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ORGANISATIONAL CULTURE CHALLENGES OF THE NATIONAL PROSECUTING AUTHORITY

By

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A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management)

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ABSTRACT

Every organisation has a good or bad culture. One of the key factors in stable institutions is culture within organisation which plays a critical role in organisational operations. Culture affects most aspects of the organisations' planned life, such as how decisions would be made, who would make them, how would people be treated and how the entity would respond to its environment. This research report examines the nature and extent of the organisational culture, and the link between the organisational culture, leadership and problem solving practices within the National Prosecuting Authority (NPA).

The report presents with the assumptions and ideological influences contained in the public sector reform, which remained entrenched by its legacy systems. This study has revealed that there is a lack of congruence between the organisational culture, leadership and problem solving practices in the NPA. The observed incongruence may inhibit performance and unconsciously remain the barrier of the effectiveness of the reformed institutions. The study concludes that the organisational culture should be one of inclusiveness, participation in decision making, and acquisition of new knowledge and skills which is more aligned to the reformed state institutions expectations. It is recommended that all organisations should diagnose desired organisational culture in order to establish gaps between current and future organisational culture.

DECLARATION

I declare that this research report is my own work, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public and Development Management) of the Faculty of Commerce, Law and Management in the University of Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

_____ _____

Sinothile Purity Msomi Date

DEDICATION

I am indebted to my creator, family and employer for believing in me and affording me support to focus on my studies.

This research is dedicated to those who have travelled this journey with me:

My late grandparents, Rev & Mrs. A.D. Msomi, my late father Mr P. Msomi, who always emphasised hard work, patience and significance of education;

My mother, Thokozile, my sisters Zamasomi and Ntombifuthi for their love and enduring support which included, caring for my children.

My partner, Nyambose, for his love and support during my journey.

My children, Daliwonga and Sthabile for their understanding, despite the fact that I was using their time in the pursuit of my career.

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My colleagues for their assistance, support and cooperation.

Special thanks to Mrs D. Khosa for support and guidance in this journey

All my friends who gave me the support and encouragement

LIST OF ABBREVIATIONS AND ACRONYMS

CVF	Competing Value Framework
DA	Development Administration
DPP	Director of Public Prosecution
DOJ	Department of Justice
HIPC	Highly Indebted Poor Countries
NDPP	National Director of Public Prosecution
NGD	North Gauteng Division
NPA	National Prosecuting Authority
NPM	New Public Management
PSC	Public Service Commission
PSR	Public Sector Reform

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CHAPTER ONE

INTRODUCTION

1.1. INTRODUCTION

For the past decade, reforming the public sector institutions in Africa remained on the agenda of governments, including that of development partners. However, the problems associated with change persisted unabated. Whilst poor performance endured in public institutions, some African countries continued to implement different types of public sector reforms recommended to them by some unscrupulous international development agencies. There are main broad challenges in the formal and informal components of the public institutions that need to be taken into account while considering reforms. The informal norms and organisational culture can have negative impact in hierarchy, incentive systems, participation, trust, willingness to engage in consultation, responsiveness to information, issues of community and individual identity if not attended adequately.

In the 1990's, a number of South African public institutions emerged in order to bring about desired transformation in general, and in the public sector in particular. The National Prosecuting Authority (NPA) is one of the public sector institution which was established in 1998, following merger and integration to incorporate all previous administrations and

rationalise the previously fragmented prosecution service as part of public service reform. The NPA altered organisational structures, embraced new nomenclature and restructured leadership structures. The rhetoric and jargon that emerged with the changes quickly adapted to new expectations, but service realities remained stubbornly resistant to change. What blossoms from evaluations of large–scale structural reforms is how little they impact below surface manifestations. The central enigma then, is why NPA with more radical re-organisation, structures of organisational charts, accountability relationships, new leadership structures and problem solving practices, so little change happens.

Contrarily, informal structures within NPA, which are sometimes referred to as the ”software of the mind” or “culture” remain discounted. Software of the mind or culture within the organisation is the shared meaning which operates at different levels in working life and acts as a kind of social and normative glue. The most superficial are the visible manifestations. At the deeper level there are those espoused values and they are harder to access. These hidden assumptions underpin the day-to-day choices of the NPA are being explored (Davies: 2002).

Whilst the public sector reforms anticipated promoting development, it appears to have been ineffectual in its functioning for the reason that cultures within organisations remain undetected.

This seemed to be an acute component in understanding institutional operation, transformation, system performance and its resistance to change. Schein (2004) generally contends that many challenges in institutions can be traced to the inability to analyse and evaluate existing organisational culture and its social impact. Madu (2012) asserts that the underlying motive for ethical failure in many organisations is the limited recognition of the organisational culture as a powerful tool that can create and sustain performance.

The South African public service transformation and restructuring process emerged at the period in which public sector reform internationally was shifting from a Weberian approach to public administration and later to New Public Management (NPM). The White paper on the transformation of the public service introduced the national policy framework of the public service reform. Its goal appeared to entrench values and principles of the South African Constitution of 1993, which was clearly committed to broad developmental, retributive and participative role (Cameron, 2009).

One of the most significant reasons for undertaking the study is the recognition that, despite new policies that govern reform strategies, the NPA still experiences challenges of the organisational culture which impact on leadership and problem solving practices. The reason in this context is that there appears to be a limited knowledge in this regard. The study also intends to open up the thoughts of the NPA employees, which are required to adapt to the

new political, criminal, economic and social realities in democratic era of South Africa. However, the study ascertained that public sector reform structures which are unaided are not adequate. Structures are configured around that pursuit of increased productivity in public service provision which remains a constant aspiration. Leadership, decision making practices, citizen engagement in the design and provision of public services are issues which also remain central to the effective public sector reform (Boyle and Mac Carthaigh, 2011).

1.2. PROBLEM STATEMENT

It is argued that many public sector organisations in Africa are hindered in the efficiency. However the nature, causes and possible solutions to Africa's public sector challenges have become sources of controversies and debates, which changes overtime (Owusu, 2012). The organisational culture, leadership and problem solving practices are three elements which have been independently linked to organisational performance. Numerous aspects of the organisational culture allude to the role and practices of leaders in creating and maintaining particular types of culture in the organisation.

The organisational culture remains the informal unseen aspect which does not give the impression of something disruptive beneath surface. Equally, the literature on leadership and problem solving suggests that the ability to understand and work within a culture is a prerequisite to managerial effectiveness.

However, despite the implicit and explicit linking of culture and leadership in many parts of organisation theory, little critical research attention has been devoted to understanding the links between the three concepts and the impact. The absence of critical literature exploring the effectiveness of these aspects is surprising given the numerous references to the importance of the three concepts in the functioning of organisations (Schein, 1995).

The study argues that the NPA has served external rather than internal domestic interests. The organisation remained embedded with inherited structures, practices and cultures. Its reform initiatives demonstrate inability to identify the key elements and character towards the NPA's resilient to change in the light of the modernised programme within the institution.

1.3. PURPOSE STATEMENT

The purpose of this study is:

- To examine the nature of the organisational culture and its inherent challenges,
- To understand the extent of the organisational culture and its relationship with leadership and problem solving practices in the context of the NPA as a public sector institution and,
- To make recommendations for policy in order to consider specific strategies to address organisational challenges at the NPA.

1.4. RESEARCH QUESTION

Main Research Question

What is the nature and extent of organisational culture of the National Prosecuting Authority in Pretoria regional office?

Sub Questions

1. What are the values and assumption of the NPA?
2. What are the organisational cultural elements that limit effectiveness of the NPA?
3. What is the link between organisational culture and leadership and decision-making practices of the NPA?

1.5. SIGNIFICANCE OF THE STUDY

This study is essential from an academic as well as a management practice point of view. Academically organisational culture appears to amalgamate several approaches rather than to constitute one branch of a single discipline family of scholarship. Therefore, a rich mixture of ideas and approaches in the existing body of knowledge (anthropology, sociology, social psychology and organisational behaviour) is discussed. A brief historical review suggests that each review presents a unique view of the field (Ouchi and Wilkins, 1985). On the management practice point of view, cultures are refined, important practices identified that are common across the aligned performances values in the organisations.

The evidence expressed explicit and implicit ways in which managers are expected to be present in organisations. The research findings generate information available on challenges of the organisational culture of the NPA in Pretoria regional office. It also makes information available on how future interventions can be planned better in public sector institutions.

1.6. ETHICAL CONSIDERATIONS

There are ethical considerations in relation to research when dealing with human subjects for example confidentiality and informed consent. The research question is always of secondary importance. This implies that if a choice must be made between doing harm to a participant and doing harm to the research, it is the research that is sacrificed. The integrity of the researcher remained paramount. A researcher faces an array of ethical requirements which compels to remain professional and adhere to standards for conducting research with human participants. The researcher conducted the study in line with the ethics guidelines set by University of Witwatersrand. The researcher informed and allowed each participant voluntary participation. The participants were informed of the purpose of the study which was for both academic and management purposes and the confidentiality of their identity remain ensured. For the sake of anonymity all respondents were not forced to disclose their names.

1.7. SCOPE AND LIMITATIONS

The study is about the National Prosecuting Authority (NPA), Pretoria regional office. It is limited to selected participants of the regional office due to insufficient travelling funds for the researcher. The study is outlined through a case study research methodology. The selected method provides a textual basis upon which it is conducted to gain understanding of a complex concept of the organisational culture.

According to Yin (2003: 2) case studies are particularly useful in allowing for the retention of holistic and meaningful characteristics of events, and for answering questions which attempt to explain, i.e. “how” or “why” questions. It is also useful in cases where the research is attempting to explain phenomena in situations where they have little or no control over events. This research method is not used to just describe findings, but to search “in an inductive fashion for recurring patterns and consistent regularities” (Welman and Kruger, 2001: 184).

Furthermore this study is considered a sensitive research because of both context and cultural norms and values. The scenery of the NPA categorise this study to a sensitive research due to potential consequences or implications on all people involved in it. The NPA presents the element of secrecy around its functionality, stigmatisation and social conflict. It has characteristics of two threatening broad areas.

It is characterised by “intrusive threat” which deals with privacy, stressful and sacred, ”threat of sanction” which relate to the fact that the researcher is an employee and the study might reveal information that is stigmatizing in some way. This refers to the vested interests of the powerful in society in these situations researchers may trespass into areas that involve some sort of social conflict. (Swift, James, Liamputtong, 2008).

The research study minimised the risk of a sensitive research by assessing the views of selected employees without external influence of public deliberations. The researcher utilised a number of methodological innovations. For example a richer extraction of data to understand the organisational phenomenon under investigation and methods to enhance the protection of confidentiality was utilised. The participants were allowed to define the problem in their own terms.

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1.8. RESEARCH REPORT OUTLINE

Chapter 1: Introduction

This section provides the introduction to the study and contextual analysis of the study through the following: background of the study problem, problem statement, purpose of the study, scope and limitations of the study and an overview of the research design and methodology.

Chapter 2: Literature Review

This chapter provides definitions of terms and concepts by different authors as they contrast and emerge. The review focused on the functions and effects of organisational culture and, how its elements are embedded. The review also outlined models of organisational culture and the reasons for its existence. Modernisation of the state institutions is discussed as it forms a basis for this research. Decision-making process and leadership factors in relation to organisational culture is explored and lastly description of the selected institution.

Chapter 3: Research Methodology

This chapter outlines and justifies research tools and empirical techniques applied in conducting the study. This section covers the research approach, research design, data collection, data analysis, validity and reliability, ethical considerations, scope and limitations of the study.

Chapter 4: Data presentation

This chapter presents findings of the study and emergent themes from the questionnaires. The data collected is presented without the researchers' opinion or interpretations and forms the basis for analysis and discussions in the subsequent chapter.

Chapter 5: Data Analysis

This chapter provides an analysis of data presented in the previous chapter. This section examines the outcome of the prevailing situation of organisational culture in a state institution, both socially and in its existing nature in comparison to the existing discourse on the same. Using the thematic analysis, the emergent themes are dissected and summarised to few themes. A link between the study findings in terms of primary and secondary data is amalgamated.

Chapter 6: Conclusion and Recommendations

This chapter provides information on how research question was answered, and how the knowledge gap and policy implications addressed. Conclusions and recommendations based on study findings are presented.

In conclusion, the report starts with a discussion about the concept of organisational culture in the African public sector institution setting. The problem and purpose statement were clarified and research questions presented. The significance of the study, scope and limitations were also deliberated. Finally, the research report was outlined. The next chapter reviews the definitions, gauges the relevant literature and the theory on the subject matter and examines how these relate to the actual research problem.

CHAPTER TWO

LITERATURE REVIEW

2.1. INTRODUCTION

The chapter review concept of the organisational culture and culture in organisations, based on an extensive review of the literature and why it matters. This is followed by discussion of functions, effects of the organisational culture, models of the organisational culture and competing values framework. It also highlights modernisation of the state institutions in Africa and New Public Management (NPM) particularly in South Africa. Finally, considerations in relation to management theory in particular focus of organisational processes of leadership, decision making and citizenry engagement in relation to the organisational culture.

Contemporary there are various definitions of the organisational culture that exist without an agreement which makes it a complex concept to define. In the early 1960s, from the field of organisational psychology and social psychology reflects organisational culture as the value beliefs and norms that characterise an organisation as a whole. This subsequently attracted a great deal of interest in the study of the organisational culture (Schein, 2004). The study of the organisational culture also stems from the fact that it offers a non-mechanistic, flexible and imaginative approach to understand how organisations work (Otto, 1989).

2.2. DEFINITION OF TERMS / CONCEPTS

2.2.1. Defining organisational culture

For several decades, most academics and practitioners studying organisations suggest the concept of culture as the climate and practices that organisations develop around their handling of people or to the promoted values and statement of beliefs of an organisation. From the many definitions available a popular definition is that by Schein (2004), who defines organisational culture as a pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems (Schein, 2004:11).

The author further emphasise that whilst there are shared visible levels of culture, often we cannot see the forces underneath that cause certain kinds of behaviour. Yet, just as our personality and character guide and constrain our behaviour, so does culture guide and constrain the behaviour of members of a group through shared norms that are held in that group. The invisible levels of the culture iceberg include underlying values, assumptions, beliefs, attitudes and feelings. Often change strategies on the visible levels (Schein, 2004:8).

Harvey and Brown (1996) cited by Otto define organisational culture as a system of shared meanings, including the language, dress, patterns of behaviour, value system, feelings, attitudes, interactions and group norms of employees within the organisation. It is seen as a system of shared values held by employees that distinguishes one organisation from another (Otto, 1989).

In conjunction with Harvey and Brown (1996) definition of organisational culture, Robbins (1998) further defined organisational culture as a common perception by the organisation's members. This definition is similar to that of Schein. Robbins (2001) clarifies further that this system of shared meaning is a set of key characteristics that the organisation values. These characteristics include; innovation and risk taking is the degree to which employees are allowed to be innovative and take risks; attention to detail means the degree to which employees are expected to show precision, analysis and attention to detail; outcome orientation as the degree to which management focuses on results or outcomes as opposed to the techniques and processes used to achieve these outcomes; people orientation as a degree to which management decisions take into account the impact of outcomes in the organisation; team orientation explained as a degree to which work activities are organised around teams rather than individuals; aggressiveness is stated as a degree to which people are aggressive and competitive rather than easy going and; stability is construed as a degree to which organisational activities emphasises maintaining the status quo in contrast to growth.

Interestingly, each of these seven primary charateristics explained in the preceding section exist on a continuum from low to high. In this case, a composite picture is formed when appraising the organisational culture which becomes the basis for feelings of shared understanding that members have on the organisation, how things are done in it, and, the way members are expected to behave (Robbins, 2001).

Otto (1989) outlines organisational culture as somewhat similar to the culture in a society which consists of things such as shared beliefs, assumptions, and perceptions, norms, artefacts, and pattern of behaviour. This author explains that it is the unseen and unobservable force that is always behind organisational activities that can be seen and observed. He also places emphasis on the fact that organisational culture is a way of thinking about behaviour in organisations as a basis for understanding what is occurring.

The author further asserts organisational culture as a point of view that represents a counter culture within organisational theory. This author's assumptions, theories and approaches are very different from those of the dominant structural and system perspective. Organisational culture often involves views on how decisions are made, how and why people make decisions and how and why people in organisations behave the way they do (Otto, 1989).

Otto further determines organisational culture as the most controversial of the organisational theory perspectives. In addition, his theories are based on assumptions about how organisation and people depart radically from those of the mainline perspective in order to understand what is occurring in the organisation (Otto, 1989).

Christensen refers to “organisational culture as the phenomenon which is complex to define succinctly”. He further affirms that understanding organisational culture can facilitate a manager to predict how his or her organisation is likely to respond to different situations; to assess the difficulties that the organisation might experience as it confronts a changing future; and to identify the priority issues for the leadership to address as they prepare the organisation to compete for the future. (Christensen, 2006:11).

Whilst there are different authorities in the literature but it has introduced different interpretations. Organisational culture as a concept is argued as holistic and historically influenced related to anthropological concepts, socially constructed, soft, learnt, stable and difficult to change. It is also identified and described to overlap and indicate the centrality of the completing influences of the internal and external flexibility divides within organisations (Bradley and Parker, 2000). In practice, no matter what size or nature it is, an organisation might have its own culture interpretation and comprehension within a given environment.

2.2.2. Defining culture in organisations

Culture in organisations has common properties. In general, it has been argued that most organisations have a dominant culture and numerous sets of subcultures are identified within the dominant culture. Robbins (2001) affirmed that a dominant culture expresses the core values that are shared by a majority of the organisation's members. It is also stated that subcultures on the other hand tend to develop in large organisations to reflect common problems, situations, or experiences that members face. It is important to note that in this study, organisational culture refers to the dominant culture as this macro view of culture provides an organisation its distinctive personality (Ramodibe, 2008).

In the context of the dominant culture, various scholars argue that individuals in organisation have mental models, but organisations create them as well. It can be stated that individuals in organisations use their personal mental models to interpret what the organisation does, over time; many common organisational frames of references emerge to guide practices, which, in turn, significantly influence the organisational culture. In organisations with strong culture, there is a high degree of commonality in how people interpret and evaluate organisational issues and situations (Trefry, 2006:560). For instance, the culture of NPA has created mental models of secrecy and individualisation of staff members and business units within the organisation.

Vaara (1999) cited by Trefry, emphasises that one of the major misconceptions regarding culture in organisations is the tendency to conceive if it as unitary belief system, even though beliefs may not be clearly articulated nor internally consistent. The author further advises on the constructionist processes in cultural rhetoric which cannot automatically take stereotypical or superficial conceptions of culture as descriptions of organisational reality. Moreover, there can be substantial differences in functional and divisional subculture. Thus, there will always be disagreement and different degrees of acceptance of “how we do things around here” yet the more consensus there is about how things are done the “stronger” the culture of the organisation and the more influence it exerts on individual and group behaviour. (Trefry, 2006:566).

This is illustrated by an organizational SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the power of shared assumptions and beliefs. A SWOT analysis assesses environmental factors and current realities in the organisation. But, we only assess what we look at and we choose what to look at based on the prevailing organisational frames of reference, the constellations of assumptions and beliefs about our business and its relationship to the environment. Herein, lies a potential downside of strong organisational cultures. Prevailing assumptions and beliefs can seriously constrict our analyses (Trefry, 2006:567).

2.3. FUNCTIONS AND EFFECTS OF ORGANISATIONAL CULTURE

The role of culture in influencing the behaviour of employees appeared to be increasingly important during the 1990s. As organisations, widen spans of control, flattened structures, introduced teams, reduced formalisation and empowered employees, the shared meaning provided by a strong culture ensures that everyone is pointed in the same direction (Robbins, 2001). However, various authors caution that understanding culture alone will not guarantee the success of an organisational change. Organisational culture can only be helpful to a point of shaping managerial behaviour in organisations (Ramodibe, 2008).

Whilst most definitions share a common view that organisational culture has impacts on behaviour, it serves four basic functions. First, culture provides a sense of identity to members and increases their commitment to the organisation. Thus, motivation is enhanced and employees become committed. Second, culture is a sense–making device for organisational members. It provides the way for employees to interpret the meaning of organisational events. Third, culture reinforces the values in the organisation. And finally, culture serves as a control mechanism for shaping behaviour. These effects of organisational culture are hotly debated by organisational behaviourialists and researchers. It seems that managers attest strongly to the positive effects of culture in organisation, but difficult to quantify these effects (Nelson and Quick, 2001).

2.4. HOW CULTURAL ELEMENTS ARE EMBEDDED

The basic process of embedded cultural elements is a given belief or set of assumptions. It is a teaching process, but not necessarily an explicit one. There are mechanisms that are used by founders and key leaders to embed value or assumptions they hold, although the message may be very implicit in the sense that the leader is not alive to sending it.Culture is embedded through formal statements of organisational philosophy, charters, materials used for recruitment, selection and socialisation. Leaders pay attention to measures and control to critical incidents and organisational crises (norms are challenged, insubordination occurs, meaningless events occur). They determine who gets what information and how performance appraisals and other review processes are conducted to carry implicit messages of what leaders assume and value criteria used for recruitment, selection, promotion and retirement (Nelson and Quick, 2001).

The above examples demonstrate the initial thrust of the messages sent. They exemplify the personality of the founder. Some founders deliberately reflect their own personal biases.

2.5. MODELS OF ORGANISATIONAL CULTURE

Schein (1995) states that organisational cultures are not formed as the employees proceed through various changes in order to adapt to the external environment and how they resolve their challenges (Schein, 2004).

2.5.1. SCHEIN'S LEVEL OF CULTURE MODEL

Schein proposes that culture should be analyzed at several different levels as depicted in Table 1. Schein (1992) asserts that organisations do not adopt culture in a single day; instead it is formed in due course of time as the employees go through various changes, adapt to the external environment and solve problems. These levels range from the very tangible, explicit manifestations, which one can see and feel too deeply embedded coupled with unconscious basic assumptions that he defines as the essence of culture.

Three levels of culture

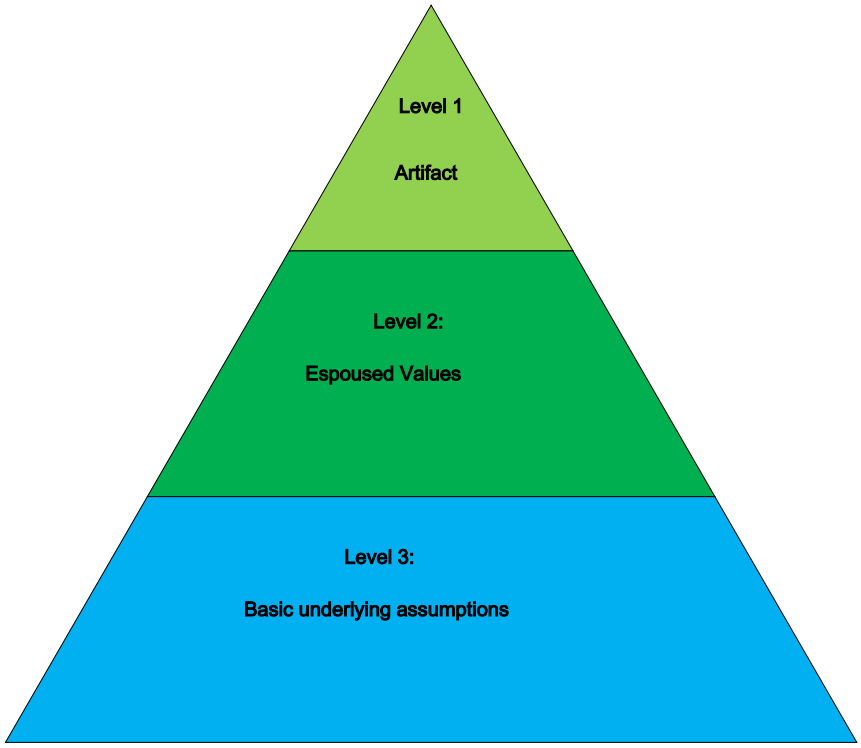


Table 1. Three levels of culture (Schein, 1992)

Level 1: Artifacts

According to Schein artifacts are visible products to observe, but difficult to decipher their meanings. The observer is able to describe what he or she sees and feels but is unable to reconstruct from this alone what it means in the given group, or whether they even reflect crucial underlying assumptions (Schein, 1995).

The surface level of artifacts, as the phenomena that one sees, hears and feels when one encounters a new group with unfamiliar culture. This includes the physical environment, dress code, manner of address, its published list of values, and its observable values and ceremonies. The cultural analysis of the organisational processes becomes routine and structural elements such as charters, formal descriptions of how the organisation works, (Schein, 2004:25).

Schein (1995) cautions the observer against trying to infer assumptions from artifacts only and claims that the interpretations will inevitably be projections to the feelings and reactions. However, in the case of this study, given the historical, structural ties and close interaction of the organisation, classifications may be possible. If the observer lives in a group long enough, the meanings of artifacts gradually become clearer. One could attempt to analyse the “espoused values, norms and rules that provide the daily operating principles by which members of the group guide their behaviour.” (Schein, 2004: 27).

Level 2: Espoused Values

The next level in the context of cultural analysis according to Schein (1995) states that leadership is the original source of beliefs and values that propel a group to move in dealing with its internal and external challenges. Values become beliefs through a process of cognitive transformation, which occurs when an individual assumption is transformed into a shared value or belief and ultimately into a shared assumption.

Schein (2004) further explains that the mindset of the individual associated with any particular organisation influences the culture of the workplace. These derived beliefs and moral/ethical values rules remain conscious and are openly expressed as they serve the normative and morals. He also cautions that those values are not based on prior learning, they might also reflect only what Argyis and Schon (1978) refer to as espoused values ,which is the difference between what people say and do. While an organisation might claim it values something, there are, however contradictions in practice (Schein, 2004).

The articulation of espoused values into the philosophy of operating can be useful in bringing a group together, providing source of identity and core mission if they are congruent with the underlying assumptions.

When analysing values, one has to carefully distinguish between those in harmony with the underlying assumptions and those that are either sheer rationalisation or merely future aspirations. To obtain a deeper level of understanding, to make sense of the pattern and to predict future behaviour correctly, a greater understanding of basic assumptions is necessary (Schein, 2004).

Level 3: Basic underlying assumptions

Schein argues that when a solution to problem works repeatedly, it comes to be taken for granted. This level represents those beliefs that have assumed “taken for granted status” (Schein, 2004:29). These beliefs cannot be measured but do make a difference to the culture of the organisation. If a basic assumption is strongly held in a group, members may find behaviour based on any other premise unthinkable as such, they correspond to Argyris and Schons (1978) concept of “theories-in-use”, which provide guideline for behaviour through patterns of belief. The inner aspects of human nature come under the third level of organisational culture (Schein, 2004).

Schein observes that like theories in use, tend to be non-debatable and extremely difficult to change. To learn and accept something new in this world view requires organisation to resurrect, re-examine change some of the stable positions of cognitive structure, a process that Argysis and Schons (1978) have called ”double loop learning organisation or frame breaking”(Schein, 2004: 32)

Such learning temporarily threatens our cognitive and interpersonal world, and, therefore, brings great volumes of basic anxiety. The organisations follow certain practices which are not discussed, but, often understood individually. Such rules form the third level of the organisational culture the basis upon which key challenges for management lie (Schein, 2004).

Lakomski (2001) critiques Schein for seeing organisational culture as a management mechanism that can be utilised to shape and control. In some way, the beliefs, understanding and behaviours of individuals in the organisation use to attain specified goals. He further questions whether culture can be both a dependent and independent variable at the same time. He further claims that Schein does not sufficiently address the nature or influence of factors external to the organisation which may impact on it and its culture (Schein, 1995).

2.5.2. COMPETING VALUES FRAMEWORK

It is important to note that academic literature recognises various cultures that may exist within organisations. One classification of culture types is proposed in Bradley and Parker (2006), Competing Values Framework (CVF), based on work by Quinn and Rohrbaugh (1983).

Competing Values Framework

	Flexibility and discretion		
Internal	Clan	Adhocracy	External
	Hierarchy	Market	
	Stability and Control		

Table 2: Model of competing values framework adapted from (Cameron 2009)

The CVF examines the competing demands within organisations between their internal and external environments on the one hand and between control and flexibility on the other (Bradley and Parker, 2000). These conflicting demands constitute the two axes of the competing value model. Organisations with an internal focus emphasise intergration, information management and communication, whereas organisations with an external focus, emphasise growth, resource acquisition and interaction with the external environment (Cameron, 2009).

On the second dimension of conflicting demands, organisations with a focus on control emphasise stability and cohesion while those with a focus on flexibility stress adaptability and sponntaneity. Combined, these two dimensions of competing values map out of four major types of organisational culture revealed in theoretical analysis of organisations (O'Donnell and Boyle, 2008:8).

The internal process model involves a control/internal focus in which information management and communication are utilised in order to achieve stability and control. This model has also been referred to as a 'hierarchical culture' because it involves the enforcement of rules, conformity and attention to technical matters. The internal process model most clearly reflects the traditional theoretical model of bureaucracy and public administration that relies on formal rules and procedures as control mechanisms (O'Donnell and Boyle, 2008:8).

The open systems model involves a flexibility/external focus in which readiness and adaptability are utilized in order to achieve growth, resource acquisition and external support. This model has also been referred to as a 'developmental culture' because it is associated with innovative leaders with vision who also maintain a focus on the external environment. These organisations are dynamic and entrepreneurial. Their leaders are risk takers and organisational rewards are linked to individual initiative. The human relations model involves a flexibility /internal focus in which training and the broader development of human resources are utilised to achieve cohesion and employee morale. This model of organisational culture has also been referred to as 'group culture' because it is associated with trust and participation through team work. Managers in organisations of this type seek to encourage and mentor employees (Bradley and Parker, 2000; O'Donnell and Boyle, 2008:8).

The rational goal model involves a control/external focus in which planning and goal setting are utilised to achieve productivity and efficiency. This model of organisational culture is referred to as a rational culture because of its emphasis in outcomes and goal fulfilment. Organisations of this type are production-oriented and managers organise employees in the pursuit of designated goals and objectives and rewards are linked to outcomes (Bradley and Parker, 2000, 2006; O'Donnell and Boyle, 2008:9). The importance of this academic understanding assists in knowing the predominant cultures and thinking as to what rebalancing is needed for if culture is to be shifted to support new practices and values. While there has been criticism of this model for not being comprehensive enough as it reduces cultural phenomena into only four culture types and that it is not a realistic representation of the world of the organisation.

The Christie report, nonetheless, supports the argument that public sector organisations are reactive, claiming that outdated attitudes and approaches, a culture of professional dominance in public bodies, has rendered them unresponsive to changing needs and risk-averse about innovation. It has also been suggested that public sector organisations may have a strong sense of social values compared to private sector organisation and sector ethos (Greasley, Watson and Patel, 2009).

2.6. WHY IS CULTURE IMPORTANT

Some researcher's findings demonstrate that certain cultures correlate with economic performance (Denison, 1990; Kotter and Heskett, 1992; Sorensen, 2002).

Boyne (2003) suggests a link between organisational culture change and public service improvement. Understanding of organisational culture and cultural types provides deeper understanding of why managerial reforms may impact differently within and between organisations. Entities with a predominantly internal process culture for example, may be more resistant to reforms aimed at promoting innovation. Practitioners in both the private and public sectors have come to realise that organisational change often requires altering the organisation's culture and learning. Zalami (2005) argues that culture can either facilitate or inhibit institutional transformation depending on whether or not the existing culture is aligned with goals of the proposed change. This is supported by O'Donnell 2006 in terms of culture facilitating innovative initiatives in the public sector and providing enterprising leaders (O'Donnell and Boyle, 2008:10).

The academic literature further suggests that traditional organisational cultures in the public sector are likely to impede on the public service modernisation unless they are changed to align with the modern role of government as an engine of economic growth.

Zalami (2005), as summarized in table notes that change proponents have identified attributes of public sector culture focused on its authorities and controls, rules driven, bureaucratic nature, inefficient use of resources, are unaccountable for results, and suggests a new paradigm, more responsive to citizen needs (O'Donnell and Boyle, 2008).

Public Sector Paradigms

Old Paradigm	New paradigm
Government is the source of authority and control	Government provides services and solutions to common problems
Government is rules-driven and resistant to changes	Government is results-oriented and changes to meet new needs
Public servants are focused on themselves and their situations	Public servants are focused on meeting the needs of the citizens

Table 3 : Public Sector Paradigms (Zalami, 2005 cited by O'dennell and Boyle 2008)

Overall, DuGay (2000) cited by O'Donnell and Boyle says that it is both misguided and remarkably premature to pronounce demise of the cultural ethos of bureaucratic office. But Litton (2006) cited by O'Donnell and Boyle notes that the simple structure form favoured by bureaucracies can lead to cultural traits that limit performance (O'Donnell and Boyle, 2008).

Culture is therefore a key battleground in the context of management reform in the public service and must be dismantled and replaced by a more private sector like entrepreneurial culture. A fuller understanding of culture and the reasons for particular organisational cultures in the public service is central to successful management reform (O'Donnell and Boyle, 2008:13).

2.7. MODERNISATION OF THE STATE IN AFRICA

In the late 1950s and early 1960s, most African countries attained independence and public sector institutions remained central in promoting the socio-economic development. The role of the state reduced by shifting its own expenditures away from consumption towards investment, refocusing its attention onto core public functions macro-economic stability, law and order, liberalisation, deregulation and providing strategic social services.

(i) Phase 1. Reforms of the 1980s

In 1980, public sector reform began in Africa with structural adjustments programmes (SAP). These SAP initiatives were aimed at stabilising macro–economic crisis of balance of payment, fiscal deficits, runaway inflation and currency overvaluation. However, they became bloated and unaffordable due to reform packages which were frequently accompanied by SAP loans. It was during this period, that the challenges of moonlighting, absenteeism, low morale, corruption and politicisation of recruitment emerged. There was little doubt that in many countries, the capacity of ministries including Finance Ministries to fulfil even basic tasks virtually collapsed (Ayee, 2005:19).

The solutions offered by the 1980s civil service reform programmes were relatively rough as they were in line with neo-liberal economic policies aimed at drastically reducing the role of the state in the economy. They focused on downsizing-retrenchments, mergers and recruitment freezes, eliminating ghost workers; decompressing wage scales, trying to use savings on recruitment to pay higher salaries to higher-level managers with scarce skills (Ayee, 2005: 20).

(ii) Phase 2. Reforms of the 1990s

During this phase, it emerged that limited recognition that downsizing and pay restructuring alone were not generating the desired results. This phase assumes that civil service needed to be reduced in size but complemented with total restructuring of services, performance management, budget, and marketing and management systems. Richard Batley (1996) cited by Ayee, asserted that this period of reform was nothing less than an attempt to transfer to Africa and other developing countries all procedures of public sector reform, which in the developed parts of the world, particularly English speaking countries have to be known as New Public Management. The typical mechanism for these reforms were the establishment of the high level reform agencies remain located in Presidential offices, backed up by foreign consultants that increased foreign aid (Ayee, 2005:20).

(iii) Phase 3: Reforms after the World Development Report 1997

This phase emerged towards the end of the 1990s following on the recognition of the World Bank in its 1997 World Development Report that having an effective, responsive and legitimate state was crucial for sustaining an effective market economy (World Bank, 1997). New generation programmes since the millennium, although still very much within the New Public Management (NPM) paradigm, have tended to focus on how to improve service delivery to citizens, making it more responsive and effective. NPM linked to Poverty Reduction Strategy Plans which have become a new conditionality for loans to Highly Indebted Poor Countries (HIPC), the majority of which are located in Africa. Thus, for public servants this has meant programmes which attempt to involve officers in taking on board the opinions and demands of their clients (Ayee, 2005:20). The result of modernisation of the state to reform their public services remain challenged to achieve the desired results due to political, historical, economic, institutional and cultural and other environmental constrains.

2.8. THE RISE OF NEW PUBLIC MANAGEMENT IN SOUTH AFRICA

The rise of New Public Management (NPM) in South Africa began after South Africa the first democratic elections in 1994. It was its attempts to reinvent the post-apartheid state which coincided with the global shifts in shaping reformed public sector. In this case, the public service and the state in general became the object of numerous interventions of transformation.

Against this background, Chipkin referred to public service transformation into four principle initiatives. It included measures to: (i) integrate the 'diverse governments and administrations of the apartheid' period into a single public service where much attention has been paid to: (ii) changing the direction of public spending to focus on, for the first time, the majority black population. There have also been important efforts to (iii) change the demographic character of the public service, to make it more representative of the composition of the South African population. The last (IV) element of transformation included measures to change the way the public service operates (Chipkin, 2011:13).

In South Africa NPM sought to move away from what they considered "polemical" debates about the appropriate role, size and operations of the state. It focused more towards managerialism, where there would be visible hands-on management instead of leadership according to policy and rules. The programme championed on giving managers greater discretionary power, reducing in particular, procedural constrains on the handling of contracts, cash and staff. Citizens also became empowered through enhanced participation in decision-making and development planning and management. These were the attempts to improve economic and managerial efficiency and effectiveness which enhances better governance (Chipkin, 2011).

Leadership positions in government became frequently defined and required combination of skills that were difficult to find in a single individual. It became difficult to find suitably qualified persons. In turn, department sometimes hired either unqualified or under qualified persons (Chipkin, 2011).

Subsequently, in 1996, South Africa created the Public Service Commission (PSC), an independent and impartial body, which was created by the constitution to enhance excellence in governance within the public service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient and effective, corruption-free and responsive to the needs of the people of South Africa (South African Public Service Commission, 2008:16).

The PSC aimed at promoting the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Its research processes ensured the promotion of excellence in governance and the delivery of affordable and sustainable quality services. Public participation became a key Constitutional principle which clearly stated that “people’s needs must be responded to and the public must be encouraged to participate in policy making”. Hence the involvement of citizens in matters of service delivery remained crucial (RDP White Paper, 1994; South African Public Service Commission, 2008).

2.9. ORGANISATIONAL CULTURE AND DECISION-MAKING

Several research findings suggest that organisational culture is a primary and often overlooked key to understanding decision-making processes. Accordingly, it can be assumed that culture should be factored in when assessing an organisation's decision-making process. Hence organisations develop culture-based decision making on ethical values and consistently displays them in all their activities (Kurtz, 2003).

One way that many decision making norms and are transmitted to new employees is through stories. Stories assist new employees to make sense of an organisation's unwritten rules and decision making processes. Such retelling acts as a form of redundancy, reinforcing perceptions about how employees should act and what they should do in the workplace (Bolamn and Deal, 1997; Louis, 1980; Stone, 1989; Weick 1987; Kurtz, 2003:306).

Other scholars argue that a well-integrated organisational culture can have serious implications for decision-making during crisis period. Culture generates common sets of decision-making principles, guiding responses of lower level personnel in the event of crisis. Subsequently, although an organisation may be decentralised the decision-making process follows an implicit top-down pattern. Lower level personnel make decisions reflecting institutional practices previously established at higher levels (ibid).

Culturally derived decision guidelines can be a challenge to effective decision-making because innovation and new ideas are suppressed. Employees remain with the tried problem-solving formulas, despite evidence indicating a need for change (Bolman and Deal, 1997; Cook and Yanow, 1993). Stultification of this kind seriously hampers organisational effectiveness and during crisis episodes, it can be devastating (Kurtz, 2003:306).

Kurtz pointed out that the relationship between culture and decision-making is further influenced by trust. He further argues that many organisations rely heavily upon trust to maintain organisational integrity. Integrity refers to the implementation of acceptable behavioral norms as defined through the organisational culture, missions and mandates. Stories and myths, as well as use of rituals and ceremonies serve to indoctrinate and build bonds of trust between employees and veterans. Bonds of trust are established, providing assurances that employees will make the right decisions in times of crises, that is to say they will make decisions in keeping with accepted organisational norms and practices (Bolman and Deal, 1997; Wieck, 1987; Kurtz, 2003:307).

Researchers further emphasise that trust is often difficult to achieve when diversity increases, especially in larger organisations where subcultures prevail and inter organisational systems. Many organisations operate based on inconsistent and ill-defined preferences. Members at various levels of the organisation may hold loosely defined values and assumptions that promote conflict.

Institutions that comprise of subcultures remain reluctant to trust a set of norms that threatens their own values and decision practices. When subgroups and outsiders challenge the legitimacy and integrity of the prevailing culture, they rebel against new decision making practices thereby contributing to organisational disarray (Bolman and Deal, 1997; Laporte and Consolini, 1997; Weick, 1987; Kurtz, 2003:307).

2.10. ORGANISATIONAL CULTURE AND LEADERSHIP

Organisational culture and leadership have attracted considerable interest from both academics and practitioners. However, whilst the links between two concepts have been examined few studies have investigated its association with performance (Ogbonna & Harris, 2000).

An examination of the literature in the fields of organisational culture and leadership ascertains that the two areas have been independently linked in organisational performance. For example, researchers have examined the links between leadership styles and performance (Ogbonna & Harris, 2000) and also between organisational culture and performance (Kotter and Heskett, 1992; Ogbonna & Harris, 2000).

Numerous aspects of the organisational culture literature allude to the role of leaders in creating and maintaining particular types of culture (Schein, 1992; Schein, 1995).

Equally, the literature on leadership suggests that the ability to understand and work within a culture is pre-requisite to leadership effectiveness (Heessey, 1998; Ogbonna & Harris, 2000). Many commentators note that performance of the organisation is dependent on the conscious alignment of employee values with the espoused values of company strategy. This indicates that organisational culture and leadership are linked.

Smircich (1983) cited by Schein identifies two approaches to the study of the cultural phenomenon in organisations: culture as an organisational variable, then culture seen as something which can be manipulated, thus the nature direction and impact of such manipulation are dependent on the skills and abilities of the leader. In contrast if culture is seen as an integral part of the organisation then the thinking, feeling and responses of leaders are moulded by the culture (Schein, 1995).

Schein (1992) illustrates that organisational culture and leadership are intertwined. He further stated that during the process of organisational formation, the founder of an organisation creates an organisation which reflects their values and beliefs. In the sense founders create and shape the cultural traits of their organisation. However, as the organisation develops and a time passes the created culture of the organisation exert an influence on the leader and shapes the actions and the style of the leader.

This suggests that the relationship between two concepts represents an ongoing interplay in which the leader shapes the culture and is in turn shaped by the resulting culture (Ogbonna and Harris, 2000).Bass (1985) cited by Ogbonna and Harris) demonstrates the relationship between leadership and culture by examining the impact of different styles of leadership on culture. He further argues that transactional leaders tend to operate within the confines and limits of the existing culture. Similarly, Brown (1992) observes that good leaders need to develop the skills that enable them to alter aspects of their culture in order to improve their organisational performance (Ogbonna and Harris, 2000).

Schein (1995) further says that while there is no shortage of claims that link between leadership and culture exist. And, he also knows that even more important to identify what the priority issues are for both leaders and the leadership. Leadership is central to enhancing institutions, but not an enforcer of formal rules and procedures that must be implemented. He further believes that what the leaders propose works (ibid).

Schein (1995) further states that if culture becomes dysfunctional, it is the unique function of leadership to perceive the dysfunctional elements of the existing culture and to manage cultural evolution and change in such a way that the group can survive in a changing environment.

Schein emphasise that “leaders create and change cultures, while managers and administrators live with them” (Schein, 1995: 225). By defining leadership in this particular way does not imply that culture is easy to create, change or that a leader is the sole determiner of culture. Leaders are responsible for the delivery of services more strategically and effectively while faced with complex and interconnected challenges. How they respond requires them to draw on the collective capacity of society as a whole in forging interactive relationships and arrangements across different sectors and institutions.

Schein (1995) further states that if the group’s survival is threatened because elements of its culture have become obsolete, it ultimately becomes the function of leadership to recognise and take the appropriate action. Schein (1995) adds that leadership and culture are thus conceptually intertwined. The values and assumptions that leaders bring to an organisation have a direct effect on the culture of the organisation, especially in its formative stage.

Denison culture model describes four traits that promote organisational effectiveness and performance that can help organisations and leaders to succeed. These include a culture that emphasises empowerment and capability development, a proclivity to adapt and stay close to the customer (adaptability) a clearly articulated vision and strategic direction (mission) and stable systems and internal processes (consistency). A direct link between the behaviour of the top management and an organisational culture may be hard to separate.

The history of the organisation and industry conditions can also play a role along with a host of their factors. However, those in a leadership position exhibit an effect on the culture of an organisation more often than not (Schein, 2004).

The above review ascertains that there is a link between leadership and organisational performance, the relationship between organisational culture and performance. Clearly, further discourse is necessary to identify, explore and elucidate the character and pattern of association between organisational culture, leadership style and performance.

In conclusion the literature review surveyed and addressed definitions of the key elements of organisational culture, its effects and functions. A number of differences and similarities were identified and described to overlap. What ascended is that organisational culture reflects ideas, values, attitude and beliefs which guides the way in which employees feel, think and act quite often unconsciously. The Schein's (1995) level of culture model also illustrated that organisational culture range from very perceptible to the espoused values and to unconscious basic assumptions. Furthermore, competing values framework as developed by Quinn and Rohrbaugh (1983) was tabled as the recognised classification of culture which demands external and internal environments and between control and flexibility on the other.

Finally, various theories that pertain to transformation of state institutions particularly in Africa were discussed. These theories lay foundation to the rule, patterns, processes and influences appropriate in the state's interaction with society.

The study adopted the qualitative research approach to collect and analyse data in order to understand character of organisational culture and its resilience in reformed institutions. The research study is exploratory in nature since little research attention has been devoted in the understanding organisational cultural challenges of the NPA. The research study discovers answers to questions through application of systematic procedures. This is done by reviewing concepts and definitions and models of organisational culture. The extent of public sector reform processes of leadership and decision making practices, with the aim of discussing their relationship with organisational culture.

The study laments that the reasons for the differential performance of public organisation within the country have not been systematically studied despite the potential contribution to the development state. It also employs Schein's (2010) approach for analaysing organisational culture as a framework for understanding why some organisations perform well in a given country and how such organisation defying the norm. An in-depth analysis of policy documents, strategic planning documents and completed questionnaires of the National Prosecuting Authority of South Africa are reconnoitered.

The study unveils the encounters of the system performance and resistance to change. The insights that emerge therein is utilised to provide recommendations to the NPA and to other public sector institutions working towards transformation of their state institutions and communities.

It should be noted the literature surveyed does not deal directly with the research problem; it attempts to address the key elements thereof. These are useful in building blocks to develop a theoretical framework to test the research problem. The Schein's level of culture model is a more appropriate model to utilise for the research problem. They are academically sound and practically implementable in any institution. The next chapter details research approach of the study which is regarded as the blueprint of the research methodology. It further incorporates the research design which direct processes and procedures utilised in developing coherence of the study.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1. INTRODUCTION

This chapter details the research approach of the study which is regarded as the blueprint of the research methodology. It incorporates the research design which directs sampling, data collection, data analysis processes and procedures. The report further highlights a case study method, unit of analysis, and validity and reliability in order to develop coherent and rationale of the study.

The purpose of the study is to understand the nature and extent of the organisational culture and its challenges in respect of leadership and problem solving practices of the NPA. The NPA was established in 1998 in order to develop coherent, vastly extended administration system with policies and practices to ameliorate its predecessors. Hence, the aim of the study is to explore the nature and extent of the organisational culture into existence and leadership and problem solving practices within a reformed public sector institution. This research report is a qualitative research which poses questions that “seek to discover, explore a process, or describe experiences” (Flick, 2009).

Flick, explains that the decision about a specific question mostly depends on the researchers' practical interest and involvement in certain social and historical contexts. The way in which research questions are formulated exerts a strong influence on the design of the study (Flick, 2009:98).

The study intended to answer the following main question and sub-questions:

Main Research Question

What is the nature and extent of organisational culture of the National Prosecuting Authority in Pretoria regional office?

Sub Questions

1. What are the values and assumption of the NPA?
2. What are the organisational cultural elements that limit effectiveness of the NPA?
3. What is the link between organisational culture and leadership and decision-making practices of the NPA?

3.2. RESEARCH APPROACH

The qualitative research method of this study informs the research approach, methodology, research tools and techniques adopted in carrying out the study.

It is a holistic approach that involves innovation that describes an umbrella of interpretive techniques to ascertain meaning, not the frequency of the phenomenon of events. It has descriptive focus which describes what is going on in a given place at a certain time. Prior selecting the research approach the researcher considered other research approaches and methodologies.

The qualitative nature of the study assist the researcher in gaining understanding the NPA within a particular context than hypothesizing about generalisations and causes across time and space. Qualitative research, as opposed to quantitative research is more exploratory. Punch (1999) defines qualitative research as the interpretive study of either a specific issue or problem in which the researcher is central to the sense that is made. It is also typically used to answer questions about the nature of phenomena with the purpose of describing and understanding them from the participants' point of view. The technique is a rich, dynamic and contested field, which is made up of multiple methodologies and research practices that encompasses enormous variety (Ramodibe, 2008).

Marshall and Rossman (2006) further state that while qualitative research is complex, cuts across discipline, fields and subjects and encompasses a range of genres, there is a set of common considerations and procedures that characterises its conduct and approach.

Notable is the concern for the social interactions that find expression in daily life and the meanings that the NPA participants attach to those interactions. They add that qualitative research is pragmatic, interpretive and is grounded in the everyday lived experiences of people (Marshall and Rossman, 2006:3).

Furthermore, qualitative research takes place in the real world, uses multiple methods that are interactive and humanistic, focuses on context, is emergent rather than tightly prefigured and is fundamentally interpretive. In addition, the qualitative research views social phenomena holistically, systematically reflects on who he or she is in the inquiry, is sensitive to his or her personal biography and the way it shapes the study and uses complex reasoning that is multifaceted and iterative (Naidoo,2009).

The organisational culture research has relied on qualitative research methods for several reasons. It is almost impossible to use quantitative methods to study things such as forgotten basic assumptions. For practical purposes, qualitative methods can only seldom be replicated and confidence limits cannot be established for their findings. Hence, the participants of the NPA are the only people who can reflect on their nature and extent of the organisational culture (Otto, 1989).

In this study multiple sources of data is utilised and a group of individuals selected as a unit of analysis were readily available to the researcher and easily accessed and studied. The qualitative analysis was done through the corroboration of the multiple themes to ensure agreement between the various data while looking for the contrasts and comparison that lie therein.The philosophical and theoretical orientation of this study remain necessary in order to ground it appropriately. It is important to briefly allude to the purpose of the study which has to examine the role of organisational culture and its challenges of the National Prosecuting Authority. Since the research seeks to understand a specific context and the complex world of the lived experience of those that occupy it, the study is clearly located in the interpretive research paradigm.

Furthermore, the purpose of the study is found in the voice and political position of the researcher, which, in this case, is one of advocacy and activism. However, this role is expanded to uncover issues of power relations. By introducing notions of power relations, the study resonates with some elements of critical theory. While the study does not assume an overt purpose to liberate the participants from the potential oppressive and hegemonic powers and relations at the research site, it did nevertheless aim to reveal some of these to negate the assumed unitary and neutral notions of the organisational culture, leadership and problem solving practices.

3.3. RESEARCH DESIGN

3.3.1. Case Study

In this research study of the National Prosecuting Authority, a specific context of a case study method is considered most appropriate to approach the research questions. It is a research method within social and behavioural scientific research. The case study method was utilised in order to gain in depth contextualised examination of social interaction within a single social setting of the NPA (Yin, 1994).

While there appears to be divergent views on what constitutes a case study in Yin's (1994), opinion defining charactersitic of the case study as exploratory in nature and is typically used to generalise models and hypothesis of the process under investigation in a specific context which can be tested through a larger scale quantitative surveys. It is not possible to generalise about the situation directly from the finding of a single case study (ibid). Yin (1994) further states that case studies emphasise detailed contextual analysis of a limited number of conditions and their relationships (Yin, 1994:13). Since the study is restricted to a single NPA regional specific type office, the case study approach is considered the most appropriate approach. The value of using the case study approach is that, it enabled the researcher to uncover and gain access to information and insights that may not be easily visible to casual observers.

Case study is the most appropriate method for the study as it allow for an intensive description and analysis of the manifestation of pertinent phenomenon within its real life context. People studied are selected according to their relevance to the research topic, as they are the employees of the NPA. The strength of the case study approach paradoxically illuminates some of its weaknesses. A limitation is that case study may oversimplify or exaggerate a situation leading to the reader to incorrect conclusions about the situation. Furthermore, it is not an account of the whole it is in fact a part of the whole as it was conducted in a specific temporal in spatial context. In order to address these limitations and assure credibility of the study, the researcher acknowledges that the time spent in the field is mediated by requirement of the programme to study.

3.3.2. Unit of Analysis

The unit of analysis of the study is the National Prosecuting Authority (NPA) situated in the Office of the Director of the Public Prosecution (DPP) North Gauteng Division (NGD), in Pretoria focusing on the 2009-2013 period. The DPP-NGD formerly known as Transvaal Provincial Division (TPD) has the jurisdiction of a certain portion of Gauteng province, Mpumalanga, eastern part of North West province and most part of Limpopo province including Venda. This is relatively a large regional office with approximately 120 employees. The NPA institution is governed by the National Prosecuting Act, no 32 of 1998, which derives its mandate from section 179 of the Constitution.

The institution was established in 1998 following the merger and integration and incorporation of various prosecutorial public services that existed under old dispensation into the new single institution. It became an independent entity in order to function autonomously under authority of Department of Justice (DOJ). The NPA is accountable to parliament in terms of its powers, functions and duties under the stated Act. The National Director of Public Prosecution (NDPP), the executive head of the institution accountable and submits annual reports to the Minister of Justice which are then submitted to parliament.

The vision of the NPA is to achieve, Justice in our society, so that people can live in freedom and security. **The mission of the NPA is,** Guided by the constitution, where NPA ensures justice for the victims of crime by prosecuting without fear, favour and prejudice and by working with partners and the public to solve and prevent crime. **The values of the NPA are** accountability, credibility, integrity, professionalism and service excellence. The values were voted by employees hence they define and symbolises the organisation. These values are contextualised in the NPA code of ethics.

The NPA is selected as the subject of analysis for the following reasons, the NPA is a fairly large organisation comprised of many different groups whose members do not share all of the institutions norms, values, practices and beliefs and meanings. Instead of viewing the organisation as an isolated entity, it is more realistic to analyse its multicultural factors of its

leadership and problem solving practices that may have impact. Furthermore, the NPA since created has never been researched, as much of the previous research on the organisational culture. This study pays attention to Pretoria regional office at the departmental level. And finally, the researchers' employment at the institution afforded access to both elements of the study and the organisation culture.

3.3.3. Sampling Method

According to Patton (2002:230), one of the fundamental differences between quantitative and qualitative inquiry lies in the strategy, logic and purpose of sampling, statistical probability sampling in the case of the former and qualitative purposeful sampling for the latter. Quantitative studies are characterised by large samples, selected randomly using appropriate statistical techniques, in order to generalise with confidence by controlling selection bias and errors from the sample of the population it represents. Conversely, qualitative studies typically focus on small samples in order to access the research site and allow for an in-depth understanding of a phenomenon rather than empirical generalisations.

In order to facilitate in-depth understanding and analysis, qualitative studies select what are termed 'information-rich cases' from which (or whom) a great deal can be learned about the purpose of the research. Hence, sampling in qualitative studies is usually termed 'purposeful sampling' (Patton, 2002:231).

This research utilised purposive sampling technique which is type of non-probability procedure which was consciously utilised to select the NPA respondents, so as to make sure that all elements and characteristics of this study are incorporated. Neuman (2006) observes that qualitative research tends to use purposeful samples. The appropriateness of the structure and contents of the NPA sample can only be assessed with respect to the question of the study.

The purpose of this research is not to examine how the organisational cultures of merging partners differed from one another, but rather to investigate the culture(s) that potentially existed in the NPA reformed institution after the merger. Furthermore, the study did not aim to investigate the role of race, gender, age, geographical location or any other demographic tag, which are generally recognised attributes of the organisational culture. This study therefore aimed to look beyond traditional demographic tags in its sampling strategy to surface insights into the prevailing organisational culture(s) within the NPA.

In view of the principles alluded to above, the study utilised purposeful stratified sampling followed by purposive random sampling. The NPA participants are limited to the prosecutors and administrative staff component, interns and newly employed individuals were excluded. For the purposes of the study the prosecutors and administration component are divided into senior managers, middle managers and junior component.

The use of the criteria is informed by the role power relations in the organisation culture among participants. Purposive sampling is selected because it is “information rich” and it offers useful manifestations of the phenomenon of interest. Sampling then is aimed at insight about phenomenon, not empirical generalisation from the sample to a population (Sulaiman, 2007).The purposive random sampling is then used to identify participants with categories mentioned above. Five respondents from the NPA were selected from each category by dividing the total number of participants by five and choosing the first name that appeared at the beginning of each quintile.

There are 120 employees on the list and 25 research respondents were requested through e-mail with telephonic follow up and personally confirming while delivering a questionnaire. The respondents were provided with a participant information sheet explaining what the study entails and the copy of the permission letter. Permission for access to conduct a research study was granted by the CEO’s office (National Office) through Director of Public Prosecution’s office (NGD).

3.3.4. Data Collection

Primary data collection in this study is mainly through a form of a questionnaire from the selected sample group of the National Prosecuting Authority. A questionnaire is a set of questions for gathering information from individuals.

One can administer questionnaires by mail, telephone, using face-to-face interviews, as handouts, or electronically (i.e. by e-mail or through Web-based questionnaires). A questionnaire is designed to extract specific information for the following purposes to collect the appropriate data, make data comparable and amenable to analysis, minimise bias in formulating and asking question and to make questions engaging and varied. The questionnaire afforded to the NPA respondents to complete the questionnaires when convenient and to verify personal records. In this study questionnaire is utilised because the prosecutors from NPA are always moving around different courts in provinces daily, as it is a challenge to secure a group together in the office owing to work commitments. The questions contained in the questionnaire were prepared in advance. Each respondent was given an opportunity to accept or decline participation and informed that answering questionnaire is voluntary.

Leedy (1997:142) recommends that the following considerations are important during the construction of the questionnaire. The author recommends that one must be polite, as a commanding approach will not be acceptable to the respondent, the questionnaire should be simple in content and easy to read and understand, consider the respondent by ensuring that arrangements will be made by the researcher to collect the completed questionnaire from the respondent, the questionnaire should be acceptable to the respondent in terms of unambiguous language, time and effort required to complete, concentrate on general problems and ideas rather than specific. Ensure that the questionnaire is brief and only solicits data that is essential to the research project and problem.

A semi-structured questionnaire is developed and administered as a data collection tool. This approach allows for greater flexibility during data collection process. The questionnaire consists of a covering letter, explaining the purpose of the research and an instruction sheet, explaining how the form should be completed. It also comprised the following five sections of closed questions and one open-ended question.

It is imperative to note that the research included secondary data through different sources that the researcher deems relevant. The data collected in the study is summarised and compared with literature. Secondary data included sources from local and international literature in books, newspaper articles, document reviews, journals and policy documents, organisational reports as well as studies undertaken by other researchers on organisational culture, leadership, problem solving practices and public sector institutions.

The secondary data is used in analysing literature relevant to the NPA to ensure that the research study was not previously addressed and to avoid repetition and to the body of knowledge on the topic.

3.3.5. Data Analysis

The researcher considers multiple sources of data for this data analysis of this study based on Yin's recommendations that documents should be used to "corroborate and augment evidence from other sources" (Yin,1994:81).

And, the study used varied documents to support anecdotal evidence on challenges of the organisational culture, leadership and problem solving practices in public institutions. Triangulation of data is important to the study as it ensured the “convergence of lines of inquiry” to ultimate ensure that the findings and conclusions of the study would be more persuasive in their accuracy (Yin, 1994:92).

The researcher utilised various data sources to consider contrast and comparisons from the myriad sources. As with all data, analysis and interpretations are required to bring order and understanding. This requires creativity discipline a systematic approach. Feldman (1995:10) contends that analysis of data is one stage in the process of research. Data analysis is preceded by gathering the data and succeeded by a process of relating interpretations to the question to be answered.

The data is captured and arranged in logical (chronological) order. The researcher then utilised analytical dimension of data analysis strategy. Categories are identified to assist to cluster data into meaningful groups. Thereafter, data chunks clustered around common themes. Common themes and then reduced to recurring data. The researcher examines the themes and introduced second level of coding. The data and their interpretations examined for underlying themes and patterns that categorise the case more broadly than a single item of information could.

The themes enabled the researcher to do a comparative study across categories to identify common recurring themes. These themes then provided a structure to demonstrate how the categories are related. And, overall portrait of the case is constructed. Conclusions, though not decisive, drawn and may have implications beyond the specific case that was studied.

Yin's (1994:103) strategy which encourages that analysis be based on the grounded theoretical proposition that informed the study. Hence, the researcher was able to analyse data of the study and develop a practical solution to how organisational culture can be effective in public institutions.

3.3.6. Validity and Reliability

Neuman (2006) mentions that, a study or its results are reliable only if other researchers can reproduce the method of conducting a study or the results there from. He further mentions that, measurement validity refers to how well the conceptual and operational definitions integrate with each other (Neuman, 2006:192).

In undertaking the study, the researcher remained aware of influences and did not assume that participants and documents are simple neutral from the past since uncritical readings of documents and interpretations of questionnaires can reproduce and reinforce stereotypes and assumptions.

Leedy and Ormrod (2005) cited by Suilaman argue that validity and reliability reflect the degree to which one may make mistakes in one's measurement. Reliability is further defined as the consistency with which a measuring instrument yields a certain result when the entity being measured has not changed. Perry (2001) contends that reliability also indicates the degree to which the research can be audited (Suilaman, 2008).

In this research study, validity is examined through content analysis when looking on what has been researched previously and the opinion of the respondents. Reliability focused on whether the information given throughout the interview remains consistent towards all the respondents. Since this is a qualitative research study and generalisation is not possible so it was imperative that the data collected analysed thoroughly. Furthermore, as a measure of accuracy and response, consistency is considered to be acceptable since the same contact persons was used throughout the study and the data supplied matched the reports of previous surveys done at the NPA.

In conclusion this chapter deliberated on the research design and methodology followed by the questionnaire methods used given the nature of the research problem. The research sample, the development of the questionnaire and the response rate was argued. In chapter four the completed questionnaires will be analysed and interpreted and the research problem as stated in chapter one will be discussed.

CHAPTER FOUR

RESEARCH FINDINGS

4.1. INTRODUCTION

The purpose of this chapter is to present research findings without the researchers' opinion or interpretation. The data is presented in the form of themes that emerge from the main question and sub-questions. Thematic analysis is a method for identifying, analysing and reporting patterns and themes within data. The research findings is presented and analysed via a combination of description, tabular, graphic form and quotation which according to Patton (2002:61) provides the foundation of qualitative reporting as it allows the reader to enter the mind of the research participants.

4.2. Findings

4.2.1. Organisational culture

Population Size	Sample Size	Sample as % of population	Number of Respondents	Respondents as % of sample
130	25	19,23%	12	48%

Table 4. Biographical information of the respondents (Own Source)

The result indicates in Table 4, the population size of 120, and 25 questionnaires remain distributed to selected respondents. From the sample size of 25, 12 participants completed and returned valid questionnaires.

The sample represents 19.23% of the population, whilst the number of valid responses represents 48% of the sample. Given that the unit of research is one regional office, the response rate level and number of respondents associated with these levels both for prosecution and administrative component indicates the following:

Senior level represent 25 %, middle level 50% and junior level 25%.

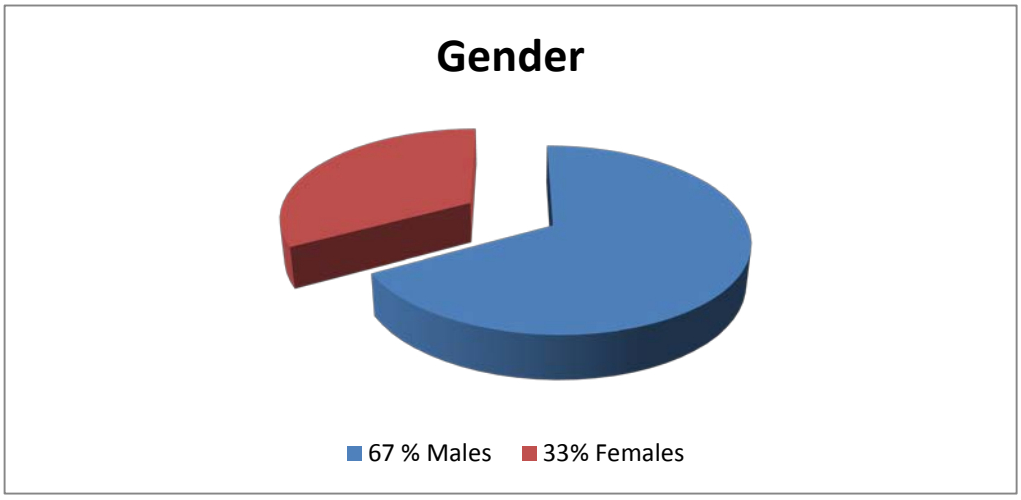


Figure: 1. Graphic representation of gender composition (Own Source)

The figure: 1. indicates that 12 respondents contributed in the study, eight males 67% and 4 females 33%. This also shows that the NPA is dominated by male employees. The breakdown of different staff components indicates that, seven respondents 58% are from prosecutorial services and five 42% from administration/corporate services. These suggest that majority of the NPA employee is dominated by prosecution component. A breakdown of the number of years in Figure 2 indicates two respondents which represent 17% of respondents with service period of 0-5 years.

Four respondents 33% of respondents who have 6-10 years, four respondents 33% of respondents have service record of 11-15 years, and two respondents 33% of respondents have service record of 16 or more years.

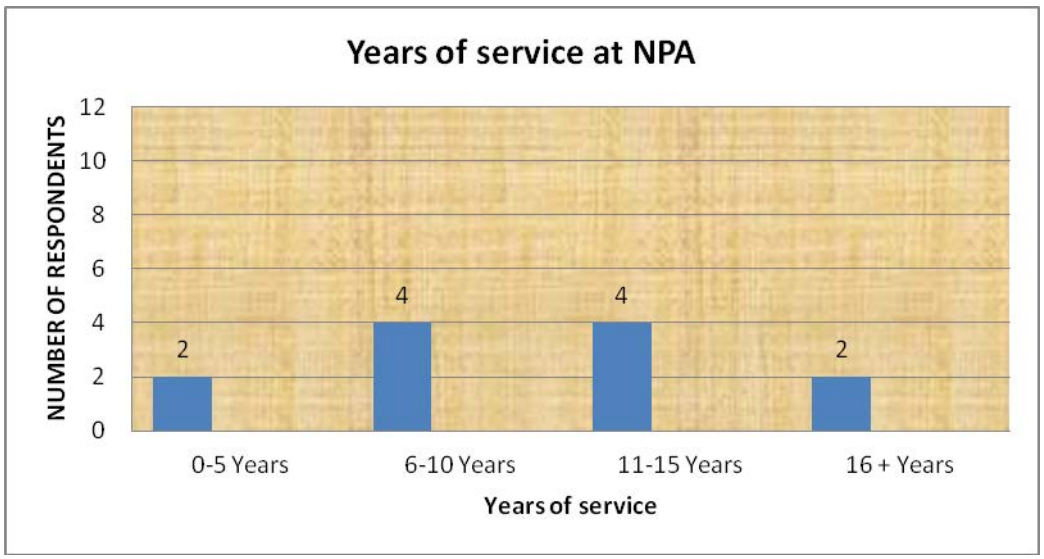


Figure 2. Graphic representation of years of service (Own source0

It is evident that organisational culture does exist; nine respondents represents 75% indicates that NPA has organisational culture, while three respondents 25% of respondents indicates that the organisational culture is absent.

(i) Character of management findings illustrates that six out of twelve respondents represent 50% indicates that management's legal background and knowledge influence the character of the organisation.

This has effect on the management to lose focus on other organisational factors and remain engrossed in prosecution. While three represents 25% of total respondents pointed on the character of management of being authoritative, secretive, and always punitive and with poor interpersonal relations. Three respondents' represents 25% further indicates that management does not have character due to leadership inconsistency in the organisation. Others argue on the fact that organisational principles of professionalism, courage and integrity seem to influence the management character.

(ii) Values of the organisation indicate that ten respondents represent 83%, indicates that the organisational values remain important in the organisation. The following values emerge "integrity, transparency, professionalism". Some respondents place emphasis on the vision and mission of the organisation and its legislative mandate.

(iii) The uniqueness of the organisation findings indicate that all respondents feel unique from other institution due to clear legislative mandate and powers invested in the organisation. In addition it emerge that its independence in execution of its duties remains vital.

(iv) What should never change dimension reflect the majority of the respondents 67% indicate that fundamental principles of the organisation should never change.

The principles of ‘Integrity, independence, people’s lawyers and prosecuting without fear”. What also emerge is to safeguard the organisation against political interference.

(v) Table 5, reflects important aspects that the organisation should pay attention to.

Internal Aspect	No of Respond	External Aspect	No of Respondents
Human Resources	8	Service Delivery	5
Vision and mission	6	No political interference	8
Transformation	7	Public participation	4
Strategy and leadership	8		
Maintain independence	8		

(vi) In strategic principles, six respondents which represent 50% indicate improvement on internal communication in order to ensure credibility. Other respondents argued that clear organisational strategy and structure is of great importance. Four respondents 33% endorse the importance of organisational principles and legislative mandate.

4.2.2. Public Sector Institution

The findings illustrate that 100% of respondents agree that public sector institution is an integral part of democratic transformation of the country. It is clearly indicated that public sector is universally vital in the transformation of communities.

Figure 3 findings indicates 42% respondents are of the view that to great extent public institutions recognise its citizens, while 33% are somewhat, while only 25% indicated that not at all placing citizens central to the governance process.

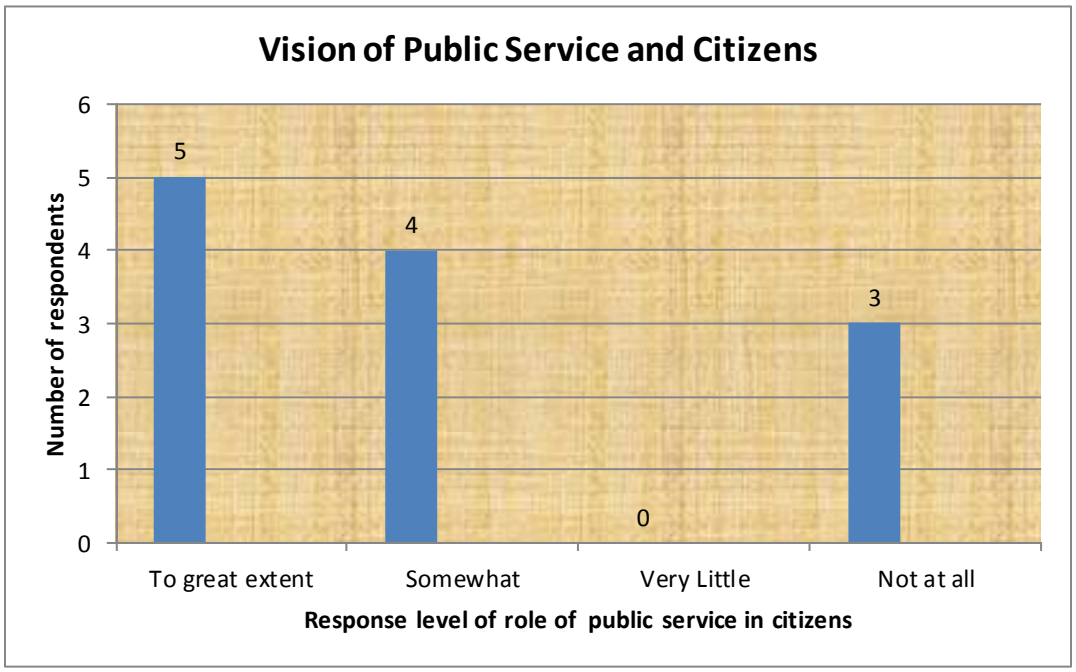


Figure: 3.Graphic representation of vision of public service in citizens (Own Source)

It is further illustrated in figure 4, that 50% respondents specify that public service institutions somewhat communicate with its citizens and stakeholders on their needs of service delivery, 50% indicate that very little is communicated with public service stakeholders.

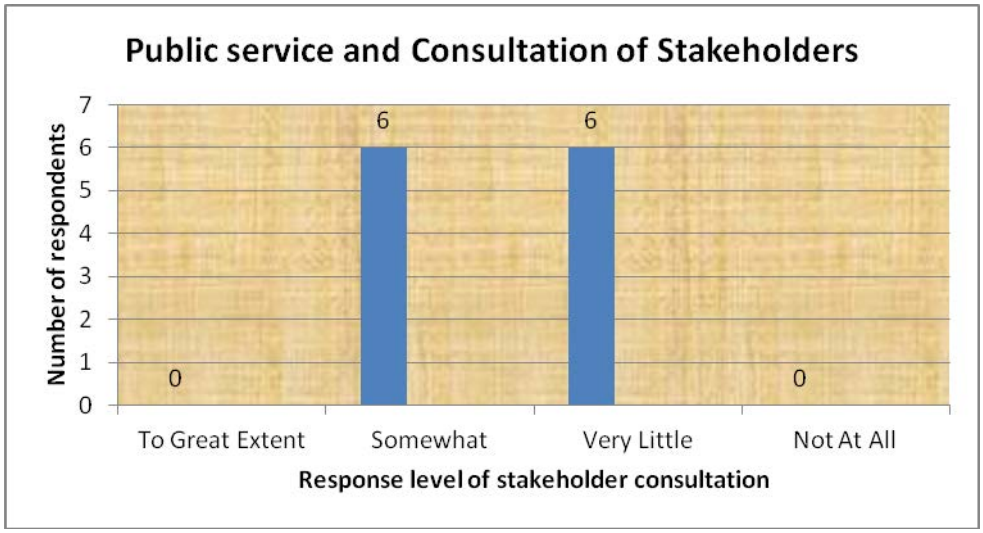


Figure 4. Graphic representation of consultation of stakeholders (Own Source)

It is clear that 25% of respondents are of the opinion that public service somewhat conducts feedbacks/ surveys in order to improve or sustain service delivery. Six respondents 50% indicate that very little communication is conducted, while three respondents 25% indicate that communication is not conducted at all. The findings further indicate that 58% of respondents are of the opinion that public institution somewhat take a lead in promoting the developmental state concept. While four respondents 33%, maintains that very little is done by public institution in taking the lead, and one respondent 8% believes that to a great extent public service institutions take a lead.

4.2.3. Case Study institution - NPA

Respondents who perceive that they feel very little motivated to work for NPA represent 50%, while 33% are motivated and 17% remain neutral.

Figure 5; indicate the level of value of employees by NPA. Six respondents 50% feel somewhat valued, three respondents represents 25% feel little valued and three respondents represents 25% of total respondents remained neutral.

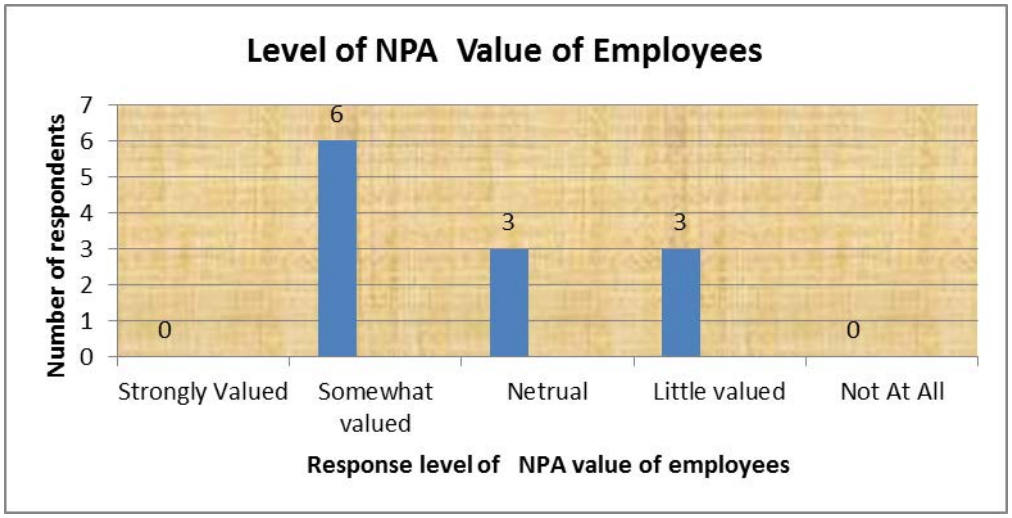


Figure 5. Graphic representation of level of NPA value of employees

The tabled findings reflect on the level of NPA's commitment towards career growth of employees. Five respondents represents 42% who feel somewhat, while other five respondents represent 42% feel little commitment. One respondent represent 8% does not at all feel the commitment. Only one respondent represent 8% indicate strong commitment of the employer in their career growth. Figure 6, presents the level of public understanding on the legislative mandate of the institution. Seven respondents' represents 58% are of the opinion that society at large and its stakeholders have a very little understanding of the legislative mandate.

Three respondents' represents 25% indicate that NPA is not at all understood, and 17% of respondents feel somewhat understood by the society and its stakeholders.

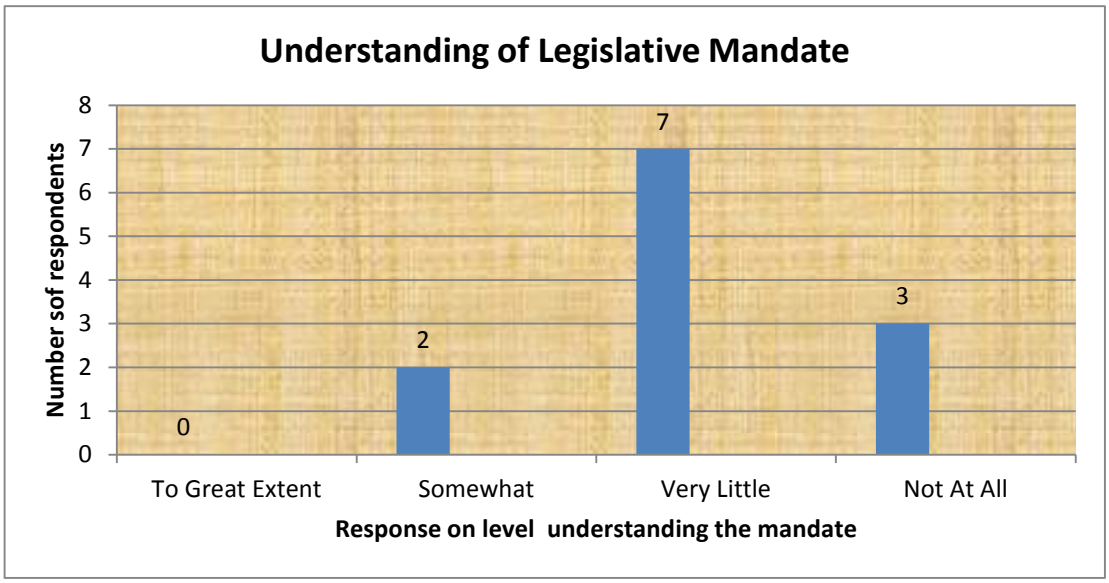


Figure 6.Graphic representation of level of understanding mandate

4.2.4. Leadership and Decision-Making

In the findings seven respondents, represents 58% of somewhat clearly and widely understand the strategy, aim and objectives of the organisation. Three respondents 25% to a great extent while two respondents represent 17% indicate that they have a very little understanding. Findings illustrates how effective is the communication and knowledge management in the organisation. Seven respondents which represent 58% indicate the effectiveness; while two respondents' represents 17% indicate the management to a great extent. Only three respondents represent 25% which indicate very little effect.

Figure 7, indicates that eight respondents' represents 66% feel that decision making process is somewhat effective, while two respondents represents 17% indicate that to a great extent. Only two respondents represents 17% indicate that there is very little effect on the process.

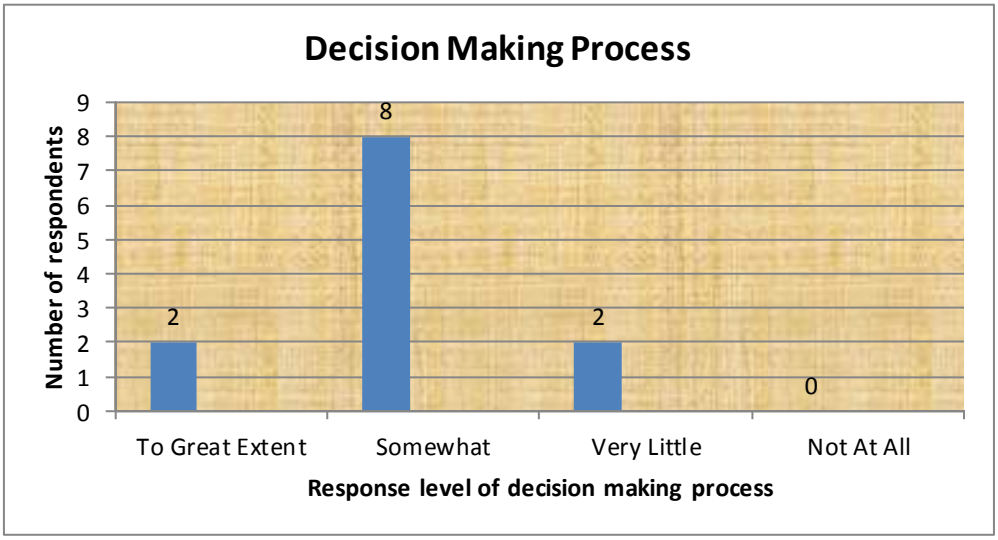


Figure 7. Graphic representation of decision making process (Own Source,Dec 2015)

The following findings Illustrate clear understanding of the boundaries between organisation and public roles in decision making. Five respondents which represent 42% somewhat indicate clear understanding, and 17% indicate to great extent. Four respondents' represents 33% indicate very little understanding, while one respondent 8% indicate that not at all.

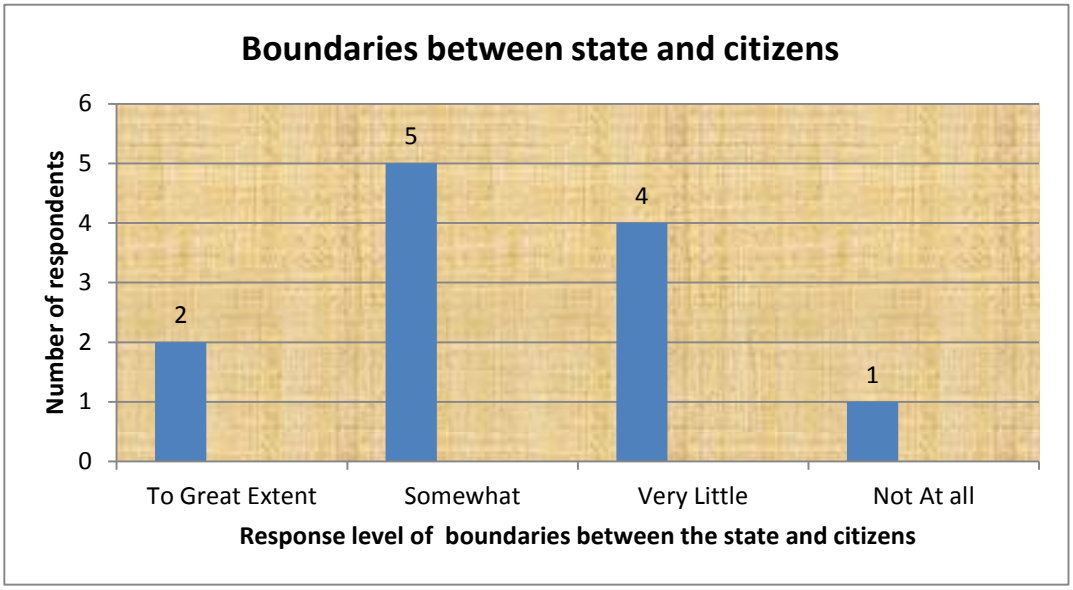


Figure 8.Graphic representation of boundaries between state and citizens

Figure 8, presents that 58% of respondents indicate that somewhat information used to make decisions is reliable and good, only one respondent represents 25% indicate that very little reliable information is used and two respondents representing 17% indicate that not at all.

In conclusion, the findings suggest that respondents acknowledged that challenges of organisational culture exist within the NPA. However values and uniqueness principles of the organization should remain. Respondents further illustrated that public sector institution is an integral part of democratic transformation of the country. Most of the respondents also understood the strategy, aim and objectives of the organisation. The full analysis of the results follows in the next section of the research report.

CHAPTER FIVE

RESEARCH ANALYSIS

5.1. INTRODUCTION

The purpose of this section is to derive a set of assumptions that could explain as much as possible organisational logic of data presentations, analysis and interpretation of the research findings. In this chapter the major findings about the nature and extent of organisational culture, leadership and problem solving practices in the NPA, is analysed. Where differences arise, they are presented accordingly. It should be noted that while themes and subthemes are reported, each element has a linkage on one another and should be viewed holistically in order to obtain a fair view and the sample consisted of twelve employees who are permanently employed.

5.2. EMERGING THEMES

5.2.1. ORGANISATIONAL CULTURE

Boyatzis states that the selection of themes involves the interpretation and analysis rather than simple description of information (Schein, 1995). This theme arose out of Schein's (1992) model in the theorisation of organisational culture as outlined in the earlier parts of this report. The selection of this theme from a theoretical basis is evidence of the inductive approach articulated by Boyatzis (1998).

(i) Artifacts

Artifacts are the most visible manifestation of an organisation's culture and they generally refer to physical, socially constructed environment of the organisation. The researcher works at the premises of the NPA and has observed some of the characteristics of the organisation. This was done in accordance with suggestion from Schein (1985; 2004) who emphasised the study of artifacts as part of the process of understanding culture of the organisation. All employees have the responsibility of marshalling institutional resources to ensure that its strategic and functional objectives are met. The latest institutional employment statistics confirms that employs more males than females, hence it is male dominated. This explains the reasons for the figure 1 to have 67 % male respondents in the study than females. These at times organisations fail to recognise that in today's world, employees of all genders want different ways of working. But often the bias that creates this male- dominated culture is unintentional and unconscious.

The NPA regional office is situated in the central business district. The architecture of the office is designed in such a way that all offices are interconnected to each other. One of the notable things about the building is that, NPA employees occupy six floor levels. Five levels of offices are individually occupied by prosecutorial staff with minimal number of administration staff who serves as secretarial support. Most of the times employees remain behind closed office doors or their desk remain behind open doors.

The motive behind closed doors is that prosecutors necessitate privacy of reading police dockets without any interruptions. Furthermore officers at times handle sensitive information files which require comprehensible composure,others are working away in various courts and lastly for security precautions. Such arrangements promote individualism and isolation amongst staff. The corporate services employees occupy two floors level with shared open plans offices except senior managers and senior secretarial support. Employees share meeting rooms and smoking area facilities which are allocated at the first level of the building. Staff meetings are held once a quarter where all staff members are expected to attend in order to receive information updates. In terms of the common tea room it is never used unless there are staff meetings once a quarter and planned functions. Most employees take either tea or coffee and eat their lunches in their offices alone or with their preferred friends.

The researcher also noted that during data collection process, most participants volunteered to return questionnaires to the researcher when completed. This validates the individualism of the employees who prefer to deliver the questionnaires. In terms of the language employees communicate in their own languages with people that can speak that language. At professional level English and sometimes Afrikaans is used. The above specified observation is incongruence with Berg and Kreiner (1990) findings that architectures of buildings have a significant influence on employee behaviour and how they communicate.

These promoted employees to be individualistic with minimal sharing of ideas and opinions. The office plans discourage interaction across teams, units and do not promote conversation about work as well as play. Such type of design dejects open communication due to the fact that employees remain sequestered and individualistic (Schein ,1985; 2004).

(ii) Espoused Beliefs and Values

Schein (1995) defines beliefs and values as a sense of what ought to be. These beliefs and values are at a conscious level of employees and they serve to predict behaviour that can be observed at the artifacts level. This author further maintains that values become beliefs through a process of cognitive transformation, which occurs when an individual assumption is transformed into a shared value or belief ultimately into a shared assumption. Schein (1995) indicates that it's important to include this theme because modern research increasingly acknowledges the importance of a shared value system together with a compelling vision and mission-the driving force behind sustainable success. Be that in the work place or in personal life.

The respondents subscribe to my NPA Values (accountability, credibility, integrity, professionalism, and service excellence) which came up frequently in the findings. In this case the findings show that the NPA subscribe to five values which are clearly defined and entrenched within the organisation. These set of values remain at the top of the list of items in their interaction with the questionnaire. This implies that these values create a high organisational behaviour and performance organisational culture.

Most respondents assert that management acknowledges and encourages compliance of organisational values at all times. Whilst cultural values of most South African public sector institutions tend to be similar, respondents placed uniqueness of my NPA values (Accountability, Credibility, Integrity, Professionalism and Service excellence) from other institutions as their role of being “Peoples Lawyers”. Most of the respondents pride themselves on the worth of this or being associated to this role. Respondents indicated a positive attitude, but also clearly expressed concerned on the fact that while values symbolises the organisation, but the challenge remain with their practice on daily basis. This result suggest that the overall company values is characterised by high degree of teamwork, consensus and enables the institution to optimise its effectiveness.

The respondents also indicated that the vision and mission of the NPA is well understood by all staff members of the NPA. The respondents indicate that the “institution’s mandate upholds the government vision of ensuring justice for all citizens by prosecuting without fear or favour”. This long term vision distinguishes NPA from other public institutions. Whilst the NPA employees are conversant with the legislative mandate but majority of the respondents are of the opinion that the society at large and its stakeholders have a very little understanding of their legislative mandate. In fact minimal respondents indicate that NPA is not at all understood by public at large.

Furthermore, the concerns were expressed by the respondents that senior management sometimes lack drive in promoting vision and mission. It also emerged that the NPA remain inconsistent in their leadership roles due to external influences. These influences amplified disagreements amongst middle and senior management.

The individualised leadership is cited as the cause of poor communication which remained a key challenge. Half of the respondents are of the opinion that there is less information sharing amongst senior management and between senior management and employees. Hence the senior management tends to be inconsistent, authoritative, hierarchical and punitive, which results into poor interpersonal relations. Minimal respondents of 25% indicated that the organisation does not have a character due to inconsistent leadership practices and stability. The NPA remained with acting NDPP for a numbers of years which demonstrate incongruence in the strategic leadership. However, individual professionalism, courage and integrity seem to influence senior management character.

(iii) Basic Underlying Assumptions

Schein (1985) defines this level as those beliefs that are taken for granted status. They are generally non confrontable and non- debatable and extremely challenging to change (Schein, 1995). Often organisations follow practices which are not discussed but often understood individually. Such rules form the third level of the organisational culture. This is where the key challenge for management lies (Schein, 1995).

Most respondents believe that NPA is unique from other public institution due to its legislative mandate. This further indicates that the organisation is “independent”. Whilst the granted status remains with certain individuals, 58% respondents expressed the concern over the limited understanding by the citizenry.

The core objective of the NPA is clearly legislated, respondents expressed the view that surveys feedback from citizens is rarely, if at all, conducted to sustain or improve service delivery. Half of the respondents respected the fact that NPA operates within the complex environment with very diverse society with large disparities but it should also remain the foundation institutions for democratic platform without losing its identity. In fact 58% indicated that NPA as a public institution somewhat take a lead in promoting developmental state. The respondents further, stated that NPA remained an essential public sector institution whose core function depends on secrecy and trust. This resulted at the culture which tended to be cautious about information sharing both internally and externally. The employees and management at times tend to guard information to them and remain reluctant to share it even amongst each other. As a result the organisation suffers from an atmosphere of mistrust and uncertainties. These results suggest that public institution service delivery should be conceived and executed from the outside not inside out of the NPA. Citizen satisfaction becomes the criterion for success and the basis for results measurement of public sector institution.

(iv) How things are done here 'power and control"

The organisational culture is commonly defined as "the way we do things" around here (Robbin 1998). This definition incorporates how employees do their work and how decisions are made on a daily basis. This theme is meant to examine if the way things are done within this organisation are contributing positively or negatively to the functions of the organisation. This includes understanding who makes decisions and how they are made in the institutions and if the process of decision making is effective both internally and externally. Furthermore (Ramodibe ,1997) affirm that "the way things are done around here" is likely to influence the policies, practices and procedures within the organisational culture which will in turn impact on the meaningful implementation of the institutional day to day operations. This further assist in gaining understanding the decision making practices of the NPA and furthermore who, has the power to influence the major decisions.

In respect of power and control 70% of respondents believe that the organisation operates according to the legislative mandate. South African Constitution gives the NPA the power and control to execute their duties. Such assertion acknowledges the fact that major decisions at NPA are presented by executive management and approved by parliament after much consideration. The respondents further, asserts that senior management in the regions remains with operation and practical decisions. As such senior management relics with limited flexibility, high accountability, but with lack of collective character influence in the organisation.

All procedural and operational alterations are communicated through electronic circular directive from the national office. These results suggest cracks and minimal consensus between legislative mandate and operational procedure. Limited collective influence of senior management conveys uncertainties because leadership behavior directly influences the kind of organisational culture and climate that is fostered.

(v) Psychological contract between institution and its employees

Psychological contract refers to the relationship between the employer and employees and specifically concerns mutual expectations of inputs and outcomes. This theme is what Schein (2004) “the nature of human relationships’’ (Robbins, 1987). At the heart of the philosophy this reflects its deeply significant changing dynamic nature. Essentially defines humanity, respect, compassion, trust, empathy fairness and objectivity.

It is not a surprise that a level of motivation in the institution remains inconsistent. Half of respondents feel very little motivated, whilst 33% of respondents feel motivated and 17% of respondents remain neutral. These results suggest that institutional leadership emphasise legislative mandate while disregarding day-to-day operations of the service delivery. On the other hand respondents seem to have a different view on the issue, of how NPA values its employees. Fifty percent of respondents feel somewhat valued by the organisation, 25% of respondents feel little valued, and other 25% of respondents chose to remain non-committal.

In terms of level of commitment towards their career growth, 42% suggest that they feel somewhat, while other 42% of respondents feel little commitment and 8% of indicated strong commitment. These results suggest that leadership practices leadership engagement with employees incoherent. The gap between legislative mandate and practical operations remains clear.

(vi) Embedded Cultural Elements

There are mechanisms that are used by founders and key leaders to embed value or assumptions they hold, although the message may be very implicit in the sense that the leader is not alive to sending it. For example organisational systems and procedures (types of information, control and decision support system in terms of categories of information, time cycles, who gets what information and how performance appraisals and other review processes are conducted carry implicit messages of what leaders assume and value).

Majority of the respondents believed that culture does exist at NPA and it has a role to play in the day-to-day operations of the organisation. Furthermore it was agreed that there are elements that should remain embedded in the institution, like maintaining independence without any political interference, prosecution without fear or favour, values and other fundamentals the NPA. These results indicate that organisational cultures do exist although not balanced. Organisational philosophy, socialisation, of being individualistic, issues of trust, the design of physical space, facades, role modeling and key events of the organisation appears to be entrenched.

Given the institutional operating environment it responds said that senior management practices is not aligned internally and externally.

5.2.2 Public Sector Institution

NPM is regarded as one of the institution in striving towards improving efficiencies and service delivery. It is also driven to maximise productive and ‘a locative’ not sure what that is efficiencies that are hampered by public agencies that are unresponsive to the demands of the citizens. It also describes a management culture that emphasizes the centrality of the citizen or customer as well as accountability for results (Hope, 2001).

It is interesting to note that all respondents believe that public sector institutions still remain an integral part of democratic transformation of the country. However 42% of respondents indicated that to a great extent institutions recognise its citizens, while 33% of respondents’ indicated somewhat and 25% of respondents indicated that not at all. This suggests that public sector institutions remain integral of democratic transformation of the country although at times remain unresponsive to the recognition of its citizens.

Furthermore, 50 % respondents indicate that public service communicate with citizens on their needs and service delivery. While other 50% of respondents indicated that very little is committed in terms of the opinion that public institutions lead and promote developmental

state concept. In addition, 58 % of respondents felt that public institutions are somewhat taking the lead, 33 % of respondents argues that very little is done by public institution in taking the lead. And 8% of respondents believe that to great extent public institution does take a lead. In terms of the feedback half of the respondents indicated that very little communication is conducted, whilst 25% indicate that communication is not conducted at all. Half of respondents acknowledge the role of public institutions in promoting developmental state. However it clear that there is a lack coordination or poor publicity due to conflicting opinions between the government and its citizens.

The above further suggest that NPM techniques and practices of decentralising management within public service, increasing emphasis on performance, outputs and customer orientation seems to be minimal. The combination of economic, social, political and technological factors appears to be uneven. The involvement of citizens in matters of service delivery which is critical suggests being insignificant. The public sector reform initiatives need to adapt and expand the types of services to deliver in order to fulfill the ever-changing needs of citizens which remain somewhat doubtful. The results suggest that there is lack of synergy which leads to displeasure of stakeholders.

5.2.3. Leadership and Decision Making

Organisations have routines, practices, processes, missions and cultures which condition how challenges are defined, information is shared, goals are identified options are generated

and ultimately how decisions are made. This forces leadership to be most creative and optimal about decisions and also provide the system to navigate through decision making structures (Ogbonna and Harris, 2000).

Interestingly majority of respondents 58% note that somewhat clearly and widely understand the strategy, aim, and objectives of the organisation. And, 25% remain to great extent and the minimal of 17% indicated that they have very little understanding. This suggests that the institutional aims and objectives do exist and understood but the challenge remains with the different levels of understanding by employees due to various reasons.

Eight respondents indicate that decision making process at the NPA is somewhat effective, while two respondents argues that it is very little effective and the other two respondents argues that to a great extent. This suggests that decision making and problem solving process by leadership is somewhat effective although not balanced which might be risky. In terms of good and reliable information used during problem solving process, seven respondents indicate that it is somewhat reliable, whereas three respondents indicated that it is very little and two respondents reported that not at all. This finding suggests that some employees perceive problem solving and decision making process by leadership as being consistent although other employees dispute the assumption. This implies that there is an element of no consensus.

In conclusion the interpretations of the research data have been presented. The general biographical information and the unit components which tend to give a broad outlook of the selected institution were outlined. The reasoning and analysis of the development agenda by public sector institution as integral part of democratic transformation of the state and its citizens were discussed. The results were further discussed in the selected themes which characterizes deeper understanding culture in organisation. Similarities and differences could not be ignored and were presented accordingly. And lastly results on leadership and decision making which remain practices, routines, and processes that formed the organisational culture of the institution was related.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

The purpose of this study was to examine the nature of organisational and its inherent challenges. It aimed to understand the extent of organisational culture and its relationship with leadership and problem solving practices in the context of the NPA as a public sector institution. This study was conducted by making recommendations for policy in order to consider specific strategies used to address organisational challenges.

From the literature surveyed it emerged that the conceptualisation of organisational culture is not simple task because there is no single generally accepted definition or theory on the concept. Nevertheless, certain key characteristics of culture appeared to be generally accepted by various researchers named that it is a collective phenomenon shared by members of a group and is socially constructed. It deals predominantly with intangible and emotional concepts rather than rational concepts. Culture has a significant influence on the extent to which there is internal integration.

6.2. SUMMARY OF THE MAIN FINDINGS

The findings of this study are in agreement with the fact that all institutions have the organisational culture that exist.

Despite several years of the NPA's establishment post-apartheid the understanding of the organisational culture and progress towards its recognition is still painfully slow and tangible gains are remarkably low. It should be noted that the organisational culture is more than an internal phenomenon. The organisational culture has the values within which are based and can be integrated into every aspect of the organisation including leadership and decision making practice. This study also established that employees perceive the organisational culture as being sequestered, authoritative, secretive and individualistic as the most effective culture type.

The study also indicates that the organisational culture does exist at NPA. Its role has also been acknowledged and accepted at the NPA. This is observed through "actors' interpretation" of historical and symbolic forms, values and communication practices within the organisation. The culture of the NPA institution is visibly grounded in the shared assumptions and individual participation in the organisation. This is clear through natural laws of the institution and interpretation of the employees' themselves. In this study the researcher observed formal and informal use of different concepts. Whilst organisational culture exists at the NPA, it also remains dispersed and lacked collaboration and character. This is pointed out by the long term concerns of the organisation in respect of its leadership and management apprehensions.

During the research process it became clear that the NPA has many similarities and differences like other public sector institutions.

After more than a decade of its establishment, modernisation, reformed public sector characteristics have been inadequate, although varying but stable. These findings also indicate that the founding leader of the newly established institution was able to positively influence the importance of clear vision of the organisation. Whilst challenges do exist in a broad sense the NPA is a great success in moving from Attorney General's office to Department of Justice to become an established independent institution.

The vision and mission, my NPA values and legislative mandate appears to remain the cornerstone of the organisation. These characteristics work as the glue that holds the institution together, as it further places the emphasis of prosecution without fear and favour. As presented the organisational culture is the shared perception that organisational members have about characteristics.

From the responses it can be perceived that a high degree of agreement on how the various aspects of the organisation are perceived. Perhaps the most vital is the agreement that legislative mandate, values, vision and mission and core function remain the good alignment. The NPA is a public institution that represents a difficult case of an organisation. It has formal goal development and which is legislated. While all other public institutions remain under parliament monitoring with citizens ever present and ready to dissect if their needs are met by the institution on daily basis.

In the research findings, the organisational leadership and management lacked permanence and consistency. The common perception also shows that although senior leaders and management are able to demonstrate legal knowledge and expertise the challenge remain with their lack of transference of skills and knowledge, a continued display element of secrecy and a lack of trust to the employees.

Management is criticised on its inability to inspire the employees to become motivated and enthusiastic in achieving their personal goals. The organisational culture of the NPA is perceived as being dominated by formalised procedures and legislation. This implies that there is a lack of collective alignment in leadership structures. This results in the elements of poor relations amongst employees and management.

In the research findings, uneven communication both internally and externally is another underlying factor contributing to the challenge of coordination and execution of duties at the NPA. Whilst there is sense of pride and desire to provide services to South African citizens, low level of motivation remains the challenge. Communication remains a top down directive which appears to be operational at all levels of the institution. This further suggest that legislated policies and organisational hierarchy hindered work flow processes and left little room for creativity and flexibility.

The design and physical layout of the spaces, buildings and furniture as material symbols further convey characteristics of the culture of the organisation among the employees. These material symbols and type of behaviours such as authority, secrecy and individualism remain entrenched. As a result structural and systematic perspective stifles the institutional ability to be more open and effective. The occupants of open offices have the greatest degree of accessibility to one another and the least privacy and free flow of information. Employees who occupy closed offices are seen as being superior and less accessible. The employees who occupy closed offices are prosecutors and fewer support staff they may seem inaccessible to individuals at the lower levels.

Furthermore, it can be revealed that there is no short and long term planning both at operational and strategic level where all employees are engaged optimally. The NPA operate strategically through a legislative mandate, if there are any changes it has to be amended by parliament. The findings further demonstrate that the NPA does respond appropriately to changes in the internal environment of the institution. The internal organisational aspects remain critical while the external environmental aspect remains a challenge. Fears of the political interference on the legislative mandate of the institution remain a long term concern.

The key characteristic of a developmental public service amongst others is the effective, accessible to civil society and community structures with the ability to make critical input into the policy and decision making processes.

It is further defined as producing a measurable improvement in services or a positive change in the relationship between the citizens and the state.

In conclusion, the existence and understanding of public service reform and public participation remain uneven. Whereas there is no definite answers to questions about the most appropriate way to change or maintain organisational culture to provide success and remains to be an essential challenge facing the strategic leadership of the institution.

The findings of the study provide a clear indication that public sector focuses on customising techniques from the private profit sector and use them in the public sector. This is done without considering the organisational culture that existed prior to the transformation of the public sector institution. Lack of regular feedback on the needs of the citizens remains a dispute. Public sector institutions still have a long way to go before attaining the desired results. It is also evident in the findings of this stablished public institution that public sector institutions will only be successful if there is recognition of the role of the organisational culture. It is also clear that assumptions, ideological influences contained in the paradigm shift of public reform which were left unaffected by its predecessor system, is demonstrated by the pattern of behaviour of staff, norms perceptions and activities within the NPA.

It is, however, important to note that successful and meaningful reform initiatives also require the environment within which employees perform to their best abilities and as a result add a great amount of value into South African public institutions. This can only occur within the climate of all employees feeling valued, having meaningful sense of ownership of the organisational culture and as well as adequate representation on decision making and problem solving process of the institution they service. These findings further recognise the poor client feedback which creates a system that limits NPA public participation. The NPA remains private, secretive and distant in terms of its operations. Such feedback should be noted, and, if valid, used to inform future service delivery without compromising its core objective.

The evidence presented here from the literature, international studies and South African experience suggests that culture is indeed something that public service managers should pay attention to. The organisational culture does affect the performance and perceptions about the organisation. At present the nature of reforms fail to take account of existing institutional and management capacities. Such initiatives should be sensitive to operational reality. It should also be noted that consistent organisational culture can develop ethical environments, which in turn grow employees with shared belief, trust and team coordination for critical success without losing its core function of the legislative mandate. Matured leadership remains vital for its continuation and its ability to respond to its challenges and opportunities.

6.3. RECOMMENDATIONS

The following recommendations should be considered by the NPA management.

- Align core objective and the legislative mandate of the NPA together with the intentions of the public sector reform initiatives.

- Entrench in a set of agreed values and traditions that creates a unified identity for the employees to help improve function of the organisation.

- Diagnose future or desired organisational culture, in order to establish the gaps between current and future organisational culture. This provides guidelines for an appropriate programme to enable the organisation to adapt to an anticipated changing environment.

- Continuously engage and educate South African citizens about the reality of its operational values.

- Promote and strengthen effective leadership. It will assist in predicting outcomes and making decisions to respond to anticipated consequences. Furthermore, it will also depend to a large extent on the management priorities, beliefs and values.

6.4. SUGGESTIONS OF THE FURTHER RESEARCH

The researcher recommends that other NPA regional offices perform a similar study to have a better understanding of the organisational culture type, leadership and problem solving practices. This would assist the NPA to make necessary changes in pursing enhanced effectiveness in their service delivery.

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APPENDIX 1

Informed Consent form for Respondents

Dear Colleagues

I am conducting research for the purposes of obtaining a masters' degree in MM-P&DM at the University of Witwatersrand. The topic of my masters' dissertation is "**Organisational challenges of the National Prosecuting Authority".**

As part of my research I am required to obtain data on the role of organisational culture in public institution. For this purpose, a number of respondents including you have been selected to participate in the study.as a result of your involvement your views and opinion concerning existing elements of organisational culture will be of importance, not only in respect of the study but also as a further contribution to the advancement of the NPA.

Enclosed find the copy of a questionnaire. It would greatly appreciate if you could spare few moments of your valuable time to contribute to the study by completing the questionnaire and returning to me not later than 15 April 2013.

Your participation is voluntary and you could withdraw at any time. All data obtained will be treated in the strictest confidence and no information may identify any one in the research report. Should you enquire any information concerning the study as whole, please do not hesitate to contact me telephone: 012 -3516792

I look forward to receiving your response and thank you in anticipation for your willingness to participate

Yours sincerely

Sinothile Msomi

QUESTIONNAIRE ON ORGANISATIONAL CULTURE OF THE NATIONAL PROSECUTING AUTHORITY

Instructions

Kindly answer each question by marking a cross(x) in the appropriate box. There is no right and wrong answers. Your answers will be a reflection of how you view each question

SECTION A : BIOGRAGPHICAL PROFILE

Gender

A1	Male		Female	

Component

A2	Prosecutorial		Corporate Services	

Current post level

A3	Senior Level	
	Middle Level	
	Junior Level	

Years of service with NPA years completed

A4	0-5 years		16-20 years	
	6-10 years		20+ years	
	11-15 years			

SECTION B: SOUTH AFRICAN PUBLIC SERVICE INSTITUTION

The transformation and reform agenda in the South African public sector was and still remains an institutional part of the larger South African democratic transformation endeavor.

What is your view on the above statement?

B1	Agree		Disagree	

To what extent does a vision of your public institution place citizens central to the governance process?

B2	To great extent	Somewhat	Very little	Not at all

To what extent does your public service institution communicate and consult with citizens on the need expectations related to service delivery?

B3	To great extent	Somewhat	Very little	Not at all

How often are feedbacks/surveys conducted on your work from public in order to improve service delivery?

B4	To great extent	Somewhat	Very little	Not at all

The developmental state is South African strong concept that seeks to lay foundation for a democratic platform. Does your institution take a lead to achieve such as a vision of the developmental state?

B5	To great extent	Somewhat	Very little	Not at all

Section C : NPA

NPA is the only organisation with the responsibility to prosecute on behalf of the state. The vision of the institution is to achieve justice so that people can live freedom and security.

In general how do you feel about working for NPA?

C1	Strongly motivated	motivated	Neutral	Little motivated	Not at all

How does NPA value and treat its employees?

C2	Strongly valued	Somewhat valued	Neutral	Little valued	Not at all

How committed do you think your organization is to your career growth?

C3	Strongly committed	Somewhat	Very little motivated	Not at all

Do you think the legislative mandate and outputs of this public service organisation is well understood by society and its stakeholders

C4	To great extent	somewhat	Very little	Not at all

SECTION D : ORGANISATIONAL CULTURE

Service delivery can be seen as the core objectives in all public institutions but culture is their driving engine. Organisational culture influences engagement and enthusiasm of staff. It has the potential for even greater impact both in the benefits and challenges of the organisational performance

D1 Referring to the above definition of organisational culture do you think NPA has an organisational culture?

_____

_____

D2 What special attribute does management possess that has influenced the character of the organisation?

_____

_____

D3 What are the important values in the organisation?

_____

_____

D4 What makes your organisation unique?

_____

_____

D5 what is central to who you are in the organisation that should never change?

_____

_____

D6 What should you pay attention to?

_____

_____

D7 To effectively achieve your strategy what principles should guide how you work?

_____

_____

SECTION E : GOVERNANCE AND DECISION MAKING

Organisational strategy, organisational culture and employee behavior create the framework for cooperative governance which includes understanding structures and processes for decision making and accountability and ongoing monitoring of the organisational internal control.

How clear and widely understood is the strategy, aim and objectives of your organization?

E1	To great extent	Somewhat	Very little	Not at all

How effective is the communication, information and knowledge management in the organization?

E2	To great extent	Somewhat	Very little	Not at all

How effective is the decision making process?

E3	To great extent	Somewhat	Very little	Not at all

How clear is the boundaries between organization and public roles in decision making?

E4	To great extent	Somewhat	Very little	Not at all

How good and reliable is the information that is used to make decisions?

E5	To great extent	Somewhat	Very little	Not at all

Thank you for your cooperation