, employees go through a socialisation process to ensure that they are properly integrated into the organisation. Organisational training and development as well as the structure of an organisation were also discussed and can also be seen to influence the culture or sub-culture of an organisation. This chapter reviewed the theory around organisational culture and commitment. But it is important to note that context also plays a critical role in any organisation. This context as it relates to the local municipality used as a case study will be described next by exploring its policy and institutional framework.

CHAPTER 3: POLICY AND INSTITUTIONAL FRAMEWORK

3.1 Introduction

This chapter will focus on the public sector of the Republic of South Africa. National, provincial and local government institutions will be examined. Relevant legislation will be described and linked to the concept of organisational culture. Relevant pieces of legislation will be discussed with a specific focus on local government.

3.2 The structure of the South African government

The Constitution (RSA, 1996) determines the institutional framework and processes of government. The South African government is made up of three spheres: national government, provincial government and local government. These three spheres are inter-dependent, inter-related, but distinctive. Government has the obligation to draw up and implement laws and policies on the responsibilities and rights of citizens and the services that they need to render to the public (Environmental Management Inspectorate, 2013). The government consists of three parts: the legislature, the executive and administration. The legislature is made up of elected members who authorise laws and policies, represent the public and monitor the work produced by the executives and their departments. The executive is made up of the Executive Committee or Cabinet, who co-ordinate the development of policies and laws and ensure that government departments implement policies and laws. The administration is made up of various departments and public servants who are accountable for doing the work of government (Environmental Management Inspectorate, 2013).

The first democratically elected government of South Africa inherited a country rife with problems. Poor education, poverty and high levels of inequality amongst citizens would prove to be some of the key challenges. New legislation was introduced to ensure that the new government could deliver on its mandate in the most suitable and beneficial way to citizens. The state introduced the concept of people-centred development. The role of the public sector in the promotion and support of development should be one which is people-centred. The 'people' that people-centred

development is aimed at should play the greatest role in this development. The public sector and more specifically municipalities should promote and support this type of development by providing financial and infrastructural support, expertise and policies that enable developmental initiatives (Davids & Maphunye, 2009:55).

Local government in South Africa has the mandate to render services of a local nature. These services are rendered within defined geographical areas and aim to enhance the quality of life of community members that the organisation serves. Local government exists to deliver sustainable services, to promote local economic development and to address the basic needs of the community (Davids & Maphunye, 2009:59). Local government can be seen as the sphere of government that is the closest to the people. Municipalities therefore play a very important role in local development. The Constitution (RSA, 1996) sets out a number of developmental duties of local government. A number of laws and policies give effect to these requirements as set out in the Constitution (Davids & Maphunye, 2009:59).

3.3 The Constitution of the Republic of South Africa

Article 152 of the Constitution (RSA, 1996) states that the objects of local government are to:

> *"a) to provide democratic and accountable government for local communities;*
>
> *b) to ensure the provision of services to communities in a sustainable manner;*
>
> *c) to promote social and economic development;*
>
> *d) to promote safe and healthy environment; and*
>
> *e) to encourage the involvement of communities and community organisations in the matters of local government"* (RSA, 1996:81).

Article 153 of the Constitution (RSA, 1996) states that a municipality has a development duty and that a municipality must:

> *"a) structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of*

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the community; and

b) participate in national and provincial development programmes"
(RSA, 1996:81).

The Constitution (RSA, 1996) therefore highlights the underlying values which municipalities should base their desired organisational culture on. The White Paper on Local Government was promulgated in March 1998 and is one of the legislative policies which give effect to the developmental role of local government, as stated in the Constitution (RSA, 1996).

3.3.1 The Constitution of the Western Cape

The Western Cape is the only province within South Africa to have adopted its own constitution. Chapter 5, section 52 of the Constitution of the Western Cape (1998) refers to local government:

> *"(1) The local sphere of government in the Western Cape consists of municipalities established in terms of the national Constitution. The ability or right of a municipality to exercise its powers or perform its functions may not be compromised or impeded.*
>
> *(2) The Western Cape government, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions.*
>
> *(3) The Western Cape government must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in Part A of Schedule 4 or Part A of Schedule 5 of the national Constitution which necessarily relates to local government, if—*
>
> *(a) that matter would most effectively be administered locally; and*
>
> *(b) the municipality has the capacity to administer it.*
>
> *(4) Provincial legislation must provide for the publication and dissemination of draft provincial legislation that affects the status, institutions, powers or functions of local government, before it is introduced in the Provincial Parliament, in a manner that allows organised local government, municipalities and other interested*

persons an opportunity to make representations with regard to the draft legislation.

(5) The Western Cape government must publish a municipal by-law in the official gazette of the Province upon request by the municipality."

Section 53 speaks to the establishment of municipalities:

"(1) Provincial legislation must determine the different types of municipality to be established in the Western Cape, as defined by national legislation.

(2) The Western Cape government must establish municipalities in the Western Cape in a manner consistent with national legislation."

Section 54 refers to the monitoring of local government:

"(1) The Western Cape government must, by legislative or other measures—

  a) *provide for the monitoring and support of local government in the Western Cape; and*

  b) *promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.*

(2) The Western Cape government has the legislative and executive authority in terms of the national Constitution to see to the effective performance by municipalities of their functions in respect of matters listed in Schedules 4 and 5 of the national Constitution, by regulating the exercise by municipalities of their executive authority".

Government organisations within the Western Cape not only have the Constitution (RSA, 1996) to base their organisational cultures on but also the Constitution of the Western Cape as described above.

3.4 The Public Sector White Papers

3.4.1 The White Paper on Local Government

Municipalities have a crucial responsibility to work together with communities to find sustainable ways to satisfy their needs and enrich their quality of life. Local government has the capacity to take on a developmental role. This White Paper (RSA, 1998) can be used as a framework by municipalities to develop strategies for addressing local needs and the promotion of economic and social development. The

White Paper on Local Government describes developmental local government as "government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives" (RSA, 1998:23). According to the White Paper, developmental local government has four interrelated characteristics: maximising social development and economic growth, integrating and coordination, democratising development, and leading and learning (RSA, 1998).

Maximising social development and economic growth refers to the functions and powers of the municipality. These should be used effectively in order to ensure maximum impact on local economic growth and to meet the needs of the poor and vulnerable in the community through social development initiatives (RSA, 1998:23-24). Integration and co-ordination are important because of the number of agencies involved in the development of communities, including national and provincial government, private sector organisations, community members, public organisations and trade unions. Developmental local government therefore plays a leadership role as all the various stakeholders need to work together towards realising a common vision for the community. Poor communication, integration and co-ordination could result in non-development. Municipalities therefore have a key role to play and should always try to retrieve resources from many public and private organisations (RSA, 1998:24).

The third characteristic – democratising development, empowering and redistributing – highlights the fact that local democracy should be promoted and this is the role that municipal councils should play. Input from community members should be incorporated into the delivery of municipal programmes. Municipal councillors should encourage this type of involvement. Lastly, a key characteristic of a developmental local government is leading and learning. In an ever-changing environment communities need to rethink how to ensure that their settlements are more sustainable. Communities need to constantly find new, innovative ways to build societies, eliminate poverty, protect their environment, sustain their economy and improve personal safety (RSA, 1998:25-26).

These four interrelated characteristics should directly affect the culture within a municipality as it refers to maximising social development and economic growth,

communication patterns, relationships with various stakeholders and the use of public participation and meaningful community engagement. Municipalities should also try and create an innovative culture in order to find sustainable solutions to a number of problems. This can either be achieved through a public participation process or community meetings. Another piece of legislation which gives effect to the requirements set out in the Constitution (RSA, 1996) is the White Paper on the Transformation of the Public Service (RSA, 1995).

3.4.2 The White Paper on the Transformation of the Public Service

The new democratic government inherited many problems in 1994. It had to govern a society which had vast economic and social inequalities as well as extreme political, racial and social divisions. The South African public service was set the difficult task of initiating the processes of development, reconstruction and reconciliation. In order to ensure that the role of the public sector is successful, the service standard of the government needs to be transformed into a competent, coherent, representative and democratic instrument, which will meet the needs of all South Africans (RSA, 1995:3). Eight key transformation priority areas have been identified to ensure that government's vision of service delivery that is effective, efficient, responsive, accountable, representative and transparent is achieved. According to the White Paper on Transforming Public Service (RSA, 1995:5), these priority areas include:

- Restructuring and rationalising of the public service to ensure a unified and integrated approach;
- The building and management of institutions in order to promote managerial and organisational effectiveness and greater accountability;
- Affirmative action and representativeness;
- The transformation of service delivery to redress the imbalances of the past and to meet basic needs;
- The democratisation of the state and the development of human resources;
- Improving labour relations and employment conditions as well as promoting a professional service ethos.

Transforming service delivery is the key transformation priority, as the transformed South African public service will be judged on its effectiveness in the delivery of services (RSA, 1995:6). These eight key transformational priority areas should shape

the culture within a municipality. There should be a focus on service delivery which is transformational and which redresses the imbalances of the past. The culture within the municipality should also focus on improved human resources and conditions for employees, positive labour relations and representativeness. The culture should also promote accountability and organisational effectiveness. The ultimate goal of the public service transformation programme is therefore service delivery improvement (RSA, 1995:6). In order to ensure that this goal can be reached, the White Paper on the Transformation of Public Service Delivery (Batho Pele White Paper) (RSA, 1997) was published. Not only did the South African public service need to be transformed but so also did the way in which services are delivered.

3.4.3 The White Paper on Transforming Public Service Delivery (Batho Pele White Paper)

The White Paper on Transforming Public Service Delivery (the Batho Pele White Paper) (RSA, 1997) provides a policy framework and a practical strategy for the implementation of the transformation of public service delivery. The White Paper focuses on how public services are provided and more specifically on improving the effectiveness and efficiency of the way these services are delivered. The Batho Pele principles have been identified for transforming public service delivery (RSA, 1997:9). These principles are expressed in broad terms so public sector institutions can apply and use them according to their own needs and circumstances. Each principle as discussed in White Paper (1997:14-15) is outlined below.

- The first principle is consultation. Consultations should take place with citizens regarding the level and quality of the services they receive. Citizens should also, wherever possible, be given a choice regarding the services which are offered to them.
- The second principle is service standards. This relates to the quality of services delivered to citizens.
- The third principle is access. All citizens should have equal access to services that they are entitled to.
- The fourth principle is courtesy. Citizens should be treated with consideration and courtesy.
- The fifth principle is information. Citizens should be given accurate and

complete information about the services they receive.

- The sixth principle is transparency and openness. Citizens should be told and kept up to date on how public organisations are run, who is in charge and how much money it costs to run these organisations.

- The seventh principle is redress. When complaints are made by citizens, they should receive a positive response within an acceptable time frame. If the services are not rendered, or if the quality of services is not the same as promised, the public organisation should render an apology to citizens and provide an effective remedy.

- The final principle is value for money. Citizens should receive value for their money through public services which are provided efficiently and economically.

The eight Batho Pele principles should all be used as guiding principles within public sector institutions. Consultation, service standards, access, courtesy, information, transparency and openness, redress and value for money should be used to shape the necessary culture and sub-cultures within a municipality. Chapter two of the Municipal Systems Act (32 of 2000) (RSA, 2000) should also be used as it refers to the duties, rights and legal nature of municipalities.

3.5 The Municipal Systems Act

Chapter Two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the legal nature, rights and duties of municipalities. Subsection six within this chapter refers to the duties of municipal administration:

> "*(2) The administration of a municipality must:*
>
> *a) be responsive to the needs of the local community;*
>
> *b) facilitate a culture of public service and accountability amongst staff;*
>
> *c) take measures to prevent corruption;*
>
> *d) establish clear relationships, and facilitate co-operation and communication, between it and the local community;*

> *e) give members of the local community full and accurate information about the level and standard of municipal services they are entitled to receive; and*
>
> *f) inform the local community how the municipality is managed, of the costs involved and the persons in charge*" (Republic of South Africa, 2000).

The organisational culture of a municipality should be directly impacted by the above-mentioned duties. Municipalities should: be responsive to the needs of community members, be accountable, prevent corruption, establish clear relationships, communicate accurate information and inform the local community accordingly. Values and governing principles are also included in this Act (RSA, 2000).

Chapter seven of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to local public administration and human resources. Subsection 50 mentions the basic values and principles governing local administration:

> "*(1) Local public administration is governed by the democratic values and principles embodied in section 195 (1) of the Constitution.*
>
> *(2) In administering its affairs, a municipality must strive to achieve the objects of local government set out in section 152 (1) of the Constitution, and comply with the duties set out in sections 4(2) and 6*
> "(Republic of South Africa, 2000).

As indicated above, article 195 of the Constitution (RSA, 1996) states the basic values and principles relevant to local public administration. These principles include: the promotion and maintenance of professional ethics of a high standard; the promotion of resource use which is effective, efficient and economical; an administration which is development-orientated; service provision which is without bias, fair, equal and impartial; the public must participate in policy-making; accountable public administration; transparency fostered by accurate, timely and accessible information; good career development practices and human-resource management; and being broadly representative of the people of South Africa (RSA, 1996:107). The organisational culture would therefore be one that views ethics, resource efficiency, development-orientation, fair service provision, public participation, transparency,

good career development and sound human resource practices as important. Subsection 51 of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the way in which a municipality should be set up and organised structurally.

Subsection 51 of the Municipal Systems (Act 32 of 2000) (RSA, 2000) states how the administration of the organisation should be organised:

> *"A municipality must within its administrative and financial capacity establish and organise its administration in a manner that would enable the municipality to-*
>
> *(a) be responsive to the needs of the local community;*
>
> *(b) facilitate a culture of public service and accountability amongst its staff;*
>
> *(c) be performance orientated and focused on the objects of local government set out in section 152 of the Constitution and its developmental duties as required by section153 of the Constitution;*
>
> *(f) organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances;*
>
> *(h) assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms;*
>
> *(j) maximise efficiency of communication and decision-making within the administration;*
>
> *(k) delegate responsibility to the most effective level within the administration;*
>
> *(l) involve staff in management decisions as far as is practicable; and*
>
> *(m) provide an equitable, fair, open and non-discriminatory working environment"* (RSA, 1996; 2000).

The above-mentioned subsection refers to the way in which the administration should be organised. The municipality should be responsive to community needs, be performance orientated, involve staff in decision-making, communicate efficiently, assign clear responsibilities, delegate responsibilities effectively and provide a suitable working environment. This will not only ensure optimum service delivery but also foster a positive culture within the organisation.

In order to provide a better understanding of the local municipality within its own setting, the 2011 census information of the six metropoles will be interrogated. This information provides an insight into the various issues and demands which residents will place on the local municipality and directly influences the type of services needed.

3.6 The local municipality

3.6.1 Overview of the 2011 census information on six metropoles

To assist in offering an improved understanding and overview of municipalities in their relevant settings, the 2011 census information related to six metropoles will be discussed below. This has the potential to provide insights on relevant services required and ultimately what could possibly be provided. In this regard, indicators such as population figures, the number of households, level of education and the unemployment rate, to name just a few, are all at play in determining the specific level and type of services considered important and required.

Since the metropoles of Nelson Mandela Bay, Johannesburg, Cape Town, Tshwane, eThekwini and Ekurhuleni are all similar in size, their key socio-economic data was used to conduct an inter-metro comparison based on 2011 census information (City of Cape Town, 2013:1).

South Africa's population is estimated to be 51,8 million (City of Cape Town, 2013:1). The population had grown by 7 million since the previous census in 2001. At a metro level Johannesburg has the largest population, Cape Town the second largest and eThekwini the third (City of Cape Town, 2013:1-2). In the ten-year period between the 2001 and 2011 census Tshwane had the highest growth rate of 4.7% per annum. Johannesburg has the greatest number of households of the selected metropoles. Of the selected metros, Cape Town has the lowest proportion (30.2%) of adults with a Grade 12 education and Nelson Mandela Bay has the lowest proportion (11.6%) of adults with a tertiary education (City of Cape Town, 2013:2).

Of the six selected metropoles Cape Town has the lowest overall unemployment rate of 23.9%. Nelson Mandela Bay metro has the greatest overall unemployment rate of 36.6%. The 2011 census data indicates that Johannesburg has the lowest youth

unemployment rate of the six metropoles, totalling 31% (City of Cape Town, 2013:3). The proportion of households which can be classified as formal dwellings is highest in Nelson Mandela Bay at approximately 87.2% (City of Cape Town, 2013:4). The comparison can be seen in Figure 3.1 below.

Household services refer to electricity for lighting, weekly refuse removal, piped water inside the dwelling and flush toilets that are connected to the main sewerage system. Out of the four services, Cape Town attained the highest level of service delivery for three of them; approximately 94% of households have electricity for lighting, 88.2% of households have flush toilets connected to the sewerage and 75% have piped water inside the dwelling. Johannesburg, however, provides the largest proportion of households (95.3%) with weekly refuse removal (City of Cape Town, 2013:4).

3.6.2 The local municipality as an organisation

The local municipality is made up of a number of directorates. Each directorate is made up of a number of departments. The political head of the organisation is the Executive Mayor and the administrative head is the City Manager. The political head of each directorate is the Mayco Member and the administrative head is the Executive Director (see Figure 3.2). Each department within a directorate is led by a director and various managers. The organisation therefore has a high level of horizontal and vertical differentiation. The local municipality also has a high level of spatial dispersion as there are a number of offices and plants across various locations. All of these elements influence the way in which staff behave and the way in which they do their jobs.

The local municipality has a high degree of formalisation. Each job within the organisation has a clear job description and specific requirements. There are also a number of strategies, policies and operating procedures which guide the behaviour of staff and ensure that processes are standardised. A Time and Attendance Policy aims to provide consistent management of the time and attendance of employees at work. A Standard Operating Procedure outlines the relevant procedure to be followed and outlines responsible parties and the necessary steps one should take if something requires sign-off.

The local municipality as an organisation has a high degree of centralisation. Decisions that will have a great impact on the city or which involve a high monetary value have to be approved by a full sitting of Council. Some decisions are made within the delegated authority of the Executive Mayor or the City Manager. Certain decisions which impact only on a certain department, however, could be made by the relevant manager.

One central finance department is an example of coordination. Any budgetary amendments a department wishes to institute needs to be done in consultation within this unit to ensure alignment with the IDP and various financial policies and legislation.

The local municipality can be characterised as a combination of the machine bureaucracy and the professional bureaucracy. The machine bureaucracy is defined by standardisation and the professional bureaucracy by highly trained specialists who operate in a highly complex environment. Key organisational culture characteristics include: a high level of complexity, high formalisation, high centralisation, rules, policies and procedures, set job descriptions and high specialisation of roles (highly trained specialists), efficient operations which results in efficient service delivery with the help of a well-designed structure and system and clear lines of authority leading to the top.

Table 3.1: Comparison of 2011 census information

City/Metropole	Population	Growth Rate	Number of Households	Average Household Size	Proportion of Adults with Grade 12 Education	Unemployment Rate	Youth Unemployment Rate	Percentage of Formal Dwellings
Cape Town	3.7 million	2.9%	1.1 million	3.5 people per household	30.2%	23.9%	31.9%	78.4%
Ekurhuleni	3.1 million	2.8%	1.1 million	3.15 people per household	35.9%	28%	36%	77.4%
eThekwini	3.4 million	1.1%	0.9 million	3.6 people per household	37.4%	30%	38%	78%
Johannesburg	4.4 million	3.7%	1.4 million	3.09 people per household	35%	25%	31%	82%
Nelson Mandela Bay	1.2 million	1.5%	0.3 million	3.55 people per household	30.9%	36.6%	47.3%	87.2%
Tshwane	2.9 million	4.7%	8.5 million	3.2 people per household	34.5%	24.2%	32%	80%

Source: City of Cape Town (2013,1-4)

Figure 3.1: Organogram of a municipality
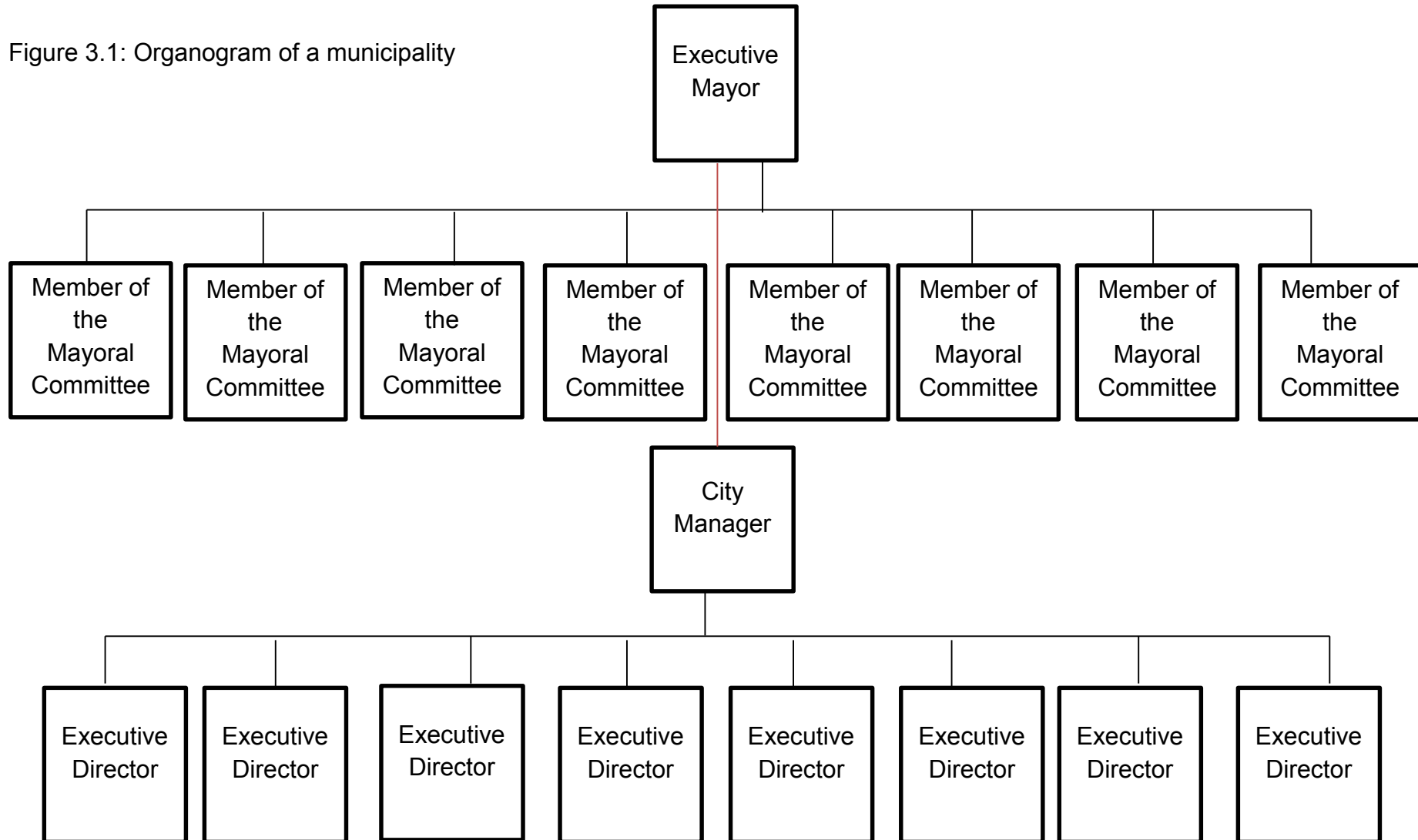
3.6.3 The Code of Conduct for municipal staff members

Schedule Two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the Code of Conduct for municipal staff members. Section two of this schedule refers to the general conduct for municipal staff:

"*2. A staff member of the municipality must at all times-*

a) loyally execute the lawful policies of the municipal council;

b) perform the functions of office in good faith, diligently, honestly and in a transparent manner;

c) act in such a way that the spirit, purport and objects of section 50 are promoted;

d) act in the best interest of the municipality and in such a way that the credibility and integrity of the municipality are not compromised; and

e) act impartially and treat all people, including other staff members, equally without favour or prejudice" (RSA, 2000).

Municipal staff should therefore execute lawful policies, perform the functions of the office in an appropriate manner and act accordingly and in the best interest of the municipality. Staff should also promote ethical practices, resource efficiency, fair service provision, public participation and transparency, and treat all clients (internal and external) equally.

Section 3 of the schedule refers to commitment to serving the public interest.

"*3. A staff member of a municipality is a public servant in a developmental local system, and must accordingly-*

a) implement the provisions of section 50(2);

b) foster a culture of commitment to serving the public and a collective sense of responsibility for performance in terms of standards and targets;

c) promote and seek to implement the basic values and principles of public administration described in section 195 (1) of the Constitution (RSA, 1996);

d) obtain copies of or information about the municipality's integrated development plan, and as far as possible within the ambit of the staff member's jobs description, seek to implement the objectives set out in the integrated development plan, and to achieve the performance targets set for each

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performance indicator;

e) participate in the overall performance management system for the municipality, as well as the staff member's individual performance appraisal and reward system, if such exists, in order to maximise the ability of the municipality as a whole to achieve its objectives and improve the quality of life of its residents'' (Republic of South Africa, 2000).

As indicated above, a culture of commitment needs to be created in municipalities This commitment should be to serving the public. A collective sense of responsibility should also be cultivated to ensure that standards and targets are met. Local government employees are expected to participate in the performance management system of their municipality as well as in individual performance management. A reward system needs to be implemented to encourage staff to work towards achieving the objectives of the municipality. Local government employees should obtain copies of the municipality's IDP or relevant information pertaining to it. This will enable staff to work towards the objectives set out within this plan and assist the municipality in achieving the targets set for each performance indicator.

3.6.4 The Integrated Development Plan

The Municipal Systems Act (32 of 2000) (RSA, 2000) and various other pieces of legislation mandate municipalities to formulate and implement an IDP. The IDP provides a strategic framework for municipalities that guides their budgeting and planning over the course of a political term of office, which is five years. The IDP represents the five-year plan of the local municipality and sets out the various goals it wishes to achieve. The Corporate Scorecard forms part of the IDP and represents the targets that need to be achieved. The IDP establishes a framework that guides employees' actions and behaviour as various targets need to be met. The IDP therefore influences the culture and level of commitment in the organisation as it establishes what employees need to work towards in order to achieve the strategic goals of the IDP. As indicated in Chapter Two large organisations usually have one dominant culture and a number of smaller cultures. Various sub-cultures will therefore form as each directorate strives towards achieving various sub-goals and employees within the same directorate experience similar problems and situations. The sub-cultures, however, represent the core values of the dominant culture as well as values

specific to the directorate. The dominant culture of the organisation represents the fundamental values of a large number of members.

Chapter five of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to integrated development planning. Subsection 23 within this chapter refers to municipal planning which must be development orientated in order to meet its obligations as a local government, have a developmental agenda and contribute to the progressive realisation of fundamental rights (RSA, 2000). Local government organisations therefore need to ensure that they embrace a culture which is developmental in nature. This subsection also points to a culture which considers planning as a key tool to success. The culture also needs to ensure that sound relationships with other organs of state are developed. The above refers to planning in general. The subsection below describes the purpose of an IDP specifically.

Subsection 25 of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the adoption of integrated development plans. Each municipal council must adopt a strategic plan for the development of the municipality which co-ordinates, links and integrates plans, aligns the capacity and resources within the municipality, forms the basis for the annual budget and policy framework, complies with the provisions set out in this chapter, and is legislatively in line with planning requirements and compatible with provincial and national development plans (RSA, 2000). An IDP adopted by a municipal council may be amended, but it remains valid until the next elected council adopts an IDP. A newly elected council may also adopt the IDP of the previous council. Within 14 days of adopting the IDP, a municipality must let the public know that the plan has been adopted, where copies of the plan will be readily available, and publicise a summary of the plan (RSA, 2000).

Subsection 26 of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the core components of an IDP. These plans should include: the long-term vision of the municipal council; an assessment of the level of development currently in the municipality; the developmental objectives, priorities and strategies of the council; a spatial development framework; a disaster risk management plan; a financial plan; operational strategies and key performance indicators and targets (RSA, 2011).

Subsection 27 of the Municipal Systems Act (32 of 2000) (RSA, 2000) provides the framework for integrated development planning:

> "*(1) Each district municipality, within a prescribed period after the start of its elected term and after following a consultative process with the local municipalities within its area, must adopt a framework for integrated development planning in the area as a whole.*
>
> *(2) A framework referred to in subsection (1) binds both the district municipality and the local municipalities in the area of the district municipality, and must at least—*
>
> *(a) identify the plans and planning requirements binding in terms of national and provincial legislation on the district municipality and the local municipalities or on any specific municipality;*
>
> *(b) identify the matters to be included in the integrated development plans of the district municipality and the local municipalities that require alignment;*
>
> *(c) specify the principles to be applied and co-ordinate the approach to be adopted in respect of those matters: and*
>
> *(d) determine procedures—*
>
> *(i) for consultation between the district municipality and the local municipalities during the process of drafting their respective integrated development plans; and*
>
> *(ii) to effect essential amendments to the framework*" (RSA, 2000).

The IDP should therefore be seen as a key planning document in any municipality. The organisational culture in a local government organisation should therefore be one that considers planning as a fundamental tool in order to deliver services which are appropriate, applicable to the needs of the community, effective, cost efficient and of a high quality.

3.7 Core values

The relevant legislation discussed in this chapter establishes a framework for all municipalities not only in terms of systems and procedures, but also in terms of the

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organisational culture and values which should be instilled. The White Paper on Local Government (RSA, 1998) highlights the maximising of social development by identifying alternative resources from various stakeholders, local economic growth, promoting local democracy and innovation. Chapter Two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to minimising corruption, building relationships with community members and ensuring open communication channels are established. Subsection 51 of the Municipal Systems Act (32 of 2000) makes mention of accountability, responsiveness and performance orientation. The Code of Conduct for municipal staff members refers to honesty, transparency, integrity and commitment to serving the public (RSA, 2000). The core values which should therefore be cultivated include customer focus, commitment, responsibility, integrity and service delivery.

3.8 Chapter summary

This chapter described the Constitution (RSA, 1996), the Constitution of the Western Cape (1998), Public Sector White Papers (RSA, 1995, 1997, 1998), the Code of Conduct for municipal staff members and the IDP. Legislation and policies provide a framework and help guide employee behaviour as they establish what needs to be done and how. In the next chapter the research design and methodology used to conduct the research will be discussed.

CHAPTER 4: RESEARCH DESIGN AND METHODOLOGY

4.1 Introduction

There are a number of models for the evaluation and assessments of organisational culture. These models are distinctive in their scope and focus and are often shaped by the changing nature of organisations and organisation-specific characteristics. Despite differences, organisational culture models and tools do have some common elements. In assessing the organisational culture of the local municipality, six elements will be utilised: productivity, leadership, organisational structure, communication, participation in decision making, and creativity/innovation. This chapter identifies five approaches to organisational culture and establishes the relevance of the six elements used for the evaluation. It then goes on to describe the research design, population and sample, and data collection. Permission to use the secondary data could only be obtained on condition that the name of the local municipality is not mentioned. The term 'local municipality' is therefore used in the text. The quantitative approach will be discussed first followed by an account of the qualitative approach.

4.2 Various approaches to organisational culture

4.2.1 The Western Cape Provincial Government Organisational Culture Model

In 2009 the Western Cape Provincial Government (WCPG) conducted an evaluation of its organisational culture. The organisational culture model that was used to evaluate it consisted of five elements: leadership, strategy, coordination, relationships and responsiveness (WCPG, 2009:5). Each element consists of a number of sub-elements that helped to evaluate the culture in the organisation. The leadership element assessed a number of sub-elements: positional power, style, action, vision, honesty, energy transformation and integrity. The strategy element evaluated issues such as setting of objectives, establishing direction, engagement, alignment and communicating meaning. The responsiveness/adaptability element looked at issues such as flexibility, innovation, creativity, organisational learning, client focus and creating change. The relationship element assessed factors such as team orientation, diversity, values, talent management and cooperation. The final element, coordination,

evaluated organisational structure, performance management, communication management and processes and systems. An assessment instrument based on this model was used to determine organisational culture across all departments within the Western Cape Provincial Government (WCPG, 2009:5-6).

4.2.2 Jaghargh *et al.*: Culture Assessment Tool

Jaghargh *et al.* (2012) developed an organisational culture assessment tool based on several primary characteristics. These key characteristics determine how organisations differ from one another and include: individual initiative, risk tolerance, direction, integration, management support, control, identity, reward system, conflict tolerance and communication patterns (Jaghargh *et al.*, 2012:31). By examining these characteristics, the authors aimed to answer the following culture-related research questions (Jaghargh *et al.*, 2012:31):

- What is the level of risk within the organisation?
- What is the level of support between managers and employees?
- What level of integrity can be found in the organisation?
- What is the possibility of innovation?
- What is the level of identity within the organisation?
- What is the reward system?
- What is the dominant pattern of communication?
- Is there any significant difference between managers' perceptions of organisational culture types?
- Is there any significant difference between employees' organisational culture in terms of their years of service?
- What is the compromise with conflict in the organisation?

The following table outlines the nine primary characteristics used to develop the assessment tool. An example of the types of questions associated with each of the characteristics is also illustrated below (Jaghargh *et al.*, 2012:32).

Table 4.1: Nine primary characteristics of assessment tool

Characteristic	Example of a question

Innovation and risk taking	Are initiatives and innovation welcomed in my organisation?
Leadership	Are organisational goals clear for employees in my organisation?
Integrity	Does each part work independently in my organisation?
Management support	Are employees able to rely on their manager for support if a problem occurs?
Control	Does my manager trust me in my organisation?
Identity	Do my goals differ from the goals of the organisation?
Reward system	Are rewards based on performance in my organisation?
Communication patterns	Can I get help from others when I am faced with a problem in my organisation?
Compromise with conflict	Are problems solved in an effective manner without confrontation?

Source: Jaghargh *et al.*, (2012:32)

4.2.3 The Harrison and Stokes's Organisational Culture Questionnaire

Harrison's 1972 cultural framework was used to develop the Harrison and Stokes research instrument. It is based on a simple model and is therefore easily understood. The organisational culture questionnaire is used to determine and compare the existing and preferred culture of the organisation and can therefore highlight the gap between the two (Sheridan, 2007:22). The questionnaire consists of 15 statements with four sub-sections. The four sub-sections reflect the four types of organisational culture: a) power orientated, b) role orientated, c) achievement orientated, and d) support orientated (Sheridan, 2007:42-43). Power orientation represents elements such as high centralisation, authority and rule orientation. Role orientation represents elements such as communication, rules and procedures (Sheridan, 2007:22-23). Achievement orientation represents staff members who are focused and who want to achieve the set goals and purpose of the organisation. Support orientation sees the

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individual as the central point. Power and control are kept to a minimum and decision-making is decentralised (Sheridan, 2007:23-25). Respondents are required to rank each statement, four being the dominant view and one being the least dominant, according to the degree to which they agree or disagree with the statements. Respondents are required to rank each statement twice: firstly, according to the way in which they think the culture is at present, and secondly according to the way they would like the culture to be (Sheridan, 2007:42-43).

4.2.4 The Organisational Culture Assessment Instrument

The Organisational Culture Assessment Instrument (OCAI) is based on the Competing Values Framework (OCAI, 2010:3-4). This framework is made up of four competing values that relate to four types of organisational culture: control/internal focus (hierarchy), flexibility/external focus (adhocracy), flexibility/internal focus (clan) and control/external (market). There are six dimensions of the organisation that the instrument evaluates: dominant characteristics, organisational leadership, management of employees, organisational glue, strategic emphases and criteria for success (OCAI, 2010:3-4). The instrument requires respondents to divide 100 points across four alternatives that correspond to the four cultural types, in relation to the organisation currently. Respondents then take the test a second time and divide the 100 points over the same alternatives in relation to how they would like the organisation to be. This renders it possible to measure the difference and the desire for change (OCAI, 2010:3-4).

4.2.5 The Denison Organisational Culture Survey

The Denison Organisational Culture Survey is a 60-item instrument that analyses the culture within an organisation by assessing cultural traits and management practices (Denison & Neale, 2009:11). This tool is used widely in the private sector by organisations wishing to understand their culture. The survey is based on four traits: involvement, consistency, adaptability and mission. The involvement trait allows employees to see a link between the goals of the organisation and the work that they do. Consistency looks at organisation and coordination in the organisation. Adaptability looks at the ability to create change as and when needed. Mission determines if everyone is working towards the same goal and values. Involvement and consistency are internally focused, and adaptability and mission are externally

focused. Each trait has three indices to help unpack the trait in detail. Involvement focuses on team orientation, capacity development and empowerment. Consistency focuses on agreement, core values, and coordination and integration. Adaptability focuses on customer focus, creating change and organisational learning. The mission trait focuses on goals and objectives, strategic direction and vision (Denison & Neale, 2009:58-61). The common elements derived from the five culture models will be discussed in the section below.

4.3 Common element derived from the culture models

4.3.1 Organisational structure

Organisational structure also known as organisational design relates to various dimensions within the organisation: formalisation, complexity, coordination and centralisation. This is evident in the Western Cape Provincial Government Organisational Culture Model when it refers to coordination. This relates to the structure of the organisation as well as the systems and processes in place. A similar component of the Jaghargh *et al.* Culture Assessment Tool refers to integration. This relates to the way in which the organisation is set up and how each part works and fits together as part of the design. It is also evident in the Harrison and Stokes's Organisational Culture Questionnaire when they refer to power orientation and support orientation. Both of these have an impact on the structure of the organisation. A similar component of the Organisational Culture Assessment Instrument refers to dominant characteristics within the organisation. The dominant characteristics within the organisation will have an impact on the structure. It is also evident in the Denison Organisational Culture Survey, where it is referred to as consistency. This relates to coordination and integration. Organisational structure is present within four of the five culture models and will be used as a common element for the analysis of the internal staff survey. This will be undertaken in order to explore the organisational culture within the local municipality.

4.3.2 Leadership

Leadership relates to issues of setting a clear vision, motivating employees, providing guidance and leading employees to achieve organisational goals. This is evident in the Western Cape Provincial Government Organisational Culture Model when it refers

to leadership. This relates to power and style. A similar component of the Jaghargh *et al.* Culture Assessment Tool refers to leadership and management support. This is also evident in the Harrison and Stokes's Organisational Culture Questionnaire, when it refers to power orientation. This relates to authority, rule orientation and high level of centralisation. A similar component of the Organisational Culture Assessment Instrument refers to organisational leadership and the management of employees. Leadership is present within four of the five culture models and will be used as a common element for the analysis of the internal staff survey. This will be undertaken in order to explore the organisational culture within the local municipality.

4.3.3 Productivity

Productivity relates to performance, achieving set goals within the desired timeframe and with the resources and skills needed to do so. This is evident in the Western Cape Provincial Government Organisational Culture Model when it refers to relationships. This relates to talent management. A similar component of the Jaghargh *et al*. Culture Assessment Tool refers to a reward system. This relates to rewards based on performance. This is also evident in the Harrison and Stokes's Organisational Culture Questionnaire when it refers to achievement orientation. This relates to staff members who want to achieve set goals. Similarly, the Denison Organisational Culture Survey refers to involvement. This relates to the capacity development of employees. These factors relate to investing in employees in the form of training, rewards based on performance and the achievement of goals. Productivity is an outcome of the above-mentioned factors. Productivity is present within four of the five culture models and will be used as a common element for the analysis of the internal staff survey. This will be undertaken in order to explore the organisational culture within the local municipality.

4.3.4 Innovation

Innovation relates to a new method or idea and the level of risk tolerance within an organisation. This is evident in the Western Cape Provincial Government Organisational Culture Model when it refers to responsiveness. This relates to flexibility, creating change and innovation. A similar component of the Jaghargh *et al*. Culture Assessment Tool refers to innovation and risk taking. Similarly, this is also

evident in the Denison Organisational Culture Survey and referred to as adaptability. Innovation is present within three of the five culture models and will be used as a common element for the analysis of the internal staff survey. This will be undertaken in order to explore the organisational culture within the local municipality.

4.3.5 Participation in decision-making

Participation in decision-making refers to the degree to which staff members participate in making decisions within the organisation. This is evident in the Jaghargh *et al.* Culture Assessment Tool and referred to as control. This relates to the control of resources and tasks and the trust displayed by their manager. This is also evident in the Harrison and Stokes's Organisational Culture Questionnaire when it refers to support orientation. This relates to power and control which are kept to a minimum. Staff are therefore enabled to make certain decisions on their own. Similarly, the Denison Organisational Culture Survey refers to involvement. This relates to the empowerment of staff. Employees will therefore be able to make certain decisions on their own. Participation in decision-making is present within three of the five culture models and will be used as a common element for the analysis of the internal staff survey.

4.3.6 Communication

Communication refers to the systems, processes and structures used to provide information and interact within the organisation as well as with the external; environment. This is evident in the Western Cape Provincial Government Organisational Culture Model when it refers to coordination. This relates to various systems and processes within the organisation, one of which relates to communication. A similar component of the Jaghargh *et al.* Culture Assessment Tool refers to communication patterns within the organisation. It is also evident within the Harrison and Stokes's Organisational Culture Questionnaire when it refers to role orientation as this relates to communication and relevant procedures. Communication is present within three of the five culture models and will be used as a common element for the analysis of the internal staff survey. This will be undertaken in order to explore the organisational culture within the local municipality.

Strategic direction was also evident within a number of the culture models, but could not be used, because the questions in the internal staff survey did not relate to strategic direction.

Table 4.2: Five culture models

The Western Cape Provincial Government Organisational Culture Model	The Jaghargh *et al.* Culture Assessment Tool	The Harrison and Stokes's Organisational Culture Questionnaire	The Organisational Culture Assessment Instrument	The Denison Organisational Culture Survey
1.Strategy (engagement, alignment, direction creation and objective setting) **2.Leadership** (vision, action, integrity, power and style) **3.Relationships** (diversity, talent management and team orientation) **4. Coordination** (processes, systems and organisational structure) **5.Responsiveness** (flexibility, creating change and innovation)	**1.Innovation and risk taking** **2.Leadership** **3.Management Support** **4.Integration** **5.Control** **6.Identity** **7.Communication patterns** **8.Compromise with conflict** **9.Reward system**	**1.Power orientation** (authority, high centralisation and rule orientation) **2.Role orientation** (rules, communication and procedures) **3.Achievement orientation** (focused staff members who want to achieve set goals) **4.Support orientation** (decentralised decision-making and minimum power and control)	**1.Criteria for success** **2.Organisational glue** **3.Dominant characteristics** **4.Management of employees** **5.Organisational leadership** **6.Strategic emphasis**	**1.Involvement** (empowerment, team orientation and capacity development) **2.Consistency** (integration and coordination, agreement and core values) **3.Adaptability** (creating change, organisational learning and customer focus) **4.Mission** (vision, goals and objectives and strategic direction)

4.4 Research design

The research design of the first part of this study can be regarded as a quantitative, cross-sectional case study. A cross-sectional study looks at a phenomenon by taking a cross-section of it at one point in time and analysing it. It is therefore a study based on the observations at a single point in time. Descriptive and exploratory studies are often cross-sectional (Babbie & Mouton, 2009:92).

The quantitative part of this study is aimed at determining the organisational culture in the local municipality as well as the level of commitment amongst employees.

4.5 Population and sample

When conducting a study, researchers need to decide what or who to study. "The population is the study object and consists of individuals, groups, organisations, human products and events, or the conditions to which they are exposed" (Welman *et al.*, 2011:52). For the purpose of this study the population is individuals in a particular context.

The questionnaire, on which the analysis is based, was sent out to all employees in the organisation. All staff members had an opportunity to participate. Questionnaires were administered online, hard copy or in an assisted format. The total number of completed questionnaires returned totalled 7,742. This translates into a response rate of 30%, which makes the survey statistically reliable and valid (Local Municipality, 2014:19). "To provide useful descriptions of the total population, a sample of individuals from a population must contain essentially the same variations that exist in the population" (Babbie & Mouton, 2009:169). In order for a sample to be representative of the population from which it is selected, the aggregate characteristics of the sample must closely approximate those same aggregate characteristics in the population (Babbie & Mouton, 2009:172). The sample profile matches the profile of actual employees in the local municipality in terms of gender, race, directorates, salary and geographical location (Local Municipality, 2014:19).

Concerning the question relating to race, 929 (12%) of respondents did not respond. For the rest, 3,794 (49%) of respondents were Coloureds and therefore make up a largest portion of the respondents; Indians 77 (1%) are the smallest representative race group; Blacks 1,626 (21%) and Whites 1,316 (17%) make up the balance of the respondents. Regarding gender, 4,181 (54%) of respondents were male, 2,942 (28%) were female and 619 (8%) did not answer the question.

Respondents with a secondary school education equated to 3,252 (42%), while 2,013 (26%) have a tertiary education and 929 (12%) a postgraduate education. Only 542 (7%) have primary school education as their highest level of education; 232 (3%) have other forms of education and 774 (10%) did not answer the question.

Respondents between 40 and 49 years old equalled 2,245 (29%), 2,013 (26%) are between 30 and 39 years old and 1,858 (24%) are 50 years and older. Therefore 53% are 40 years and older and represents the majority of the respondents. The smallest representation 1,007 (13%) is between 18 and 29 years old; 619 (8%) did not answer the question.

Permanent employees 6,504 (84%) make up the majority of respondents, with 387 (5%) non-permanent and 77 (1%) other; 774 (10%) of respondents did not answer the question.

4.5.1 Length of service
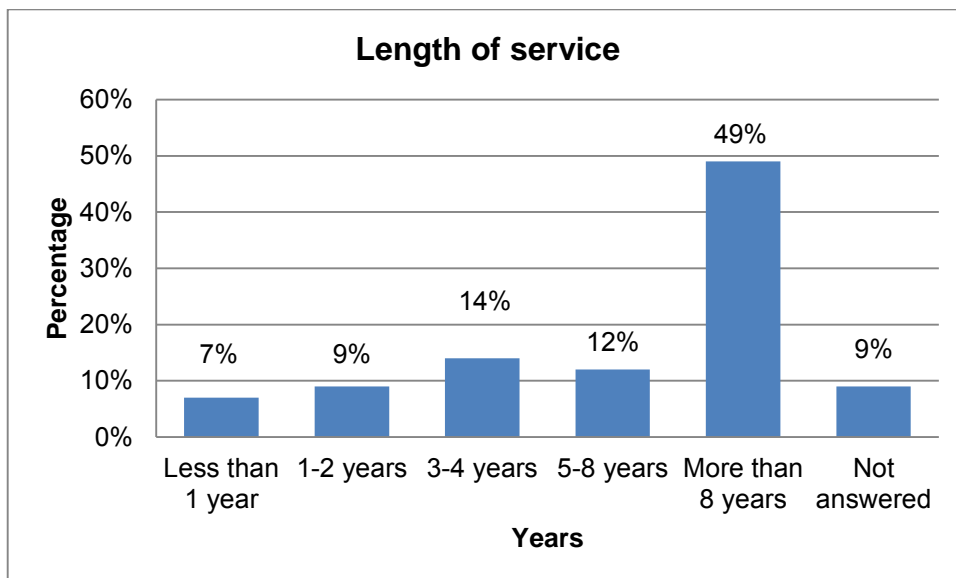
Figure 4.1: Length of service

A large proportion (49%) of respondents have been at the organisation for more than 8 years, 14% have been there for 3 to 4 years and 12% have been there for 5 to 8 years. The smallest representation (7%) represents tenure of less than one year.
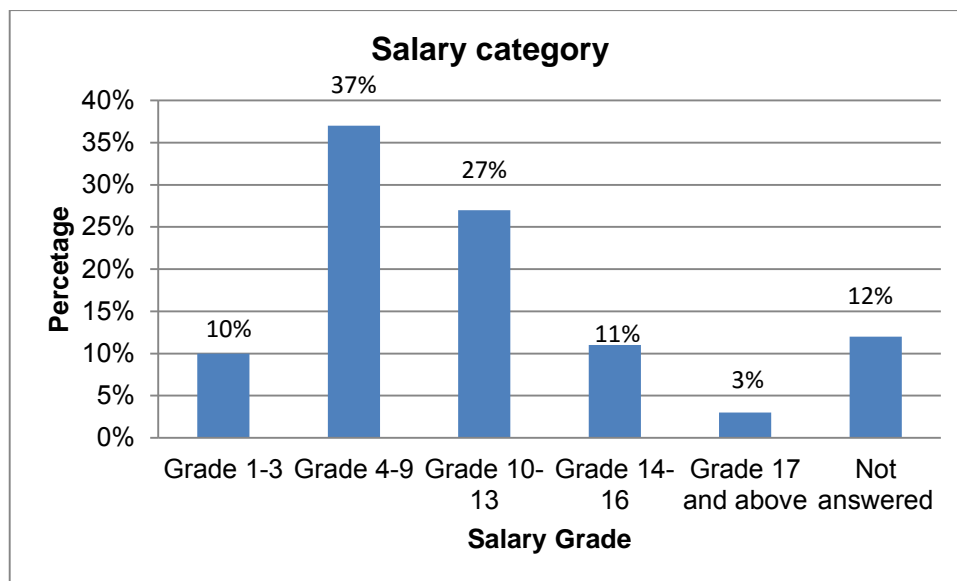
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4.5.2 Salary category

Figure 4.2: Salary category

Employees who fall within the salary Grade 4 to 9 (37%) make up the largest representation of respondents, with 27% of respondents with salary Grade 10 to 13, 11% of respondents fall within Grade 14 to 16 and 10% with a salary Grade of 1 to 3. Only 3% of respondents have a salary grade of 17 and above and 12% did not answer the question.

4.6 Data collection

The existing data from the internal staff survey will be used. Secondary data will therefore be utilised. Even though the questionnaire is aimed at measuring employee engagement, relevant information can be drawn from the questionnaire regarding the six elements, namely: productivity, leadership, organisational structure, communication, participation in decision-making, and creativity/innovation.

4.7 The internal staff survey

The internal staff survey at the local municipality is aimed at measuring the level of employee engagement within the organisation. Employee engagement is the extent of loyalty and relationship between the employee and employer (Local Municipality, 2014:19). It provides an opportunity to determine how employees perceive

employment at the organisation. The survey is conducted every 18 months and all employees are encouraged to participate. All employees had an opportunity to participate between April and May of 2013 (Local Municipality, 2014:19). Although the survey is aimed at measuring employee engagement, certain aspects of the results will be looked at to determine organisational culture.

The questionnaire is made up of various sections covering a variety of elements within the organisation. Headings in the questionnaire include: attitudes towards the organisation, work-related behaviours, organisational vision, attitudes about your job, other opinions about the organisation, senior leadership, work experience, interventions and other factors. There are a number of questions under each heading. Certain headings also have a number of sub-headings. Biographical information establishes a profile of the sample group in terms of race, gender, age, years of service and educational levels.

Employees are required to rate each question/statement within the questionnaire. Responses to the questionnaire are presented along a Likert- type scale. Strongly Disagree is at the one end of the continuum and Strongly Agree on the other end. To indicate their choice respondents needed to select either 1: Strongly Disagree, 2: Disagree, 3: Agree nor Disagree, 4: Agree, and 5: Strongly Agree. The strongly disagree and disagree responses are grouped together to form a No. The agree and strongly agree responses are grouped together to form a Yes. The agree nor disagree responses are represented as undefined.

4.8 Procedure

The six elements which will be used to assess the organisational culture within the organisation include: innovation/creativity, leadership, communication, productivity, participation in decision-making and organisational structure. The questions used in the questionnaire were also assessed. Questions which relate to the six elements were extracted and used.

4.9 Ethical considerations

Ethical considerations have also been considered. Employees at the local municipality are not required to fill in their name on the questionnaire and the survey completion is therefore completely anonymous. The survey process is managed by an external and independent organisation. Employees' identity cannot be revealed as it is never recorded. It is not compulsory for staff members to complete the internal staff survey. All employees at the local municipality are encouraged to participate in the survey, but participation is voluntary. The purpose and reason for the survey is made clear to all (Local Municipality, 2013:1).

4.10 Research design

The research design of the second part of this study can be regarded as a qualitative study. Qualitative analysis can be defined as "the non-numerical examination and interpretation of observations, for the purpose of discovery underlying meaning and patterns of relationships" (Babbie & Mouton, 2009:646).

4.11 Population and sample

Purposive sampling can be regarded as the most significant type of non-probability sampling. "Researchers rely on the experience, ingenuity and/or previous research findings to deliberately obtain units of analysis in such a manner that the sample they obtain may be regarded as being representative of the relevant population" (Welman *et al.*, 2011: 69). The focus group was therefore selected by approaching various level managers across a number of departments within the organisation. Six participants from six departments agreed to participate.

Coloureds (60%) make up the majority of the focus group respondents. Whites (40%) are the smallest representative ethnic group. The other ethnic groups are not represented in the focus group. Males (60%) make up the largest representation, with females at 40%. All (100%) respondents hold a postgraduate qualification. Fourty per cent (40%) of respondents have been at the organisation for 3 to 4 years and 40% have been there for 5 to 8 years. The smallest representation (20%) represents a tenure of more than 8 years. The majority (60%) of respondents are between the ages

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of 30 to 39 years; 20% are between 18 to 29 years old and 20% are between 40 to 49 years old.

4.12 Data collection

The focus group will be used to collect primary data. For coherence, the questions will be derived from the secondary data obtained from the internal staff survey. These will also be substantiated by the literature study undertaken.

Focus groups can also be described as in-depth group interviews. These groups comprise a limited number of individuals who are drawn together for the purpose of stating their opinions on a specific set of open questions. Conducting focus groups can be considered as a qualitative technique for collecting information (Welman *et al.*, 2011: 201). The researcher may direct the interaction either in a very structured or unstructured manner, depending on the purpose of the investigation. The aim of using focus groups is to collect information that may not be easy to collect using individual interviews (Welman *et al.*, 2011: 201). The focus group can also be used to explore some issues in more detail.

4.13 Questionnaire

See focus group questionnaire attached as Addendum D.

4.14 Procedure

The researcher introduced the topic to the participants in the focus group. The researcher explained how the focus group will be conducted and set the rules. A topic guide will be used. A general question will be posed to the group to encourage discussion. The general question is intended to be sufficient in order to address all aspects of the topic. The researcher will probe based on responses. If discussion wanes or certain issues are not addressed, the researcher will utilise the list of more structured questions. Each question will be asked verbally and each respondent can answer as and when comfortable to do so (Welman *et al.*, 2011:202).

4.15 Ethical considerations

The necessary permission has been obtained from the organisation and the respondents. The identity of respondents will remain anonymous. Respondents have been truthfully informed about the purpose of the research.

4.16 Chapter summary

This chapter described organisational culture evaluation models, research design, population, the sample and data collection. It also described the questionnaire and procedure used. The next chapter will present the findings and evaluation.

CHAPTER 5: FINDINGS AND EVALUATION

5.1 Introduction

This chapter will be used to present the results of the questionnaire relating to the six common elements found in the organisational culture measuring instruments and the level of organisational commitment. It sets out the findings of the secondary data obtained from the internal staff survey as well as the primary data obtained from the focus group.

5.2 Organisational culture information

5.2.1 Innovation and creativity

Table 5.1: Innovation and creativity responses

Innovation and creativity statements	Yes	No	Undefined
The organisation is innovative	64%	12%	24%
The organisation is creative	61%	13%	26%
Employees are encouraged to try new ways of doing things at work	45%	29%	26%
Overall ideas and suggestions from employees are appreciated by this organisation	41%	28%	31%
This organisation has a process where employees can offer feedback and ideas	43%	28%	29%
The organisation often asks for ideas from employees	35%	35%	30%
Employees' ideas are put into practice by this organisation	37%	28%	35%

The majority, namely 64% and 61%, of respondents agreed that *the organisation is innovative* and *creative*, respectively employees within the organisation therefore perceive it as innovative and creative and suggested that they are encouraged to try new ways of doing things at work. Furthermore, the responses indicate that ideas and suggestions are appreciated by the organisation and that a system to provide feedback in this regard in place. Thirty five per cent (35%) of respondents indicated

that *the organisation often asks employees for ideas* and 35% indicated that the organisation does not ask employees for ideas; 30% were undefined. The responses to this statement were closely aligned in terms of numbers. *Employees' ideas are put into practice by this organisation* received a low score. In most cases the undefined responses were greater than the responses received for No.
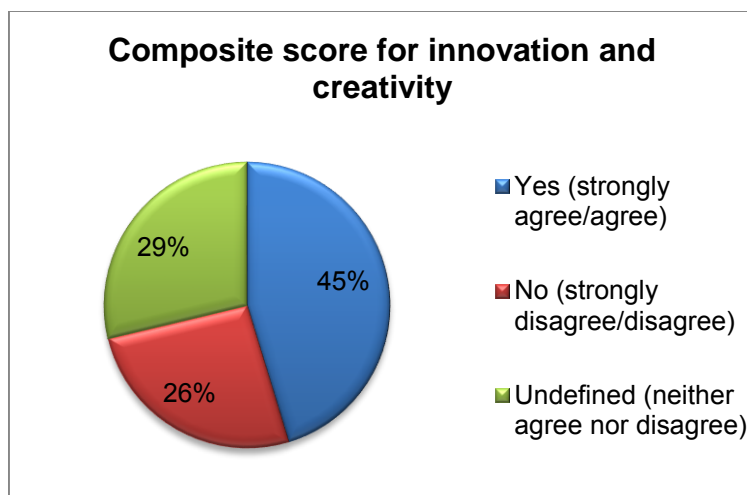

Figure 5.1: Composite score for innovation and creativity

The composite innovative graph (Figure 5.1) indicated 45% for Yes, 26% for No and 29% for Undefined.

The responses from the focus group represent opposite opinions to those of the participants of the internal staff survey. Focus group participants indicated that in their opinion the organisation is not innovative, the organisation is not creative and the organisation does not encourage employees to try new ways of doing things. Focus group participants did agree with the opinion of the internal staff survey respondents that employee ideas are not put into practice by the organisation. One focus group participant indicated that he had experienced being asked for ideas and suggestions, but that these ideas and suggestions are not put into practice.

5.2.2 Leadership

Table 5.2: Leadership responses

Leadership statements	Yes	No	Undefined
Senior leaders at this organisation are excellent leaders	42%	23%	35%

Senior leaders at this organisation are strong capable leaders	44%	22%	34%
Senior leaders at this organisation are empowered leaders	34%	16%	50%
Senior leaders at this organisation are people of high integrity	43%	22%	35%
Senior leaders at this organisation communicate effectively with all staff	36%	29%	35%
Senior leaders at this organisation are approachable for all who work at this organisation	36%	30%	34%
Senior leaders at this organisation care about me as an individual	30%	33%	37%
Senior leaders at this organisation are leading the organisation in the right direction	45%	20%	35%
My manager pays attention to how people feel at work	46%	32%	22%
I get the highest quality advice about how I should do things from my immediate manager	51%	24%	25%
My immediate manager provides me with the right amount of supervision and guidance	53%	23%	24%

Respondents indicated that senior leaders are strong, capable and excellent leaders. They also indicated that senior leaders are people of high integrity and are leading the organisation in the right direction. Although these questions received positive responses, *senior leaders at this organisation are empowered leaders* received one of the lowest scores with only 34% of respondents agreeing. Only 30% of respondents strongly agreed or agreed with the statement that *senior leaders at this organisation care about me as an individual*. Although the senior leaders achieved a low score in this regard, respondents did indicate that their *manager pays attention to how people feel at work*. The majority (53%) of respondents strongly agreed or agreed with the statement *my immediate manager provides me with the right amount of supervision and guidance*. Fifty one per cent (51%) of respondents indicated that they get the *highest quality advice about how they should do things from their manager*. These

responses received the highest Yes score. From the table above it is also clear that senior leaders need to work on the view that they are not approachable by all staff.

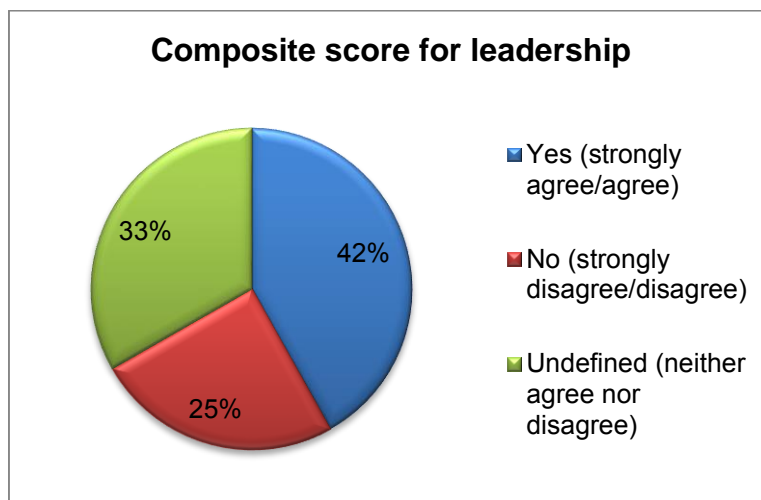**Composite score for leadership**

Figure 5.2: Composite score for leadership

The composite leadership pie chart (Figure 5.2) indicated a majority score of 42% for Yes, 25% for No and 33% for Undefined.

The responses from the focus group represent opposite opinions to those of the participants of the internal staff survey with regards to *senior leaders at this organisation are empowered leaders.* Focus group participants expressed the view that leaders are definitely empowered. Focus group participants also expressed the view that senior leaders are in fact leading the organisation in the right direction. Focus group participants agreed with the opinion of the internal staff survey respondents with regards to senior leaders being approachable.

5.2.3 Participation in decision-making

Table 5.3: Participation in decision-making responses

Participation in decision-making	Yes	No	Undefined
I am truly empowered by my immediate manager to make decisions and take actions that I think are best for the department and organisation	46%	23%	31%

I am trusted with information about this organisation that is not generally shared with the public	58%	18%	24%
I have control over the resources that I use to do my work	59%	20%	21%

Internal staff survey participants responded very positively to the questions pertaining to participation in decision-making and were of the view that they are empowered to make decisions, trusted with information and have control over resources at work. Fourty six per cent (46%) of respondents strongly agree/agree that *they are truly empowered by their immediate manager to make decisions and take actions that they think are best for the department*. Fifty eight per cent (58%) of participants indicated that *they are trusted with information about the organisation that is not generally shared with the public*. The majority (59%) of respondents indicated that they strongly agree or agree with the statement *I have control over the resources that I use to do my work*.
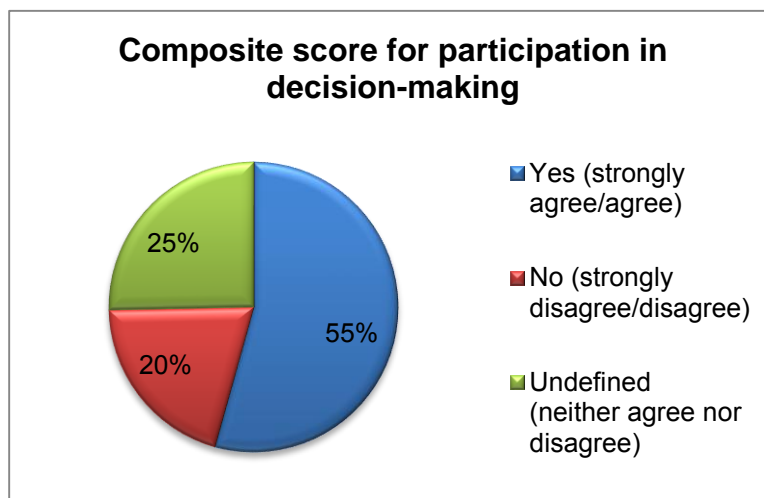
Figure 5.3: Composite score for participation in decision-making

The composite participation in decision-making graph (Figure 5.3) represented a majority score of 55% for Yes, 20% for No and 25% as Undefined.

The responses from the focus group represent opposite opinions to those of the participants of the internal staff survey with regards to all three of the questions. Focus

group respondents indicated that they do not agree that staff are empowered to make decisions nor that they are trusted with confidential information about the organisation.

5.2.4 Organisational structure

Table 5.4: Organisational structure responses

Organisational structure statements	Yes	No	Undefined
I am familiar with and understand what this organisation is all about	86%	5%	9%
This organisation has a distinct image and is a unique place to work	73%	9%	18%
This organisation provides staff with clear career path and progression opportunities	43%	31%	26%
This organisation does well in assigning the right number of people to get jobs done	36%	36%	28%
This organisation has good systems & processes in place that allow me to do my work efficiently	51%	22%	27%

The majority (86%) of respondents indicated that *they are familiar with and understand what the organisation is all about.* Seventy three per cent (73%) of respondents also agreed that *the organisation has a distinct image and is a unique place to work.* Respondents indicated that in their view *the organisation provides staff with clear career path and progression opportunities*. Thirty six per cent (36%) of respondents strongly agree/agree with the statement *this organisation does well in assigning the right number of people to get the jobs done* and 36% disagree/strongly disagree with the statement. Fifty one per cent (51%) of respondents strongly agree/agree that *the organisation has good systems and processes in place that allow employees to do their work efficiently*.
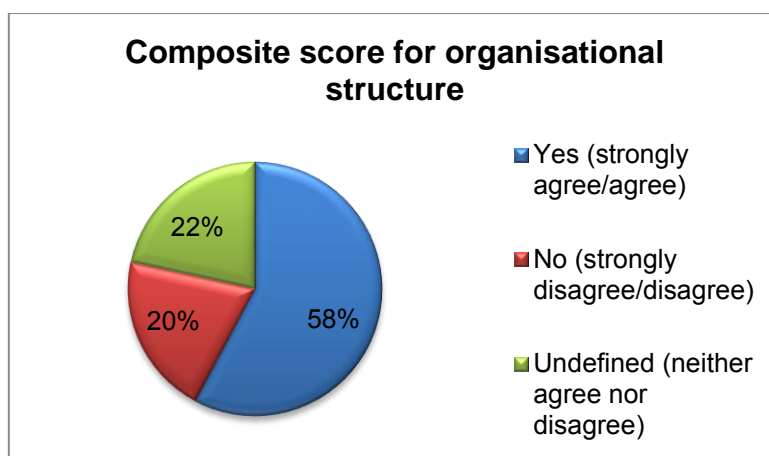
Figure 5.4: Composite score for organisational structure

The composite pie chart for organisational structure (Figure 5.4) represented a majority score of 58% for Yes, 20% for No and 22% for Undefined.

The responses from the focus group represent the same opinions as those of the participants of the internal staff survey with regards to *this organisation does well in assigning the right number of people to get jobs done*, 36% indicated Yes and 36% indicated No. Focus group respondents did not agree with the opinion of the internal staff survey participants with regards to the organisation having good systems in place which allow staff to do their work efficiently.

5.2.5 Communication

Table 5.5: Communication responses

Communication statements	Yes	No	Undefined
Overall information about the organisation is communicated well to employees	50%	23%	27%
I am given the right amount of information about this organisation	53%	19%	28%
I receive information from this organisation often enough to feel informed	53%	21%	26%
This organisation communicates in a way that considers employees feelings	41%	26%	33%
Information is communicated in a timely way at this organisation	46%	24%	30%

Information is freely shared among people and departments to help employees stay very knowledgeable in their jobs	50%	22%	28%
Management makes clear what they expect of me at work	72%	13%	15%
At work I am hardly ever given mixed messages about what I am supposed to be doing	50%	23%	27%

Positive responses were received to the questions pertaining to communication. The majority (72%) of respondents strongly agree/agree that *management makes clear what they expect of employees at work*. Respondents also indicated that they are *given the right amount of information about the organisation* and that they *receive information from the organisation often enough to feel informed*. It is also clear that information is communicated well and shared freely amongst departments. Fifty per cent (50%) of respondents also indicated that they strongly agree/agree with the statement *at work I am hardly ever given mixed messages about what I am supposed to be doing*. As indicated by Table 5.5 above, the organisation needs to improve on communicating information in a timely manner and consider employees' feelings when doing so.
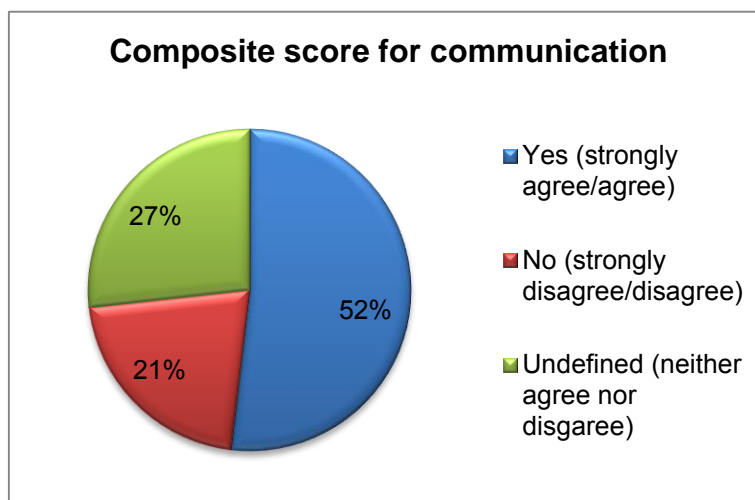
Figure 5.5: Composite score for communication

The composite pie chart for communication (Figure 5.5) represented a majority score of 52% as Yes, 21% as No and 27% as Undefined.

The responses from the focus group represent the same opinions as those of the participants of the internal staff survey with regards to information being communicated well, employees feeling well informed and the view that management makes clear what is expected from staff.

5.2.6 Productivity

Table 5.6: Productivity responses

Productivity statements	Yes	No	Undefined
Overall, in this organisation, employees get the resources they need to help them to do their work well	55%	23%	22%
This organisation provides enough training and development opportunities to help me do my work effectively	54%	24%	22%
This organisation invests in the personal and professional development of its staff	50%	22%	28%

The majority (55%) of respondents indicated that *employees do get the resources which they need to help them do their work well*. Fifty four per cent (54%) of respondents strongly agree/agree that *the organisation does provide enough training to enable them to do their work effectively*. Fifty per cent (50%) of respondents agree that *the organisation invests in the personal and professional development of its staff*.
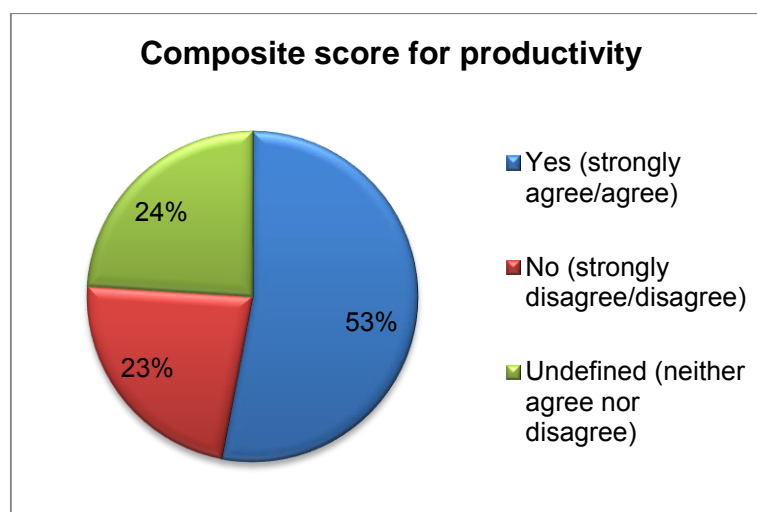
Figure 5.6: Composite score for productivity

The composite productivity pie chart (figure 5.6) represented a majority score of 53% for Yes, 23% for No and 24% for Undefined.

The responses from the focus group represent the same opinions as those of the participants of the internal staff survey with regards to enough resources being assigned to employees, employees being provided with enough training and development as well as the organisation investing enough in training and development.

5.3 Commitment to the organisation

Table 5.7: Commitment to the organisation responses

Commitment to the organisation statements	Yes	No	Undefined
I give 100% when at the organisation	85%	7%	8%
I am prepared to put in extra work when required	79%	9%	12%
I do things at work that are above and beyond the call of duty	74%	10%	16%
I react to problems in my area of responsibility as if this organisation were my own business	78%	10%	12%
I feel highly motivated to do my work well	69%	15%	16%
I am proud to work for this organisation	76%	10%	14%

Responses received from the internal staff survey, relating to commitment, were very positive. In this instance respondents had to comment on themselves and not the organisation. The majority (85%) of respondents agreed with the statement *I give 100% when at the organisation*. Seventy nine per cent (79%) of respondents indicated that *they are prepared to put in extra work when required* and agreed with the statement *I react to problems in my area of responsibility as if this organisation were my own business*. Respondents also indicated that *they are proud to work for the organisation*. Seventy four per cent (74%) of respondents strongly agree/agree with the statement *I do things at work that are above and beyond the call of duty*. Respondents also indicated that they *feel highly motivated to do their work well*.

Composite score for commitment

- Yes (strongly agree/agree)
- No (strongly disagree/disagree)
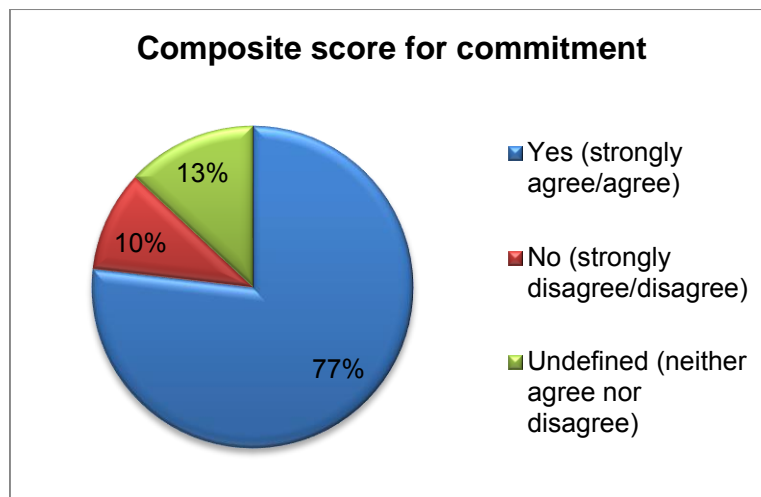- Undefined (neither agree nor disagree)

Figure 5.7: Composite score for commitment

The composite commitment pie chart (Figure 5.7) indicated a majority score of 77% for Yes, 10% for No and 13% for Undefined.

The responses from the focus group which will be discussed below, represent the opposite opinions to those of the participants of the internal staff survey with regards to staff giving 100% when they are at work, that staff are prepared to put in extra work and staff do things beyond the call of duty.

5.4 Remarks from the internal staff survey and focus group

5.4.1 Innovation and creativity

In the internal staff survey the majority of respondents noted that the organisation is innovative (Figure 7.8 in Addendum A) and creative (Figure 7.9 in Addendum A). Fourty five per cent (45%) of respondents indicated that employees are encouraged to try new and innovative ways to perform their tasks (Figure 7.10 in Addendum A). Fourty one per cent (41%) indicated that ideas and suggestions are appreciated (Figure 7.11 in Addendum A) and 43% indicated that there is a process in place where feedback may be offered (Figure 7.12 in Addendum A). Although ideas and suggestions are appreciated and there is a feedback process in place, 37% of respondents indicated that ideas are not put into practice (Figure 7.14 in Addendum A). In Figure 7.13 (see Addendum A) 35% of respondents indicated Yes and 35% indicated No to the statement if *the organisation often asks for ideas from employees*.

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The difference in perceptions in relation to the frequency that the organisation asks for ideas may be a factor related to the different salary grades and occupational category.

Respondent one from the focus group indicated that "creativity is evident in the political realm but maybe not the implementation thereof". In most cases, employees stick to what they know and follow the normal way of performing their jobs. People do not want to be seen as being different. Getting approval for certain tasks and outputs can take time and creativity may add even more time in completing a task. Respondent four suggested that "when new individuals arrive at the organisation they want to change things for the better and implement new ideas. They soon just fall into the trap of doing business the usual way". Employees presume that whatever worked last time will work this time and therefore do not see a need for change. With regards to innovation, people do have the ideas but is the space, time, resources and processes present to support to it? Legislation and policy may hamper creativity and innovation as compliance is a top priority for a local government organisation.

Smaller pockets of innovation may be present within the organisation, but it is not evident within the organisation as a whole. The organisation could be much more innovative. Respondent two suggested that "large private companies use a large portion of their budget to be innovative. This expenditure could be regarded as wasteful in a local government, however". Respondent one gave an example of an employee who found a creative and innovative idea to deal with homeless people in parks. This solution involved multiple stakeholders including: various departments, two spheres of government, NGOs and a neighbourhood watch. The solution would have worked very well but the line manager of the employee indicated that it was not their role and that managing and facilitating this process would be too difficult to maintain. It is evident that out-of-the box innovative thinking gets shut down by bureaucracy.

The majority of the focus group respondents indicated that *the organisation does not ask its employees for ideas and suggestions* unlike what can be seen in Figure 7.13 (see Addendum A). Respondent two indicated that he has experienced it, but that it occurs very rarely. The organisation may hold workshops to get input from employees, but the input is not utilised in the final product. All respondents indicated that the organisation does not encourage employees to try new things at work. The nature of

the business is such that service delivery must be instant and therefore the scope for development is hampered.

Focus group respondents did not agree with Figure 7.10 (see Addendum A), *employees are encouraged to try new ways of doing things at work* as they felt that the 45% assigned to Yes was too high. Respondents argued that the question could have been misinterpreted by employees who completed the internal staff survey. People may understand the terms 'creativity' and 'innovation' differently. One respondent indicated that new ways of doing things could have been perceived as mopping the floor more quickly or setting up a meeting agenda differently. Respondents did also not agree with Figure 7.11 (see Addendum A) *overall ideas and suggestions from employees are appreciated by this organisation*. They also suggested that the 41% assigned to the Yes was too high. Respondents agreed with Figure 7.14 (see Addendum A) *employees' ideas are put into practice by this organisation* as 37% represented No, 35% Undefined and only 28% represented Yes. Respondents noted that the composite graph for innovation (Figure 5.1) reflected too positively with Yes at 45%.

Although the internal staff survey was completely anonymous, focus group participants argued that staff members who completed the internal staff survey may want to have been perceived as good employees and therefore agreed with everything. Another respondent mentioned that employees who completed the internal staff survey may have feared that their identity may somehow be revealed.

One of the ten characteristics which Robbins and Barnwell (2006) use to explain how organisational cultures differ (Table 2.1) is risk tolerance. Risk tolerance refers to the degree to which employees are supported to be innovative and risk seeking (Robbins & Barnwell, 2006:408). The Competing Values Framework (Figure 2.3) explains that a culture with a flexibility/external focus utilises adoptability and readiness to achieve goals. Organisations with this type of focus have leaders who are innovative and risk takers. This can also be referred to as an adhocracy culture (Parker & Bradley, 2000:129). The White Paper on Local Government (RSA, 1998) can be used as a framework for municipalities from which strategies can be developed. The White Paper highlights leading and learning as key characteristics of developmental local

government (RSA, 1998:24-26). Municipalities need to create an innovative culture in order to find sustainable solutions.

5.4.2 Leadership

Fourty two per cent (42%) of internal staff survey respondents indicated that *senior leaders are excellent leaders* and 44% indicated that *senior leaders are strong and capable* (Figure 7.15 and Figure 7.16 in Addendum A). Fourty three per cent (43%) of respondents indicated that *senior leaders are people of high integrity (*Figures 7.18 in Addendum A*)*. Thirty six per cent (36%) of respondents indicated that *senior leaders are people who communicate effectively and are approachable to all (*Figures 7.19 and 7.20 in Addendum A). Fifty per cent (50%) of respondents chose the middle rating Undefined, relating to Figure 7.17 (see Addendum A), *senior leaders at this organisation are empowered leaders*. This may indicate that respondents suggest that the organisation has a high degree of centralisation. Internal staff survey respondents indicated Yes to the statement that *senior leaders are leading the organisation in the right direction* as seen in Figure 7.22 (see Addendum A). Respondents feel as though senior leaders may be making the right decisions, but do not necessarily have the delegated authority. Thirty seven per cent (37%) of respondents chose the middle rating for *senior leaders care about me as an individual* as seen in Figure 7.21 (see Addendum A) but indicated Yes for *my manager pays attention to how people feel at work* in Figure 7.23 (see Addendum A). The majority also indicated that *their manager offers them advice as well as the right amount of supervision and guidance* as seen in Figure 7.25 (see Addendum A). Internal staff survey respondents who fall within the salary category 4 to 9 is most represented, which may explain why respondents feel as though senior leaders do not care about them as individuals, as opposed to their managers, whom they indicated do. Service and clerical workers may not have any form of relationship with senior leaders, which may explain why they feel as though senior leaders do not care about them as individuals.

In all of the leadership graphs except for Figure 7.23 (see Addendum A), *My supervisor/manager pays attention to how people feel at work*, the Undefined segment was always bigger than the No segment. The undefined rating could indicate that respondents' basic requirements are being met, or that there was apathy amongst respondents, or they had limited knowledge about the organisation.

Respondent five from the focus group stated that "the organisation has good leadership and that it is being led in the right direction". Respondents suggested that the leadership appears to have a clear vision of the future direction of the organisation and seems to instil this vision into the work and daily operation of the organisation in order to achieve it. The administration does not always understand the strategic vision, however, and may have different perceptions about it. The IDP of the municipality set out a clear vision and states the numerous objectives which the organisation needs to achieve.

Respondent three indicated that "an employee's specific work environment will determine and dictate how one is able to communicate with others. A chain of command may need to be followed when communicating with others". This means a director cannot be approached directly, but one first has to go via the head and the manager of the department. Respondents mentioned that leaders lack the necessary soft skills. Respondents also indicated that there may be a mismatch of skills. Respondent four proposed that "the leader may have the necessary professional skills and is able to work within their field, but may lack the necessary traits of a leader. On the other hand, the leader may have excellent interpersonal skills and lead their staff in the right direction, but may lack the necessary professional skills to get the job done efficiently and effectively". Respondents observed that *senior leaders are approachable*, but feel that there are also a few who are not approachable.

Focus group respondents did not agree with Figure 7.17 (see Addendum A) *senior leaders at this organisation are empowered leaders* as 50% represented Undefined, 16% No and only 34% Yes. Respondents stated that leaders within the organisation are definitely empowered and a higher percentage should have represented Yes. Staff who responded to the internal staff survey may not have understood the statement. Respondents also did not agree with figure 7.22 (see addendum a) *senior leaders at this organisation are leading the organisation in the right direction*. Fourty five per cent (45%) indicated Yes, 20% No and 35 Undefined. Respondents argued that the percentage assigned to Yes should have been higher as they feel that senior leaders are leading the organisation in the right direction. Respondents agreed with Figure 7.20 (see Addendum A) *senior leaders at this organisation are approachable for all who work at the organisation* as 36% represented Yes, 30% No and 34% Undefined.

Respondents noted that this graph was one of the more accurate ones. Employees' work circumstances and personal experiences most probably influenced their response to this particular question. Respondents noted that the composite graph for leadership (Figure 5.2) reflected a fair result with Yes at 42%, 33% Undefined and 25% No, but stated that a higher score should have been assigned for Yes.

Leadership is a key element with regards to organisational culture. This is due to the role of top management who tend to play an extensive role in transmitting culture. Two of the ten characteristics in Table 2.1, as described by Robbins and Barnwell (2006), which illustrate how cultures differ relate to leadership, namely management support and control. Management support relates to supervisors who provide support and clear assistance. Control relates to the nature of direct supervision (Robbins & Barnwell, 2006:408). The Competing Values Framework (Figure 2.2) describes a culture with a control/internal focus, also known as a hierarchy that relates to formal rules and procedures as well as stability and control.

The Batho Pele White Paper (RSA, 1997) provides a policy framework and practical strategy for the implementation of public service delivery transformation. The eighth Batho Pele principle is value for money. Public services should be provided economically and efficiently in order to ensure that citizens receive value for their money (RSA, 1997:9-15). This principle relates to leadership. The political and administrative leaders in the municipality should ensure that money is used for service delivery in the most cost-effective manner. The leaders should put the necessary cost containment measures in place to eliminate fruitless and wasteful expenditure. Subsection six in chapter two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the duties of municipal administration: responsiveness, accountability, clear relationships, communication and information sharing (RSA, 2000). Only duty refers specifically to the implementation of measures to prevent corruption. The leaders in the organisation should put the necessary systems and processes in place and ensure that corruption is minimised. Staff in the organisation should be made aware of a zero-tolerance stance. Corruption within the organisation should be treated accordingly and forensic investigations should be initiated immediately. Subsection 51 of the Municipal Systems Act (32 of 2000) (RSA, 2000) states how the administration of the organisation should be organised. This subsection also indicates that the municipality

must establish itself in a manner which enables it to facilitate a culture of accountability and public service amongst its staff (RSA, 2000). Employees should be held accountable and a culture of accountability should be fostered throughout the organisation by leaders.

5.4.3 Participation in decision-making

Fourty six per cent (46%) of the internal staff survey respondents noted that *they are empowered by their manager to make decisions and take actions which they think are best for their department* as seen in Figure 7.26 (see Addendum A). The majority of respondents also suggested that *they are trusted with information that is not generally shared with the public* as depicted in Figure 7.27 (see Addendum A). The majority of respondents also indicated Yes to the statement *I have control over the resources I use to do my work* represented in Figure 7.28 (see Addendum A).

The focus group participants highlighted that decision making within the organisation is organised by a set of delegations, sub-delegations and various frameworks. These regulations outline the types of decisions various levels of managers are authorised to make. The types of decisions that respondents are required to make are usually based on an employee's area of work and the relevant actions required. Respondent three indicated that "the type of information which is shared with individuals is dependent on where one is situated within the organisation". The adequacy and suitability of resources assigned to individuals vary. Respondents did not agree with Figure 7.26 (see Addendum A) *I am truly empowered by my immediate supervisor/manager to make decisions and take actions that I think are best for the department and organisation* as 46% represented Yes, 23% No and 31% Undefined. The respondents argued that the graph is not a true reflection and that the No responses should have been much higher. Respondents also disagreed with Figure 7.27 (see Addendum A) *I am trusted with information about this organisation that is not generally shared with the public* as 58% represented Yes, 18% No and 24% Undefined. Respondents who answered the internal staff survey may have been referring to minor departmental issues and information, but not necessarily highly confidential issues. Respondents did also not agree with Figure 7.28 (see Addendum A) *I have control over the resources that I use to do my work* as 59% represented Yes, 20% No and 21% Undefined. The respondents observed that Yes was over-represented, although

participants of the internal staff survey could have been referring to something as simple as stationery or cleaning supplies. Respondents did not agree with the composite graph on decision-making (Figure 5.3) as they argued that Yes and No should have been closer in score.

Robbins and Barnwell's (2006) ten key characteristics in Table 2.1 describe individual initiative as the freedom, independence and responsibility individuals have. This would also suggest a flexibility/internal focus as described by the Competing Values Framework in Figure 2.2, which suggests that trust and tradition ensure compliance. The Batho Pele White Paper (RSA, 1997) provides a policy framework and practical strategy for the implementation of public service delivery transformation. The first Batho Pele principle is consultation. Citizens should be consulted with regard to the level and quality of service they receive. They should also be given a choice, wherever possible, regarding the services offered (RSA, 1997:9-15). This relates to participation in decision-making as citizens will have a direct impact on the level of service and perhaps even the type of service. Certain decisions previously made within the organisation may need to change. Subsection 51 of the Municipal Systems Act (32 of 2000) (RSA, 2000) indicates how the administration of the organisation should be organised. This subsection indicates that the municipality must establish itself in a way that enables staff to be involved in management decisions and enables responsibility to be delegated. Leaders and managers need to learn that it is impractical and impossible for decisions to be made by one person. Responsibility should be delegated to the most effective level within the organisation where possible. This will aid the process of creating a culture of accountability.

5.4.4 Organisational structure

From the internal staff survey the majority of respondents indicated that *they are familiar with and understand the organisation* in Figure 7.29 (see Addendum A). A vast majority also indicated in Figure 7.30 (see Addendum A) that *the organisation has a distinct image and is a unique place to work at*. Respondents view the design configuration of the organisation as distinct This could also indicate a sense of pride and belonging. Fourty three per cent (43%) indicated that *the organisation provides staff with clear career paths and progression opportunities* in Figure 7.31 (see Addendum A). 36% of respondents agree and 36% of respondents did not agree with

the statement *the organisation does well in assigning the right number of people to get the job done* as depicted in Figure 7.32 (see Addendum A). In Figure 7.33 (see Addendum A) the majority of respondents agree that the *systems and processes in place allow work to be done efficiently*. Respondents therefore agree that work is done efficiently, but agree and disagree regarding the number of people assigned to getting a job done.

Focus group participants described the structure of the organisation as bloated and very large. Respondents also used terms such as 'machine bureaucracy', 'structured' and 'antiquated' to describe the organisational structure. Respondents indicated that the organisation could definitely be described as a unique place to work. When asked to describe the system and processes in place within the organisation and the way in which these relate to how they could do their work, respondents stressed the fact that the organisation has very high levels of control and bureaucracy. With regards to *the assignment of staff in completing tasks*, respondents noted that the organisation is currently bloated and not getting it right. The organisation needs to employ the right people with the correct set of skills to get the job done instead of filling a post simply because it is on the staff establishment. Managers need to evaluate what needs to be done and identify the type of resources needed to get the job done. The respondents agreed with Figure 7.32 (see Addendum A) *this organisation does well in assigning the right number of people to get jobs done* as 36% represented Yes, 36% No and 28% Undefined. Respondents disagreed with Figure 7.33 (see Addendum A) *this organisation has good systems and processes in place that allow me to do my work efficiently* as 51% represented Yes, 22% No and 27% Undefined. Respondents indicated that various systems and processes are in place for regulation or improvement. It was debatable, however, if they allowed employees to do their work efficiently. Employees within the Supply Chain Department could agree with the statement as systems and processes did facilitate their daily tasks. Employees within another department may not agree, however. The organisation could have excellent systems and processes in place, but this does not necessarily mean that it allows employees to do their work efficiently and effectively. Respondents noted that the composite organisational structure score reflected too positively in Figure 5.4.

As discussed in Chapter Three, the local municipality can be seen as a combination of a machine bureaucracy and a professional bureaucracy. Integration, control and management support form part of the ten characteristics which define organisational culture, as described by Robbins and Barnwell (2006:408). The Competing Values Framework (figure 2.2) defined in Chapter Two describes a culture with an internal/control focus (hierarchy) which is identified by formal rules and procedures. The Batho Pele White Paper (RSA, 1997) provides a policy framework and practical strategy for the implementation of public service delivery transformation. The first Batho Pele principle is consultation. This relates to organisational structure. Citizens should be consulted with regards to the level and quality of service they receive. They should also be given a choice, wherever possible, regarding the services offered (RSA, 1997:9-15). This relates to the structure of the organisation, as the organisation will need to arrange itself in such a manner that the relevant and most appropriate employees are present at the consultation sessions. The fifth Batho Pele principle relates to information. This relates to organisational structure, as the relevant structure and process are put in place to ensure that accurate information is shared.

The eighth Batho Pele principle is value for money. Public services should be provided economically and efficiently in order to ensure that citizens receive value for their money (RSA, 1997:9-15). This principle also relates to the structure of the organisation as it should be geared towards efficient service delivery. The structure of the organisation should be fit for purpose. Bloated and antiquated structures waste much needed resources. Subsection 51 of the Municipal Systems Act (32 of 2000) (RSA, 2000) states how the administration of the organisation should be organised. This subsection indicates that the municipality must establish itself in a manner which enables it to be flexible in order to respond to changing needs and circumstances accordingly. The administration within the organisation needs to be set up in a specific manner which allows for change, should the need arise. Staff members need to make sure that they are kept abreast of current and accurate information. This will ensure that they are aware of the ever changing needs of the local community. A change needs to occur if priorities or circumstances are altered. Communication and decision-making within the organisation should be administered in an efficient manner and the relevant structures should be established accordingly.

5.4.5 Communication

From the internal staff survey respondents indicated in Figures 7.34, 7.35, 7.36 and 7.38 (see Addendum A) that *the right amount of information regarding the organisation is communicated well, often enough and in a timely manner*. The manner in which information is communicated also *takes the feelings of employees into account* as seen in Figure 7.37 (see Addendum A). Respondents also indicated in Figure 7.39 (see Addendum A) that *information is freely shared between departments which help employees stay knowledgeable*. Respondents also agreed that *management makes it very clear what is expected from them* in Figure 7.40 (see Addendum A) *and are hardly given mixed messages* in Figure 7.41(see Addendum A). This indicates that the communication channel between management and the rest of the organisation is clear. For all eight statements relating to communication, Figure 7.34 to Figure 7.41 (see Addendum A), the Undefined segment was always bigger than the No segment. Again this could mean that the Undefined rating indicates either that respondents' basic requirements are being met, or apathy amongst respondents, or it could even indicate limited knowledge about the organisation.

Focus group participants indicated that communication within the organisation is excellent. Respondent six indicated that "there are various methods in which the organisation communicates with its staff. Communication is always timeous and very thorough". Respondents expressed their view that the Intranet is a very good source as information is readily available. Respondents agreed with the graph *overall information about the organisation is communicated well to employees* (Figure 7.34 in Addendum A) with Yes at 50%, No at 23% and Undefined at 27%. Respondents also agreed with the graph *I receive information from this organisation often enough to feel informed*, 53% represented Yes, 21% No and 26% Undefined in Figure 7.36 (see Addendum A). Respondents agreed with the graph *management makes clear what they expect of me at work* which represented 72% for Yes, 13% No and 15% as Undefined in Figure 7.40. The composite graph for communication was accepted by respondents with Yes at 52%, No at 21% and Undefined at 27% as represented in Figure 5.5 but indicated that it could have a higher rating for Yes.

The responses from respondents relating to the various statements on communication Figure 7.34 to Figure 7.41 (see Addendum A), point to an organisational culture which

can be found within a machine and professional bureaucracy. Harrison's organisational culture model in Figure 2.3 describes power orientation as a culture dimension. It describes communication as an important control mechanism with regards to formal and central functions (Manetjie, 2009a:20-22). Robbins and Barnwell (2006) explain how organisational cultures differ in Table 2.1 with reference to ten key characteristics, two of which relate to communication: management support and communication patterns. Management support refers to clear assistance and communication, while communication patterns refer to the extent to which a formal hierarchy restricts organisational communication (Robbins & Barnwell, 2006:408). In Figure 2.2 the Competing Values Framework explains that a culture with a control/ internal focus uses communication and information management to achieve stability and control. This can also be referred to as a hierarchical culture (Parker & Bradley, 2000:129).

The White Paper on Local Government (RSA, 1998) can be used as a framework for municipalities from which strategies can be developed. The White Paper highlights integration and co-ordination as key characteristics of developmental local government (RSA, 1998). Communication is a key element in this regard in order to ensure integration and co-ordination with various stakeholders (RSA, 1998:23-24). The Batho Pele White Paper (RSA, 1997) provides a policy framework and practical strategy for the implementation of public service delivery transformation. The first Batho Pele principle is consultation. Citizens should be consulted with regards to the level and quality of service they receive. They should also be given a choice, wherever possible, regarding the services offered (RSA, 1997: 9-15). This relates to communication, as open channels of communication will need to be established and put in place in order to consult with citizens and to feed back their comments into the organisation via the correct channels to ensure that they are actioned accordingly. The fifth Batho Pele principle relates to information. This also relates to communication, as accurate and complete information regarding the services delivered should be communicated in a timely and appropriate manner. Subsection six in chapter two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the duties of municipal administration: responsiveness, accountability, clear relationships, communication and information sharing (RSA, 2000). Open and clear communication channels need to be established within the municipality itself and between the municipality and the

public. The organisational culture of the municipality should encourage strong relationships with community members and should foster trust and good communication channels.

5.4.6 Productivity

The majority of respondents from the internal staff survey indicated in Figure 7.42 (see Addendum A) that *employees at this organisation do get the resources they need in order to do their work well.* Respondents also indicated in Figure 7.43 that *the organisation provides enough training and development to help them do their work effectively.* Respondents also had a positive response to the question relating to the *personal and professional development of staff* which can be seen in Figure 7.44 (see Addendum A).

Focus group participants indicated that systems and processes may affect productivity as well as the organisation's need to be compliant. Respondents also suggested that bureaucracy impacts negatively on productivity. Employees have an obsession with their job description. For this reason, if certain tasks are not spelt out, employees will refuse to undertake them. The organisation generally gets the relationship between resources assigned to individuals and their productivity right. Respondents indicated that they are unaware of a lack of resources ever hampering employees from being able to complete their tasks, and indicated that training and development opportunities within the organisation are sufficient. The organisation is very supportive of training interventions, but respondents pointed out that courses may be outdated or not relevant to their specific field. The right number of courses may be offered and the courses offered may be good, but their relevance does not always keep up with the times. Employees may need to wait a number of months for a specific internal course. The organisation invests sufficiently in the development of its staff. Certain departments may support training and its importance, while other departments de-emphasise the importance. Some directors may even tell employees that they are not allowed to attend training. Respondents also indicated that staff may not want to attend training. Respondents agreed with Figure 7.42 (see Addendum A) *overall, in this organisation, employees get the resources they need to help them to do their work well* with Yes represented at 55%, No at 23% and Undefined at 22%. They also agreed with the graph *this organisation provides enough training and development*

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opportunities to help me do my work effectively as 54% represented Yes, 24% No and 22% Undefined (Figure 7.43 in Addendum A). Respondents all agreed that instead of the word 'effectively' they would rather use 'better'. Respondents also agreed with Figure 7.44 (see Addendum A) *the organisation invests in the personal and professional development of its staff* with Yes at 50%, No at 22% and Undefined at 28%. Respondents noted that the Yes segment could have been larger, but employees most probably responded according to their manager's unique managerial style. Respondents agreed with the composite graph on productivity which represented 53% Yes, 23% No and 24% Undefined (Figure 5.6). They indicated that the Yes segment could have been higher.

The Competing Values Framework in Figure 2.2 describes a culture with a control/external focus on goal setting and planning. Working towards a goal achieves efficiency and productivity. The Batho Pele White Paper (RSA, 1997) provides a policy framework and practical strategy for the implementation of public service delivery transformation. The second Batho Pele principle is service standards (RSA, 1997: 9-15). This relates to productivity. The organisation must not only want to deliver services in order to reach their targets, but also ensure that the quality of services delivered is of a high standard. Subsection 51 of the Municipal Systems Act (32 of 2000) (RSA, 2000) states how the administration of the organisation should be organised. This subsection indicates that the municipality must establish itself in such a manner which enables it to be performance orientated. The performance of the organisation is an important element. Employees should therefore be equipped with the right knowledge and skills to address all problems. If staff members do not have the appropriate knowledge and skills, suitable training and development should be provided to enable staff to perform optimally. As indicated in Chapter Two, employees benefit from training and development in a number of ways. Training and development equip employees to deal with work pressure more effectively. It also improves the knowledge, attitudes and communication skills of employees. It helps improves job satisfaction and empower staff to make better decisions by solving problems more effectively (Erasmus *et al.*, 2009:3). Training staff accordingly also benefits the organisation in a number of ways: improved service delivery, improved organisational climate and culture, increased work quality and increased productivity, and it contributes to the development of the organisation (Erasmus *et al.*, 2009:3).

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5.5 Commitment to the organisation

From the internal staff survey, Figure 7.45 to Figure 7.50 (see Addendum A), respondents indicated a high degree of commitment to the organisation. The majority of respondents indicated that *they give 100% when they are at the organisation*, *they are prepared to put in extra work when required* and *they do things at work that are above and beyond the call of duty*. The majority (78%) of respondents answered Yes to the statement - *I react to problems in my area of responsibility as if this organisation were my own business*. Respondents also indicated that *they feel highly motivated to do their work well*. Respondents indicated that *they are proud to work for the organisation*. The composite commitment score in Figure 5.7 indicates that the overall view with regards to commitment is very positive.

Focus group participants argued that people within the organisation are not necessarily committed to the organisation but committed to their salaries. Respondents suggested that employees just go through the paces and stay with the organisation for the sake of their pension funds. Employees may also stay within the organisation for job security purposes. Commitment within the organisation will be dependent on the individual. Would an individual who has stayed within the organisation for 42 years and delivered the bare minimum everyday be regarded as committed? The organisation has tried to improve employee commitment by recognising staff achievement and offering rewards for outstanding work. Respondents would not describe employees within the organisation as highly motivated. Respondents indicated that they are not necessarily proud to work for the organisation but proud to work for the leader of the organisation. The respondent's level of commitment is also linked to the leader. Respondents did not agree with Figure 7.45 (see Addendum A) *I give 100% when at this organisation* which represented 85% Yes, 7% No and 8% Undefined. Respondents felt that the Yes segment was over-represented. Respondents did also not agree with the graph *I am prepared to put in extra work when required*, with Yes at 79%, No at 9% and Undefined at 12% (Figure 7.46 in Addendum A). Respondents indicated that employees are only prepared to put in extra work when they will receive overtime remuneration. Respondents did not agree with the Figure 7.47 (see Addendum A) *I do things at work that are above and beyond the call of duty*, which represented 74% Yes, 10% No and 16% Undefined. Respondents suggested that employees within the organisation are too obsessed with

what is listed in their job description as well as what they will be assessed against for their individual performance management evaluations. This means that anything outside this scope would not be considered. Respondents also suggested that an employee's rank within the organisation would play a large role in determining whether they would be prepared to go above and beyond the call of duty. Respondents did not agree with the composite graph on commitment (Figure 5.7), which represented Yes at 77%, No at 10% and Undefined at 13%. Respondents indicated that the Yes segment was over-represented.

As indicated by Van Stuyvesant (2007:47-48), culture can be seen as influencing employee commitment, its level and employee attitudes towards it. It can also be seen as an element which binds employees together. Commitment can therefore be seen as an important component of organisational culture. An organisation that is bureaucratic in nature has been found to have a negative relationship to the commitment of employees. Employees who work in an organisation with an environment which is supportive have been found to have a greater level of commitment, often linked with commitment of a normative type (Van Stuyvesant, 2007:47-48). There are three stages of commitment in any organisation: compliance, identification and internalisation. In the first stage employees accept the influence of top management to obtain something in return (O'Reilly, 1989:18). In the second stage individuals accept the influence of top management in order to maintain a satisfying relationship. Employees feel proud to belong to the organisation at this stage. The final stage occurs when individuals find the values of the organisation to be intrinsically rewarding (O'Reilly, 1989:18). The three-pillar model of commitment contains three factors: a sense of belonging, a sense of excitement in the job, and confidence in management (Naicker, 2008:33).

Organisational commitment can be built using a number of effective tools. Nelson (1999) describes increased visibility, independence, interesting work, information and involvement. Increased visibility relates to sharing the success of employees with others. Employees appreciate recognition. Independence relates to the level of flexibility which employees are allowed. A certain degree of freedom will allow staff to introduce initiatives and to be energetic. Interesting work will also improve commitment (Nelson, 1999). The sharing of accurate information and knowledge also has the

potential to improve commitment. Employees like to be kept up to date and know how the organisation is performing as a whole. Involvement in decision-making is the final tool which can be used to improve commitment. Allowing staff to participate in decision making will ensure their commitment (Nelson, 1999).

Schedule Two of the Municipal Systems Act (32 of 2000) (RSA, 2000) refers to the Code of Conduct for municipal staff members. Section 3 of the schedule refers to the commitment to serving public interest. The general conduct which employees display each day should reflect commitment to serving the community. This can only be achieved if the right organisational culture is fostered throughout the organisation. Organisational performance and effectiveness can only be achieved if every employee realises that they contribute to the overall performance of the organisation.

5.6 Observation
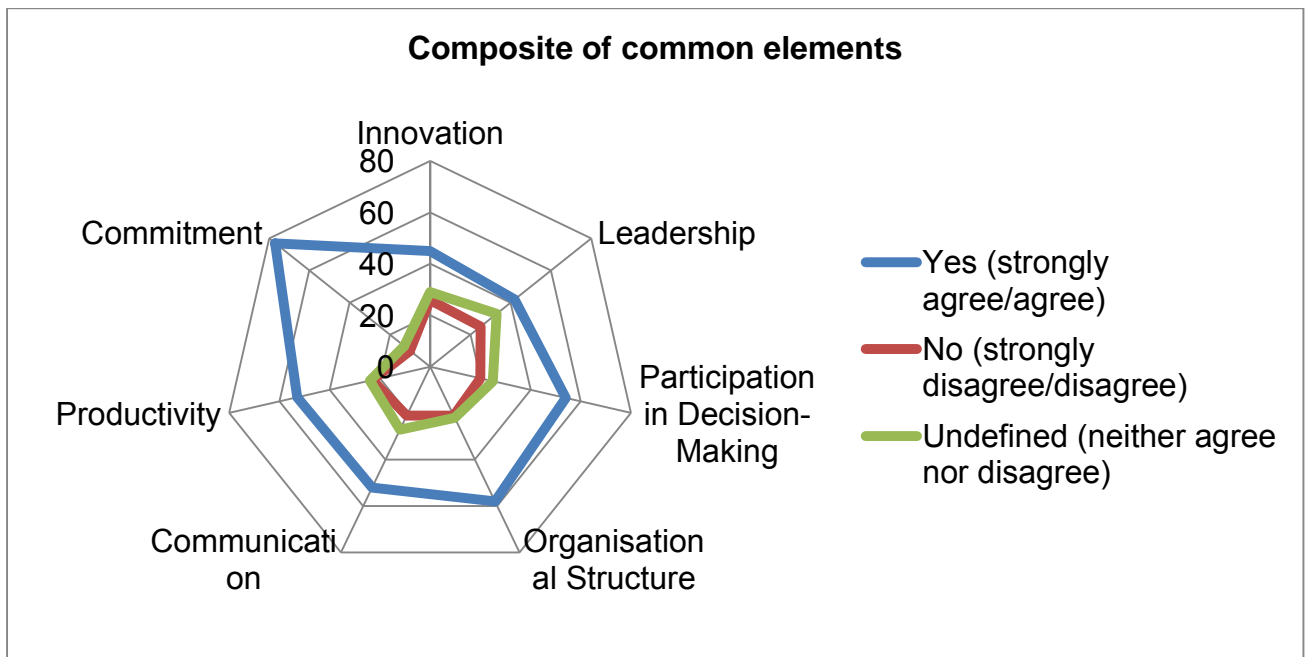
Figure 5.8: Composite of common elements
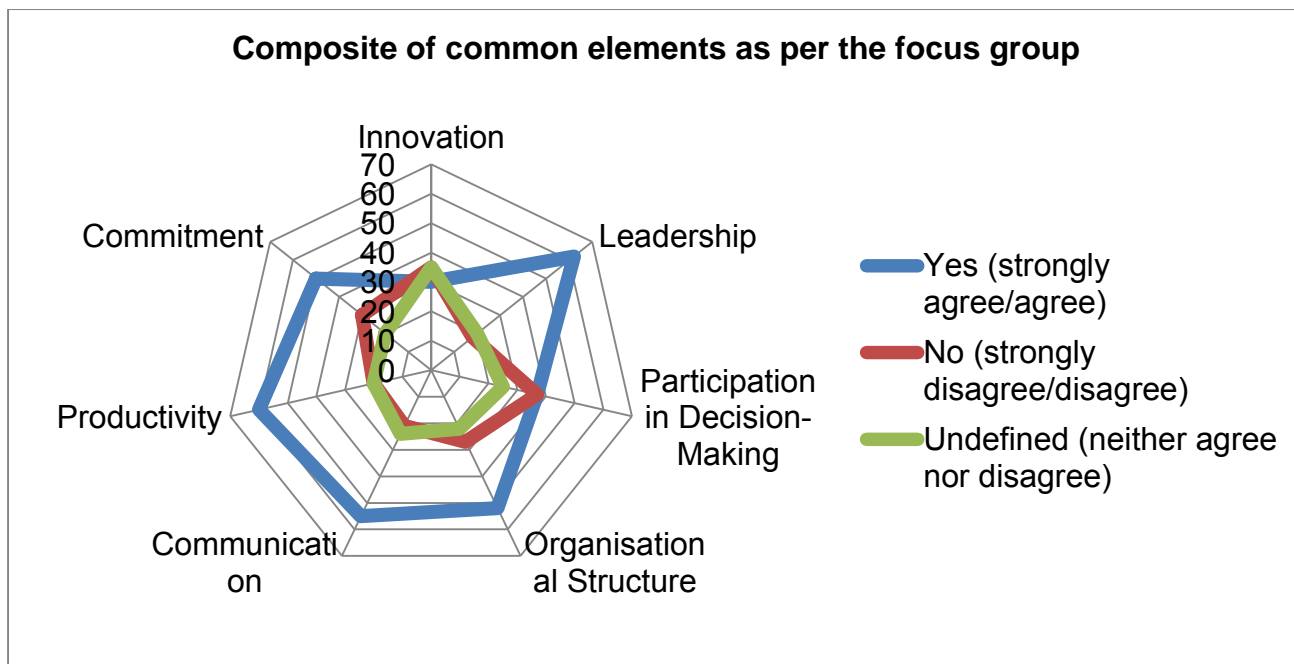
Figure 5.9: Composite of common elements as per the focus group

The composite graph of common elements in Figure 5.8 reflects that commitment was rated highest within the organisation by internal staff survey participants. Focus group participants suggested that the Yes segment was over-represented at 77% and stated that because employees had to rate themselves, higher than usual ratings were given. This should therefore move to a middle rating as seen in Figure 5.9. Commitment can now be seen as being rated the fifth highest element. Commitment can therefore not be regarded as strong within the local municipality. Bureaucratic organisations can be seen to have a negative relationship to the commitment of employees. The current commitment within the organisation can therefore be seen as continuance commitment – the type of commitment when employees stay with the organisation because of the risks and costs associated with leaving (Meyer & Allen,1991:67).

Organisational structure was rated the second highest as seen in Figure 5.8. The internal staff survey participants indicated that the organisation is unique, has good systems and processes in place, and has clear career paths and progression. The organisation does not assign the right number of people to complete tasks, however. The focus group participants suggested that there are good systems in place, but this does not necessarily allow work to be done efficiently. They also indicated that the composite score of 58% reflected too positively. This rating should therefore move to

a lower rating as seen in Figure 5.9. Organisational structure now moves to the third highest rating. The organisation can be characterised as a combination of a machine bureaucracy and professional bureaucracy, which affects the way in which decisions are made and the way in which systems and processes are put in place. It could also affect the way in which the organisation is viewed.

As seen in Figure 5.8, participation in decision making was rated the third highest. Internal staff survey participants indicated that they make an input on the resources used, are empowered to make decisions, and are trusted with information. Focus group respondents did not agree with the indication of inputs of the internal staff survey participants and proposed that the Yes (54%) and No (20%) scores should be much closer together. As seen in Figure 5.9 this ranks participation in decision making as the second lowest.

The focus group participants agreed with the outcomes of the internal staff survey with regard to productivity. The organisation invests in personal development, provides sufficient training and resources. Focus group participants indicated that the Yes (53%) could have had a higher representation. As seen in Figure 5.9 productivity reflects as the second highest rating.

The focus group participants also agreed with the outcomes of the internal staff survey with regards to communication. The Yes segment could be rated higher, however. This can be seen in Figure 5.9. Communication is done well, often enough and takes into account the feelings of employees. Employees also know what is expected of them and information is shared among departments. Communication can now be seen as being ranked third.

Focus group participants indicated that the composite graph on innovation and creativity reflected too positively with Yes at 45%. In Figure 5.9 innovation and creativity are reflected as the lowest rated element. Unlike the internal staff survey participants, the focus group respondents did not view the organisation as creative and innovative.

Leadership achieved the lowest rating even though internal staff survey and focus group participants indicated that the organisation has strong, capable and excellent leaders. Focus group respondents had different views to internal staff survey respondents and indicated that leaders are in fact empowered. They also indicated that they are leading the organisation in the right direction and this score should reflect more positively. The focus group respondents agreed that the composite score of 42% reflected fairly, but should have been higher as two of the most important questions were under-scored by internal staff survey participants. This change can be seen in Figure 5.9.

The composite graph as per the internal staff survey reflects an organisation which has a committed work force, has a strong organisational structure, allows staff to participate in decision making and is productive. The composite graph as amended by the views of the focus group reflects an organisation which has strong leadership, is productive, has excellent communication and a suitable structure. The four areas which represent the most significant disconnect between the internal staff survey and focus group are innovation and creativity, leadership, participation in decision-making, and commitment. This will be discussed in more detail in Chapter Six.

The local government municipality can therefore be seen as one which relates most closely to five of the ten characteristics from Robins and Barnwell (2006:408). Communication, control, management support, direction and integration are all evident within this organisation. With regard to the Competing Values Framework as seen in Figure 2.2, a control/internal and control/external is most evident in this organisation. A control/internal focus indicates that the organisation is formalised and structured and has formal rules and procedures in place. The control/external focus results in an organisation which focuses on the achievement of goals and objectives and can be regarded as production orientated. The Harrison culture model in Figure 2.3 indicates that the local government municipality can be seen to be power orientated and role orientated. A power-orientated culture refers to the use of formal power in order to exercise control and influence behaviour. The organisation is characterised by low formalisation and high centralisation. Top-down communication occurs. Rules within the organisation can be regarded as important. The division of work, rationalisation of procedures and authority are evident in the local municipality.

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Role-orientated culture focuses on job descriptions and specialisation. Work within the organisation is controlled by formal rules and procedures. With regard to commitment, elements of continuance are present, but normative commitment represents the current level of commitment.

The organisation can be characterised as a machine bureaucracy, as authority is centralised and decision-making follows a chain of command. It can also be characterised as a professional bureaucracy as highly trained specialists who operate within a highly complex environment are present in certain departments. This can be seen to influence the culture within the organisation. A culture which regards communication as important prevails within this organisation. The various communication methods which the local municipality has put in place are working well. A culture which regards leadership as important is also a feature of this organisation. The leadership in place is seen to be leading the organisation in the right direction.

The culture of the organisation can be regarded as fit for purpose as the local municipality is achieving most of its goals and objectives as set out in their IDP. The varying needs of communities are rapidly changing, however, and becoming more complex and diverse. The culture of the organisation will therefore only be fit for purpose for a limited time. Every organisation has room for improvement to ensure enhanced outputs which lead to better outcomes. A number of changes should be instituted to ensure that the local municipality is innovative. The local municipality should also be responsiveness to the needs of the residents whom it serves. Effective service delivery should be provided. It should also consider the changes that our ecosystem is undergoing and implement approaches which are sustainable in future.

5.7 Chapter summary

This chapter presented the findings and evaluation of the research undertaken. The internal staff survey and the focus group conducted were examined in detail. The next chapter will provide a summary of the study, outline conclusions and recommendations and indicate limitations.

CHAPTER 6: SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter will summarise previous chapters, draw conclusions derived from the study and outline recommendations. It will also be used to indicate the limitations of the research.

6.2 Summary of chapters

Chapter One outlined the framework of the study and was used to introduce the problem statement, the aim of the research and the research objectives. The problem statement defined why it was necessary to undertake the study. The aim was to assess certain aspects of organisational culture, including employee commitment within the local municipality.

The various objectives were also stated in this chapter:

- To determine what organisational culture is by investigating the relevant theories;
- To determine the relevant context of organisational culture by reviewing legislation and policy framework;
- To undertake quantitative and qualitative research in order to determine the organisational culture within the local municipality as well as to determine the level of organisational commitment among employees as an element of organisational culture within the local municipality;
- To make relevant recommendations for the local municipality.

Chapter One described the importance of municipalities and indicated that they have a legal obligation to deliver services. Municipalities should therefore be considered as service delivery organs. The basic services which should be provided to residents by municipalities include: refuse removal, water and sanitation, electricity, municipal roads, municipal health services and municipal public transport. In order to deliver these services, municipalities need to document their plans. These plans are

presented in the municipalities IDP. Various resources are needed to implement this plan including employees.

Organisational culture shapes the way in which employees interact with residents and with each other. The culture within the organisation can influence the way in which employees think and behave. Employees who are committed to the organisation will ensure successful outputs. Chapter One also introduced the research design and methodology of the research paper. Qualitative and quantitative research was undertaken and used primary and secondary data. Chapter One is important as it provides the groundwork for the rest of the research paper.

Chapter Two discussed the literature on organisational culture. Objective one of the research paper is therefore addressed within this chapter. Various organisational culture definitions were described. Ten key characteristic differences were highlighted. These characteristics include: individual initiative, risk tolerance, direction, integration, management support, control, identity, reward system, conflict tolerance and communication patterns. Sub-cultures and values were also highlighted. One dominant culture is usually present within a large organisation as well as a number of sub-cultures. Sub-cultures can exist within different units or departments. Organisational culture can prevail on one of two levels with regard to values. Terminal values which are the desired outcomes or instrumental values which are the desired modes of behaviour. Two cultural models including the Competing Values Framework and the Harrison Culture Model were also highlighted. The Competing Values Framework explores competing demands with an organisation between its environment (internal and external) and between its control and flexibility. Harrison described a model which has four cultural dimensions: power orientated, role orientated, achievement orientated and support orientated.

Organisational commitment including the three types (affective, continuance and normative), the three stages of commitment and the three-pillar model was also highlighted. Affective commitment refers to an employee's identification with, involvement in and attachment to the organisation. Continuance commitment refers to the risks and costs linked to leaving the organisation. Normative commitment refers to the obligation which an employee will feel to continue employment with the

organisation. There are three stages/processes of commitment: compliance, identification and internalisation. The features of the three-pillar model of commitment are made up of a sense of belonging to the organisation, a sense of excitement in the job, and confidence in management. Factors affecting organisational commitment as well as strategies for increasing employee commitment were also highlighted.

Creating and sustaining the organisational culture were also highlighted in Chapter Two. Employee selection, top management and socialisation play a crucial role in sustaining the culture within an organisation. The socialisation process has three stages: pre-arrival, encounter and metamorphosis. Organisational climate, organisational change and training and development were defined in Chapter Two. Suitable training and development equip employees to perform better. Organisational design describes the structure of an organisation. The various dimensions within an organisation include: complexity, formalisation, centralisation and coordination. The local municipality studied was seen to be a combination of a machine and professional bureaucracy. This chapter is important as it created the necessary understanding of the concept and introduced key differences in organisational culture. It also highlighted how various traits within an organisation can determine the type of culture which forms within it.

Chapter Three dealt with the policy and institutional framework. Objective two of the research is therefore addressed within this chapter. The first section of Chapter Three outlines the structure of South African government. The Constitution (RSA, 1996) as well as the Constitution of the Western Cape (1998) were also referred to. The Constitution sets out a number of developmental duties of local government (RSA, 1996). The White Paper on Local Government (RSA, 1998), the White Paper on Transforming Public Service (RSA, 1995) and the Batho Pele White Paper (RSA, 1997) were also outlined. The White Paper on Local Government (RSA, 1998) gives effect to the developmental role of local government. Developmental local government has four interrelated characteristics: leading and learning, maximising social development and economic growth, democratising development and integrating and coordination. The White Paper on Transforming Public Service (RSA, 1995) identifies eight key transformation priority areas to ensure that government's vision of service delivery that is efficient, effective, accountable, responsive, transparent and

representative is achieved. The Batho Pele White Paper (RSA, 1997) provides a framework and strategy for the implementation of public service delivery transformation. The Batho Pele principles include: consultation, service standards, access, courtesy, information, transparency and openness, redress and value for money.

The Municipal Systems Act (32 of 2000) (RSA, 2000) highlights key behaviours with reference to the duties of municipalities. It also includes basic values and principles governing local administration. Census information comparing the six metropoles was included in this chapter. An inter-metro comparison was conducted using the data collected during the 2011 census. Nelson Mandela Bay, Johannesburg, Cape Town, Tshwane, eThekwini and Ekurhuleni were used to compare key socio-economic data. This chapter also defined the local municipality which was used as the case study, its relevant code of conduct as well as its IDP. The Code of Conduct for municipal staff members is set out in schedule two of the Municipal Systems Act (32 of 2000) (RSA, 2000). Section two of the Act refers to general conduct, while section three refers to commitment to serving the public interest (RSA, 2000). The establishment of an IDP by a municipality is mandated by the Act. The IDP is a strategic framework which guides a municipality's budget and planning. This chapter enhanced an understanding of the policy and institutional framework which underpins the mandate of a municipality and underlines the necessary culture and characteristics needed.

The focus of Chapter Four was on the research design and methodology of the study. Objective three is addressed in this chapter. The population and sample relating to the respondents were described in detail. Data and data-collection processes were also highlighted in this chapter. The procedure used as well as the measuring instruments were described in detail. The ethical considerations pertaining to this research were also defined.

There are a number of models for the assessment and evaluation of organisational culture. Five of these models were discussed in more detail in this chapter. The Western Cape Provincial Government Organisational Culture Model used five elements to evaluation the culture within their organisation: strategy, leadership, relationships, coordination and responsiveness. Each element consisted of a number

of sub-elements. The sub-elements of strategy include: engagement, alignment, direction creation and objective setting. The sub-elements of leadership include: vision, action, integrity, power and style. The sub-elements of relationships include: diversity, talent management and team orientation. The sub-elements of coordination include: process, systems and organisational structure. The sub-elements of responsiveness include: flexibility, creating change and innovation. The Jaghargh *et al.* Culture Assessment Tool is based on several primary characteristics. The key characteristics define how organisations differ and include: innovation and risk taking, leadership, management support, integration, control, identity, compromise with conflict, communication patterns, and reward system.

The Harrisons and Stokes' Organisational Culture Questionnaire was used to determine the existing and preferred culture within an organisation. The questionnaire is comprised of 15 statements with four sub-sections. The four sub-sections relate to four types of culture: power orientated, role orientated, achievement orientated and support orientated. The elements of power orientation include authority, high centralisation and rule orientation. The elements of role orientation include rules, communication and procedures. The elements of achievement orientation include focused staff members who want to achieve set goals. The elements of support orientation include decentralised decision-making and minimum power and control.

The Organisational Culture Assessment Instrument is based on the Competing Values Framework. The six dimensions which the instrument evaluates in the organisation include: criteria for success, organisational glue, dominant characteristics, management of employees, organisational leadership and strategic emphases. The Denison Organisational Culture Survey analyses culture by assessing cultural traits and management practices. The survey is based on four traits: involvement, consistency, adaptability and mission. The sub-elements of involvement include: empowerment, team orientation and capacity development. The sub-elements of consistency include: integration and coordination, agreement and core values. The sub-elements of adaptability include: creating change, organisational learning and customer focus. The sub-elements of mission include: vision, goals and objectives and strategic direction. The six common elements which were derived from the five organisational culture assessment models include: innovation and creativity,

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leadership, participation in decision-making, communication, productivity, and organisational structure.

Organisational structure, also known as organisational design, relates to various dimensions within the organisation: formalisation, complexity, coordination and centralisation. Leadership relates to issues of setting a clear vision, motivating employees, providing guidance and leading employees to achieve organisational goals. Productivity relates to performance, achieving set goals within the desired timeframe and with the resources and skills needed to do so. Innovation relates to a new method or idea and the level of risk tolerance in an organisation. Participation in decision making refers to the degree to which staff members participate in making decisions in the organisation. Communication refers to the systems, processes and structures used to provide information and interact within the organisation as well as without.

The research design of the study was quantitative and qualitative in nature. The first part of the chapter addressed the quantitative study and the second part the qualitative study. The quantitative study was cross-sectional and used individuals in the local municipality as the population for the study. An internal staff survey was utilised for the quantitative study and secondary data were therefore used. Seven thousand seven hundred and fourty two (7,742) individuals completed the questionnaire, which translates into a response rate of 30%. The internal staff survey can be regarded as statistically reliable and valid. The questionnaire relating to the internal staff survey was made up of a number of sections: organisational vision, other opinions about the organisation, senior leadership, work experience, attitudes about your job, work-related behaviour and other factors. Responses to the questionnaire were presented along a Likert- type scale. Strongly Agree was on the one end of the continuum and Strongly Disagree on the other end. Statements in the questionnaire which related to the six elements were extracted and used accordingly.

The second part of the chapter addressed the qualitative study and a focus group was utilised. Non-probability purposive sampling was used in this regard. The focus group was used as a means to collect primary data. The questions used in the focus group were derived from the internal staff survey and substantiated by the literature study

undertaken. The researcher introduced each topic to the participants of the focus group and set out the rules. General statements were put to the group to encourage discussion. If certain issues were not addressed, the researcher used the structured questions found within Addendum D. This chapter was important as it highlighted the method used to gather and interpret the necessary data and explained the various instruments in detail.

Chapter Five addressed objectives four and five of this research. This chapter dealt with the relevant findings and evaluation of the results. Secondary data were obtained using an existing internal staff survey. This was presented in various tables under the relevant headings. Relevant statements were extracted from the internal staff survey relating to the six common elements identified in Chapter Four: innovation and creativity, participation in decision-making, leadership, communication, productivity, and organisational structure. Questions relating to commitment to the organisation were also utilised. The internal staff survey respondents assigned the highest rating to commitment. All the questions relating to organisational commitment received exceptionally high scores. The second highest rating was assigned to organisational structure. Respondents indicated that the organisation has good systems and processes in place and that it can be considered a unique place to work at. Participation in decision making was ranked third. The internal staff survey respondents suggested that they have input into the various resources needed and are empowered to participate in decision making. Productivity was ranked fourth. This indicates that internal staff respondents are of the view that the organisation provides staff with the necessary training and resources and invests in personal development. The internal staff survey respondents suggested that communication occurs in an appropriate manner. Innovation and creativity achieved the second lowest rating. Leadership achieved the lowest rating, even though respondents agreed that the organisation has excellent, strong and capable leaders, but they assigned lower ratings to the other questions pertaining to leadership.

Primary data were also obtained from the focus group. The questions for the focus group were derived from the internal staff survey and were also based on the six common elements and organisational commitment. Focus group participants expressed different views on the outcomes of the internal staff survey with regards to

organisational commitment. The composite commitment score reflected 77%. All the questions relating to commitment required internal staff survey respondents to rate themselves. This resulted in very high scores. Focus group participants suggested that the scores should move down to a middle rating, as commitment within the organisation could still improve. Focus group participants largely agreed with the outcomes of the internal staff survey with regards to organisational structure. This achieved the second highest rating. Focus group participants argued that although the organisation does have good systems and processes in place, it does not always allow staff to work efficiently. In certain instances, the appropriate number of staff is not always assigned to complete a task. The composite organisational structure score reflected too positively at 58%. Internal staff survey respondents assigned the third highest rating to participation in decision making. The focus group participants did not only indicate that the composite score of 54% was too high, but they also suggested that the 20% score achieved for No was too low. Focus group participants argued that these two scores should be much closer numerically and that staff are not empowered to make decisions and assign resources accordingly.

Productivity achieved a composite score of 53%. Focus group participants agreed with this outcome, but indicated that it could reflect more positively. Sufficient training and resources are provided to staff and the organisation invests in the personal development of staff. Communication takes place timeously within the organisation and in an appropriate manner. The municipality also considers the impact which communication could have on employees. Focus group participants agreed with the outcomes as per the internal staff survey. The innovation and creativity score reflected too positively as per the internal staff survey, according to the focus group participants. Innovation and creatively could mean different things to different people and the local municipality should define what it means to the organisation as a whole. Employees are not encouraged to try new things at work and the local municipality does not ask employees for input. If input is received, it is rarely used in the final product. Leadership achieved the lowest rating as in the internal staff survey. Internal staff survey respondents indicated that leaders are not empowered and that they are not leading the organisation in the right direction. They did, however, indicate that leaders are strong, capable and excellent. The score assigned to Yes (42%) should therefore reflect much more positively.

The four elements which represented the most significant disconnect between the views of the internal staff survey and the focus group were commitment, participation in decision-making, innovation and creativity, and leadership. Similar views were reflected in terms of productivity, organisational structure and communication.

The local municipality can therefore be described as a formalised and structured organisation where top-down communication takes place. Work is controlled by the formalised rules and procedures which are in place and formal power is used as a tool to influence behaviour and exercise control. Rules can be regarded as important in this organisation. There is also a strong focus on job descriptions and specialisation. The division of work, rationalisation of procedures and authority are evident with the local municipality. The achievement of goals and objectives can also be regarded as important in this organisation. The local municipality can therefore be regarded as power orientated and role orientated. It is an organisation which relates to five of the ten characteristics from Robbins and Barnwell (2006:408). Communication, control, management support, direction and integration are all evident in this organisation. The current level of commitment within the organisation can be regarded as normative commitment.

The organisation can be characterised as a machine bureaucracy as authority is centralised and decision-making follows a chain of command. It can also be characterised as a professional bureaucracy as highly trained specialists operate within a highly complex environment. This can be seen to influence the culture within the organisation. The culture within the organisation can be regarded as fit for purpose for the time being. Changes will need to be implemented as society is becoming more complex and diverse. The culture of the organisation will therefore only be fit for purpose for a limited time. Every organisation has room to improve and needs to be adaptable. The local municipality should also be responsiveness to the needs of the residents which it serves. Effective service delivery should be provided. This chapter highlighted the outcomes of the various measuring instruments and emphasised key differences and similarities.

6.3 Conclusion and recommendations

There is a significant disconnect between employees and senior leaders. This is evident from the comparison of the findings on the internal staff survey and the focus group. The four areas which represent this disconnect are innovation and creativity, leadership, participation in decision-making, and commitment. The organisation needs to outline clearly what it perceives innovation and creativity to be. Once this has been established, it needs to be communicated to the organisation as a whole. Mechanisms need to be put in place which enable employees to reach objectives by being innovative and creative instead of being obsessed with the content of a job description and simply getting the job done. This would allow for more value to be added in certain instances. A culture of malicious compliance is present in the organisation, which hampers innovation. Strict compliance regulations are proving to be a major deterrent in getting tasks done. The next area of disconnect is leadership.

There was a difference in views with regards to leaders within the organisation being empowered. The organisation needs to establish why lower levels of staff are of the view that senior leaders are not empowered. The organisation achieved a very low score with regards to senior leaders being approachable. The organisation needs to work on the view that senior leaders are not approachable by all and implement the necessary measures to correct this. A certain element of command and control is also evident within the organisation.

The third area of disconnect is participation in decision making. A difference of opinion was present with regards to participation in decision making. The participants of the internal staff survey suggested that they are empowered to make decisions, whilst the focus group participants expressed opposite views. The power to make certain decisions is implicit within the system of delegation. The organisation needs to decentralise certain decisions to ensure effectiveness. This area needs improvement and further work.

The next area of disconnect is commitment. The organisation should strive towards achieving affective commitment. Affective commitment refers to the condition when employees remain with the organisation because the values and goals of the organisation are in line with their employment relationship (Meyer & Allen,1991:64).

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Employees who feel as though they are not part of the decision-making process and who perceive work-place procedures to be less fair are more inclined to be less committed to the organisation (Findler, Wind & Mor Barak,2008:83). Employees who feel part of the decision-making process and flow of information, perceive procedures within the organisation as fair and those who receive greater support are likely to be more committed. Clarity of role expectations and positive perceptions of procedural fairness contribute to a sense of group harmony amongst co-workers. Harmony amongst groups contributes towards a greater sense of well-being and organisational commitment (Findler *et al.*, 2008:83-84).

A number of recommendations are made below.

- The local municipality should draft an innovation and creativity framework. This will allow staff to understand what the organisation views as innovative and creative. The local municipality should also create an innovative and creative space within the organisation which allows staff to workshop ideas in a neutral space and encourages creative thinking. Instead of punishing staff for finding innovative and creative solutions, the local municipality should reward them instead. This will allow the local municipality should move away from a culture of malicious compliance.

- The local municipality should establish a system which allows employees to provide inputs and suggestions where possible.

- The local municipality should introduce a mechanism which allows lower-level staff to view senior leaders as "real people" whom they can relate to and showcases senior leaders as being approachable. One way in which this could be done is by sending weekly newsletters from various senior leaders. The local municipality could also implement an open-door policy once a week, which allows staff to have access to senior leaders within the organisation.

- The local municipality should review all systems and processes within the organisation to determine where timelines can be shortened in order to create a more efficient working environment.

- The local municipality should communicate extensively on the role and purpose of the system of delegations to help staff to understand that senior

leaders are empowered to make decisions and lead the organisation in the right direction.

- The local municipality should decentralise decision making as far as possible to allow certain decisions to be made faster. The system of delegation would need to amended in this regarded. The local municipality should ensure that staff who are empowered by the revised system of delegations receive the necessary training to enable them to make decisions efficiently and effectively. This will also help to increase the level of commitment.

- The local municipality should decentralise tasks to the most appropriate level to ensure that the right number of employees is assigned to complete a task efficiently and effectively.

- The local municipality should introduce organisational values to which staff members can relate to ensure that the correct kind of commitment is achieved. Values which should be instituted should include elements of: customer focus, commitment, responsibility, integrity, service delivery, transparency and responsiveness.

- The local municipality should introduce a reward and recognition system which staff members have agreed to or are satisfied with to ensure that the desired level of performance is achieved. One example could be acknowledgement as 'employee of the month'. Increased recognition will help improve the level of commitment to the organisation.

- The local municipality needs to review all training programmes accordingly and establish which skill sets and knowledge are deemed necessary. Training interventions which will assist the organisation to achieve its objectives should be implemented.

- The local municipality should implement a mechanism which would allow them to be more responsive to citizens.

6.4 Limitations of the research

Only five culture models were used to try and determine whether they have any common elements. There are numerous additional tools and assessments that can used to evaluate the culture within an organisation. Different common elements could have been established if other culture models were used. The results of the 2015 internal staff survey were not available for use for this research. A comparison could have provided valuable insights.

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Addendum A: Internal staff survey results

7.1 An organisational profile

7.1.1 Ethnic group

Figure 7.1: Ethnic group
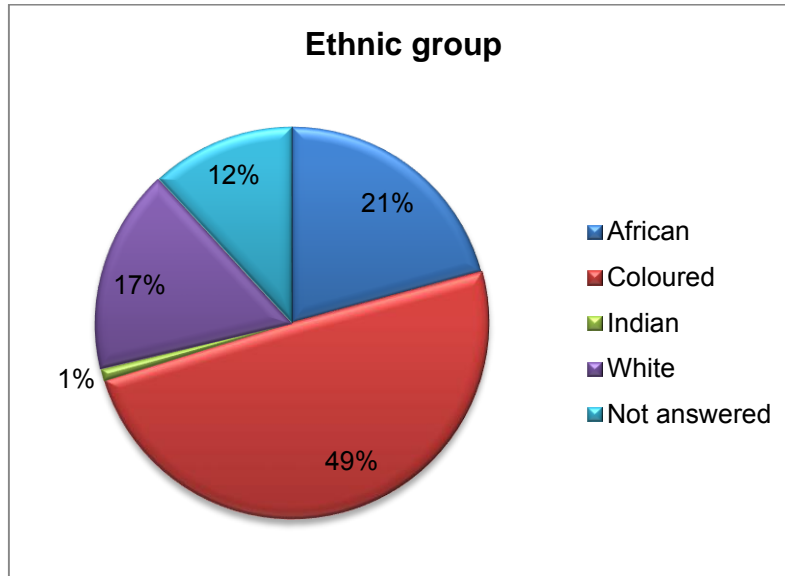
Coloureds (49%) make up a large number of the respondents. Indians (1%) are the smallest representative ethnic group. Blacks (21%) and Whites (17%) make up the balance. Twelve per cent (12%) of respondents did not answer the question.

7.1.2 Gender

Figure 7.2: Gender
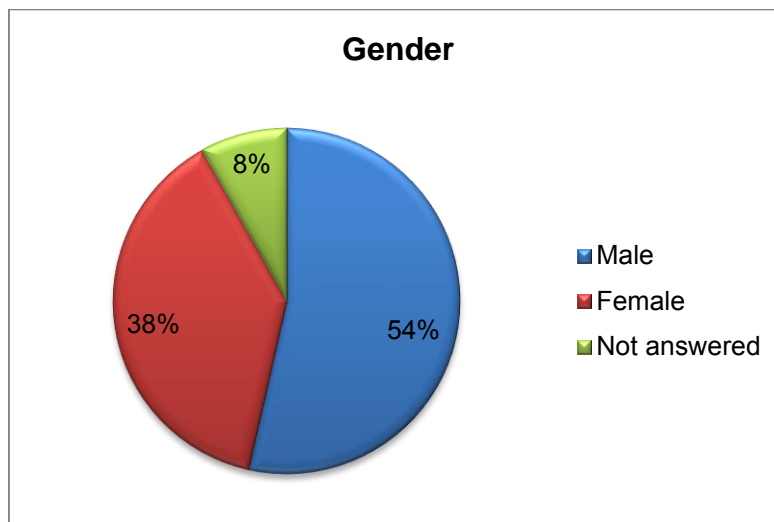
Males (54%) make up the largest representation with females at 38%. Eight per cent (8%) of respondents did not answer the question.

7.1.3 Highest level of education

Figure 7.3: Highest level of education
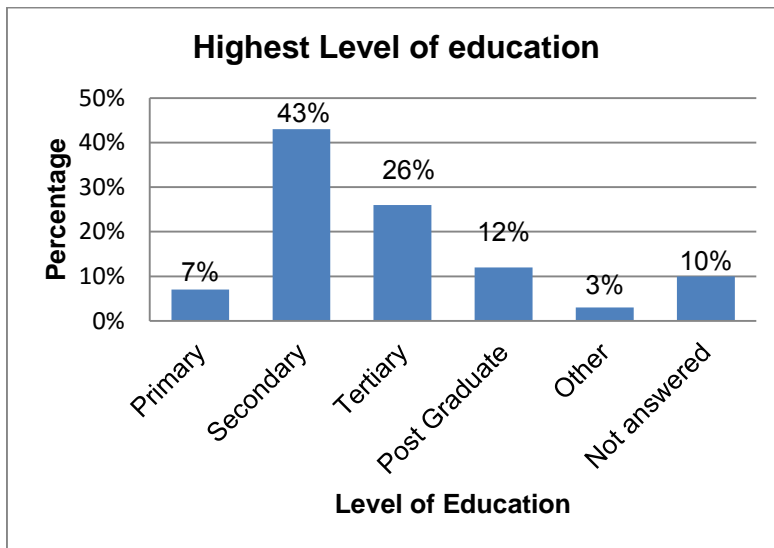
A large majority of the respondents (43%) have a secondary school education, while 26% have attained a tertiary education and 12% a post graduate education. Only 7% have a primary school education as their highest level of education, 3% have obtained other and 10% did not answer the question.

7.1.4 Length of service

Figure 7.4: Length of service
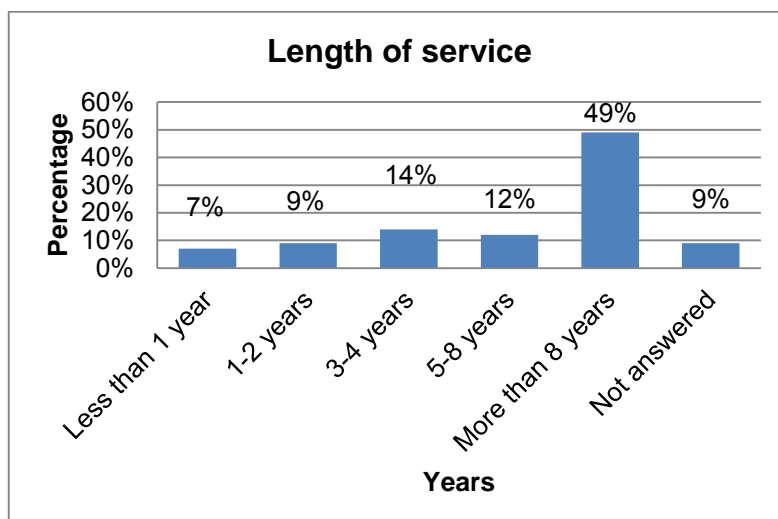
Fourty nine per cent (49%) of respondents have been at the organisation for more than 8 years, 14% have been there for three to four years and 12% have been there

for 5 to 8 years. The smallest representation (7%) represents tenure of less than one year.

7.1.5 Age group

Figure 7.5: Age group
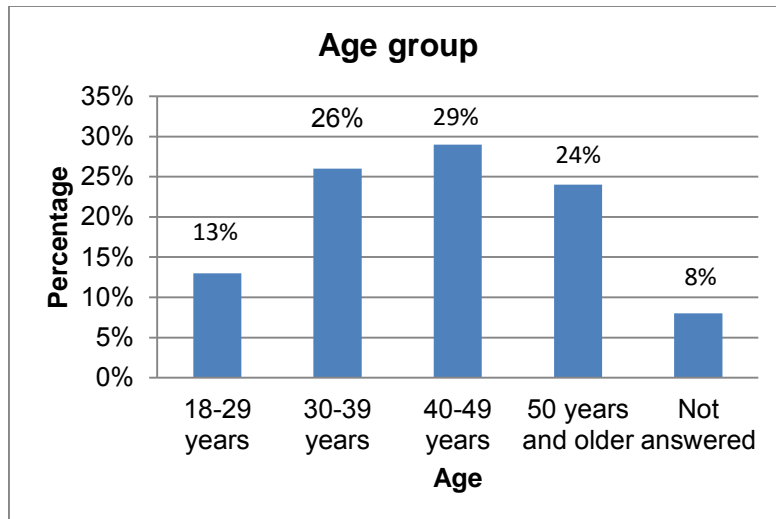
Twenty nine per cent (29%) of the respondents are between 40 and 49 years old, 26% are between 30 and 39 years old and 24% are 50 years and older. Fifty three per cent (53%) are therefore between the age of 40 and older. The smallest representation (13%) is between 18 and 29 years old. Eight per cent (8%) did not answer the question.

7.1.6 Work status

Figure 7.6: Work status
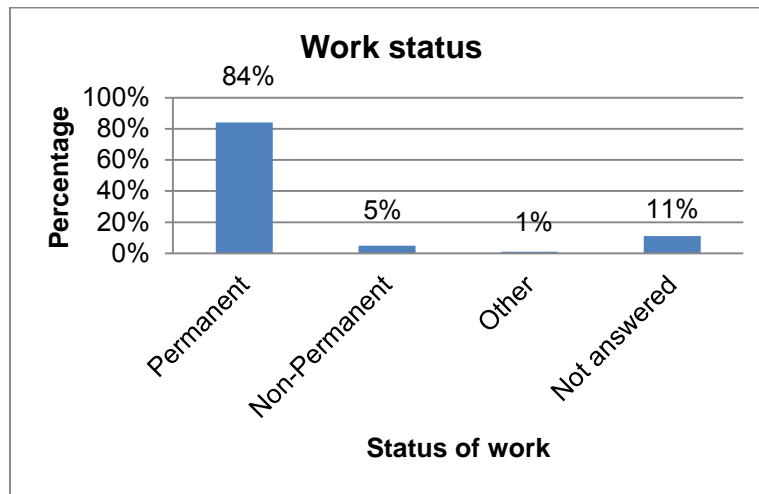
Permanent employees (84%) make up the majority of respondents, with 5% non-permanent and 1% other. Eleven per cent (11%) of respondents did not answer the question.

7.1.7 Salary category

Figure 7.7: Salary category
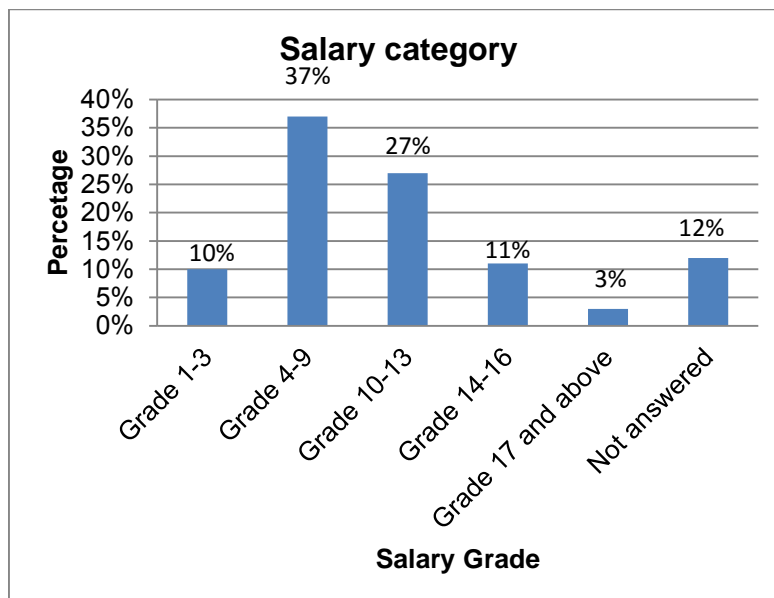
Employees who fall within the salary grade 4 to 9 (37%) make up the most represented of salary grade, with 27% of respondents with salary grade 10 to 13. Eleven per cent (11%) of respondents fall within grade 14 to 16 and 10% with a salary grade of 1 to 3.

Only 3% of respondents have a salary grade of 17 and above and 12% did not answer the question.

7.2 Organisational culture information

7.2.1 Innovation and creativity

Figure 7.8: The organisation is innovative
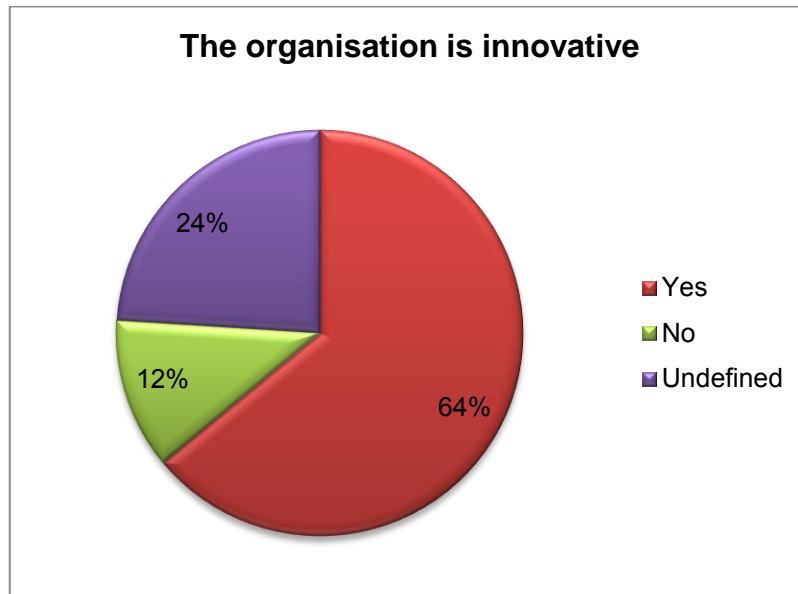
The majority of respondents (64%) agreed that the organisation is innovative, 12% did agree and 24% were undefined. Respondents therefore view the organisation as innovative.

Figure 7.9: The organisation is creative

This organisation is creative
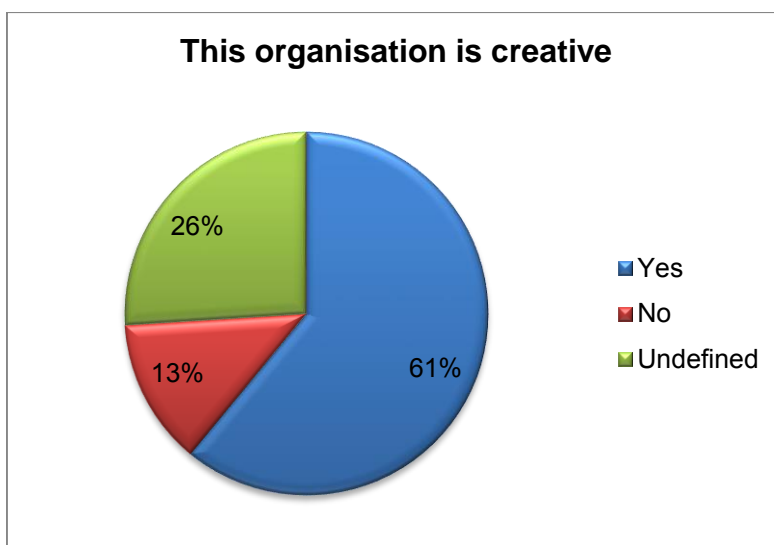
The majority of respondents (61%) agreed that the organisation is creative, 13% did not agree and 26% was undefined. Employees within the organisation therefore perceive it as creative.

Figure 7.10: Employees are encouraged to try new ways of doing things at work

Employees are encouraged to try new ways of doing things at work
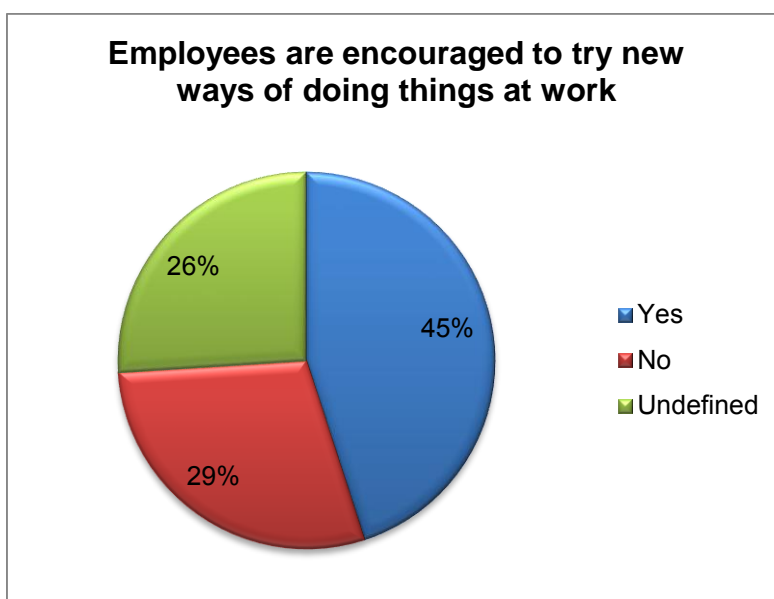
Fourty five per cent (45%) of respondents agreed with the statement that employees are encouraged to try new ways of doing things at work. Twenty nine per cent (29%) indicated that employees are not encouraged and 26% was undefined.

Figure 7.11: Overall ideas and suggestions from employees are appreciated by this organisation

Overall ideas and suggestions from employees are appreciated by this organisation

- Yes
- No
- Undefined
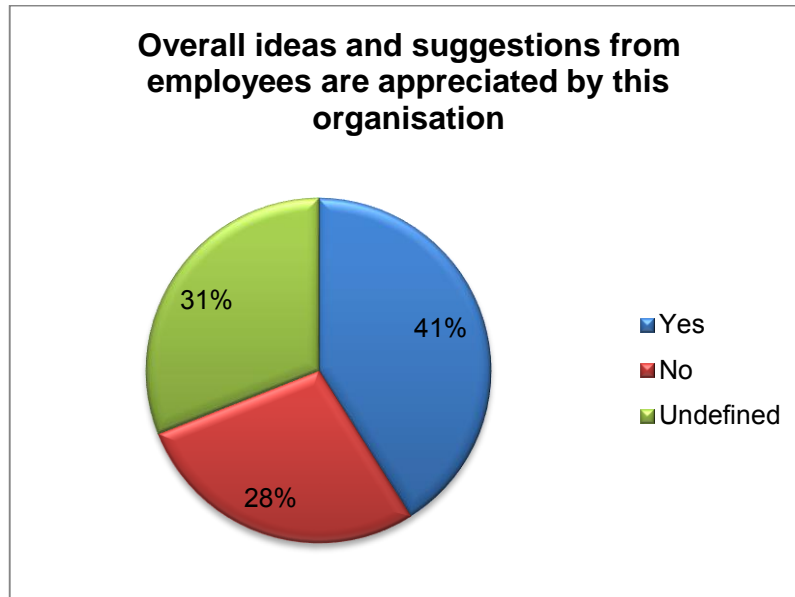
Fourty one per cent (41%) of respondents agreed that ideas and suggestions from employees are appreciated by the organisation, 28% disagreed with the statement and 31% was undefined.

Figure 7.12: This organisation has a process where employees can offer feedback and ideas

This organisation has a process where employees can offer feedback and ideas

- Yes
- No
- Undefined

Fourty three per cent (43%) of respondents indicated that the organisation does have a process in place, 28% indicated that the organisation does not have a process in place and 29% was undefined.

Figure 7.13: The organisation often asks for ideas from employees

Thirty five per cent (35%) of respondents indicated that the organisation does ask employees for ideas and 35% also indicated that the organisation does not ask employees for ideas. Thirty per cent (30%) was undefined.

Figure 7.14: Employees' ideas are put into practice by this organisation
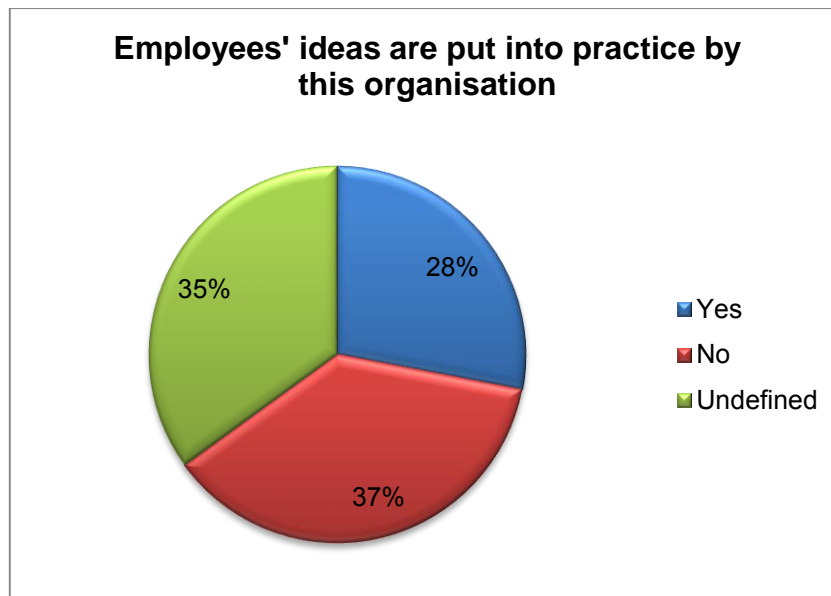
Thirty seven per cent (37%) of respondents indicated that employees' ideas are not put into practice by the organisation and 28% indicated that the employees' ideas are put into practice. 35% of respondents selected agree/not agree and is therefore undefined.

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7.2.2 Leadership

Figure 7.15: Senior leaders at this organisation are excellent leaders

Senior leaders at this organisation are excellent leaders

- 42% Yes
- 23% No
- 35% Undefined
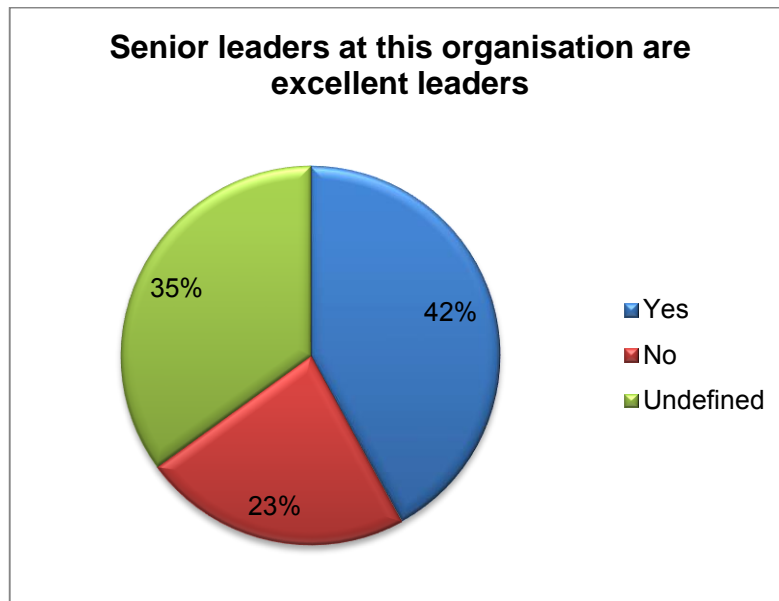
Fourty two per cent (42%) of respondents indicated that they agreed with the statement, 23% felt that senior leaders were not excellent leaders and 35% was undefined.

Figure 7.16: Senior leaders at this organisation are strong capable leaders

Senior leaders at this organisation are strong capable leaders

- 44% Yes
- 22% No
- 34% Undefined
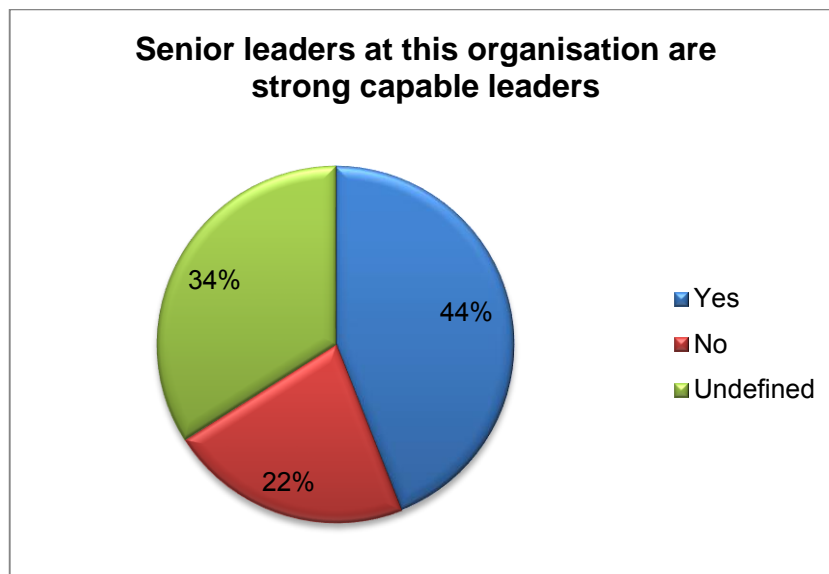
Fourty four per cent (44%) of respondents indicated that senior leaders are strong capable leaders, 22% indicated that they disagree/strongly disagree and 34% was undefined.

Figure 7.17: Senior leaders at this organisation are empowered leaders
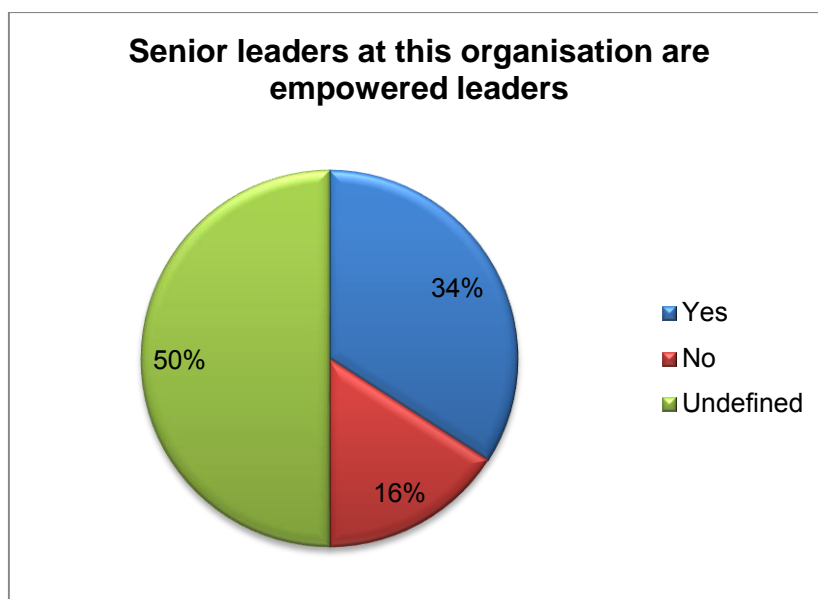
Fifty per cent (50%) fall within the undefined segment, 50% of respondents therefore chose the middle rating indicating that they neither agree nor disagree. Thirty four per cent (34%) indicated that senior leaders are empowered and 16% indicated that they are not empowered.

Figure 7.18: Senior leaders at this organisation are people of high integrity
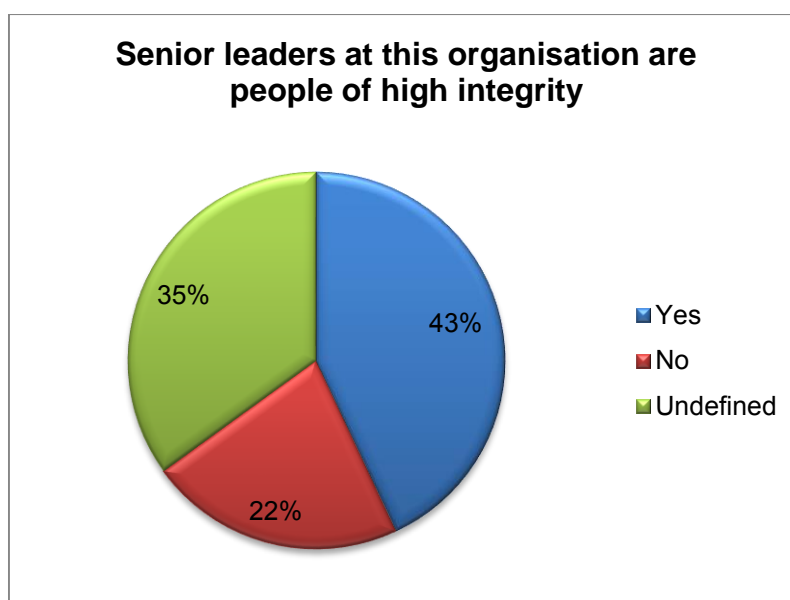
Fourty three per cent (43%) of respondents indicated that they agree with the statement, 35% indicated that they neither agree nor disagree and is therefore undefined. Twenty two per cent (22%) indicated that they do not agree.

Figure 7.19: Senior leaders at this organisation communicate effectively with all staff
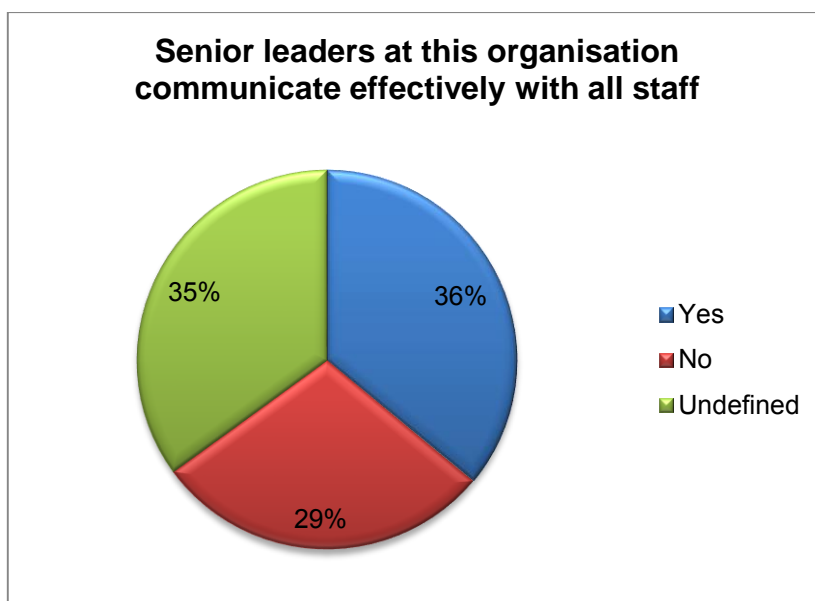
Thirty six per cent (36%) either strongly agreed or agreed with the statement. Thirty five per cent (35%) indicated that they neither agree nor disagree. Twenty nine per cent (29%) indicated that they either disagree or strongly disagree.

Figure 7.20: Senior leaders at this organisation are approachable for all who work at this organisation
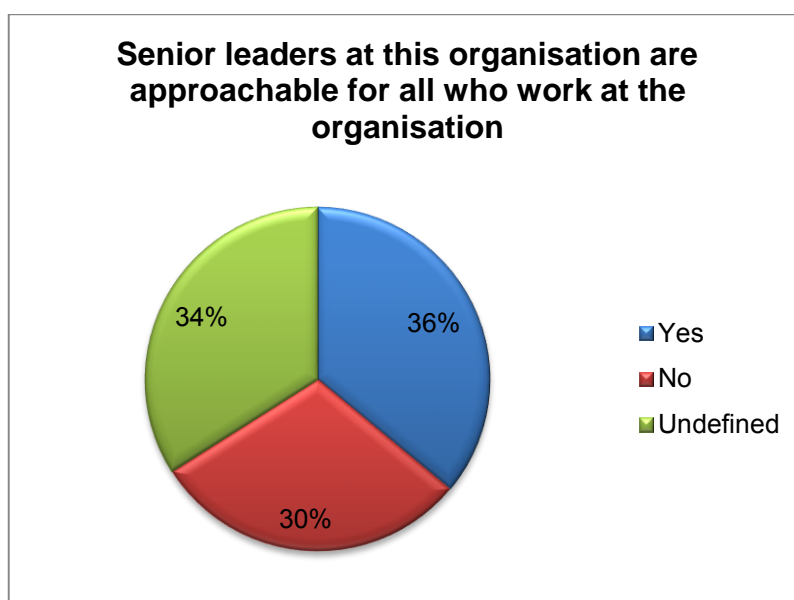
Thirty six per cent (36%) of respondents indicated that senior leaders are approachable to all within the organisation, 34% was undefined and 30% indicated that senior leaders are not approachable.

Figure 7.21: Senior leaders at this organisation care about me as an individual
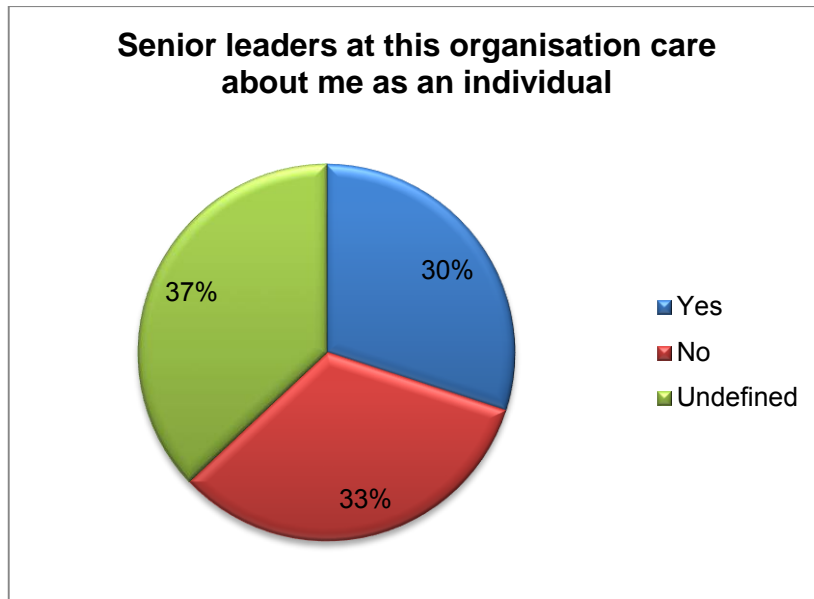
Thirty seven per cent (37%) of respondents selected the middle which indicates undefined, 33% indicated disagree/strongly disagree and 30% indicated strongly agree/agree. A number of respondents therefore feel that senior leaders do not care about them as an individual.

Figure 7.22: Senior leaders at this organisation are leading the organisation in the right direction

Fourty five per cent (45%) of respondents indicated that they strongly agree or agree with the statement, 35% was undefined and 20% indicated that they disagree/strongly disagree.

Figure 7.23: My supervisor/manager pays attention to how people feel at work

My supervisor/manager pays attention to how people feel at work

- Yes — 46%
- No — 32%
- Undefined — 22%

Fourty six per cent of respondents indicated that their manager/supervisor does pay attention to how people feel at work, 32% said they do not pay attention and 22% was undefined.

Figure 7.24: I get the highest quality advice about how I should do things from my immediate supervisor/manager

I get the highest quality advice about how I should do things from my immediate supervisor/manager

- Yes — 51%
- No — 24%
- Undefined — 25%

Fifty one per cent (51%) of respondents indicated that they receive advice from their manager/supervisor, 25% was undefined and 24% did not agree with the statement.

Figure 7.25: My immediate supervisor/manager provides me with the right amount of supervision and guidance
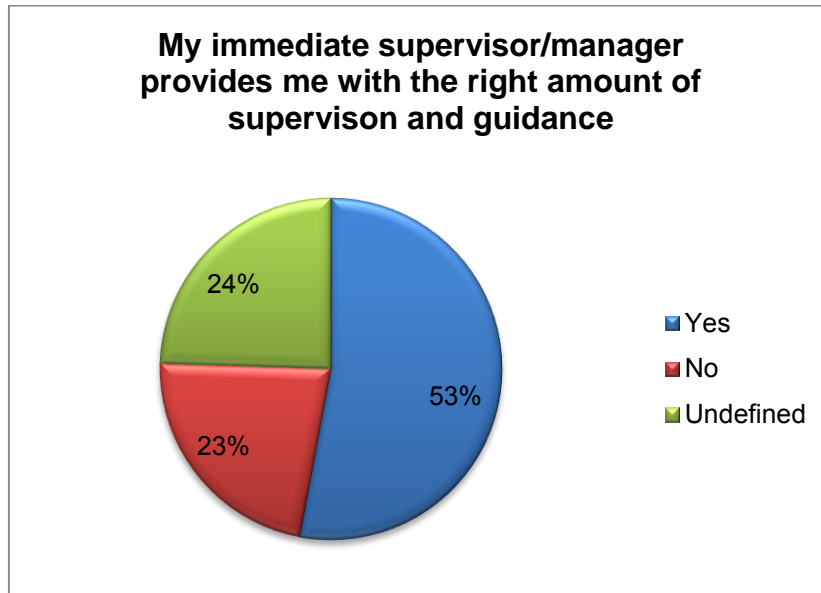
The majority (53%) of respondents strongly agreed or agreed with the statement, 24% was undefined and 23% disagree or strongly disagree.

7.2.3 Participation in decision-making

Figure 7.26: I am truly empowered by my immediate supervisor/manager to make decisions and take actions that I think are best for the department and organisation
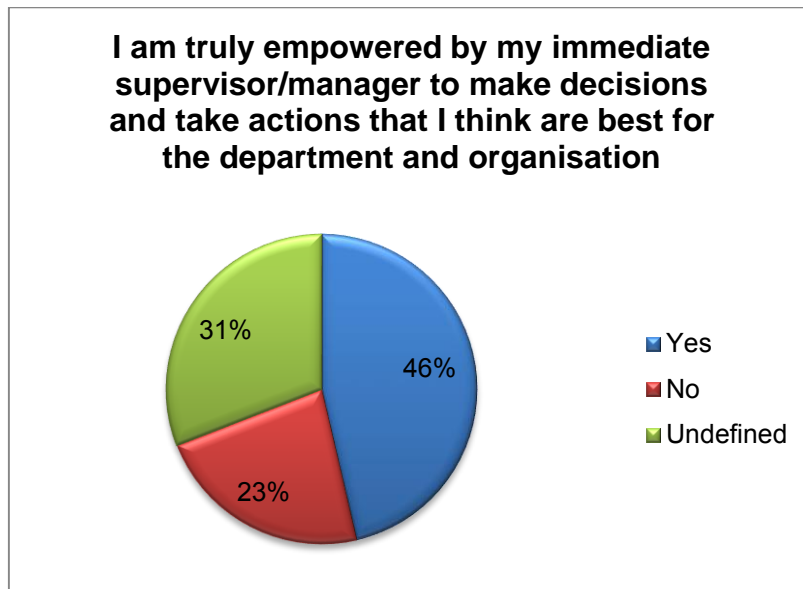
Fourty six per cent (46%) of respondents strongly agree/agree that they are truly empowered to make decisions and to take action, 31% was undefined and 23% disagree/strongly disagree.

Figure 7.27: I am trusted with information about this organisation that is not generally shared with the public
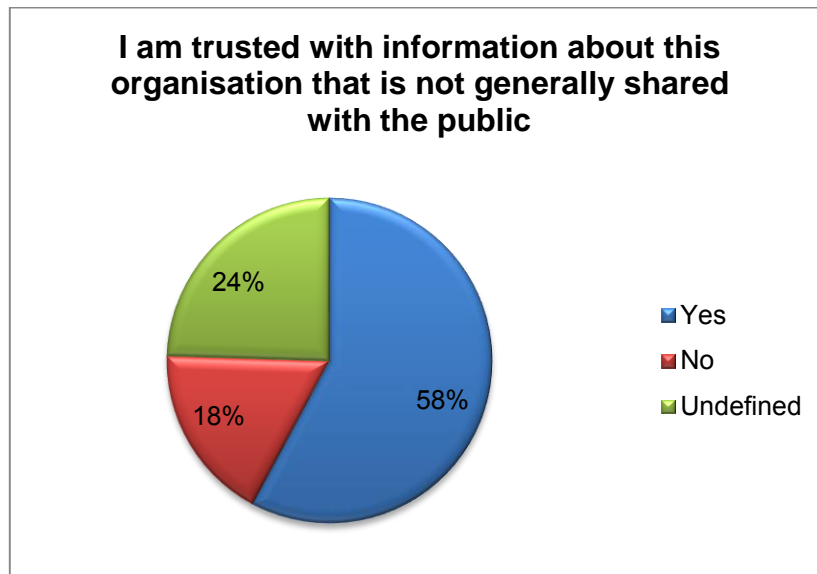
Fifty eight per cent (58%) of participants indicated that they are trusted with information that is not generally shared with the public, 24% was undefined and 18% disagree with the statement.

Figure 7.28: I have control over the resources that I use to do my work
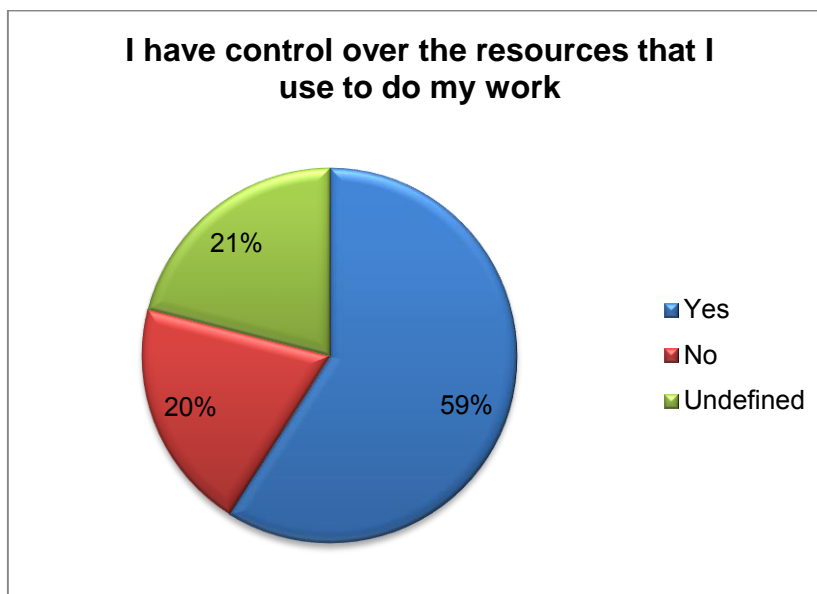
The majority (59%) of respondents indicated that they strongly agree or agree with the statement regarding control over resources. Twenty one per cent (21%) was undefined and 20% disagree with the statement.

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7.2.4 Organisational Structure

Figure 7.29: I am familiar with and understand what this organisation is all about
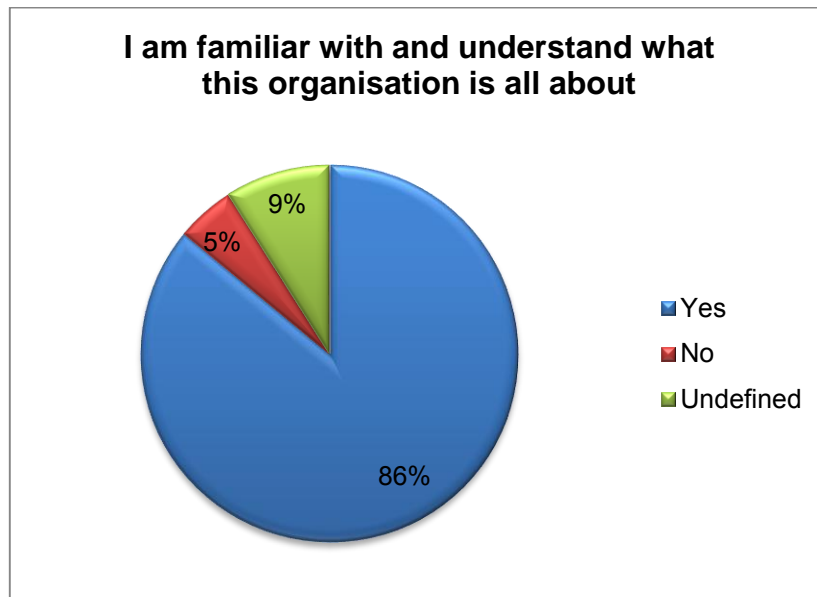
I am familiar with and understand what this organisation is all about

- Yes
- No
- Undefined

86% / 5% / 9%

The majority (86%) of respondents indicated that they are familiar with and understand what the organisation is all about. 9% was undefined and 5% of respondents indicated that they were not familiar with what the organisation is about.

Figure 7.30: This organisation has a distinct image and is a unique place to work

This organisation has a distinct image and is a unique/different place to work

- Yes
- No
- Undefined

73% / 9% / 18%
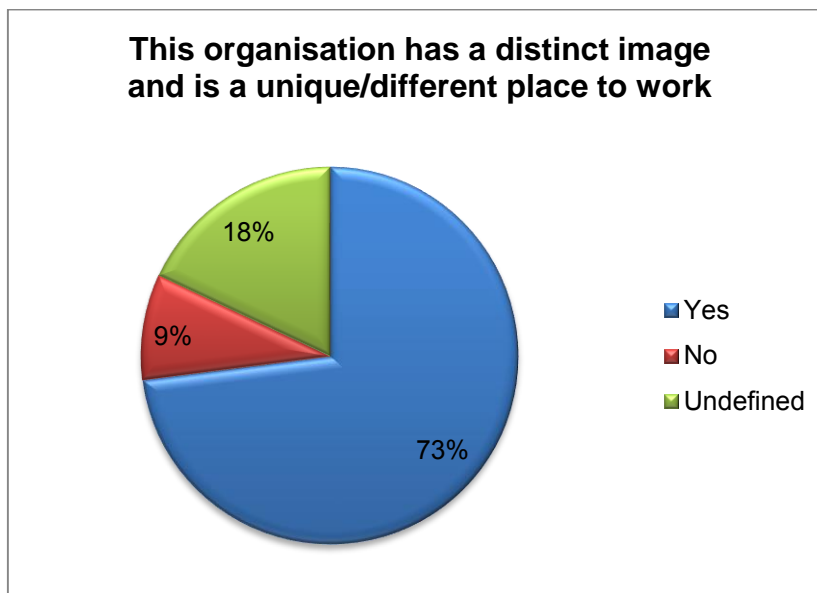
The majority (73%) of respondents agreed that the organisation is unique, 18% was undefined and 9% did not agree with the statement.

Figure 7.31: This organisation provides staff with clear career path and progression opportunities

This organisation provides staff with clear career path and progression opportunities

- Yes — 43%
- No — 31%
- Undefined — 26%
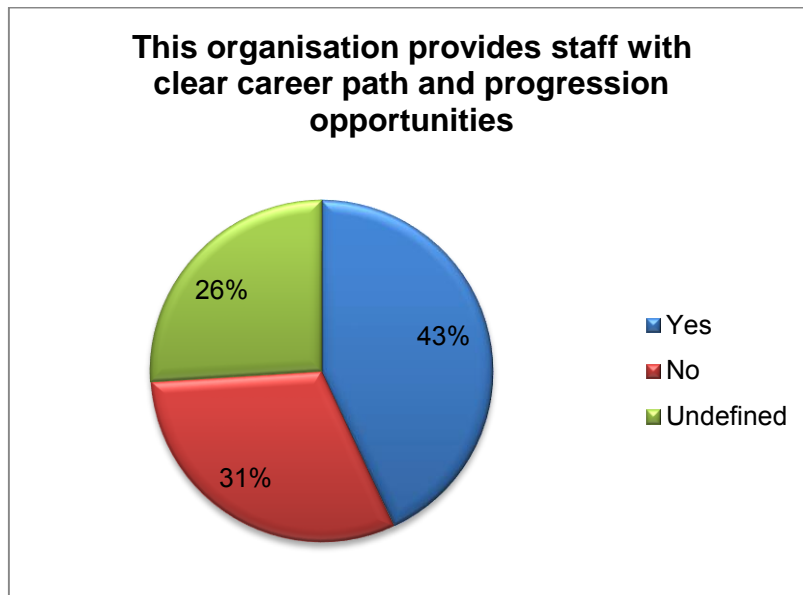
Fourty three per cent (43%) of respondents indicated that in their view the organisation does provide staff with clear career path and progression opportunities, 31% indicated that they do not agree with the statement and 26% was undefined.

Figure 7.32: This organisation does well in assigning the right number of people to get jobs done

This organisation does well in assigning the right number of people to get jobs done

- Yes — 36%
- No — 36%
- Undefined — 28%
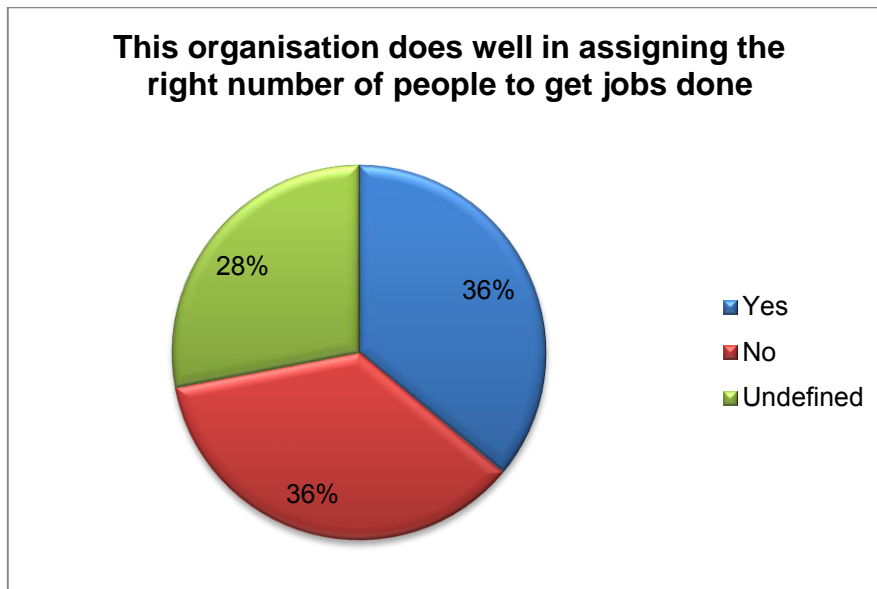
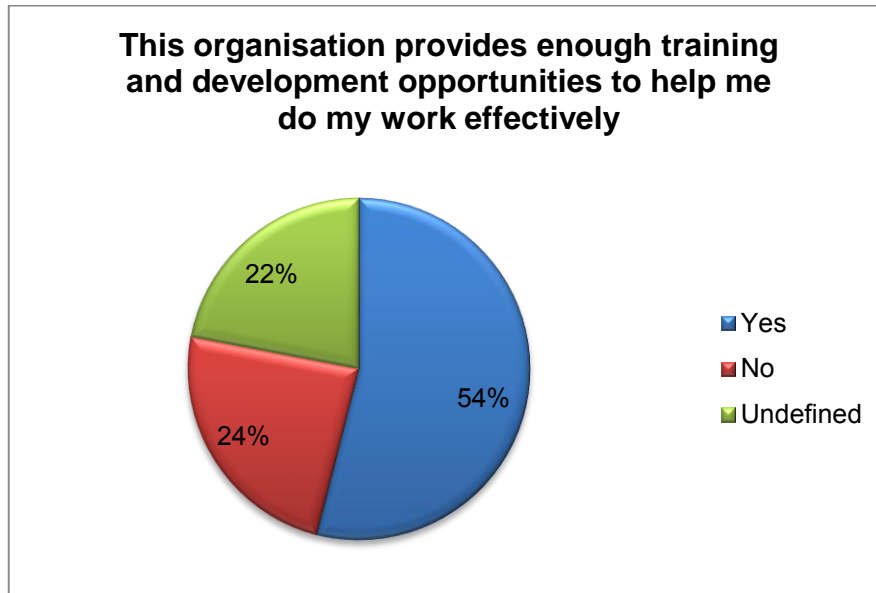Thirty six per cent (36%) of respondents strongly agree/agree with the statement and 36% disagree/strongly disagree with the statement. Twenty eight per cent (28%) of respondents selected agree/not agree.

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Figure 7.33: This organisation has good systems & processes in place that allow me to do my work efficiently

This organisation has good systems and processes in place that allow me to do my work efficiently

27%

51%

22%

■ Yes
■ No
■ Undefined
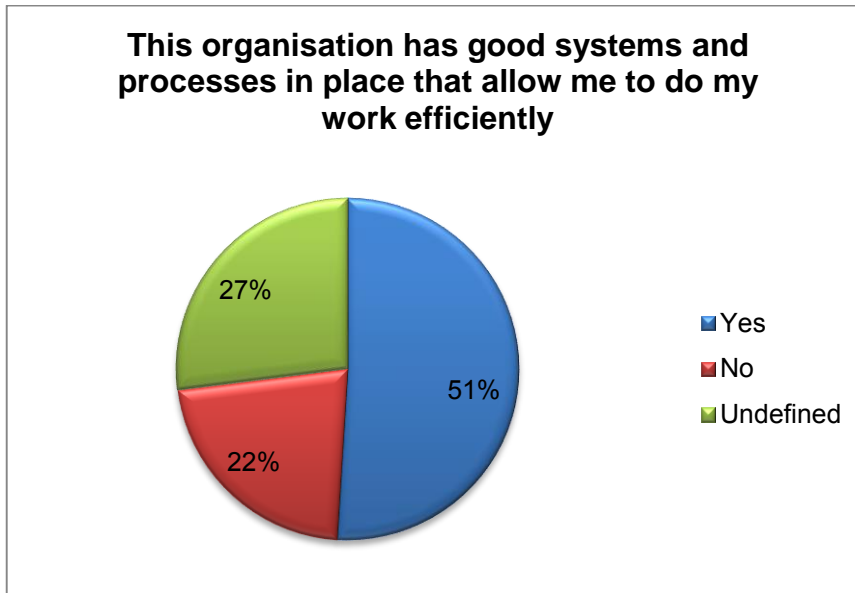
The majority (51%) of respondents strongly agree/agree that the organisation has good systems and processes in place that allow employees to do their work efficiently. 27% was undefined and 22% indicated that they did not agree.

7.2.5 Communication

Figure 7.34: Overall information about the organisation is communicated well to employees

Overall information about the organisation is communicated well to employees

27%

50%

23%

■ Yes
■ No
■ Undefined
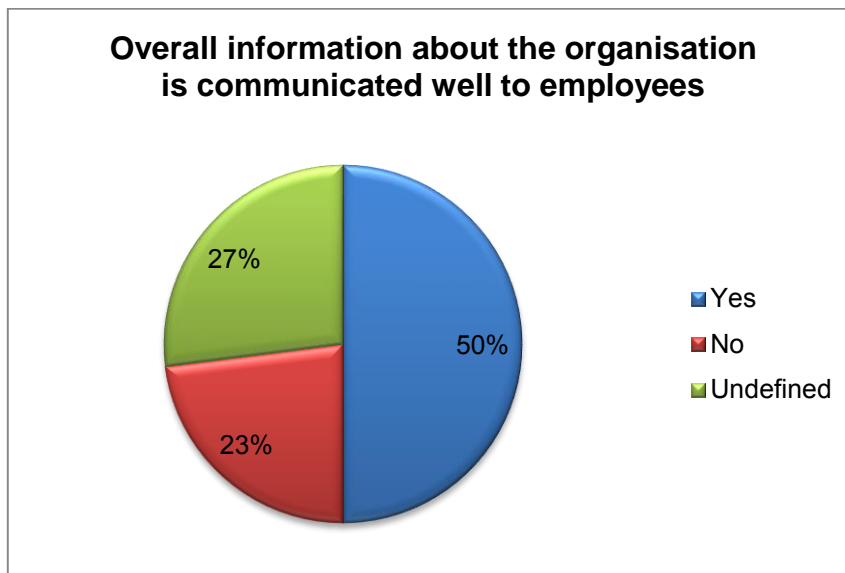
Fifty per cent (50%) of respondents agree that overall information about the organisation is communicated well to employees, 27% was undefined and 23% disagree.

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Figure 7.35: I am given the right amount of information about this organisation

I am given the right amount of information about this organisation

- Yes — 53%
- No — 19%
- Undefined — 28%
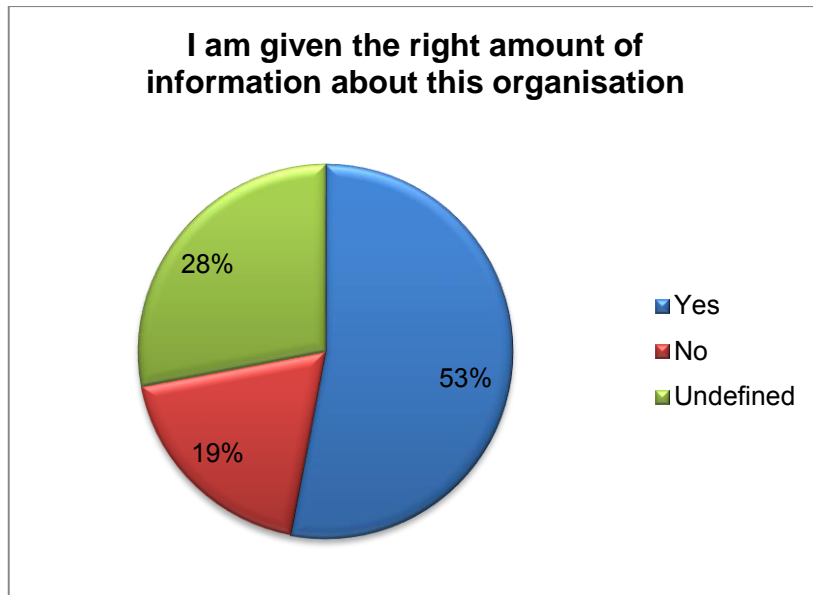
The majority (53%) of respondents strongly agree/agree with the statement that they are given the right amount of information about the organisation. 28% indicated that they agree/disagree with the statement and 19% disagree/strongly disagree.

Figure 7.36: I receive information from this organisation often enough to feel informed

I receive information from this organisaton often enough to feel informed

- Yes — 53%
- No — 21%
- Undefined — 26%
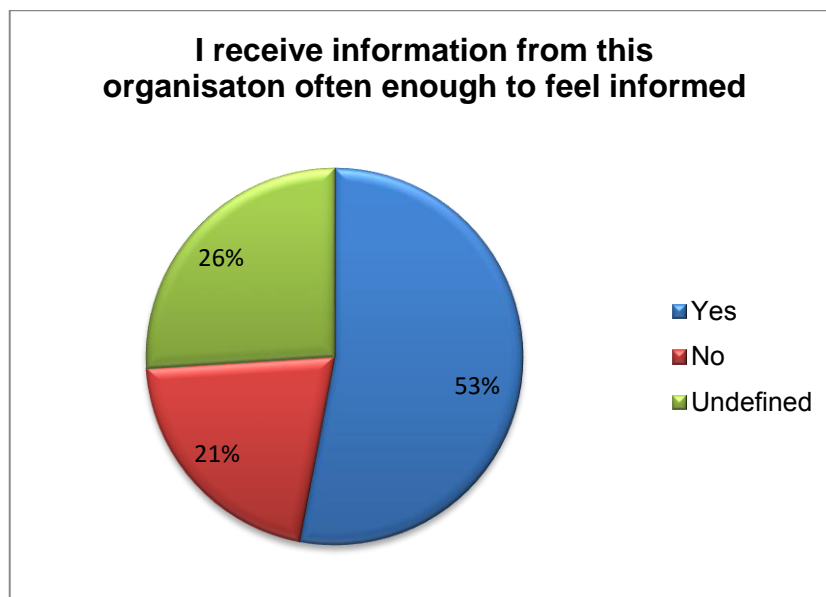
Fifty three per cent (53%) of respondents indicated that they receive information from the organisation often enough to feel informed, 26% was undefined and 21% indicated that they did not receive information often enough.

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Figure 7.37: This organisation communicates in a way that considers employees' feelings
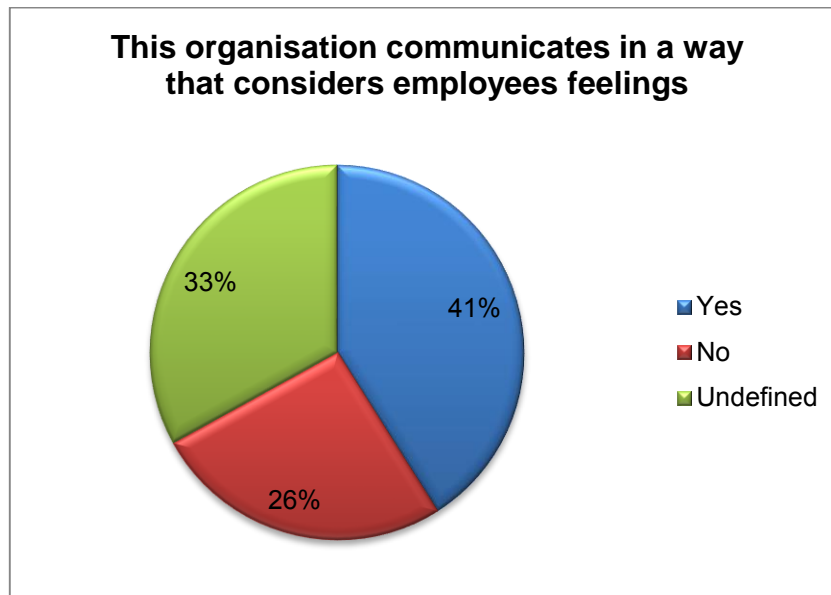
Fourty one per cent of respondents indicated that they strongly agree/agree with the statement, 33% agree/disagree and 26% disagree/strongly disagree.

Figure 7.38: Information is communicated in a timely way at this organisation
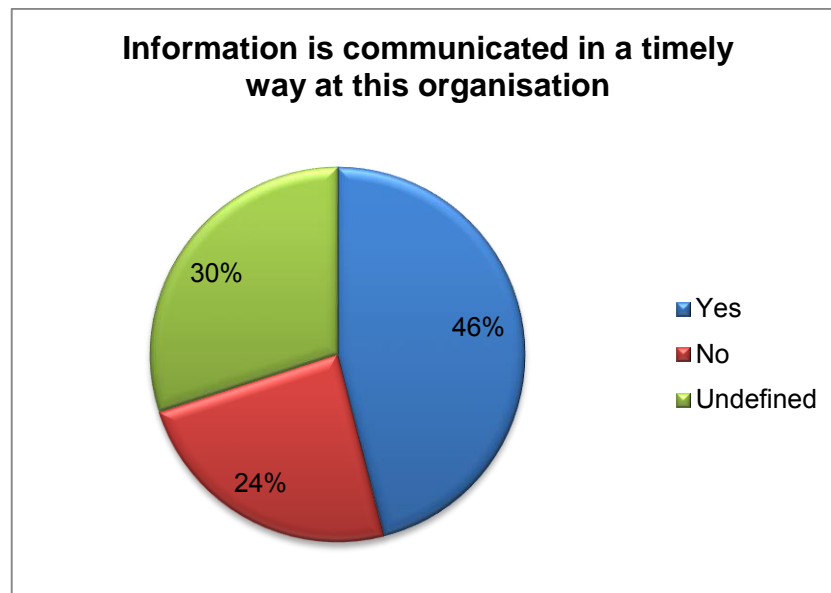
Fourty six per cent (46%) of respondents strongly agree/agree that information is communicated in a timely way at this organisation. Thirty per cent (30%) was undefined and 24% disagree/strongly disagree with the statement.

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Figure 7.39: Information is freely shared among people and departments to help employees stay very knowledgeable in their jobs
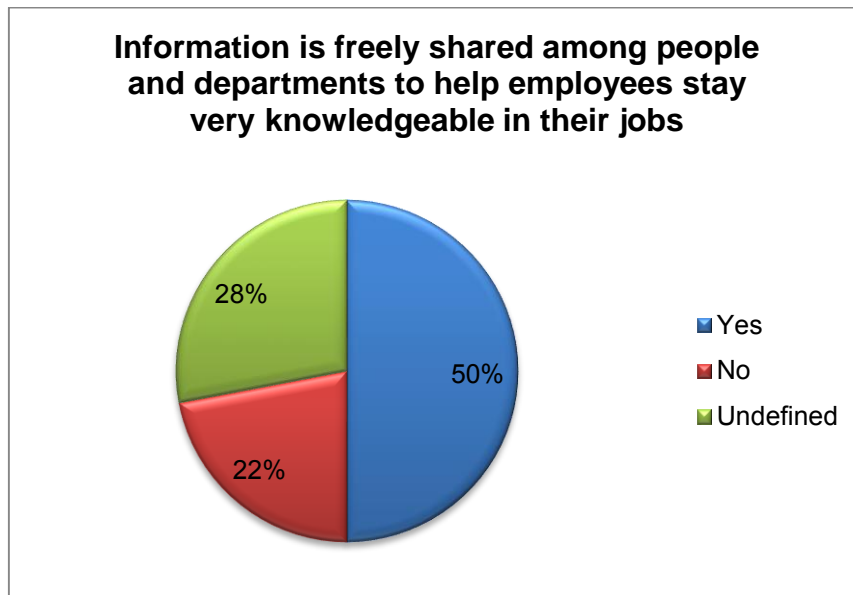
Fifty per cent (50%) of respondents agreed that information is freely shared among people and departments, 28% was undefined and 22% disagreed with the statement.

Figure 7.40: Management makes clear what they expect of me at work

The majority (72%) of respondents strongly agree/agree that management makes clear what they expect of employees at work. Fifteen per cent (15%) was undefined as they selected agree/disagree and 13% disagree/strongly disagree.

Figure 7.41: At work I am hardly ever given mixed messages about what I am supposed to be doing

At work I am hardly ever given "mixed messages" about what I am supposed to be doing

- 27%
- 50%
- 23%

Legend:
- Yes
- No
- Undefined
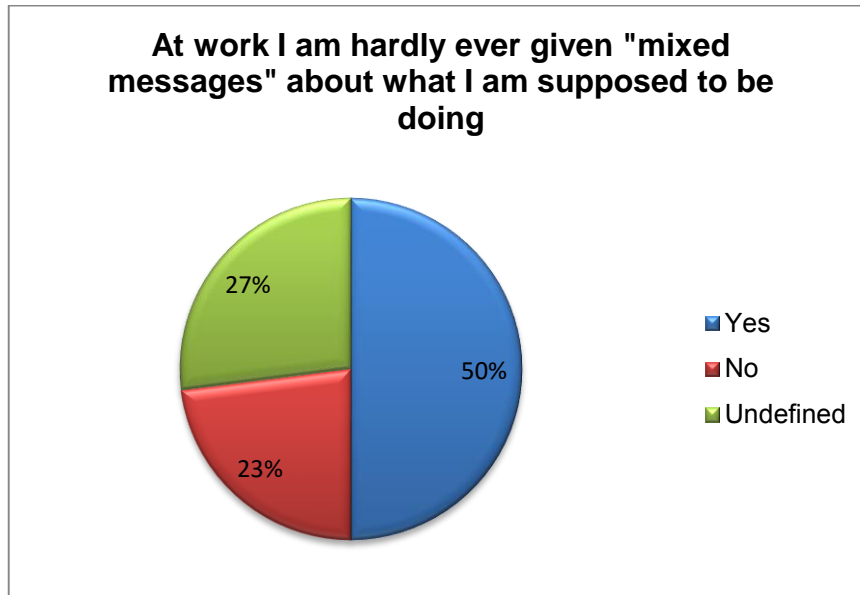
Fifty per cent (50%) of respondents strongly agree/agree with the statement, 27% selected agree/disagree and 23% disagree/strongly disagree with the statement.

7.2.6 Productivity

Figure 7.42: Overall, in this organisation, employees get the resources they need to help them to do their work well

Overall, in this organisation, employees get the resources they need to help them to do their work well

- 22%
- 55%
- 23%

Legend:
- Yes
- No
- Undefined
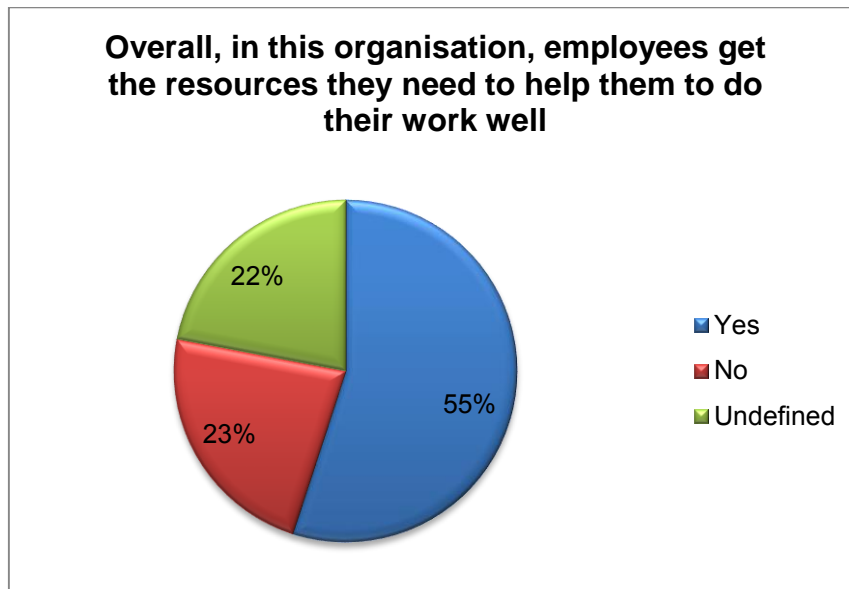
The majority (55%) of respondents indicated that employees do get the resources which they need to help them do their work well. Twenty three per cent (23%) of respondents did not agree with the statement and 22% selected agree/ not agree.

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Figure 7.43: This organisation provides enough training and development opportunities to help me do my work effectively

The majority (54%) of respondents strongly agree/agree that the organisation does provide enough training to enable them to do their work effectively, 24% disagree with the statement and 22% was undefined.

Figure 7.44: This organisation invests in the personal and professional development of its staff
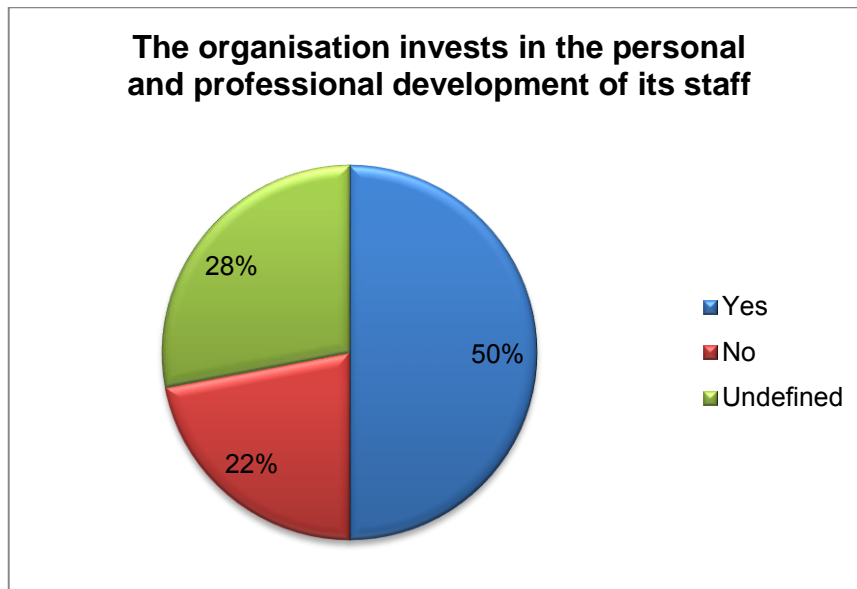
Fifty per cent (50%) of respondents agree that the organisation invests in the personal and professional development of its staff, 28% was undefined and 22% did not agree.

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7.3 Organisational commitment

Figure 7.45: I give 100% when at the organisation

I give 100% when at this organisation

- Yes
- No
- Undefined

8%

7%

85%
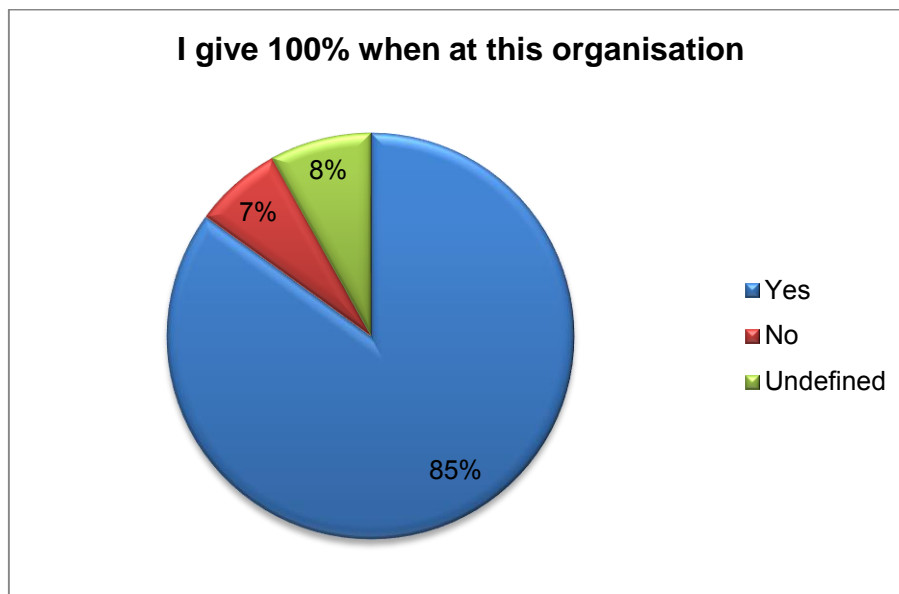
The majority (85%) of respondents strongly agree/agree with the statement. Eight per cent (8%) of respondents selected agree/disagree and 7% did not agree or strongly disagreed with the statement.

Figure 7.46: I am prepared to put in extra work when required

I am prepared to put in extra work when required

- Yes
- No
- Undefined

12%

9%

79%
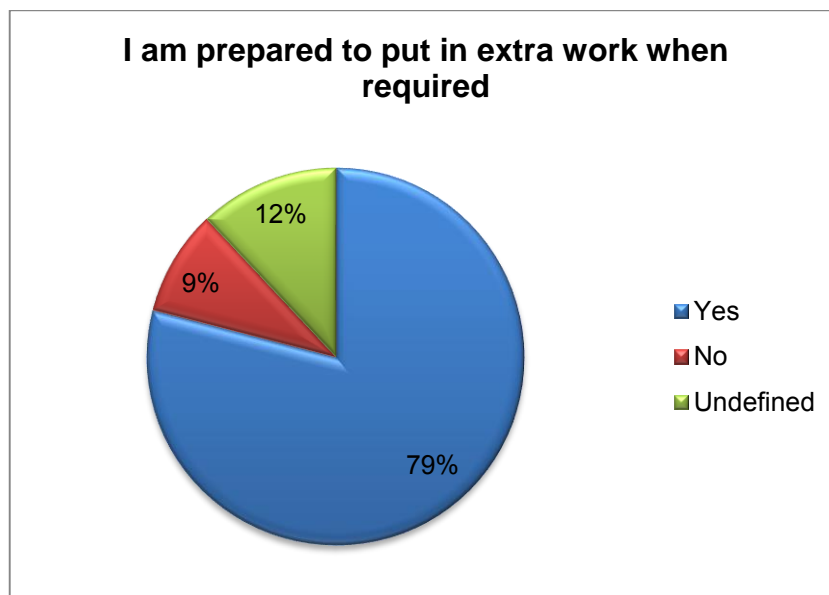
The majority (79%) of respondents indicated that they are prepared to put in extra work when required. Twelve per cent (12%) of respondents selected agree/disagree and 9% of respondents did not agree with the statement.

Figure 7.47: I do things at work that are above and beyond the call of duty

I do things at work that are above and beyond the call of duty

16%

10%

74%

- Yes
- No
- Undefined
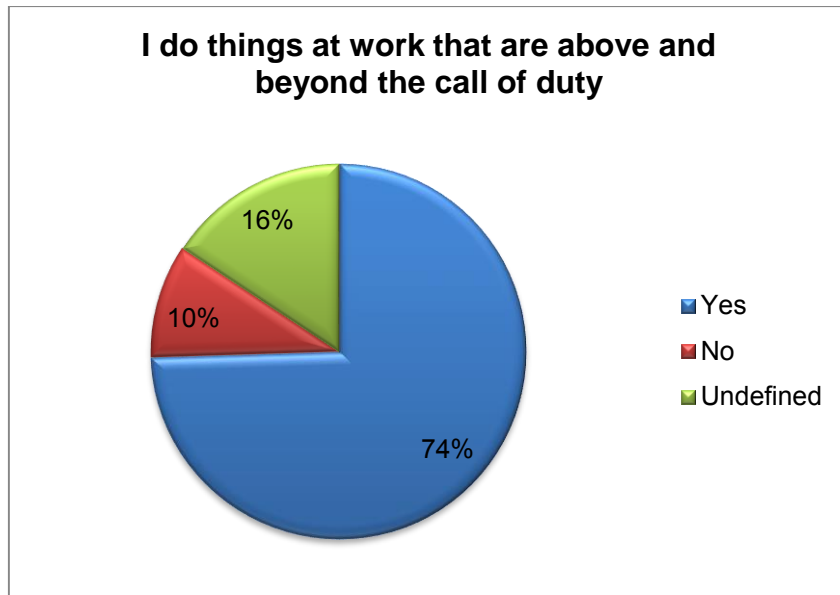
The majority (74%) of respondents strongly agree/agree with the statement, 16% was undefined and 10% indicated that they do not do things at work that are above and beyond the call of duty.

Figure 7.48: I react to problems in my area of responsibility as if this organisation were my own business

I react to problems in my area of responsibility as if this organisation were my own business

12%

10%

78%

- Yes
- No
- Undefined
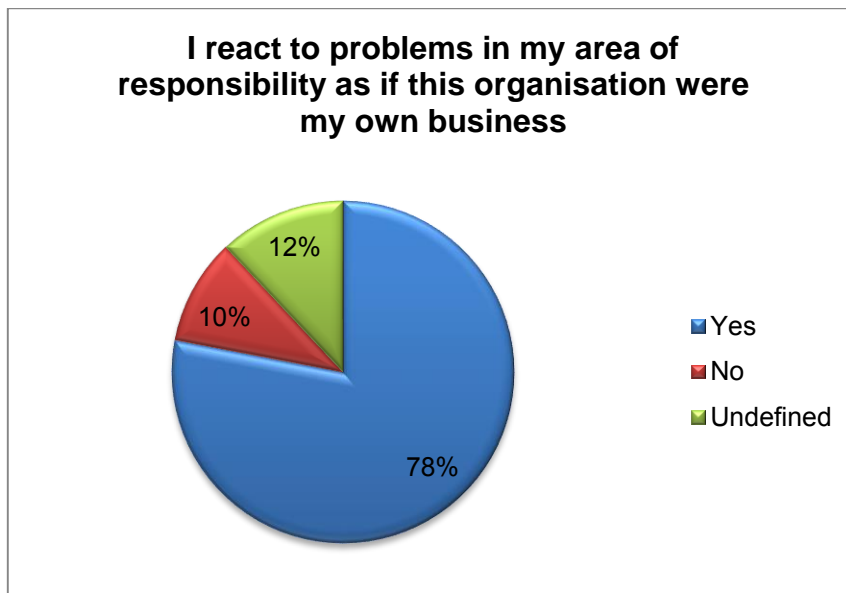
The majority (78%) of respondents indicated that they strongly agree/agree with the statement, 12% was undefined and 10% did not agree with the statement.

Figure 7.49: I feel highly motivated to do my work well

I feel highly motivated to do my work well

The majority (69%) of respondents strongly agree/agree with the statement that they feel highly motivated to do their work well. Sixteen per cent (16%) was undefined and 15% did not agree with the statement.

Figure 7.50: I am proud to work for this organisation

I am proud to work for this organisation
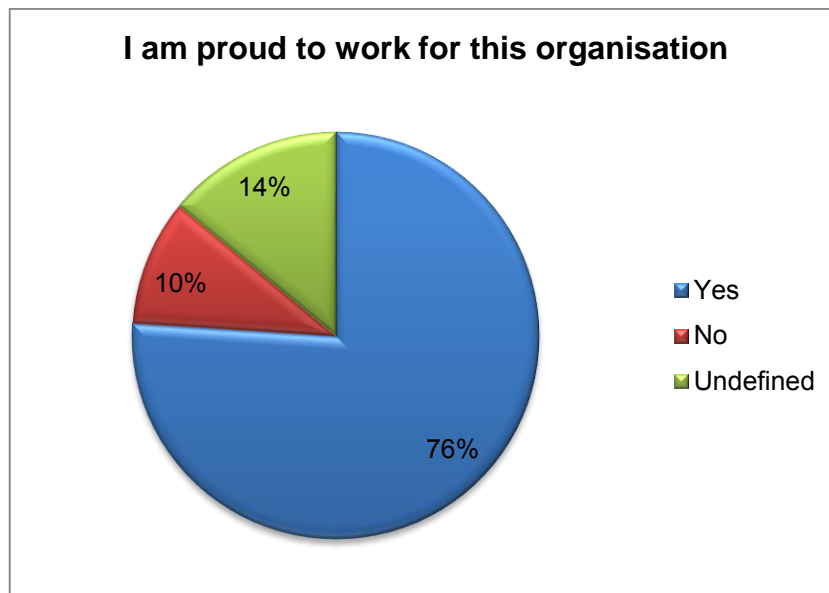
The majority (76%) of respondents indicated that they are proud to work for the organisation. Fourteen per cent (14%) of respondents neither agree nor disagree with the statement and 10% disagree/strongly disagree.

7.4 Biographical information of the focus group

7.4.1 Ethnic group

Figure 7.51: Ethnic group
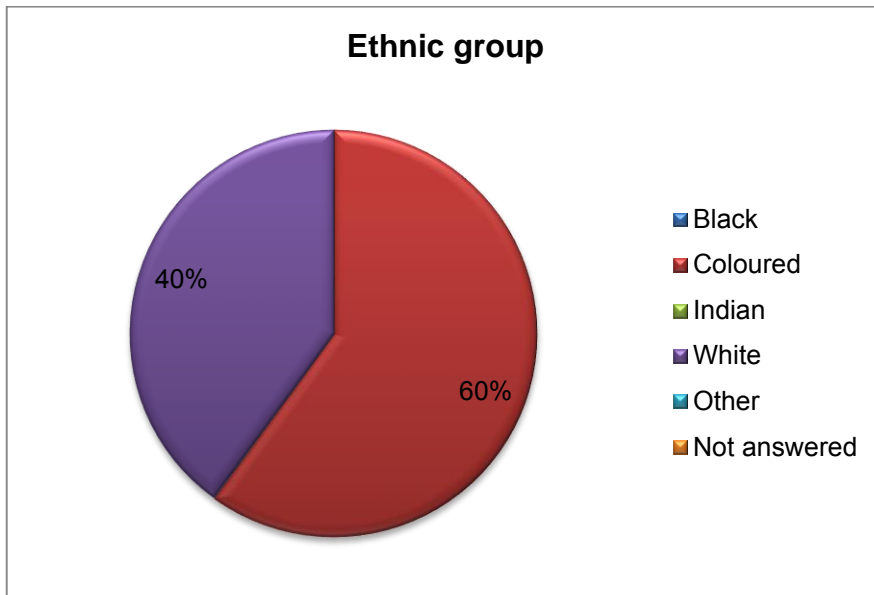
Coloureds (60%) make up the majority of the focus group respondents. Whites (40%) are the smallest representative ethnic group. The other ethnic groups are not represented.

7.4.2 Gender

Figure 7.52: Gender

Males (60%) make up the largest representation with females at 40%.

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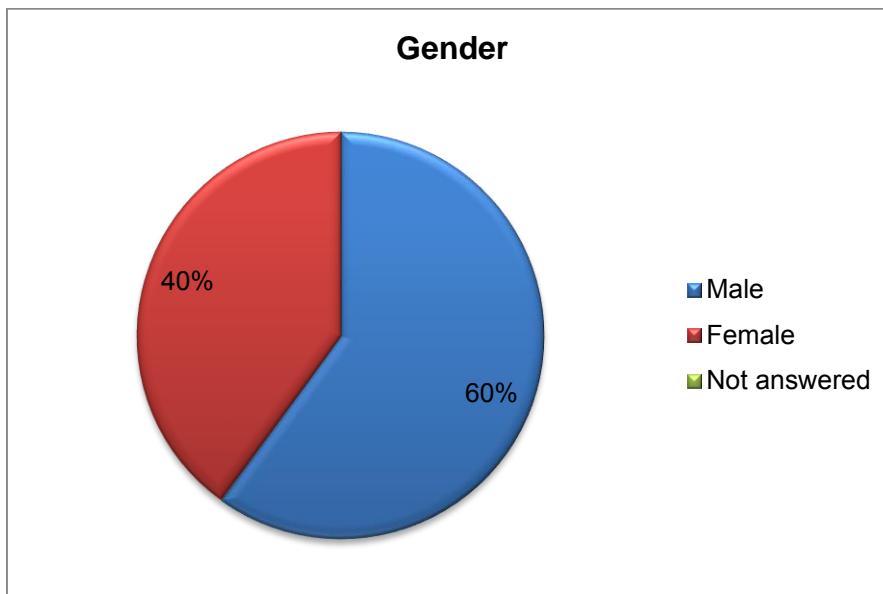
7.4.3 Highest level of education

Figure 7.53: Highest level of education
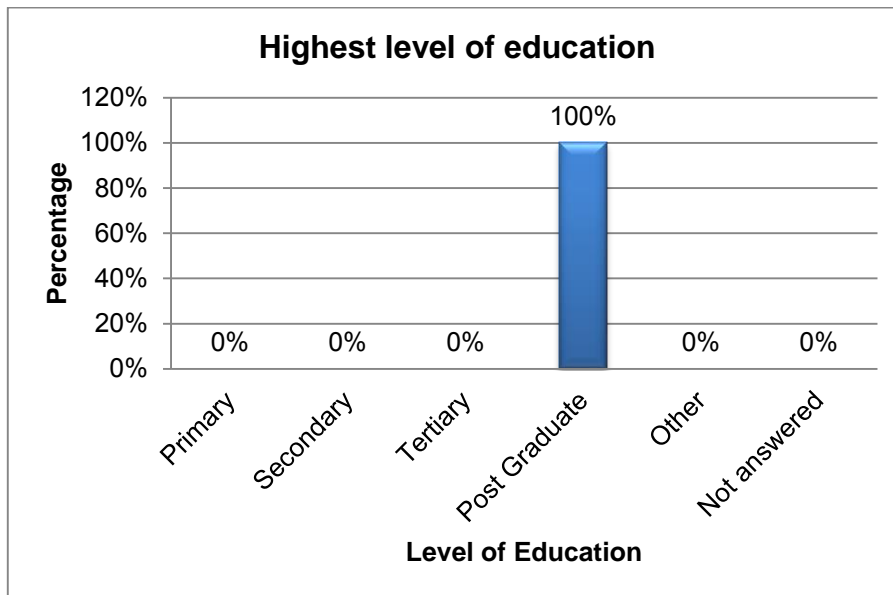
One hundred per cent (100%) of respondents hold a post graduate qualification.

7.4.4 Length of service

Figure 7.54: Length of service
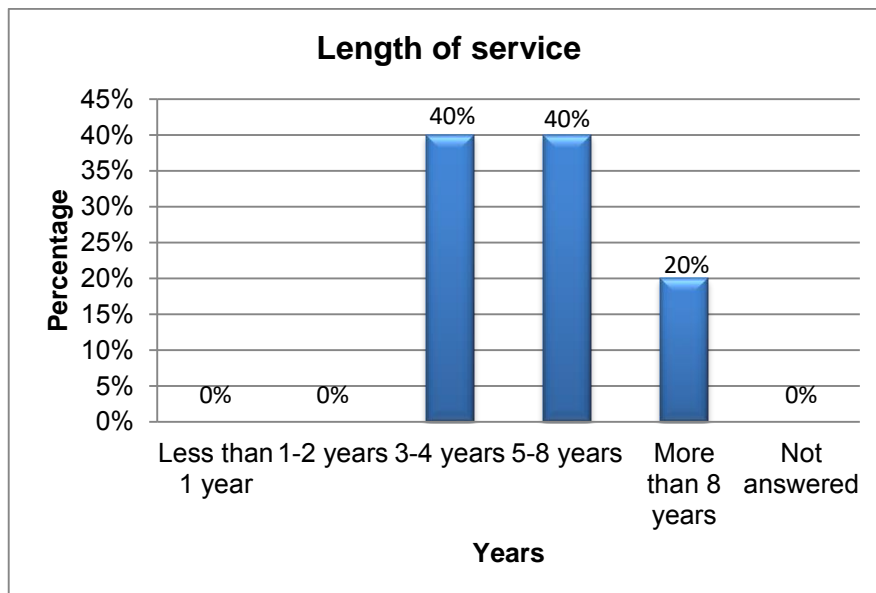
Fourty per cent (40%) of respondents have been at the organisation for 3 to 4 years and 40% have been there for 5 to 8 years. The smallest representation (20%) represents a tenure of more than 8 years.

7.4.5 Age group

Figure 7.55: Age group

Age group
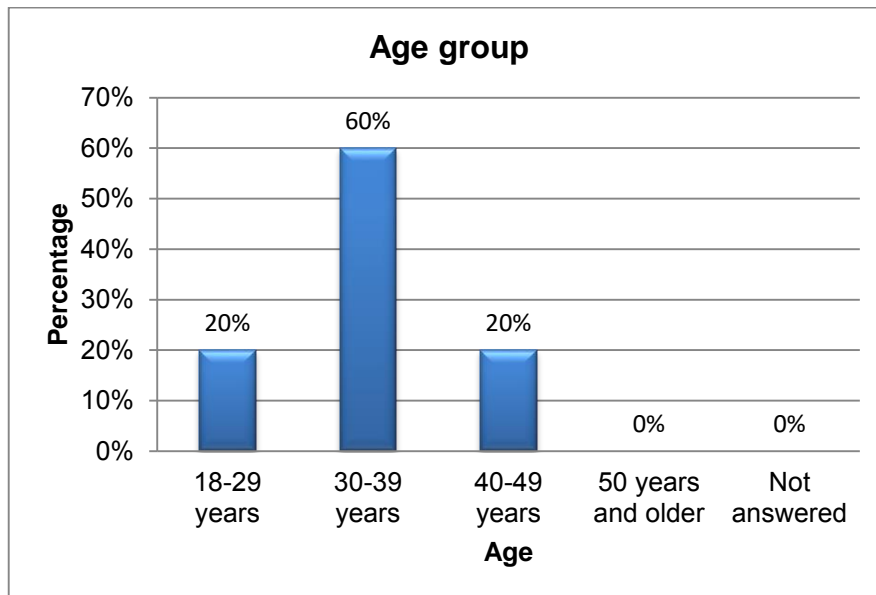
The majority (60%) of respondents are between the ages of 30 to 39 years. 20% are between 18 to 29 years old and 20% are between 40 to 49 years old.

7.4.6 Work status

Figure 7.56: Work status

Work status
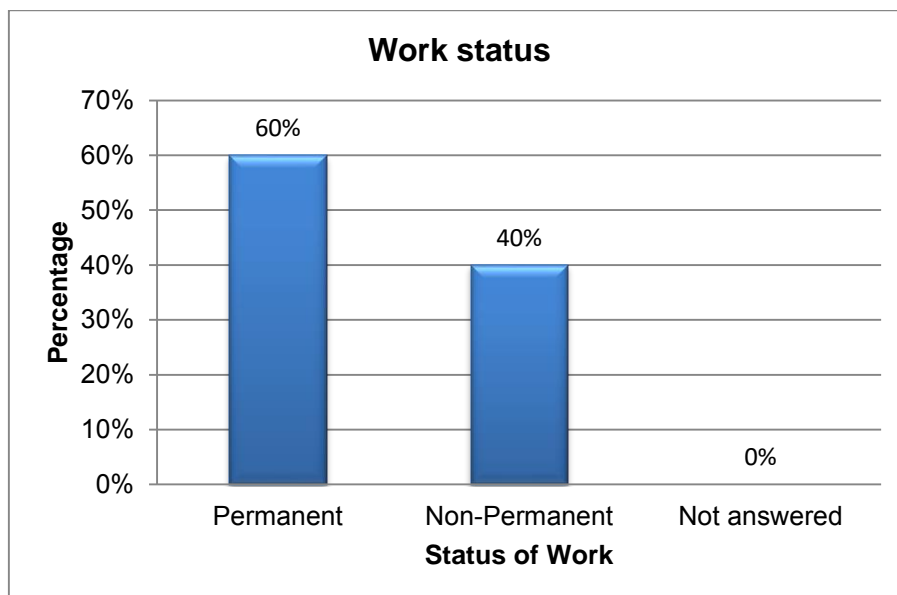
Sixty per cent (60%) of respondents hold permanent positions within the organisation and 40% are on contract.

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Addendum B: Consent to participate in research

STELLENBOSCH UNIVERSITY

CONSENT TO PARTICIPATE IN RESEARCH

An exploratory study on Organisational Culture and Employee Commitment: A Case Study at a Local Municipality

I, Joy-Ann Adams (student number: 15046192), am currently enrolled at the School of Public Leadership at the University of Stellenbosch for a MComm-degree in Public and Development Management. As such, I am required to conduct a research study as part of the requirements to obtain my qualification. My research focuses on exploring the organisational culture and commitment within the organisation. You were selected as a possible participant in this study because of the current position which you hold within the organisation and your level of experience and insight. Accordingly, I would appreciate it if you could find the time to participate in a focus group as part of my data gathering process.

1. PURPOSE OF THE STUDY

The study is designed to assess certain aspects of organisational culture, including employee commitment within the Local Municipality.

2. PROCEDURES

If you volunteer to participate in this study, the researcher would ask you to do the following things:

Attend a focus group session with other participants within the organisation. Only one focus group session will be required. The organisation has agreed to the use of one of their meeting venues. The focus group will be scheduled for an hour and a half.

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Each question will be asked verbally by the researcher and respondents can answer as and when comfortable. A general question will be posed to the group, to encourage discussion. The general question is intended to be sufficient in order to address all aspects of the topic. The researcher will probe based on responses. If discussion wanes or certain issues are not addressed, the researcher will utilise the list of more structured questions. At the end of each topic graphs will be projected on a screen via an overhead projector. Participants will be asked if they agree or disagree with the graphs and why.

3. POTENTIAL RISKS AND DISCOMFORTS

Subjects may feel uncomfortable if their views differ to those of other participants.

4. POTENTIAL BENEFITS TO SUBJECTS AND/OR TO SOCIETY

Subjects will not benefit from participating in this study.

5. PAYMENT FOR PARTICIPATION

Subjects will not receive payment for participating in this study.

6. CONFIDENTIALITY

It should be underlined that this exercise is anonymous and strictly confidential. Any information provided by you and other participants will be utilised for academic purposes only. Your identity, coupled with your responses will not be revealed at any time. Any information that is obtained in connection with this study and that can be identified with you will remain confidential and will be disclosed only with your permission or as required by law. Confidentiality will be maintained by means of referring to focus group participants as "respondents" within the study. Only the researcher will have access to the data. Please note that the discussion will be recorded and you may review the recording if you so wish. Only the researcher will have access to the recording and it will be erased once relevant notes have been made.

7. PARTICIPATION AND WITHDRAWAL

You can choose whether to be in this study or not. If you volunteer to be in this study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study. The investigator may withdraw you from this research if circumstances arise which warrant doing so.

8. IDENTIFICATION OF INVESTIGATORS

If you have any questions or concerns about the research, please feel free to contact the researcher, Joy-Ann Adams on 0730947745.

9. RIGHTS OF RESEARCH SUBJECTS

You may withdraw your consent at any time and discontinue participation without penalty. You are not waiving any legal claims, rights or remedies because of your participation in this research study. If you have questions regarding your rights as a research subject, contact Ms Maléne Fouché [mfouche@sun.ac.za; 021 808 4622] at the Division for Research Development.

SIGNATURE OF RESEARCH SUBJECT OR LEGAL REPRESENTATIVE

The information above was described to [*me/the subject/the participant]* by [*Joy-Ann Adams]* in [*Afrikaans/English/Xhosa/other]* and [*I am/the subject is/the participant is]* in command of this language or it was satisfactorily translated to [*me/him/her*]. [*I/the participant/the subject]* was given the opportunity to ask questions and these questions were answered to *[my/his/her]* satisfaction.

[I hereby consent voluntarily to participate in this study/I hereby consent that the subject/participant may participate in this study.] I have been given a copy of this form.

_____

Name of Subject/Participant

_____

Name of Legal Representative (if applicable)

_____   _____

Signature of Subject/Participant or Legal Representative   **Date**

SIGNATURE OF INVESTIGATOR

I declare that I explained the information given in this document to _____ [*name of the subject/participant]* and/or [his/her] representative _____ [*name of the representative]. [H*e/she] was encouraged and given ample time to ask me any questions. This conversation was conducted in [*Afrikaans/*English/*Xhosa/*Other*] and [*no translator was used/this conversation was translated into _____ by _____*].

_____   _____

Signature of Investigator   Date

Addendum C: Biographical information of focus group participants

Biographical Information of Focus Group participants

For each question draw a cross (x) in the box next to the answer you choose. Please answer all questions.

1. Please indicate your ethnic group

   1.1 Black

   1.2 Coloured

   1.3 Indian

   1.4 White

   1.5 Other

Please specify if other……………………………………

2. Please indicate your gender

   2.1 Male

   2.2 Female

3. Please indicate your highest level of education

   3.1 Primary

   3.2 Secondary

   3.3 Tertiary

   3.4 Post Graduate

   3.5 Other

4. Please indicate your length of service

   4.1 Less than 1 year

   4.2 1-2 years

   4.3 3-4 years

   4.4 5-8 years

   4.5 More than 8 years

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5. Please indicate your age group

5.1 18-29 years

5.2 30-39 years

5.3 40-49 years

5.4 50 years and older

6. Please indicate your work status

6.1 Permanent

6.2 Non-Permanent

Addendum D: Focus group question guide

Innovation and Creativity

1. **General Question: To what extent do you associate the words 'creativity' and 'innovation' with the organisation?**

   1.1 How would you describe the level of innovation and creativity within the organisation?

   1.2 What examples of innovation and creativity can you think of?

   1.3 Does the organisation ask its employees for ideas and suggestions?

   1.4 How are employees asked for ideas or suggestions?

   1.5 Are employee ideas/suggestions ever implemented?

   1.6 In which ways does the organisation encourage employees to try new things at work?

   1.7 Do you think that these graphs are a true representation of innovation and creativity within the organisation?
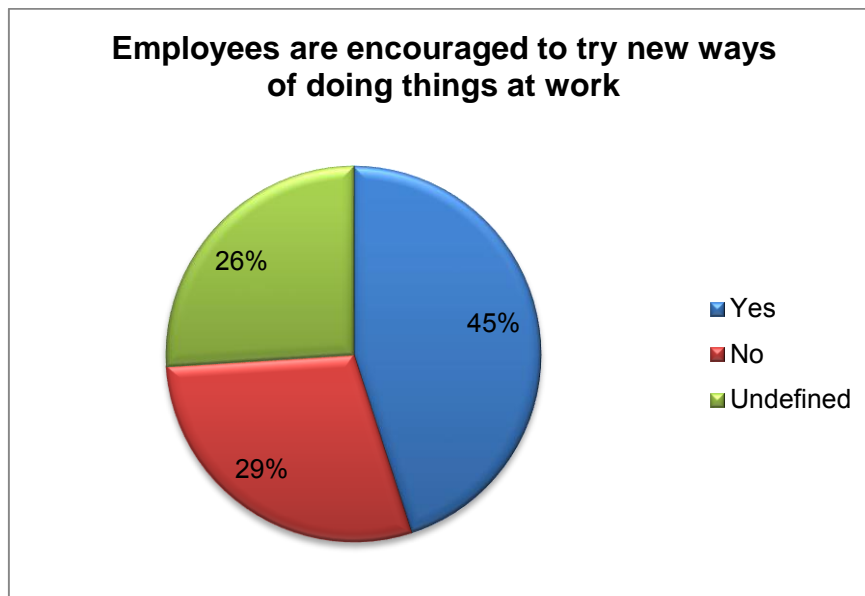
Employees are encouraged to try new ways of doing things at work

45% Yes
29% No
26% Undefined

Overall ideas and suggestions from employees are appreciated by this organisation
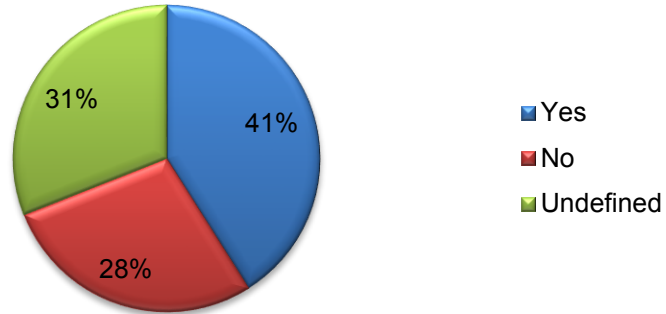
Employees' ideas are put into practice by this organisation
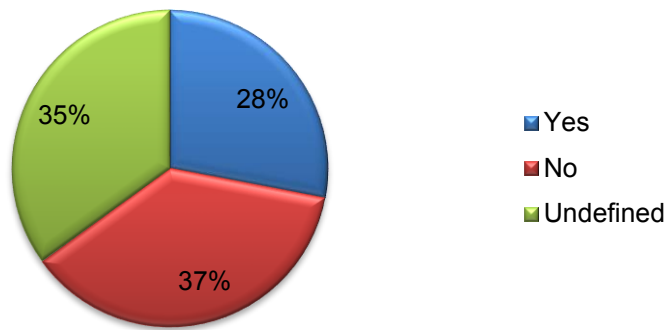
Composite innovative score
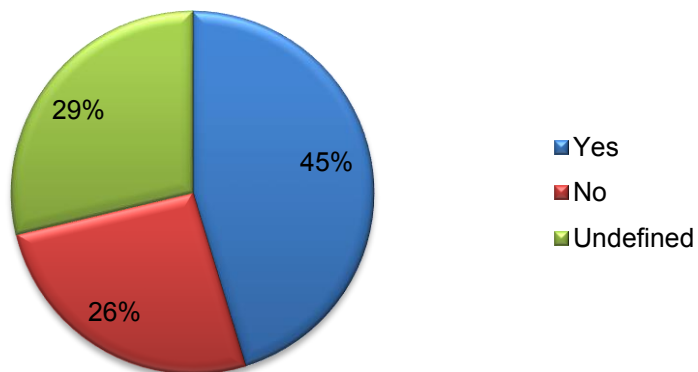
Leadership

2. **General Question: How do you feel about the nature of leadership in the organisation? Think about your personal relationship to leadership as well as the 'big picture'.**

2.1 How would you describe the leaders within the organisation?

2.2 Do you think that the leaders are leading the organisation in the right direction?

2.3 How do you feel about approaching senior leadership?

2.4 In terms of managers, how would you describe their advice and supervision?

2.5 Do you think that these graphs are a true representation of the senior leaders and managers within the organisation?

Senior leaders at this organisation are empowered leaders

- Yes 34%
- No 16%
- Undefined 50%

Senior leaders at this organisation are leading the organisation in the right direction

- Yes 45%
- No 20%
- Undefined 35%

Senior leaders at this organisation are approachable for all who work at the organisation

Composite leadership score
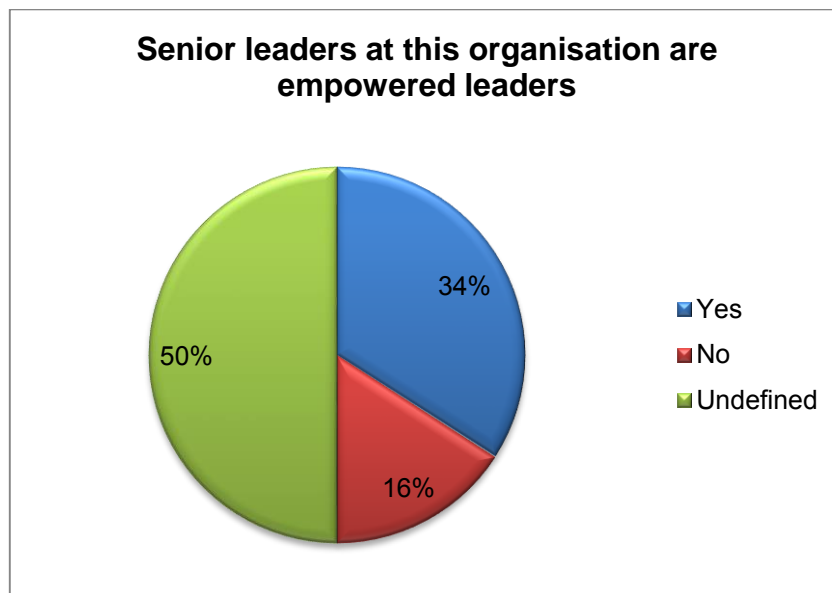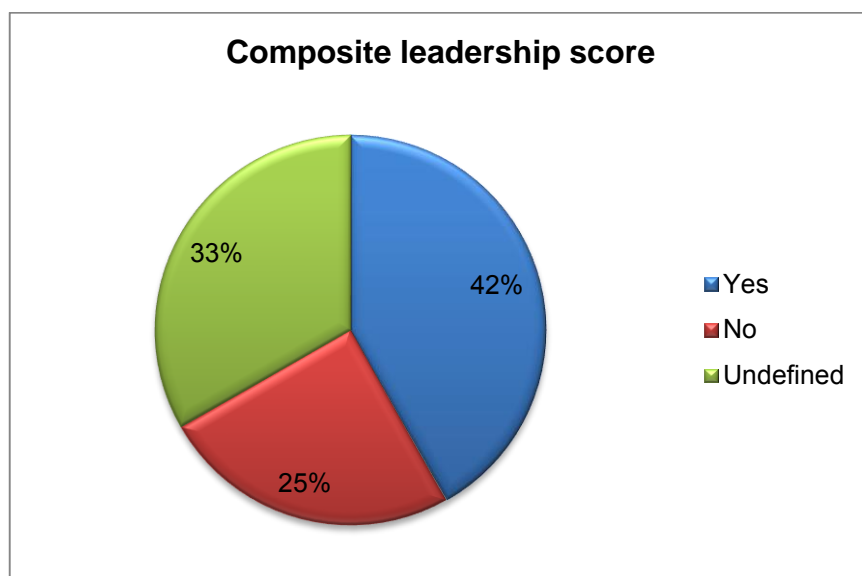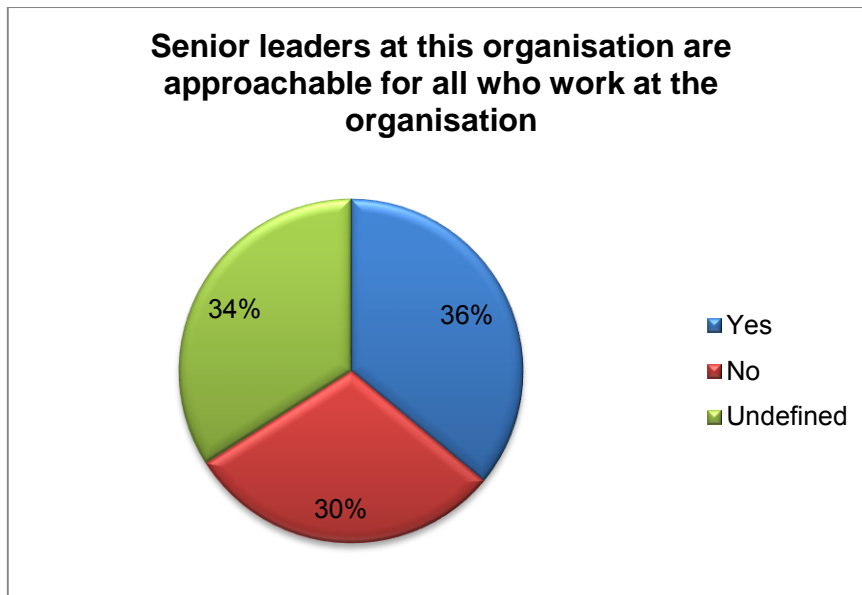
Participation in decision-making

3. General Question: How are decisions, big and small, made in the organisation?

3.1 How would you describe the type and level of decisions which you are involved in making?

3.2 How would you describe the type of information that is shared with you?

3.3 How would you describe the adequacy and suitability of the resources assigned to you when making decisions?

3.4 Do you think that these graphs are a true representation of participation in decision-making within the organisation?

I am truly empowered by my immediate supervisor/manager to make decisions and take actions that I think are best for the department and organisation

- Yes
- No
- Undefined

I am trusted with information about this organisation that is not generally shared with the public

- Yes
- No
- Undefined

I have control over the resources that I use to do my work

- Yes
- No
- Undefined

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Composite participation in decision-making score
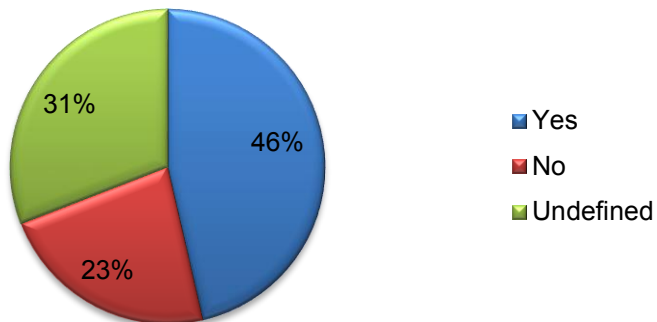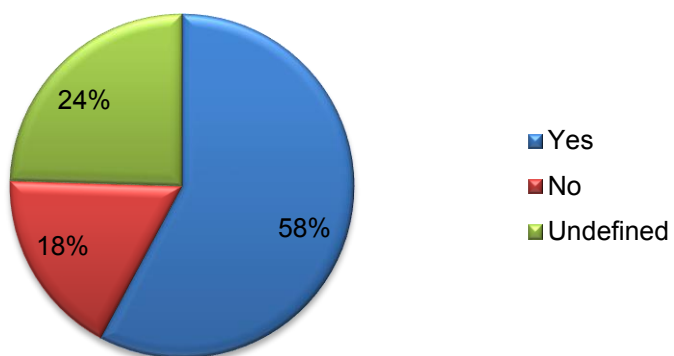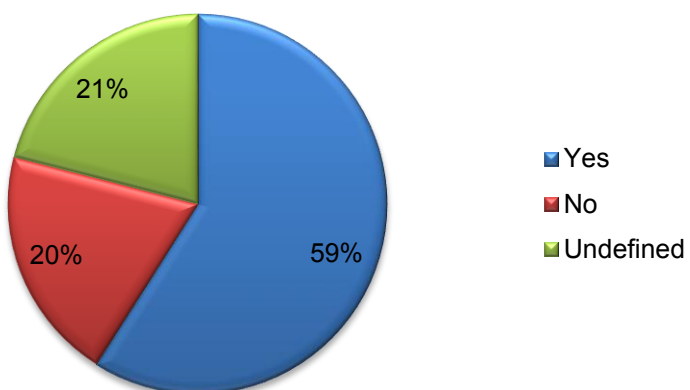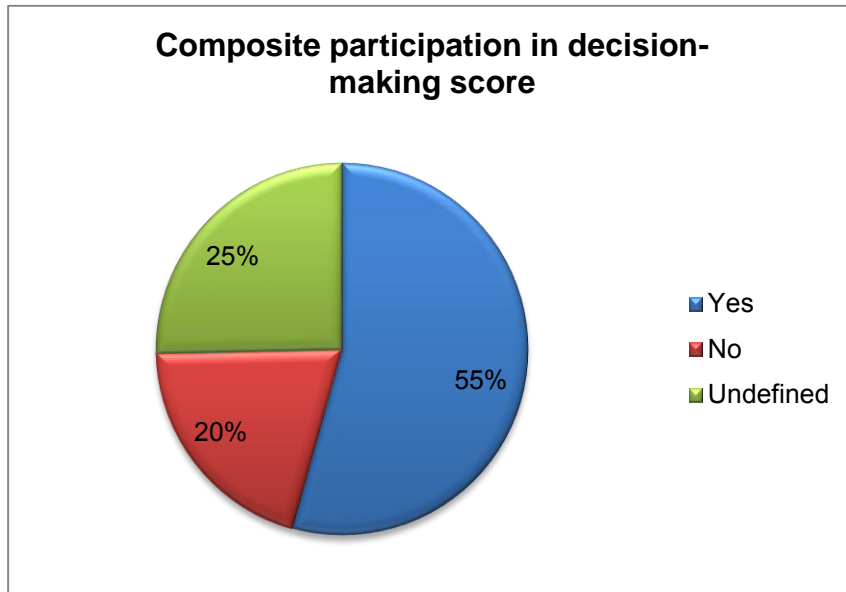
Organisational Structure

4. **General Question: What words come to mind when you think about the structure of the organisation?**

4.1 Would you define the organisation as a unique place to work?

4.2 How would you describe the system and processes within the organisation and the way in which it relates to how you can do your work?

4.3 How would you describe the assignment of staff with regard to completing tasks?

4.4 Do you think the below graphs are a true representation of the structure of the organisation?

This organisation has good systems and processes in place that allow me to do my work efficiently

This organisation does well in assigning the right number of people to get jobs done

Composite organisational structure score
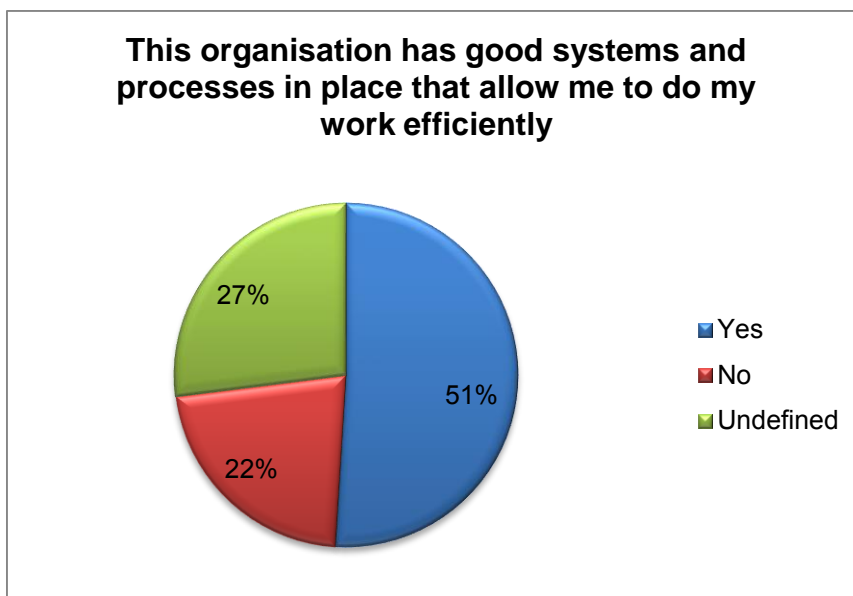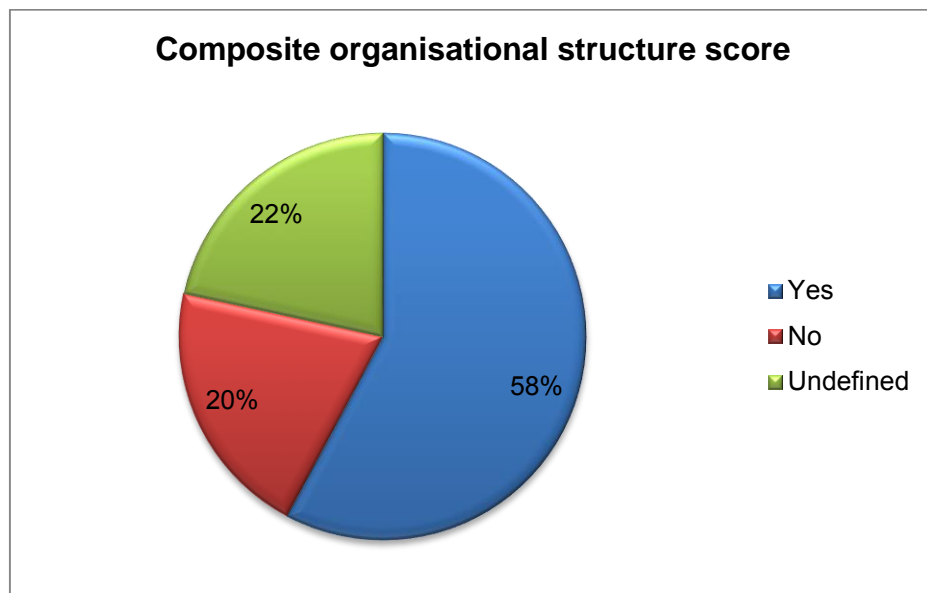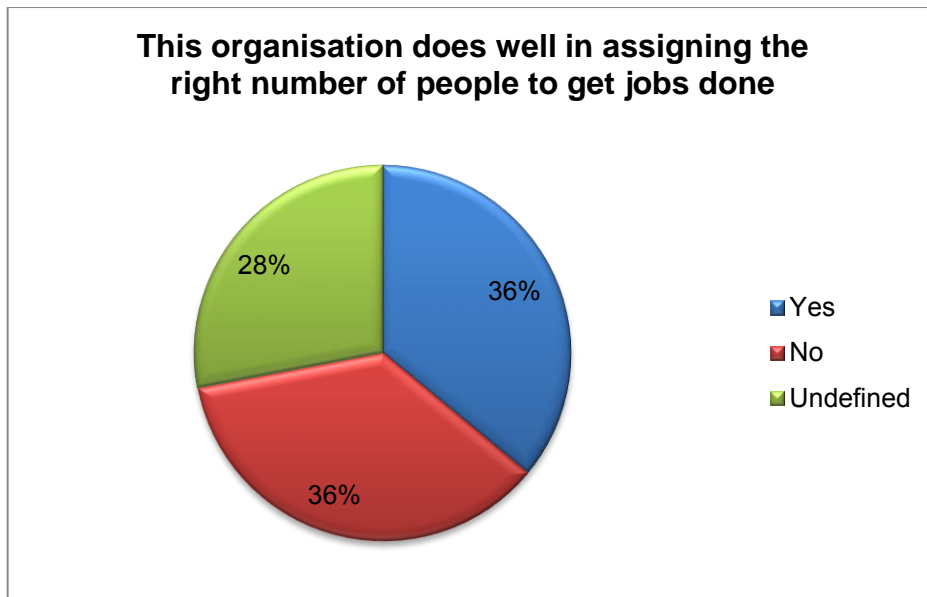
Communication

5. What is your overall impression of communication within the organisation?

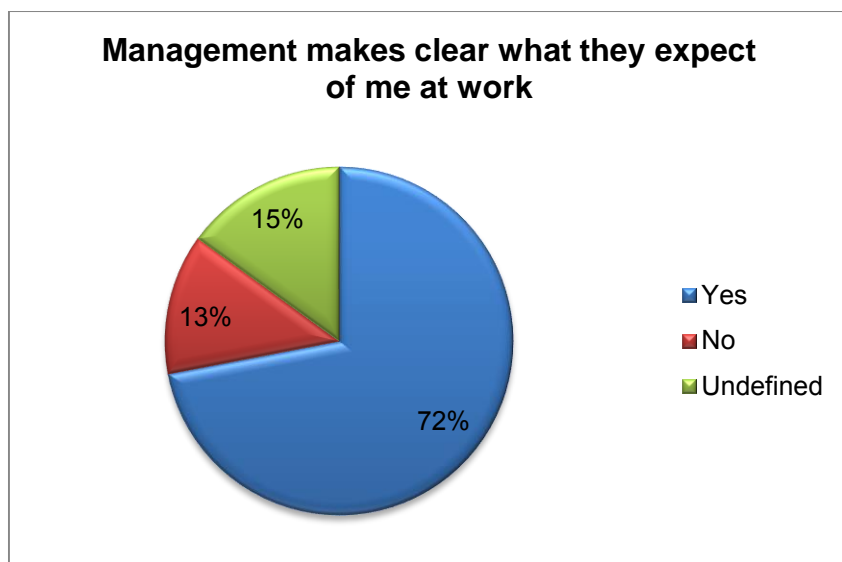5.1 How do you think the organisation communicates certain information with its employees?

5.2 Do you feel that the right type of information is communicated at the right time?

5.3 Which communication techniques do you think work best within the organisation?

5.4 What would you change with regard to the communication of information within the organisation?

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5.5 Do you think these graphs are a true representation of communication within the organisation?

Overall information about the organisation is communicated well to employees

- Yes
- No
- Undefined

50%
27%
23%

I receive information from this organisaton often enough to feel informed

- Yes
- No
- Undefined

53%
26%
21%

169

Management makes clear what they expect of me at work

Composite communication score
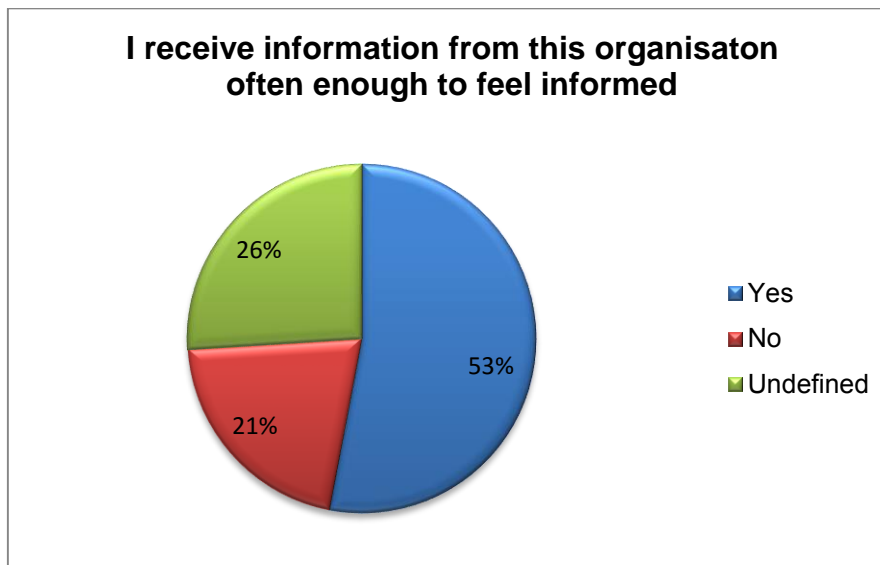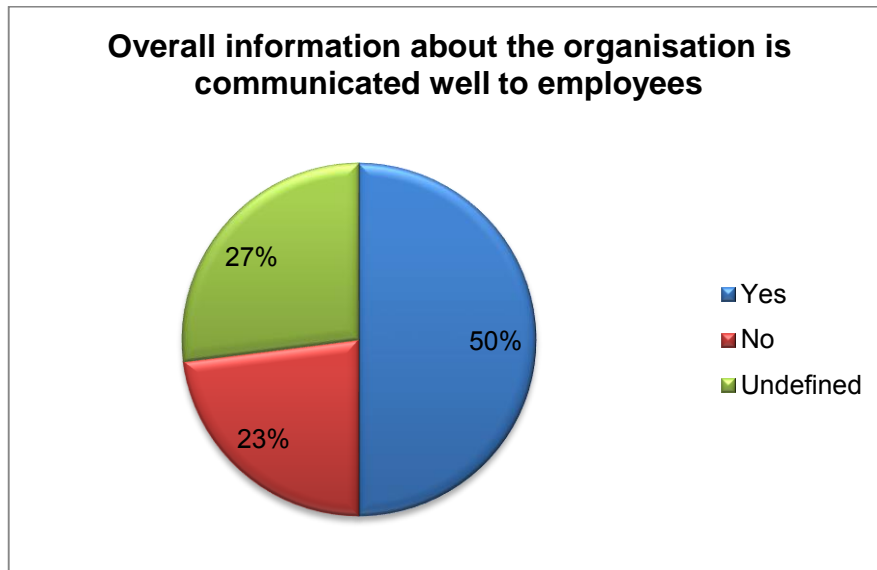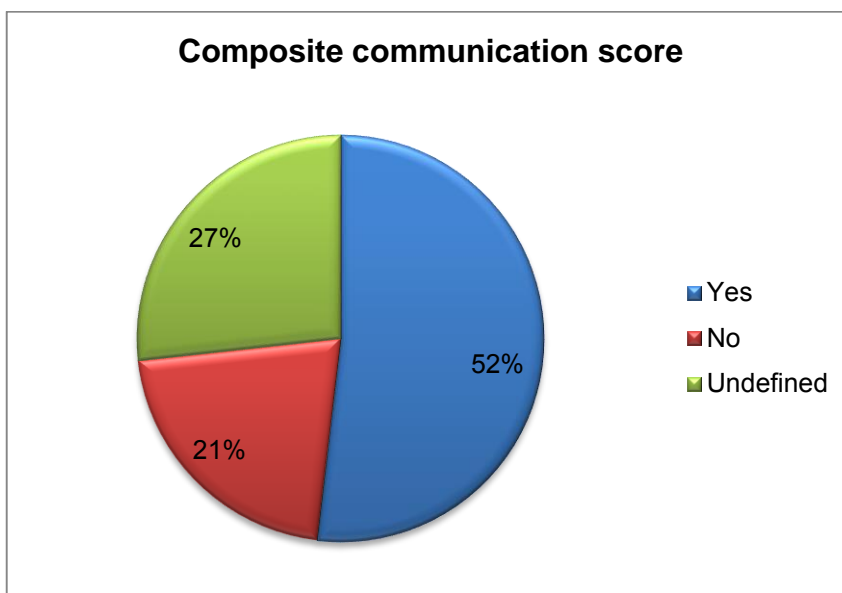
Productivity

6. General Question: How productive is the organisation and what affects this productivity?

6.1 How would you describe the relationship between resources assigned to individuals and work productivity?

6.2 Describe the training and development opportunities provided by the organisation.

6.3 Does the organisation invest sufficiently into the development (personal and professional) of its staff?

6.4 Do you think these graphs are a true representation of productivity within the organisation?

This organisation provides enough training and development opportunities to help me do my work effectively
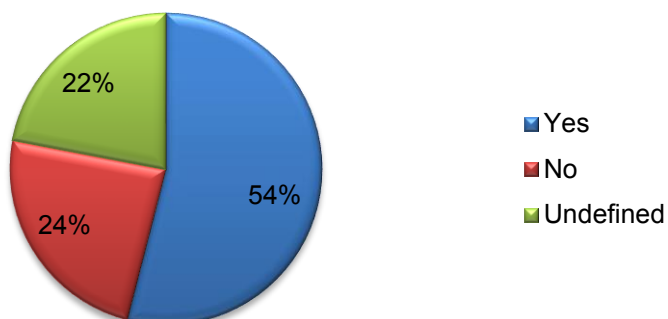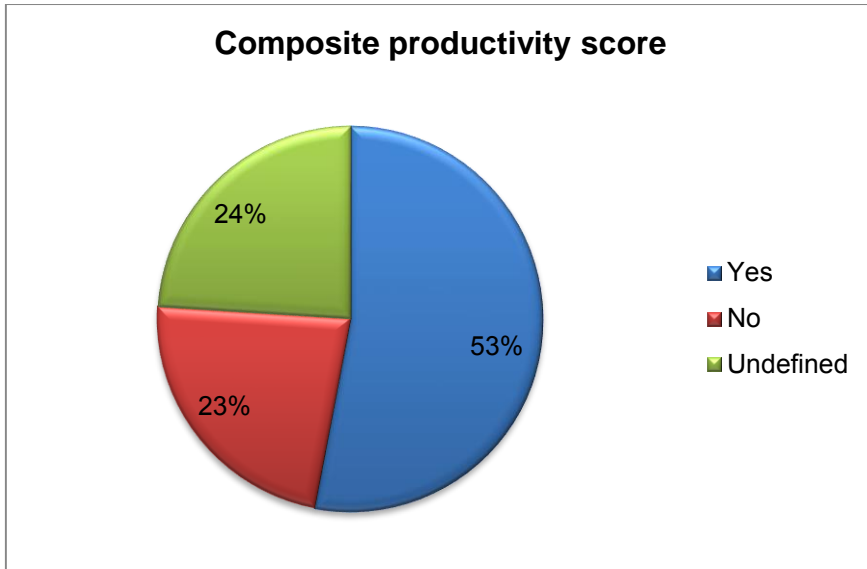

Overall, in this organisation, employees get the resources they need to help them to do their work well

The organisation invests in the personal and professional development of its staff

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Composite productivity score
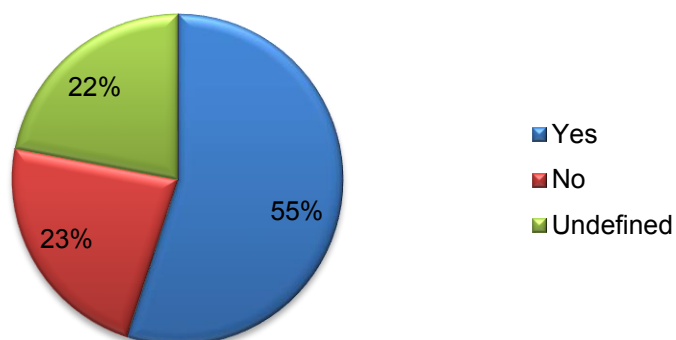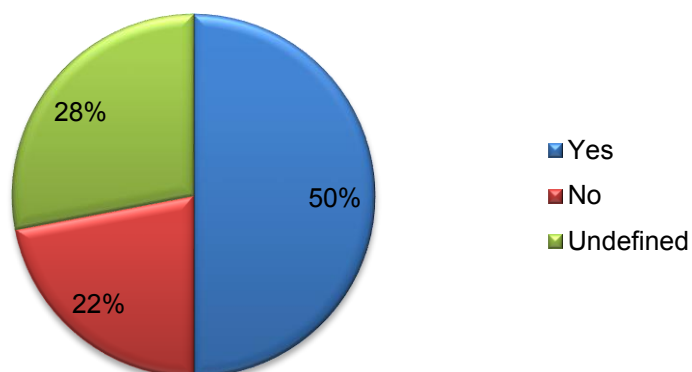
Commitment

7. General Question: What is the nature of commitment, pride and motivation in the organisation?

7.1 How would you describe the level of commitment within the organisation?

7.2 Would you describe yourself as highly motivated at work?

7.3 Would you describe employees within the organisation as highly motivated?

7.4 Are you proud to work for this organisation?

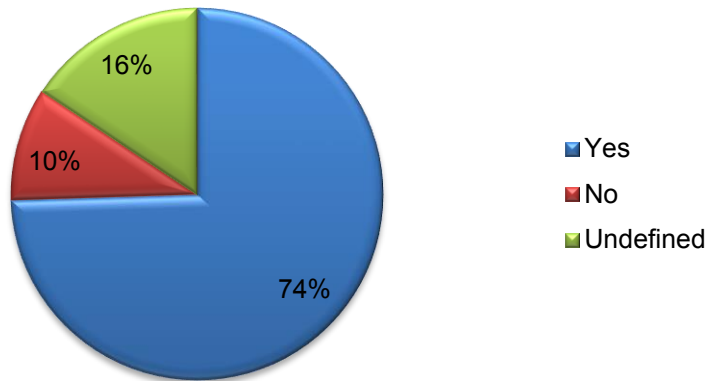7.5 Do you think that employees are proud to work for this organisation?

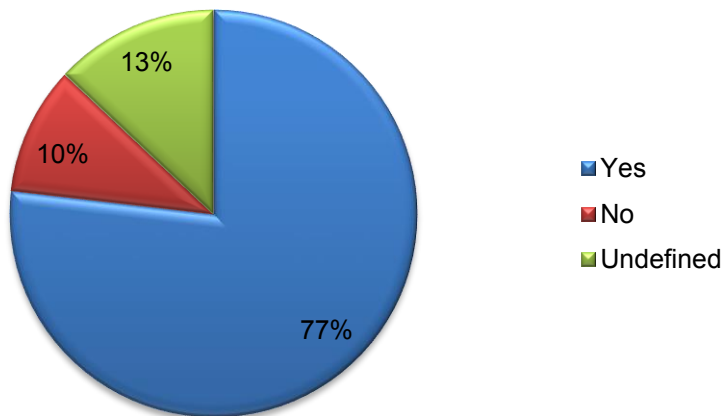7.6 Do you think these graphs are a true representation of commitment within the organisation?

I give 100% when at this organisation
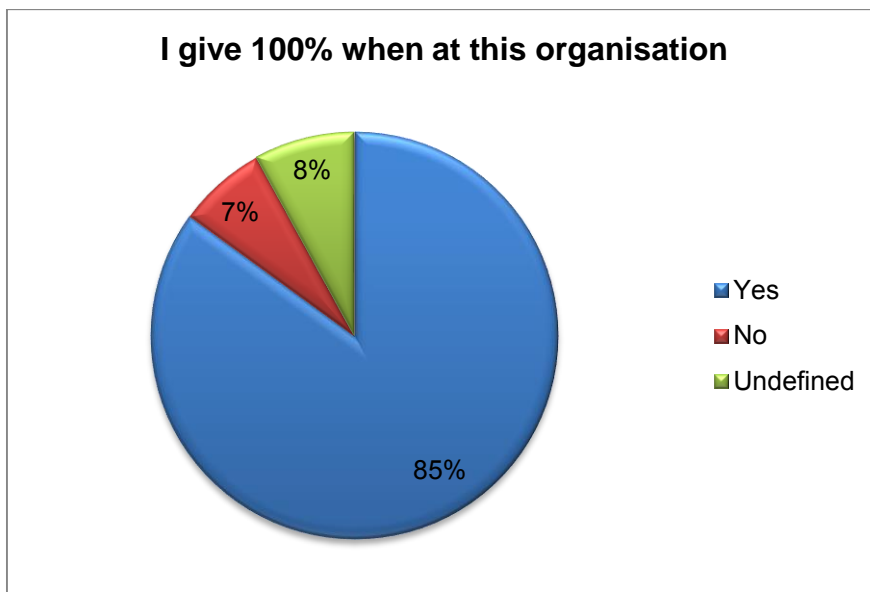
I am prepared to put in extra work when required
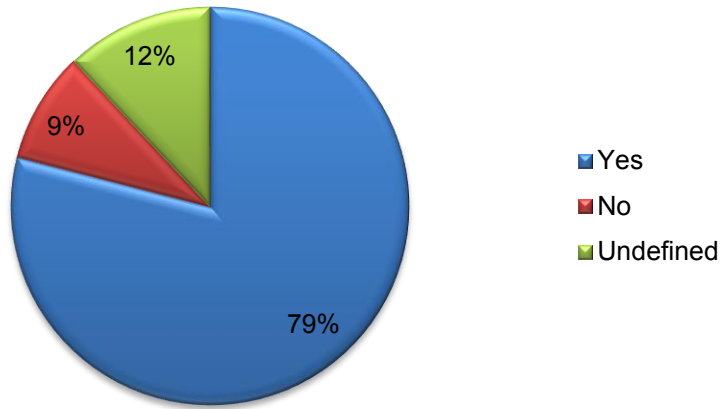
I do things at work that are above and beyond the call of duty

Composite commitment score

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Addendum E: REC Ethics Approval

Approval Notice
New Application

02-Dec-2015
Van Rooyen, Joy-Ann J

Proposal #: SU-HSD-000350
Title: An exploratory study on organisational culture & organisational commitment: A case study of a Local Municipality

Dear Miss Joy-Ann Van Rooyen,

Your New Application received on 07-Oct-2015, was reviewed
Please note the following information about your approved research proposal:

Proposal Approval Period: **02-Dec-2015 -01-Dec-2016**

Please take note of the general Investigator Responsibilities attached to this letter. You may commence with your research after complying fully with these guidelines.

Please remember to use your **proposal number** (SU-HSD-000350) on any documents or correspondence with the REC concerning your research proposal.

Please note that the REC has the prerogative and authority to ask further questions, seek additional information, require further modifications, or monitor the conduct of your research and the consent process.

Also note that a progress report should be submitted to the Committee before the approval period has expired if a continuation is required. The Committee will then consider the continuation of the project for a further year (if necessary).

This committee abides by the ethical norms and principles for research, established by the Declaration of Helsinki and the Guidelines for Ethical Research: Principles Structures and Processes 2004 (Department of Health). Annually a number of projects may be selected randomly for an external audit.

National Health Research Ethics Committee (NHREC) registration number REC-050411-032.

We wish you the best as you conduct your research.

If you have any questions or need further help, please contact the REC office at 218089183.

Included Documents:
DESC Report - Burger, Rinus
REC: Humanities New Application

Sincerely,

Clarissa Graham
REC Coordinator
Research Ethics Committee: Human Research (Humanities)

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Approval Notice
Amendment

06-Jul-2016
Van Rooyen, Joy-Ann J

Proposal #: SU-HSD-000350
Title: An exploratory study on organisational culture & organisational commitment: A case study of a Local Municipality

Dear Miss Joy-Ann Van Rooyen,

Your **Amendment** received on **20-Jun-2016**, was reviewed by members of the **Research Ethics Committee: Human Research (Humanities)** via Expedited review procedures on **27-Jun-2016** and was approved.
Sincerely,

Clarissa Graham
REC Coordinator
Research Ethics Committee: Human Research (Humanities)