

**UNDERSTANDING ORGANIZATIONAL CULTURE
IN DISTRICT OFFICES**

By

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Chesterton Earle Smith was born on 17 December 1970 in Graaff Reinet in the Eastern Cape, South Africa. He is the middle child in a family of eight children, all of whom completed their schooling at Spandau High school in the town. His parents were both primary school teachers in the community. He finished the degree BA (Mus) at the University of the Western Cape in 1990, and completed a Higher Diploma in Education the following year. The degree BEd (Hons.Mus) was conferred at the same university in 1994 after which he completed an M.Mus in 2004 at the University of Pretoria. He has extensive experience in teaching, from pre-primary school to high school in both English and Music. His passion for the arts led him to a position with the Gauteng Education Department as Senior Education Specialist for Arts and Culture in the Johannesburg East district office.

In this thesis, *Understanding Organizational Culture in District Offices*, the promovendus reports a four-year interpretivist study on the nature of organizational culture as found in two differently performing district offices in Gauteng. The study explored the reasons for such culture difference from a leadership and management viewpoint, and tried to understand why some district offices perform better than others. Cases for study were selected from sixteen districts based on the performance in the National Senior Certificate between 2008 and 2010.

The working assumptions in the study were affirmed that:

OC is a determinant of whether a district office becomes a low or high performing district

There is a correlation between the nature and quality of leadership and management in a district office, OC and the performance of the district.

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Data interpretation spreadsheet

DECLARATION

Student name: CHESTERTON EARLE SMITH

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I declare that:

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ABSTRACT

Interest in the purpose and function of district offices has grown extensively in research on educational change over the past decade. The emphasis on educational performance and under-performance has shifted from schools and school principals to district offices and district officials.

The study outlines the nature of the organizational culture (OC) as found in two differently-performing (low and high performing) district offices. The case studies explored the reasons for such culture differences from a leadership and management viewpoint to understand why some district offices perform better than others. This mixed methods methodology used face-to-face interviews, two different questionnaires, and observations recorded in a researcher's journal. Arguing from the perspective of the theory of Alternation to better understanding OC as it appears in district offices, leaders and managers are perceived to be able to determine the status of OC and alter management and leadership styles and strategies thus creating a culture of educational performance.

The interpretive approach of the study views the OC in the district office as observed through policies, laws, education acts and observable phenomena in district offices, provincial education offices and the Department of Basic Education. The analysis of the core education policies, acts, documents and provincial circulars together with observations made during site visits was used to understand the current purpose and usefulness of OC using a mixed methods approach.

The response to the main question of the study: 'What is the organizational culture in education district offices like?' states that district offices as mandated organizations have a peculiar OC that is either geared towards education performance or merely maintaining the *status quo*. It was also determined that the OC in district offices is not clearly defined, leading to multiple misconceptions of the purpose of the district office and the mismanagement of resources to uphold the current presentations thereof.

During the analysis of data it was found that district one highlighted the OC concepts mission, values, goals, desired outcomes, and complexities amidst chaos. This places the district in the behavioural stage amongst the five developmental stages of OC theories. District two was stronger on different people's views about the organization, what motivates values, what motivates beliefs and shared behaviour, placing the district in the initiation stage of OC theory. The OC in a district office is the composite presentation of all the employees, their commitment and aspirations to provide the service of education.

The working assumptions in the study were affirmed that:

- OC is a determinant of whether a district office becomes a low or high performing district
- There is a correlation between the nature and quality of leadership and management in a district office, OC and the performance of the district.

It was argued in the study that the National Senior Certificate (NSC) examination plays a decisive role in the benchmarking of performance and achievement of education in South Africa. When this was rationalized within the context of the study, four problematic practices were identified:

1. There is a disparity in results of learners in a particular socio-economic context within the South African system.
2. That the key policy objects for the new democratic South Africa are providing free, basic, equal and common education to every child especially in schools from previously disadvantaged areas.
3. The education format envisages a uniform system for the organization, governance and funding of schools to counter a legacy of past inequalities and segregation and a thread to achieving democracy.
4. The performance of education district office as service centres is suspected of not having consistent aims and prioritised needs resulting in a lack of support to schools, and disempowered officials.

The blurred directions given to officials have an impact on the overall performance of the district. The research on the purpose and role of OC, and the link between OC

and district performance, identified that the challenge to provide a common uniform education system is ever growing. This study about the OC in two differently performing districts recommends the following improvement of practices namely that:

- The relationship between Provincial Education Department (PED) mandates and forms of power in district offices be reconsidered making heads of districts accountable for the kind of OC and performance in the entire district.
- Policy implementation and accountability of mediation or compliance in district offices should remain with the district management team.
- District officials should acquire the ability to negotiate the differences between policy compliance and policy mediation.
- All employees in the district office should be aware of the ability of OC to influence educational performance.

The study found that poor education leadership and management creates a gap where poor performance is classified and supported with more policies that target underperformance. This research on OC in district offices established possible intervention strategies to support district officials in ensuring the development of a positive OC in the district office. The recommendations intend to influence the perceptions of district officials about the usefulness of OC on performance in district offices.

Acronyms

CORES	Codes of Remuneration
DBE	Department of Basic Education
DMT	District Management Team
GDE	Gauteng Department of Education
OBE	Outcomes Based Education
PED	Provincial Education Department
MEC	Member of the Executive Council
NCS	National Curriculum Statements
NSC	National Senior Certificate Examination
NHRDS	National Human Resource-Development Strategy
OC	Organizational Culture
PAM	Personnel Administration Measures
RSA	Republic of South Africa
SADC	Southern African Developing Countries

Key words

Organizational culture
Organizational climate
Performance
Achievement
Leadership
Management

CHAPTER 1: ORIENTATION

1.1 Statement of purpose

The purpose of the study was to investigate and compare organizational culture (OC) as it appears in two different education district offices of the Gauteng Department of Education (GDE) in South Africa with the view to understand the disparate performance of districts within one province. Researchers in OC (Fink & Stoll, 1998; Hargreaves, 1998; Naicker, 2008; Scheerens, 1998) agree on the importance of recognizing the culture of an organization as a factor that determines the wellness and success of the organization. They argue that the positive employment of OC can increase the level of performance and achievement within an organization. This study researched OC in two differently performing education districts offices to understand the link between OC and the level of performance.

District offices play a significant role in the implementation, monitoring and evaluation of all education policies (Coombe & Godden, 1996; Roberts 2001; Fleisch, 2002; Narsee, 2006). These researchers argue that the district office as an organization develops a district culture around education policy implementation. Education district offices in South Africa are responsible for implementing education policies related to services to learners, educators, schools and local communities (Narsee, 2006).

The policies and implementation strategies for education provisioning in South Africa are common (RSA, 1996), but the performance of district offices differs. It is stated that the interaction that district offices have with learners, educators, schools and local communities over time, creates a particular culture. This culture (way of doing) is led primarily by two objectives of district offices:

- the mandate from the Provincial Education Department (PED),
- the educational commitment of the District Management Team (DMT).

The research argues that it is expected of a district office to increase the level of performance during the district office interaction with principals, educators, learners

and parents in schools (RSA, 1996c). In this view a district is seen to be providing relevant policy support and implementation to schools as clients. This level of successful policy implementation and mediation, monitoring, support and evaluation is firstly measured among others by the level of achievement in the National Senior Certificate (NSC) examination results. These results classifies a district as either well performing or poorly performing, grading all districts in a province from the first to the last (Gauteng Department of Education (GDE), 2008).

1.2 Background

Fleisch (2002) writes that the performance disparity between schools has been researched from various angles and reasons for different performance resulted in funded intervention programmes for lower performing schools. Very little substantiating literature is available to explain different performance levels between provinces and districts or regions (Fleisch, 2002). McCormick (2004) maintains that education transformational research in Sub-Saharan countries concentrates mainly on learner attainment and is funded accordingly.

In 2008 the education system produced the first grade 12 learners who completed the exit level by the Outcomes-based Education (OBE) method as part of the 2014 strategic goals of the National Education Department (DoE, 2008). The grade 12 class of 2008 was the first cohort of students to enter higher education institutions after an OBE-based education. The NSC examinations in 2009 involved a total of 580 577 full-time candidates (RSA, 2010a). The Minister announced that there was “a slight decline in the pass rate” of the 2009 NSC examinations to 60.7 per cent. The level and quality of performance in the exit level examination has steadily declined leading into the last year of the first decade in this century.

1.2.1 Provincial education departments

Education in South Africa is provided through nine Provincial Education Departments who independently perform differently in the NCS examinations. Different

performances of PEDs are countered with funded intervention strategies from the Department of Basic Education to support PED managers in increasing the level of performance in the specific provinces (RSA, 2010c).

The Gauteng Education Department (GDE) has only once reached an 80% pass average, in 2003, after which it has steadily spiralled downward. Of the 48 900 candidates who entered for the 2008 NCS examination in the GDE, only 29.3% will be able to enrol for a degree course at university level (GDE, 2009a). The GDE consists of 16 districts that each service approximately 350 primary and high schools (GDE, 2008b).

The schools in each district are still classified according to the categories used by the department in control prior to 1994 and comparative performance rates for schools in those categories are still determined (GDE, 2008). Each district is divided proportionately into a number of schools from each of the former provincial departments to balance the number of advantaged and disadvantaged schools and communities serviced by each district.

The GDE performance per district is presented in Table 1.1 which compares the performance of all the districts between 2008 and 2011. The district office or regional offices for education receive their mandates to create a cycle of achievement and performance from the PED (GDE, 2008). The districts within the PED are given a target to reach during the Senior Certificate examinations as part of the performance contract of the District Director and would be rated according to the target as increasing or decreasing in performance (GDE, 2007).

The Members of the Executive Council (MECs) in Provincial Legislators announce the operational plans of their departments for a financial year through media and public briefings. In such a media briefing of the Gauteng Provincial Department of Education (GDE) the MEC presented her mandate for 2009 as the President's non-negotiables:

- that teachers must be in class, on time, teaching with the correct textbooks and no abuse of learners;

- that learners must be in class on time, learning, being respectful to their teachers and each other, and doing their homework.

Beukman (2005) argues that different cultural orientations within one organization can have different expectations of what should be solved, satisfied or enhanced, as much as their perceptions of improved quality, increased level of achievement, and performance may vary. Government officials in the PED are required to display exemplary leadership and the management ability to create a climate of acceptance in the district office of all policies as they are responsible for the educational performance and mandate of the provincial MEC (GDE, 2007).

1.2.2 Education district office service centres

The meaning of, and approach around the role that district offices or regional offices as service centres must play to ensure education policy implementation are contested. Figure 1.1 below illustrates the district office in GDE as divided into sub-directorates to support learners and educators in schools from grade R to grade 12 (GDE, 2008). Each sub-directorate is divided into units that target a particular section of the school. All the units in a sub-directorate are responsible for targeting the same schools to ensure that the mandate of, and the accountability to the PED are met. The ultimate goal is quality education delivery and increased performance of learners especially at the exit levels (GDE, 2008b).

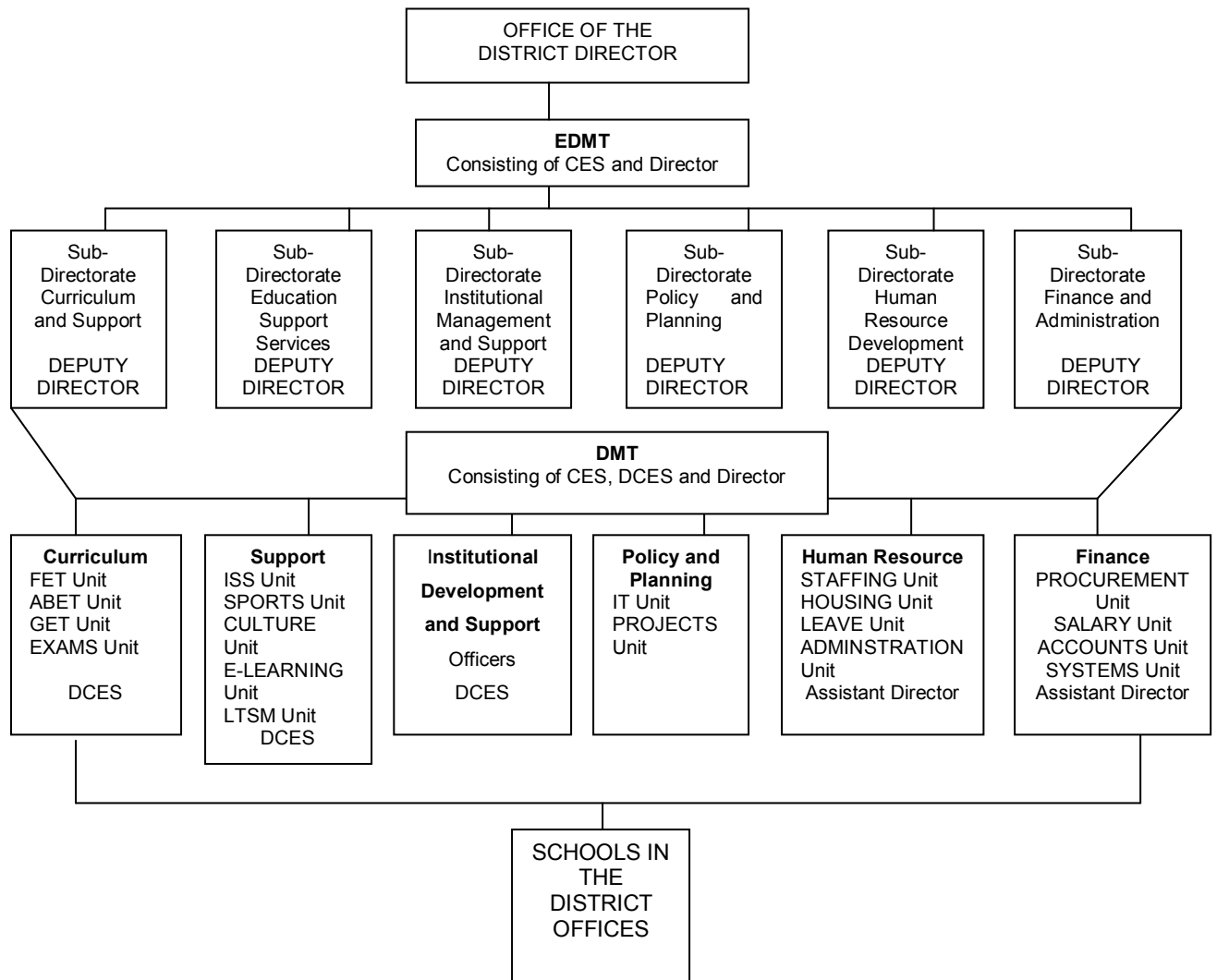


Figure 1.1 *Adapted district organogram 2008/9* (GDE, 2008b)

The District Director receives delegated power from the Head of Department (HOD) to ensure that the provincial mandates are carried out (RSA, 1996a). The delegated power is located at two crucial points in the district organogram. It can be seen in figure 1.1 that these are the Executive District Management Team (EDMT) and the District Management Team (DMT). The Executive District Management Team consists of district officials on post level 4, (Deputy Chief Education Specialist - DCES), post level 5 (Chief Education Specialist - CES), and the District Director. The District Management Team (DMT) consists only of the Deputy Directors and CESs on post level 5 and the District Director. These officials are the accounting

officers in the district office for educational performance in accordance with the PED mandate.

According to the information in Table 1.1, between the period 2008 and 2011, districts 12, 7, and 4 have constantly performed at an overall pass rate of over 80%. District 8 has for the same period performed under 60% overall pass rate. Districts 11 and 5 form part of the bottom-half of districts performing under 70% for the period 2008 to 2011 (GDE, 2011). The results for each year reflect the ability of the district management to shift the district up or down the performance ladder.

Table 1.1 Comparative analysis of district performance: 2008 to 2011 (GDE, 2011)

DISTRICT NUMBER	NUMBER OF EXAM CENTRES	2010 POSITION	2009 POSITION	2008 POSITION	INCREASE/ DECREASE	% 2008	% 2009	% 2010	% 2011
2	41	5	1	2	Increase	82.4	81.0	82	84
3	35	1	2	8	Increase	77.8	79.1	86.1	85
7	23	6	3	4	Increase	81.4	78.5	81.6	83
15	45	3	4	3	Increase	82.2	78.2	83.9	83
4	83	4	5	1	Increase	83.9	77.1	83.1	85
6	64	2	6	6	Increase	80.9	76.3	84.4	86
9	64	11	7	7	Increase	78.8	74.5	78.3	85
16	59	9	8	9	Increase	74.5	74.0	80	81
12	33	13	9	5	No change	81.0	73.5	76.9	79
13			10	N/A	New District		72.8		
10	56	12	11	11	Increase	72.1	71.1	77.7	78
1	15	10	12	12	Increase	70.7	70.7	78.6	88
11	57	7	13	13	Decrease	70.6	68.6	80.1	78
5	50	8	14	14	Decrease	69.4	67.7	80	79
14	55	14	15	10	Decrease	72.3	65.1	68.9	67
8	47	15	16	15	Increase	61.0	58.4	67.5	71
GDE=16 districts	727					76.2	71.8	79.3	81

Two realities appear in the review of literature. The first reality is that the decline in educational performance and achievement in schools can and should be traced. In this reality there is evidence of different levels of achievement in schools (Van der Westhuizen, Oosthuizen, & Wolhuter, 2008). Also, systemic evaluation tests can be analysed to find the underlying reasons for the decrease in performance from grades 3 and 6 of primary schooling (DoE, 2007). Opposing arguments claims deliberate westernization (Moerdyk & Coldwell, 1982; Erwee, 1988) and ethnocentric controls (Van der Walt, 1997) which dominated individual actions and reactions during the policy implementation process, Beukman (2005) adds that the concept of ethno-relativism exists amongst leaders and managers in district offices.

The second reality is that the OC within the organizations can be viewed as an important responsibility of the leaders and managers within the organization (Beukman, 2005; Schein, 1998). Beukman (2005) and others argue that although there is a difference in the values of different cultural orientation groups, leaders and managers in the South African public service have a particular responsibility. In the Beukman study, the differences mentioned were mainly between black and white officials and centred mainly on values, morale and productivity leaving a gap for concepts like tangible and intangible elements in organizations (Mentz, 1990; Mentz, 2007; Pretorius & De Villiers, 2009; Vos *et al.*, 2012; Hoy & Miskel, 2008).

1.3 Rationale

The NSC examination plays a decisive role in the benchmarking of performance and achievement of education in South Africa (RSA, 2007a). The 2006 National Education Department report found that there is a disparity in results of learners in a particular socio-economic context within the South African system (DoE, 2006). According to the 2006 address by the Minister of Education on the announcement of the 2006 Grade 12 examination results, the main reason for the decline in Senior Certificate results in mostly previously disadvantaged schools as given is a lack of discipline and the school attendance rate of learners (DoE, 2006). In her address on the 2006 results (GDE, 2006) the MEC for Education in the Gauteng Province,

referred to these schools as “key poverty points” and “pockets”. Interesting to note is that the majority of the “poorly performing schools” highlighted in the report are schools from previously disadvantaged areas.

The National Education Policy Act, No 27 of 1996 highlights the key policy objects for the new democratic South Africa as providing free, basic, equal and common education to every child especially in schools from previously disadvantaged areas (RSA, 1996c). The South African Schools Act, No 84 of 1996 (SASA) envisages a uniform system for the organization, governance and funding of schools to counter a legacy of past inequalities and segregation and a threat to achieving democracy (RSA, 1996a). These objectives have been pursued for fifteen years and the system has seen amendments, for example in terms of the funding of schools.

Funding for districts is allocated according to the PED strategic and operational plans to service the number of disadvantaged schools and communities (Narsee, 2006). In her study on district offices Narsee (2006) argues that education district office performance is suspected of not having consistent aims and prioritised needs. There is a lack of support to schools, and disempowered officials. The blurred directions given to officials have an impact on the overall performance of the district. A draft policy document on the National Policy on the Organization, Roles and Responsibilities of Education Districts (DoE, 2009a) has been published to address the challenge of the responsibility of the officials in the district office. This policy addresses the problem on a theoretical level but does not propose practical solutions to alleviate the pressure created by previous studies (Narsee, 2006).

OC is about the way groups of individuals within one organization operate and work together to address common goals (Van der Westhuizen, Oosthuizen, & Wolhuter, 2008). The purpose and role of OC necessitates research on the link between OC and district performance. A certain part of the system viewed through the lens of the district office is successful in terms of equality and redress, but the challenge to provide a common uniform education system is ever growing (RSA, 1996). This study researched organizational culture (OC) in two differently performing districts.

1.4 Problem statement

Despite research done on performance in education (Van der Westhuizen, Oosthuizen, & Wolhuter, 2008) and on meanings and purposes of district offices (Narsee, 2006), the possible link between district offices and educational performance has not been examined in detail. From 2003 the national pass rate in the Senior Certificate Examination has decreased by 8.1% to 65.2% in 2007 (DoE, 2007b). The study wanted to link the following concepts from previous research:

- The relationship between PED mandates and forms of power in district offices
- Policy implementation and accountability in district offices
- The ability of OC to negotiate the difference between policy compliance and policy mediation
- The ability of OC to influence educational performance.

1.5 Research question and sub-questions

The research question for the study was formulated as follows:

What is the link between organizational culture and performance in disparate district offices?

The sub-questions which guided the research were:

1. What is the organizational culture of district offices?
2. How does the OC influence the performance of district offices?
3. To what extent does the OC of district offices empower or disempower the performance of its employees?
4. What is the difference in the OC between differently performing district offices?

1.6 Aims of the study

The study aimed

1. To understand the OC of district offices in South African PEDs.
2. To explore the influence of OC on the performance of district offices.
3. To establish the relationship between the OC of the district office and the performance of its employees,
4. To investigate the OC in differently performing district offices.

1.7 Conceptual framework

Botha (1989) argues that a conceptual framework outlines possible courses of action or a preferred approach to the research. It acts like a map that gives coherence to the study. The conceptual framework in this study outlines the main arguments and concepts, showing how they interrelate and are connected. It presents the kind of knowledge that is needed to understand the research questions showing the epistemological links in the study.

The concepts in the study and the relationships between them are illustrated in Figure 1.2. The elements that explain the existence of the district office as an organization are the assumptions, values and norms, behaviours, and tangible elements within the district office (Narsee, 2006). The primary elements of OC consist of the visible elements, the invisible elements, the behavioural elements, and the artefact elements. The policy culture has an influence on the elements that constitute both a district office and the OC of the district office.

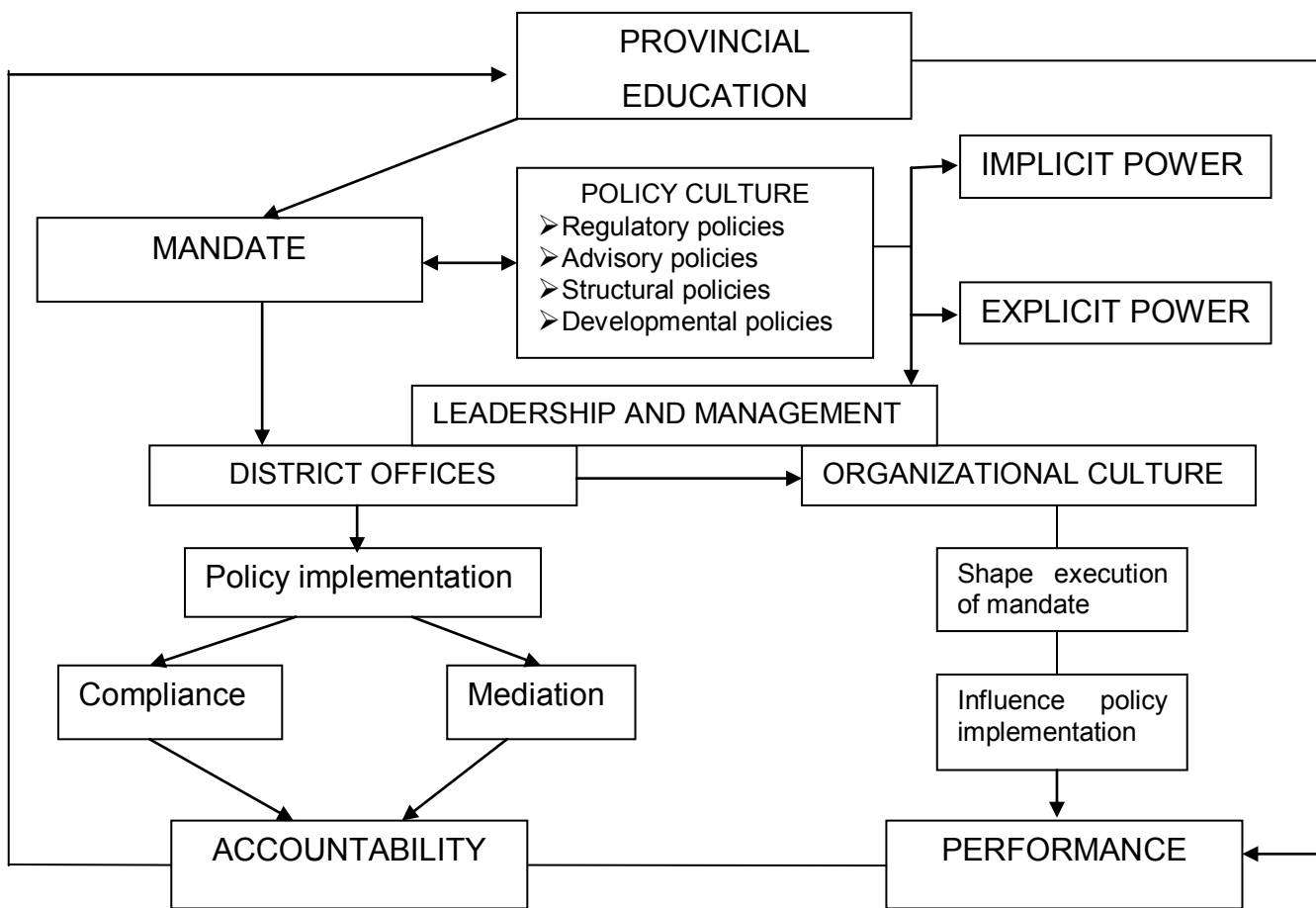


Figure 1.2 *Conceptual framework*

The elements of OC are shaped and developed by the leadership and management in the district offices. The power mandates of District Directors make them accountable for education performance and achievement in schools. The link between district offices and the elements that constitute OC is guided by the interpretation of the PED mandate.

1.8 Theoretical framework

A theoretical framework in research is a collection of interrelated theories which guides the research, determining what will be measured, and what statistical relationships will be analysed to address the research question (Botha, 1989). Liehr

and Smith (2000) agree with Borgatti (1996) that the theoretical framework guides the link between practice and the research. They argue:

“Practice enables testing of theory and generates questions for research; research contributes to theory-building and selecting practice guidelines. So, what is learned through practice, theory and research interweaves to create the knowledge” (Liehr & Smith, 2000).

The theoretical framework guides the kind of knowledge that is sought in the research. This research sought to obtain knowledge about the OC in district offices and its relation to performance. The overarching theoretical approach in the study is systems theory linked to the cybernetic principle in cybernetic theory (Pidwirny, 2006). Lettvin (1989) writes that systems theory is an assembly of interrelated parts that are linked to inputs and outputs. Pidwirny (2006) supports the argument but contends that cybernetics theory, as a systems-theory concept, is about the importance of having a goal and taking action to achieve it, which includes the importance of process and feedback.

For the purpose of the study the term *alternation theory* is illustrated in Figure 1.3 and combines concepts from systems theory and cybernetics theory. Alternation theory takes the focus of input (from the PED), output (policy implementation), and process (the education mandate) in systems theory (Ramaprasad, 1993) and includes feedback (leadership and manager accountability) from the cybernetics principle (Francois, 2004; Roos & Hamilton, 2005) to understand the behaviour of the parts as a result of the behaviour of the whole. The purpose of alternation theory is to understand the link between district office performance and OC, the question being whether it is possible to increase the level of performance by changing or altering the leadership and management system. Systems theory is used to understand accountability and mandate in district offices, whilst cybernetics theory assists in analysing policy implementation.

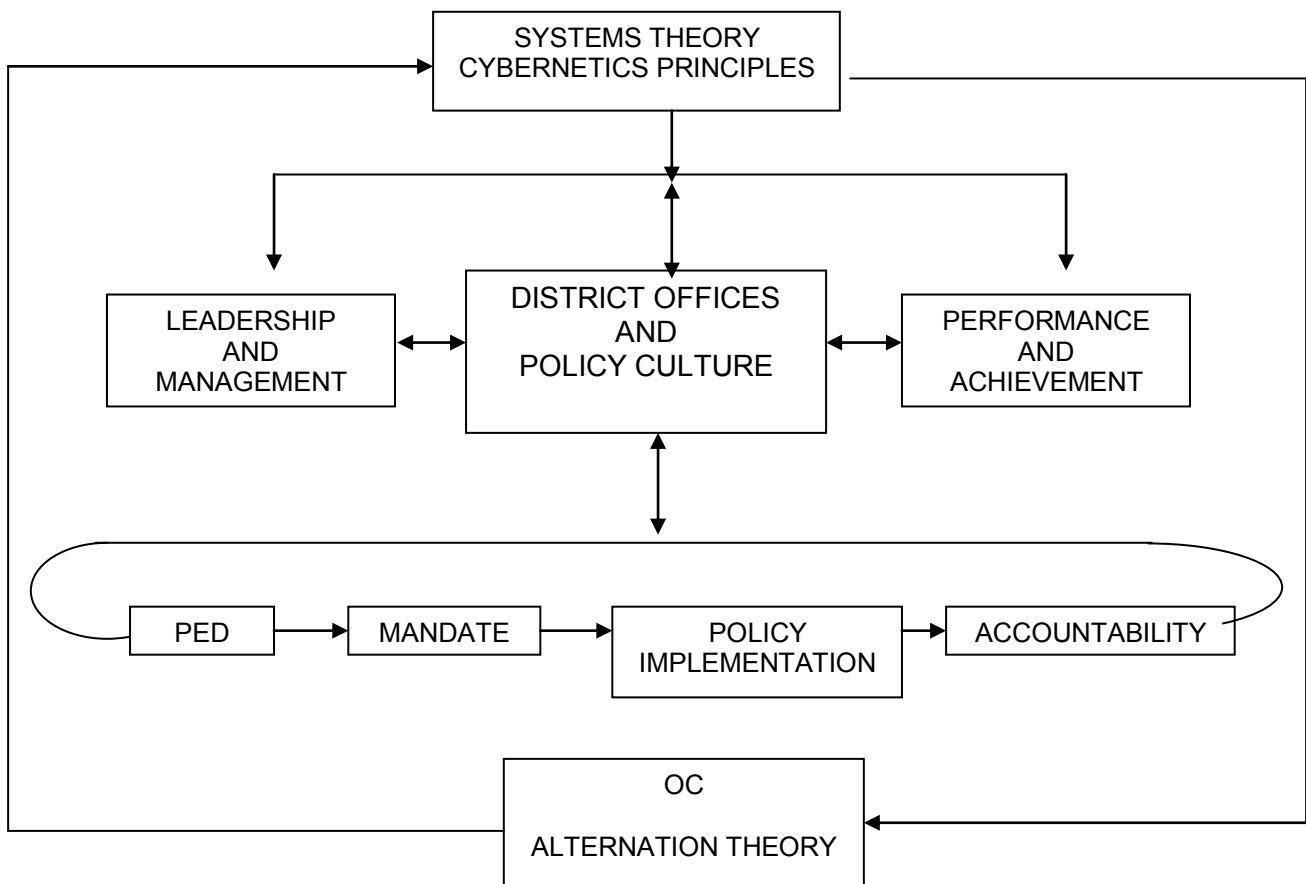


Figure 1.3 *Theoretical framework*

The system of operation in the district office consists of inputs, processes, outputs and feedback. The input is influence by the envisaged policy culture. The processes are influenced by district office leadership and management interpretations. The outputs are educational performance and achievement. Feedback is the level of accountability for policy implementation as a result of the mandate from the PED. The OC as a manifestation of alternation theory is studied to understand the different performances of district offices in one PED.

1.9 Research design

The research design requires a research paradigm as initial step to conducting any research (Mackensie & Knipe, 2006, p. 2). Therefore the research design as blueprint for the study will be outlined.

1.9.1 Introduction

Social researchers fundamentally use two types of research; descriptive research and explanatory research (Welman, Kruger & Mitchell, 2009). Whilst descriptive research addresses questions on “What is going on?” explanatory research focuses on “Why is it going on?” questions (Babbie, 1989). Babbie (1989) and Welman, Kruger and Mitchell (2009) as well as McMillan (2000) aver that the type of research should match the research design. A study that wants to understand the relationship between two phenomena puts this research more into the descriptive category than in the explanatory category. McMillan (2000) writes that descriptive research designs are used when data is collected to describe persons, organizations, settings, or phenomena.

Research is about collecting either empirical or non-empirical data (Cooper, 1998). Both quantitative and qualitative research is empirical research. Cooper (1998) argues that quantitative research is concerned with data as numbers and measurements, and in qualitative research the data are narrative descriptions and observations. Other differences between the two research methods are that qualitative research occurs in more natural and less controlled research settings than quantitative research. Qualitative research often uses special methods to collect data, such as case studies (Cooper, 1998; McMillan, 2000; Welman, Kruger & Mitchell, 2009). Shuttleworth (2008) argues that qualitative research design, as a research method, is used extensively by scientists and researchers studying human behaviour and habits. The study seeks to understand the OC within education district offices and the relationship with performance in the district office.

1.9.2 Type of design

The study sought to understand the OC in two district offices in an attempt to explore the possible relationship between OC and performance on district level. Performance and achievement are measured. This study used two differently performing districts as cases to measure performance and achievement. Case studies as a research design are more than just the description of events in a framework within an

environment as it involves the physical presence of the researcher throughout the process (Jarzabkowski, 2001; Rossman & Rallis, 2003). Understanding the same phenomenon in different contexts could inform understanding of the link between district office OC and the level and quality of performance and achievement. The study was therefore designed as a multiple comparative case study design.

1.9.3 Research paradigm

The study collected and compared knowledge about a phenomenon and interpreted the data to understand the basic beliefs. Voce (2004), when comparing the three research paradigms, writes that positivism regards the nature of knowledge as something that can be explained in a systematic way. Critical theory views knowledge as constituted by the lived experience and the social relations that structure these experiences, whilst interpretivism views knowledge as based not only on observable phenomena, but also on subjective beliefs, values, reasons, and understandings.

Guba and Lincoln (1994) argue that a paradigm can be viewed as a set of basic beliefs that deals with first principles. It represents a worldview that defines the nature of the “world”, the individual’s place in it, and the range of possible relationships to that world and its parts. Henning, Rensburg and Smit (2004) define a paradigm as “a theory or hypothesis” that fundamentally influences how you see the world, determines your perspective, and shapes your understanding of how things are connected, and ultimately the position you take with regard to the subject of your research. Guba and Lincoln (1994) argue that a particular research paradigm can be defined by the responses given to three fundamental questions:

- The *ontological* question (what is the form and nature of reality),
- The *epistemological* question (what is the basic belief about knowledge or what can be known)
- The *methodological* question (how can whatever is known be found out).

The nature of the research required of the study to be placed in an interpretive paradigm with a mixed methods approach. In the interpretive paradigm the goal is to

understand the process whereby shared reality is made, maintained and changed (Guba & Lincoln, 1994). Studying OC involves an in-depth understanding of human behaviours and the reasons that govern human behaviour.

1.9.4 Research approach

The research approach in the study was mixed methods. Mixed methods in the context of the study was a combination of qualitative and quantitative research designs and research paradigms. Creswell (1994) argues that a mixed method research approach is usually used because one method alone will not provide a comprehensive answer to the research question. Burke-Johnson and Onwuegbuzie (2004) refer to mixed methods research as the third research paradigm as do Onwuegbuzie and Leech (2004) who argue that mixed methods can also help bridge the division between quantitative and qualitative research.

The mixing of datasets is the unique aspect of the definition of mixed methods in this study. Creswell (2003) defines mixed methods research as the collection and analysing of both quantitative and qualitative data. Richards (1999) points out that there are different kinds of mixed methods research as illustrated in Figure 1.4 described by Richards (1999).

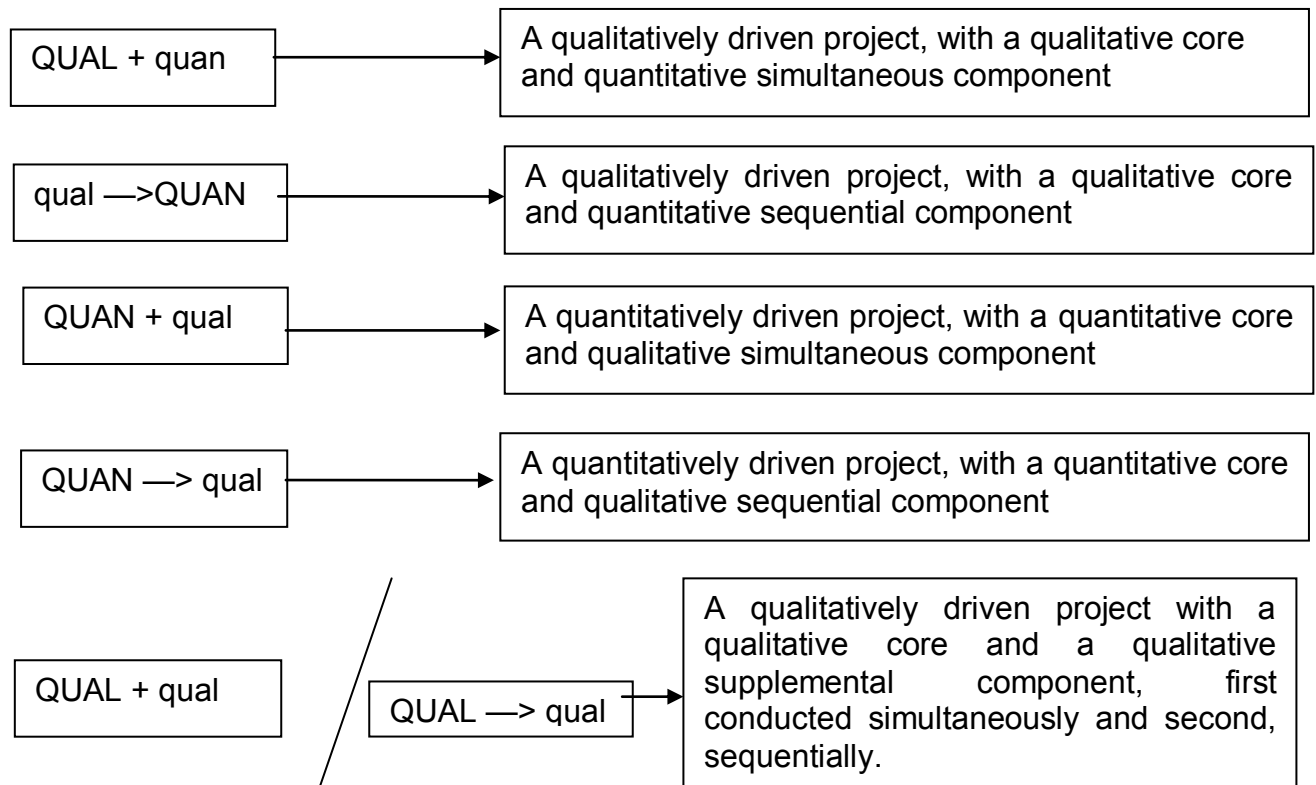


Figure 1.4 *The different kinds of mixed methods research* (Richards, 1999)

The mixing of data in this study is based on the classification of Richards (1999) and it combines both qualitative and quantitative data (Burke-Johnson & Onwuegbuzie, 2004). The research approach is illustrated in figure 1.5 and explains the approach in three different stages in three phases. The qualitative part of the inquiry sought to build a holistic, largely narrative, description which informs the researcher's understanding of a social or cultural phenomenon. The quantitative part of the research was applied to test the assumption of the study which was whether OC could determine performance in district offices (Cuba & Lincoln, 1994). The quantitative part in the mixed method inquiry involved the collection of factual data and statistically analysing the data (McMillan & Schumacher, 1993). The mixed method research addressed the research questions from an interpretivist perspective (Van der Merwe, 1996).

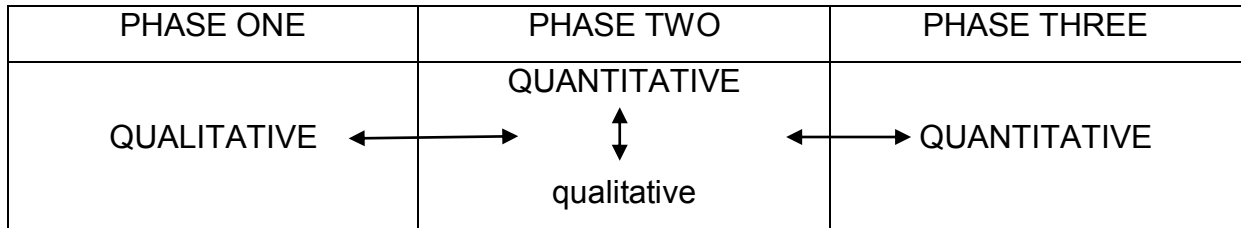


Figure 1.5: *Mixed methods approach followed in this study*

During phase one face-to-face interviews were conducted with senior officials in the Department of Basic Education, the Provincial Education Department, and the selected district offices. In the second phase the first questionnaire was administered in the Department of Basic Education and the Provincial Education Department. During the third phase the second questionnaire was administered to officials in district offices.

The following is important to mention about the research approach of the study. The phases refer to the use of instruments used to collect data at different levels of the education system (Department of Basic Education, Provincial Education Department, and the district offices). The stages of data collection refer to the same different levels but distinguish between the different post levels (i.e. Director in the Department of Basic Education would be stages one whilst Assistant Director in the district office would be stages three). The research approach collected data during the different phases in accordance with the epistemological stance taken in the study.

1.9.5 Epistemology

Steup (1996) states that epistemology is the study of knowledge and justified belief. Hawthorne (2005) argues that epistemology is concerned with four questions:

- What are the necessary and sufficient conditions of knowledge?
- What are its sources?
- What is its structure?
- What are its limits?

The knowledge claim in the study is that there is no single truth that can be discovered (Cohen *et al.*, 2000). Individuals in the district office find meaning for their own perceptions of truth. In this view truth and knowledge are perceived from an interpretive paradigm (Merriam, 1998; Patton, 1990). This allows acquired knowledge and justified belief about the OC in district offices to be constructed through the understandings and perceptions of participants and interpreted as a whole using the mixed method research methodology.

To obtain the truth requires getting access into different organizations to understand how the OC in district offices differs in a South African PDE. The kinds of information include text reference documents, formal and informal conversations and discussions, and existing documents that are not in public circulation. This information needed to lead to an understanding of the OC in district offices. Qualitative data collection methods in the different education offices assisted in finding out whether the OC is empowering or disempowering in terms of the performance of employees in the district office (Cuba & Lincoln, 1994). The quantitative data collection instrument administered by officials was used to verify the qualitative data (McMillan & Schumacher, 1993).

The primary truth pursued in the study was to identify a possible link between OC and performance. The qualitative data provided understanding of the OC in district offices. The quantitative data explained the different parts in the link between OC and performance in district offices (McMillan & Schumacher, 1993). This required the study to explain the reasons underlying this relationship between OC and performance based on a cognitive interest in how the performance in districts within one PED differ (Mouton, 1996).

1.8.8 Working assumptions

The working assumptions of the study were that:

- OC is a determinant of whether a district office becomes a low or highly-performing district

- There is a correlation between the nature and quality of leadership and management in a district office, OC and the performance of the district.

The system of education leadership and management leaves a gap where poor performance is classified and supported only through more policies that address this category. Research on OC in district offices should assist with the development of interventions and strategies to support district officials in complying with PDE demands whilst ensuring the development of a positive OC in the district office.

1.9 Research methodology

The research strategy was a multiple case study. Two differently performing districts were selected as cases to be studied. A different district was selected to pilot the data collection instruments. The mixed method inquiry used two different questionnaires and face-to-face interviews to understand OC in disparate districts. Interviews were conducted with the Director in the Department of Basic Education, the Chief Director in the Provincial Education Department, and District Directors in the selected district offices. The first questionnaire was completed by Deputy Chief Education Specialists in the Department of Basic Education, as well as public service and civil service officials in the Provincial Education Department. The second questionnaire was completed by selected officials in the different district offices. Observations in the study were recorded in a reflective journal and were used to provide additional information to the interviews conducted at the different education offices to understand the OC in the respective offices (Atkinson, 1990; Brewer, 2000; Spradley, 1980).

1.9.1 Data collection methods

Rossmann and Rallis (2003) argue that data collection is a process to build an evidence foundation for conclusions and findings in the research. The study used five sources of evidence in the case studies that reflect (Yin, 1994; Stake, 1995). The

five sources of evidence used to understand the relationship between OC and district performance are briefly discussed below.

1.9.1.1 Document analysis

Tellis (1997) argues that document analysis involves the categorizing and coding of organizational letters, memoranda, agendas, administrative documents, newspaper articles, or any document that is central to the research. Yin (1994) argues that along with other forms of document analysis, content analysis is a formal and systematic method that lends structure to the research. Provincial Education laws and Department of Basic Education policies and circulars were analysed for content related to OC in relation to the main variables in the study.

1.9.1.2 Participant observation

Participant observation occurs when a field visit is conducted during the case study (Tellis, 1997). It includes perceptions of the researchers that are captured during data collection activities, formal meetings and general behaviours during the data collection process. Stake (1995) writes that this technique is useful for providing additional information about the topic being studied. Yin (1994) argues that the participant observation makes the researcher an active participant in the research. The observation of the OC surrounding government officials and education managers in the Department of Basic Education offices, PDE and district offices was recorded in a researcher's reflective journal.

1.9.1.3 Researcher's reflective journal

The uses and benefits of the researcher's journal in compiling a research report have been illustrated and discussed, particularly with reference to initial data collection and reflective writing (Borg, 2001; Holly, 1989; Boxall, 1995). Borg (2001) postulates that the journal is not just a place where events are recorded and experiences and thoughts documented. Bailey (1990) writes that completing a research journal requires six essential steps:

- Task definition (deciding what to do),
- Information search strategies (deciding where to look),
- Location and access (finding relevant sources),
- Use of information (know how to get the information from sources),
- Synthesis (analysing the recorded information),
- Evaluation (presenting the information related to the patterns and codes).

Holly (1989) emphasizes that the researcher records a personal account of experiences and observations and this could, if presented without documented evidence, lead to reliability challenges. The researcher's journal contained field notes and observations made during site visits, meetings, and discussions with other researchers in the field to support the arguments in the research. These notes were recorded during and after meetings and contain reports on the administration of data collection instruments. These notes are also used as reference in the data collection, data analysis, and data interpretation chapters (Chapters four, five, and six) of this study.

1.9.1.4 Interview

Welman *et al.* (2009) distinguish between three types of interviews; structured, unstructured, and semi-structured interviews. A structured interview entails pre-compiled questions usually with pre-coded possible answers (Tabane & Bruwer, 2006). Unstructured interviews are informal and explore general interest and depth in the research topic (Berry, Sackett & Landers, 2002). Semi-structured interviews use an interview guide and some questions may be used in some interviews and others may be left out completely (Bless & Higson-Smith, 2004). The nature of the research required the use of two types of interviews in the study, semi-structured interviews and structured interviews. The interviews addressed the variables performance and achievement, leadership and management, and the role of organizational culture.

Face-to-face interviews conducted with Chief Directors, Education Specialists and Deputy Chief Education Specialists in the Department of Basic Education, the PED, as well as District Directors of district offices wanted to get their views on the

purpose of district offices, as well as on district culture and the relationship between OC and performance. The use of open-ended questions, according to Welman *et al.* (2009), initiates the identification of the important variables.

1.9.1.5 Questionnaires

The available questionnaires and survey forms from numerous studies used to develop two different questionnaires which target the usefulness of OC specifically in education district office. The available questionnaire and survey forms include interview questions from Naiker (2008), Harmse (1999), Smircich (1983), Du Plessis (2004), Beukman (2005), research organizations (Plus Delta Consulting, Dirigo Consultancy Group, Organization Climate Survey Groups), the School culture Inventory (Furthwengier, 1986), and the School Culture Triage Survey (Wagener & Masden-Copas, 2002; Basson, Van der Westhuizen & Niemann, 1991; Cooke & Laferty, 2003). These questionnaires, survey forms and interview questions were specifically consulted in this study to develop specific data collection instruments for district office to easily standardize the information from participants in district offices (Bless & Higson-Smith, 2004). The outline of the student aptitude test developed by Maree (2005) was used as format, together with concepts and elements from OC and organizational climate to develop the three different data collection instruments (Annexure A).

The first questionnaire consisted of both closed and open-ended questions and was administered in phase two to purposefully selected officials in the Department of Basic Education, and the PED who were not in senior positions. These officials were addressed during a seminar on the literature in chapter two and three after which they expressed their opinions on the relationship between OC and performance in district offices (Fontana & Frey, 1994).

The second questionnaire in phase three in this study was used to assist with validating the findings in the research. Woods (2006) argues that there is no all-encompassing rule for when to use a questionnaire. The choice was made based on the nature of assessing OC in organizations using organizational climate instruments

and the absence of a specific tool to assess this in education district offices. When choosing between *within-method* and *between-method* triangulation in methodological triangulation, a self-completion questionnaire is used in conjunction with an interview and participant observation (Denzin, 1970).

Woods (2006) contends that quantitative and qualitative methods can work well together as they can be a useful check on each other. The quantitative use of the questionnaire in the mixed method study, introduced the basic concepts in the study.

1.9.2 Sampling

Rossmann and Rallis (2003, p. 125) write that the purposeful selection of participants provides information with rich and thick data, allows context reliable comparisons, and supports consistent collection of data from multiple sources. Biographical data from district offices assisted with the background for the selected officials before data collection (Steward & Shamdasani, 1990). The participating officials were addressed during a seminar. To get the most reliable feedback from the selected district office, participants were selected from all the different sub-directorates in the district office.

The selection of participating district offices consisted of three stages. The first stage involved interviews with the Department of Basic Education (DBE) officials to determine the legislation that outlines the purpose and structure of district offices. The second stage involved interviews and obtaining permission letters from PED officials in the Directorates District and Institutional Management and Governance, and District Operations Management. The third stage required the analysis of district performance in the NSC examination between 2006 and 2009 by senior officials and statisticians in the PED. By using purposeful sampling, officials from the different sub-directorates were selected to get a representative group from the entire district.

1.9.3 Data analysis and interpretation

The analysis of the case data in the research is interpretational analysis (Gall, Borg, & Gall, 1996): looking for patterns, threads, constructs and commonalities to explain

the relationship between OC and district performance. The analysis was embedded in the literature framework and the mixed methods research design.

The process of case data analysis involves arranging the text data about the study, categorizing the data, interpretation of case data, coding and themes, and synthesis and analysis. This process involved first sorting the relevant policies and Acts and information according to the key variables (OC, organizational climate, leadership and management, performance and achievement) to categorize the data.

Open-ended questions for the interview followed open-ended and closed-ended questions in the questionnaires. All questions were coded and marked according to the main themes and concepts in the study (Cresswell, 1994). All correspondence with the identified cases and feedback from different education offices was recorded in the researcher's journal and examined for specific relevance to the case.

The completed instruments were coded and sorted according to the themes using software programmes (Richards, 1998). The analysis of the patterns from the software programmes was matched and aligned with the framework of the key variables in the study (Yin, 1994). The collected data was captured using two different programmes. The qualitative data was captured using Microsoft Excel and the quantitative data was captured in MoonStats. The programmes formatted and calculated descriptive statistical computations that provided analyses of smaller data sets and information.

The mixed method research design requires the mixing of data sets (Cresswell, 1994). Analysing the data in this study involved reading through the researcher's journal, interview schedule and questionnaires and finding codes that had developed during the development of the instruments (Miles & Huberman, 1984). Data analysis started during the review of the literature and coding the data, making connections between the literature review and the collected data started after every collection session (Cresswell, 1994).

1.9.2 Trustworthiness and reliability

Beukman (2005) emphasises the importance of reliability and validity and this study includes two steps to achieve these: Submitting the data collection tools for language editing, and to a social sciences research statistician for input and recommendations. Hardy and Bryman (2004) as well as Welman *et al.* (2009) agree that, to ensure trustworthiness and reliability of the data collection tools, a pilot study can be conducted. The pilot study in a non-sampled district was used to explore the non-verbal behaviour and to test the viability of the data collection tools on different levels of officials in the district office.

To further ensure trustworthiness and reliability, measures had to be put in place to assist in any challenging situation during the interview process (Tabane & Bruwer, 2006). The primary reason for the use of triangulation in the context of this study was to assess the trustworthiness of the findings by cross-checking them with another method. The steps taken to ensure trustworthiness and reliability are further defined in chapter four (par 4.8).

1.9.3 Limitations

The research is limited to two district offices in a PED as case studies and cannot generalize broadly as to the use and purpose of OC in all education district offices. Also, that the instruments used for data collections were developed specifically to assess OC in district offices in order to determine the level of OC development of district offices as organizations

1.9.4 Demarcation

The study was conducted in two differently performing districts in the GDE. A third district was used to conduct the pilot study. Data was collected in selected sections in the PED and the Department of Basic Education.

1.9.5 Ethical considerations

Conducting research in education requires the careful consideration of protocol and operational processes (RSA, 2005a). Researchers in education have to observe specific processes in individual conduct when contacting the Department to obtain permission to collect data from participants, employees, stakeholders, and entering department buildings and offices. Kitshoff (2006) argues that ethics is a set of moral principles that are widely accepted by a group of individuals. In support of this argument, De Vos (1998) contends that ethical principles are internalized and guide principled decision-making and the general conduct of the researcher. The study on OC in district offices was challenged by a number of ethical dilemmas.

1.9.5.1 Permission to conduct research

Permission to conduct research was obtained from the Department of Basic Education (DBE) (Addendum A) and the Provincial Education Department (PED). The letters for approval to conduct research from the office of the Director for Districts and a letter from the Provincial Research Committee in the PED was used as evidence of permission to conduct such research during communication with District Directors and officials in the DBE (Addendum A).

1.9.5.2 Voluntary participation

The letter of approval to do research from the Office of the MEC in the PED was not the final key to getting into district offices and obtaining interviews with District Directors and officials working in the district office (Addendum A). Numerous telephonic conversations and electronic communication from other offices within the Education Department were needed before the interviews could be held. The letter from the office of the Chief Director for districts and a letter from the research committee in the PED requested officials and District Directors to respond to interview questions and complete the questionnaires.

1.9.5.3 Informed consent

Cresswell (1994) argues that one of the challenges in mixed method research is the fact that participants may provide information, thinking that it may benefit or discredit them. In following Welman, *et al.* (2009) the researcher was selective in choosing participating officials and informing participants that they were allowed to withdraw their participation at any stage during the research. Respondents signed the consent form before the questionnaire was administered (Addendum A). The participants in the face-to-face interviews were given an opportunity to review their responses when the recorded interviews were transcribed.

1.9.5.4 Privacy, confidentiality and anonymity

The participants were informed that the only reason that they had to sign the consent form, which forms part of the addendum, was to prove that they were not forced into participation but that they were participating willingly (Fontana & Frey, 1994). At the beginning of each session, all participants were assured of the confidentiality of their responses during the interview and on the questionnaire and that the information would be presented in an anonymous reporting manner by using pseudonyms (Cresswell, 1994). The privacy was assured at the end of the session when participants were requested to sign the attendance register which indicated their presence at the session during working hours.

1.9.5.5 Protection from harm

Fontana and Frew (1994) argue that it is the duty of the researcher to assure participants that they are indemnified against any physical and emotional harm. All participants were informed that the attendance register was a requirement from the PED protocol for conducting meetings and seminars in education offices during working hours and that the information could not be used to harm or discredit them in any way (DoE, 2000).

1.10 Possible significance of the study

The report will inform readers not only about the impact of OC, but will present the concepts that constitute OC. The study argues for alternative theories of understanding OC. District offices, as the components of the PED, influence the overall performance of the province. It becomes imperative to understand the performance of the components that make up the whole. The concepts discussed in the report highlight the OC in district offices in relation to the legislative framework, management and leadership styles and strategies, and the culture of the NSC results. The findings of this study will develop a hypothesis about the influence of OC on performance in district offices.

1.11 Structure of the report

The thesis on understanding the OC in performing and poorly performing district offices consists of six chapters.

Chapters two and three: These two chapters contain analyses of available literature, policies and laws to argue the purpose of district offices and district officials. A review of literature on OC highlights the key elements and concepts of organizational culture and organizational climate. The concepts of leadership, management, performance and achievement are argued from the perspective of education policies and Acts and are measured against a variety of literature on the concepts with reference to the provision of education.

Chapter four presents the research design, research paradigm, research approach, research methodology and research strategy. The process of data interpretation of collected information consists of three main sections: data analysis, data presentation and data interpretation. The processes of data interpretation of collected data and the mixing of data are also discussed.

Chapter five presents the data analysis and interpretation and the process of arriving at findings relating to the research aims, conclusions regarding the working assumptions and recommendations for improved practices and further research.

Chapter six contains an overview as well as the findings, conclusions and recommendations based on the research that was done on the organizational culture in two differently performing education district offices within one provincial Education Department.

1.12 Conclusion

This study researched OC in different performing education district offices to understand the link between the use of OC and its influence on the level of performance. The policies and implementation strategies for education provisioning in South Africa are common, but the performance of district offices differs. Performance in district offices is measured by the level of successful policy implementation. The level of successful policy implementation and mediation, monitoring, support and evaluation is measured by the level of achievement in the National Senior Certificate (NSC) examination results. The study explored accountability for educational performance in district offices.

Chapter one provided an introduction to the following:

The research topic: The link between organizational culture and performance in disparate district offices.

Background and rationale: The legislative framework for district offices presents different definitions of culture and the elements and concepts of OC.

The conceptual and theoretical frameworks: The link between district offices and the elements that constitute OC is guided by the interpretation of the PED mandate.

The research process: an interpretive paradigm in the descriptive case study research design used both quantitative research and qualitative research within a mixed methods approach.

The working assumption and demarcation placed the study within a specific gap in the literature on the OC in district offices. The next chapter analyses available literature on the concepts outlined in the conceptual and theoretical frameworks in order to highlight available literature on the key concepts in the study which are organizational culture, district offices, performance and achievement, leadership and management.

CHAPTER 2: LITERATURE REVIEW

ORGANIZATIONAL CULTURE IN EDUCATION DISTRICT OFFICES

“I am not a prophet, but a humble servant of you, the people” (Nelson Mandela, 1990).

2.1 Introduction

The previous chapter highlighted the fact that the policies and implementation strategies for education provisioning in South Africa are common, but the performances of district offices differ. It was argued that performance in district offices is measured by the level of successful policy implementation. The level of successful policy implementation and mediation, monitoring, support and evaluation is measured by the level of achievement in the National Senior Certificate (NSC) examination results. These results are data that are used to classify districts as underperforming.

This chapter investigates organizational culture (OC) as it appears in different education district offices in the Gauteng Department of Education (GDE) in South Africa with the view to understanding disparate performance of districts within one province. The review of literature analyzes documents on the legislative framework for district offices, and definitions of the elements and concepts of OC within the context of the PED mandate. Performance in district offices and OC are presented as key terms for the research.

The chapter consists of two sections. The first section discusses all available literature, policies and laws on the purpose of district officials and their accountability for policy implementation in terms of compliance or mediation. This is done to understand the relationship between the district office and the performance of employees. The discussion of the difference between explicit and implicit power is explained as the mandate from PED. The second section discusses the elements, concepts and dimensions of OC and organizational climate. The purpose of this section is to investigate the quality of policy implementation and district performance.

2.2 The PED and policy culture

Bell and Stevenson (2000) argue that the policy context impacts decisively on the organizational environment. Policy is political and is about the power to determine what is being done (Bell & Stevenson, 2000. p. 395). It is argued that the policy context includes the initial reason for the development of policy. The context is shaped by the actions and practices of management within the organization.

All education related policies have an impact on the organizational culture of an organization. Policies are about control, information, feedback, and communication (Hargreaves *et al*, 1998). The process of implementing policy changes the culture and climate of the organization (Ball & Bowe, 1991). The purpose of policy can therefore be explained as the creation of a particular policy culture in a specific context.

Ball and Bowe (1991) argue that policy intention impacts decisively on the culture of organizations. Marshall (1991) agrees that policy implementation creates a culture of its own. Policy culture can be explained using the concepts that define OC: the assumptions (visible and invisible), values, norms and tangible signs (artefacts) of the organization's members and their behaviours in relation to the rules and regulations as found in the policies and laws. Figure 2.1 provides an illustration of the categorization of national education policies to illustrate the concepts that explain the envisaged policy culture. To address the envisaged policy culture the key policies and acts can be clustered in four categories. The categories of policies and acts can be clustered as follows:

- Regulatory (invisible) – Providing a legal framework for general operations.
- Advisory (behaviours) - Providing a framework for acceptable standards and quality for education provisioning.
- Structural (visible) – Determining the basis and outline for education provisioning and process for educational performance.

- Developmental (values, norms, tangible artefacts) - Collective bargaining structure for equal educational service delivery (Ball & Bowe, 1991; Marshall, 1991).

REGULATORY	ADVISORY	STRUCTURAL	DEVELOPMENTAL
The Constitution of the Republic of South Africa The South African Schools Act 84 of 1996 The Employment of Educators Act 76 of 1998 The Public Finance Management Act 1 of 1999	The Personnel Administrative Measures Notice 222 The South African Council of Educators Act 31 of 2000 The Promotion of Administrative Justice Act 3 of 2000	The National Education Policy Act 27 of 1996 The Adult Basic Education Act 52 of 2000 The South African Qualifications Act of 1995 The National Qualifications Framework Act of 1998 The Skills Development Act 97 of 1998	The Education White Paper 5 on Early Childhood Development The General and Further Education and Training Quality Assurance Act 58 of 2001 The Examination and Assessment Act of 1997, The Promotion of Access to Information Act 2 of 2000 The Batho Pele (meaning "people first") White Paper

Figure 2.1: *Categories of policies (RSA, 1998)*

The categories of policies and acts envisage a particular kind of education system built on common regulations, advice, structure, and development blocks within all educational institutions in South Africa (RSA, 1996a). If the policy requirements are common and the expectation of envisaged education culture is similar, then the education organizations and employees that provide the services of government through policy should be operating in a similar manner (RSA, 1996).

The combination of different pieces of education legislation creates a particular culture. This culture can be referred to as policy culture. The pieces of education legislation defined by different policies and Acts can be clustered to better understand the kind of education provisioning. Using the elements of OC, the policy culture is explained in Table 2.1. The graphic illustration clusters South African education legislation to illustrate the concepts that explain the policy culture. The

elements that define policy culture are the assumptions (visible and invisible), values, norms and tangible signs (artefacts), and behaviours concerning the rules and regulations of employees (Tharp, 2005; Haworth, 2004).

Table 2.1 *Policy culture and OC*

POLICY CULTURE	ORGANIZATIONAL CULTURE
REGULATORY (INVISIBLE/UNDERPINNING)	
Constitution of the Republic of South Africa South African Schools Act 84 of 1996, Gauteng School Education Act of 1995, Promotion of Administrative Justice Act 3 of 2000.	Commitment, respect, task orientation, customer service, resource application, values, human rights, planning and organizing, and performance under pressure.
ADVISORY/PREScriptive (BEHAVIOURS)	
Employment of Educators Act 76 of 1998 Personnel Administrative Measures Notice 222 of 1998 South African Council of Educators Act 31 of 2000, Gauteng Education Policy Act 12 of 1998, Promotion of Access to Information Act 2 of 2000.	Communication, problem analysis, consistency, authority, responsibility, accountability, ability to work with others and lead by example.
STRUCTURAL (VISIBLE)	
National Education Policy Act 27 of 1996, Adult Basic Education Act 52 of 2000 South African Qualifications Act of 1995, National Qualifications Framework Act of 1998, Public Service Act of 1994, Public Service Amendment Act of 1999 Public Finance Management Act 1 of 1999, Skills Development Act 97 of 1998,	Time management, space management, customer relations, structures, functions, institutions, responsibilities, service delivery, and appropriation of planning
DEVELOPMENTAL (VALUES, NORMS AND TANGIBLE SIGNS, ARTEFACTS)	
Education White Paper 5 on Early Childhood Development, White Paper on Education and Training of 1995,	Resource development, space application, innovation, creativity, presentation, professionalism, providing support, monitoring and control

The researcher has approached the amount of available literature from different points of view to argue a purpose for matching existing education legislation with OC is to illustrate the current policy culture. Firstly, the current legislation provides a framework for the policy culture and is responsible for enabling a particular OC that influences performance. The different categories of policies and acts address a particular element in the creation of the educational OC. In this way the different pieces of legislation is viewed as being responsible for creating a particular policy culture in different educational institutions including district offices.

Secondly, implementing the variety of education legislation simultaneously has been challenging for the Department of Basic Education. The national policy culture framework has resulted in the creation of the Tirisano Document (meaning “working together”), The White Paper on Service Delivery, and the Batho Pele White Paper (RSA, 1997) as different policy interventions which targeted increased service delivery (GDE, 2009a). Mseleku (GDE, 2001) argues that transforming education rest on the shoulders of providing quality service that meets the needs of ordinary people. The envisaged policy culture according to Mseleku (GDE, 2001) is education delivery that is dedicated and committed to constructing an education system that meets the needs of society. These observations, among others, have led to the Service Delivery Charter in the Public Service which includes the Batho Pele Principles.

Thirdly, The Batho Pele (meaning “people first”) White Paper (RSA, 1997) is used in combination with different pieces of legislation into a single service delivery charter which is a statement of commitment of the Gauteng Department of Education. The service delivery charter which includes the key concepts in the White Paper targets setting standards for commitment, respect task orientation, customer service, and accountability. All Deputy Directors General (DDG) for the different Directorates in the PED is compelled to implement the charter as intervention to increase service delivery and performance. This responsibility is mandated to the Chief Director (CD) of the Districts Operations Management Chief Directorate in the PED (GDE, 2007a). District offices are accountable for ensuring that they create this particular culture and this study researches the apparent link between the envisaged OC and performance as a result of this mandate.

2.3 Legislative framework for PED employment

PEDs are established under Section 125 of the Constitution (RSA, 1996). The different provincial departments divided the provinces into districts that sometimes overlap the local government demarcation (GDE, 2008a). Legislation allows for multiple interpretations of the difference between an educator and a state employee in the district office. The legislative framework for state employees has to be viewed from four different perspectives.

2.3.1 Delegated power

Section 10 of the National Education Policy Act, 27 of 1996 provides for the Heads of Education Departments Committee (HEdCom) (RSA, 1996b). Together with the Member of the Executive Council (MEC) under the Provincial Premier, the provincial Head of the Education Department is responsible for the standards of education provisioning, delivery and performance in education, and evaluation and monitoring of education quality. The National Education Policy Act clearly distinguishes in the definitions between educators and state employees (Section 1). The Head of Department as a state employee has certain powers in terms of the Public Service Act Proclamation, 103 of 1994 (RSA, 1994).

Section 7A of the Public Service Act, 103 of 1994 (RSA, 1994) allows Heads of Departments to delegate power to officials and employees in specific sections of the department. The delegation of powers to regions or districts implies that District Directors are delegated representatives of the Head of Department. Section 8 of the Public Service Act describes state employees as persons employed in a permanent or temporary capacity in a post on the establishment of a department. District Offices as regional structures of the provincial department therefore employ district officials as state employees or government officials.

The power delegated from the Head of Department to officials in district offices is targeted at their core responsibilities. These responsibilities namely the standards of education provisioning, delivery and performance in education, and evaluation and

monitoring of education quality, further explained in two key Acts: the South African Schools Act, 84 of 1996 (SASA) (RSA,1996a), and the Employment of Educators Act, 76 of 1996 (EEA) (RSA, 1996b). These two Acts outline the central aspects of provisioning and monitoring and require provincial offices of education to support the implementation of national education policies. It can therefore be deduced that district officials have delegated state powers and are placed in manageable regions among others to ensure policy compliance.

2.3.2 Civil service staff

The Employment of Educators Act, 76 of 1998 (RSA, 1998b) distinguishes between school-based educators and office-based educators (Section 3). The National Education Policy Act, 27 of 1996 (RSA, 1996b) in the definitions distinguishes between educators and auxiliary service educators, thus providing for two categories of district officials based in the district office; those providing auxiliary education services, and those employed as public servants under the Public Service Act, 103 of 1994 (RSA, 1994).

The Personnel Administration Measures (PAM) published under the Employment of Educators Act, 76 of 1996 (RSA, 1996b) classifies office-based educators as the Directors of Education, Chief Education Specialists, Deputy Chief Education Specialists, Senior Education Specialists, and First Education Specialists (Section 4.6). The Personnel Administrative Measures capture the core responsibilities of officials as facilitating curriculum delivery through support and management in compliance with applicable legislation, regulations, Education Labour Relations Council resolutions and the Personnel Administration Measures (RSA, 1996d).

2.3.3 Public service staff

The responsibilities ascribed to the officials in the public administration and policy development units in the district office include financial management, human resource management, public administration and financial accountability. The public service officials (PS officials) in the district office are regulated by the Public Service

Act, 103 of 1994 (RSA, 1994), the Public Service Amendment Act, 134 of 1998 (RSA, 1998), and the Public Service Regulations with Collective Agreement Resolution, 3 of 1999 (RSA, 1999a). The Collective Agreement Resolution 3 of the ELRC in particular includes the Codes of Remuneration (CORES) which explain and describe the requirements for employment, statutory requirements, and salary levels for public service employees. The CORES distinguish between five categories of public servants: support personnel, production workers, professionals or specialists, supervisors or middle management, and senior management.

The different levels of public servants are categorized using the International Standard Classification of Occupation (ISCO) and International Standard Classification of Education (ISCED) models of the International Labour Organization (RSA, 1999). The ISCO and ISCED classify the labour intensity of the different levels according to the skills required by one person to execute the job. The skills classification is linked to a salary range of 1 to 15 dividing the five categories of public servants. As much as financial accountability is first ascribed to the Head of Department in the district, and public servants in the Finance Department, the finances of district offices as government offices are regulated by the Public Finance Management Act, 1 of 1999 (RSA, 1999b).

2.3.4 Financial accountability

The Public Finance Management Act, 1 of 1999 (PFMA) seeks to secure transparency, accountability and sound management of the revenue, expenditure, assets and liabilities of government institutions (RSA, 1999b). The PFMA designates the Heads of Department as Financial Accounting Officers and gives them power to delegate powers to members in the department (RSA, 1999b). The PFMA centres around employees in the Public Service and links the Head of Department or District Director and the employees with these delegated powers to the functions of Public Service employees. Although officials in all the different sub-directorates are also affected, this Act influences the finances and resources of all sub-directorates in more than one way. Officials employed in these sub-directorates operate under the auspices of this Act together with the Public Service Act, 103 of 1994 (RSA, 1994).

Officials employed for advisory services as office-based educators with financial accountability operate under the PFMA, NEPA and the Public Service Act.

The previous section outlined the legal background under which district offices and district officials operate. This frame of operation of district offices has already been linked within the boundaries of the usefulness of OC (Table 2.1). The next section looks even closer at the history of district offices as a node of education management information system, as well as a current trend in district office operating systems.

2.4 District offices

At the beginning of the 1980s inspectors were leading the education policy community with central decision-making. Vos and Brits (1990) outline the history of districts in South Africa as a controlling mechanism that prescribed syllabuses, organized inspection, provided professional advice to teachers, issues certificates, and maintained a proper standard of education. The number of inspection circuits differed among the different racially based Education Departments. The responsibility of the regional administrative council was to advise the District Director, consult with the Tender Advisory Board, audit or certify schools, allocate monies, recommend preferential admission, and exercise and perform other relevant powers, duties and functions (Vos and Brits, 1990, p. 80).

Available literature on districts indicates that the concept of districts is as a result of decentralization (Narsee, 2006, p. 16). Districts started around 1970/80 and are rooted in the administrative development paradigm of multinational agencies such as the World Bank (Rhoten, 2000). The decentralization literature of 1990 often refers to redistribution of political and social power (Samoff, 1990). Decentralization is the process where system-level decision making is transposed from national offices of government, downward in the bureaucratic channels of central authorities of provincial offices to schools (Rhoten, 2000; Samoff, 1990; Hannaway & Carnoy, 1983).

Post 1994 restructuring focused primarily on examining the implications of decentralization for the education system. There was a radical shift in the organization, management, governance and funding of schools (Narsee, 2006, p.21). Due to the introduction of the South African Schools Act, 84 of 1996 (RSA, 1996b) many of the roles that district offices used to have were assigned to school level managers and school governing bodies in particular. Because of the complexity of restructuring in the young democracy, provincial departments had their own discretion to ensure the efficient flow of decision making from the provincial offices to schools. Different formats were introduced by different provincial offices for education (Narsee, 2006). Some provinces like the Western Cape used circuit offices whilst the Gauteng Education Department introduced district offices.

Buckland and Hofmeyr (1992) argue that the term “districts” can be traced back to 1917 when the Jagger Commission and the Malherbe Commission of Education in the Union of South Africa proposed the idea of education district councils. The term became popular in education during the reform phase in 1994 to substitute the use of terms like regions and area offices used in the old dispensation (Narsee, 2006). The term district is more commonly known and used in the Gauteng province.

Although the district office became largely an extension of the provincial office, the organization of management, governance and appropriation of funding was left to the discretion of the district manager who was now accountable to the MEC (Buckland & Hofmeyr, 1993). Towards the end of 1998 this was changed and District Directors became accountable to the Head of Department for Education who reported to the MEC. District offices remained responsible for the organization, management, governance and funding of schools until the next wave of restructuring (Buckland & De Wee, 1996). Narsee (2006) states that by the beginning of the new century plans were ready to take the financial responsibility from the district offices to a central shared service office. This was only implemented by the middle of the first decade of the 2000s.

2.4.1 The district office as organization

In the draft document on the National Policy on the Organization, Roles and Responsibilities of Education Districts (DoE, 2009a), education districts are defined as administrative sub-units of the Provincial Education Departments. These offices operate under the auspices of the provincial and national departments (RSA, 1994). It can be argued that the Provincial Education Department would be an organization whilst the education districts would then be extensions of the provincial office.

The purpose of the district office can be viewed in two different ways. Literature on district offices suggests viewing districts through multiple portholes:

- that of a decentralized education system (Malcolm, 1999; Chinsamy, 1999; Roberts, 2001; Tyack, 1993; Cheema & Rondinelli, 1983),
- within organizational theory (Simkin, 2000; Fleisch, 2002; Carron & De Grauwe, 1997; Sayed & Soudien, 2003),
- through the lens of schools (Malcolm, 1999; Caldwell & Spinks, 1992; Fleisch, 2002), and
- playing the role of the state (Carron & De Grauwe, 1997; Oldfield, 2001; Narsee, 2006; Pampallis, 2003).

Figure 2.2 presents a graphical illustration of district offices as sub-sections in the official organogram of the Gauteng Education Department (GDE, 2008). The district office has to strive towards the set goals which are developed at provincial level and cascaded down the bureaucratic channels. District offices report under the Branch District and Institutional Management and Governance. The Deputy Director General who heads the branch is responsible for three chief directorates under which falls the Chief Directorate Districts Operations Management, headed by a Chief Director for districts. This structure is currently under review with restructuring of the provincial education department initiative.

The role of districts can also be articulated as management units and administration and support units. District offices have a higher position in the hierarchy than schools

(Mphahlele, 1999) and different offices place different emphases on the way they relate to schools (Buckland & De Wee, 1996). The delegated power from provincial government to district officials determines the management and administrative requirements (Narsee, 2006, p. 55) and prescribes the governmental mandate as an extension of the state (Buckland & De Wee, 1996).

In terms of the delegation power in the National Education Policy Act of 1996 (RSA, 1996), the HOD may bestow power on any person in the Department to execute duties on behalf of the HOD. Furthermore, in terms of delegation theory and law (Malherbe & van Eck, 2009), district offices also have implicit powers to decide on how they execute their mandates regarding administrative control and policy implementation. In this regard it would seem inappropriate to view them as mere replicas of the PED as they are mandated to develop context specific organizational structures and cultures (Kleine-Kracht & Wong, 1991). In the final analysis delegation is given to people and whenever two or more people work together to pursue a common goal or vision, organizations develop their own unique climate and culture (Alvesson & Berg, 1992; Hofstede, 1984; Schein, 1993). Power is therefore not delegated to offices *per se* but to officers in the sixteen district offices (people).

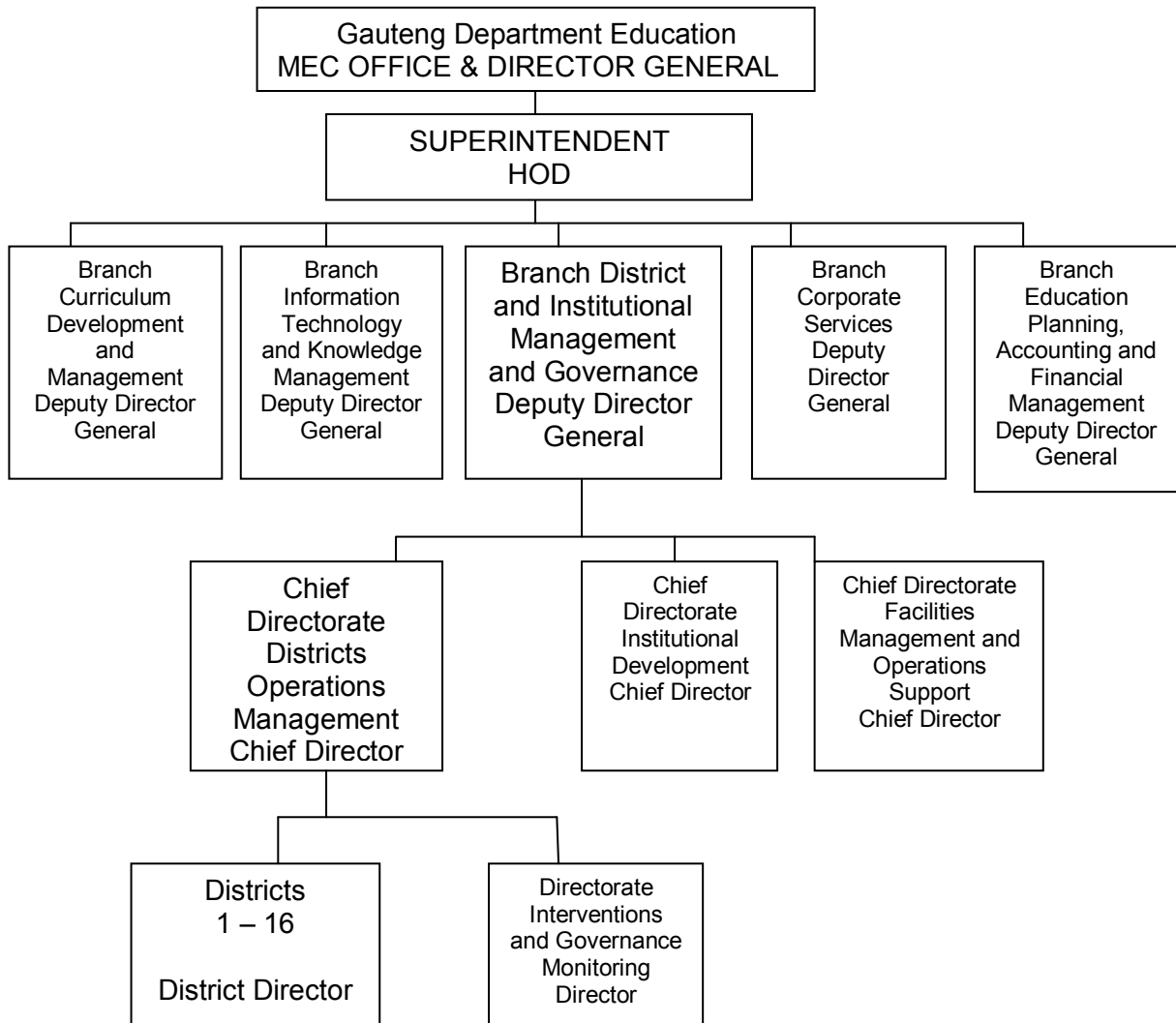


Figure 2.2: Adapted GDE organogram 2008/2009 (GDE, 2008a)

The place where educational change could most likely be initiated is the district office. District offices are likely to have access to feedback reports from implementation processes, monitoring and evaluation of quality assurance during the process of implementation, interpretation and the development of progress maps for the implementation process, budget spending and procurement for services reports which highlight challenges and recommendations for the successful implementation, follow-up and follow-through processes after the implementation of policies. All policy implementation requires leadership and management skills from officials in the district office to carefully develop outcomes within a web of legislation. These skills include mandate analysis and execution and the ability to create successful organizational processes and structures to execute their mandates.

For the purpose of this study, the provincial legislative mandate for the Gauteng province is discussed. The policies and Acts that govern education in the province include the Gauteng School Education Act 6 of 1995 (GDE, 1995), the Gauteng Education Policy Act 12 of 1998 (GDE, 1998b), the Examination and Assessment Act 8 of 1997 (GDE, 1997), and the Gauteng Colleges of Education and Training Act 17 of 1998 (GDE, 1998a).

The purpose of these Acts is, among other things, to regulate and guide the functioning of the Provincial Education Departments and various statutory bodies. To ensure good governance in all state departments, the province is also governed by the Public Finance Management Act 1 of 1999 (RSA, 1999), the Skills Development Act 97 of 1998 (RSA, 1998), the Promotion of Access to Information Act 2 of 2000 (RSA, 2000b), the Batho Pele (meaning people first) White Paper (RSA, 1997), and the Promotion of Administrative Justice Act 3 of 2000 (RSA, 2000a). All these policies and Acts are intended to guide, guard, enforce, and manage education in public schools and create a particular culture of teaching, learning and operating in the province.

The district office as an organization develops a district culture around the policy implementation process. Officials in district offices are at the front line of policy implementation. After policies have been formulated at national and provincial level management, these policies are distributed to key stakeholders for input. The key stakeholders in GDE are the General Education and Training Council (GETC), Civil Society Organizations (CSO), District Education and Training Councils (DETCs), Local Education and Training Units (LETUs), Specialist Advisory Council (SAC), Gauteng Provincial Action for Children (GPAC), Education Labour Relations Council (ELRC) Provincial Chamber, and different associations of School Governing Bodies (SGBs) (GDE, 2008).

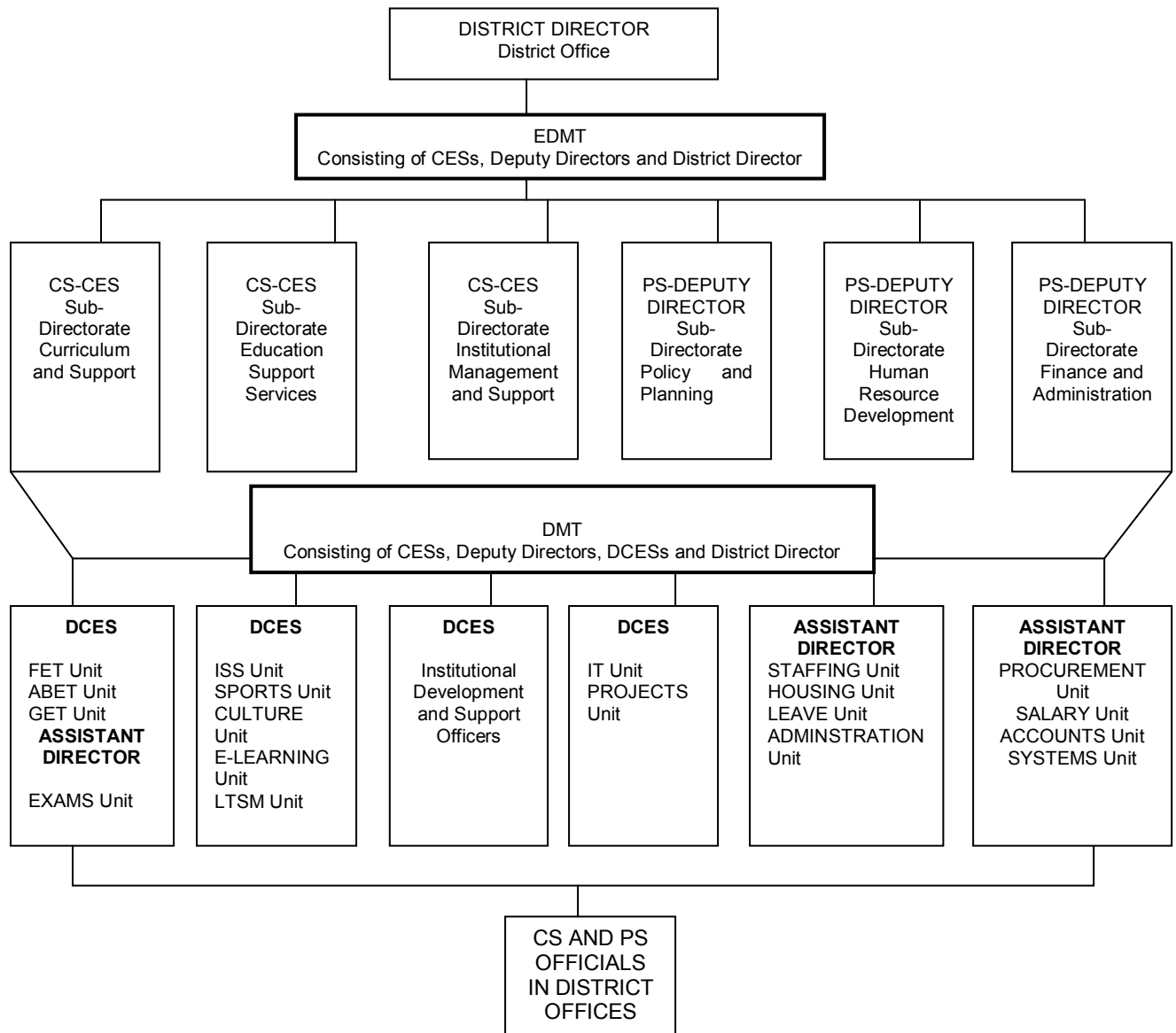


Figure 2.3 *Adapted district organogram 2008/9* (GDE, 2008a)

The district office as organization consists of employees employed at different levels within four sections: Curriculum Development and Support, Institutional Development and Support, Human Resource Development, Educational Support Services, Policy and Planning, and Finance and Administration (GDE Organogram, 2008). The employees in the Curriculum Support, Institutional Development and Support, and Education Support Services are referred to Civil Service staff (or CS educators), whilst employees in the Human Resource Development, Policy and Planning, and Finance Administration are employed as Public Service staff (or PS staff). CS staff is employed by the Department of Education whilst PS staff is employed by the

Department of Public Administration. The different levels of employment range from post level 3 to post level 6 for CS staff, and salary level 1 to salary level 13 for PS staff.

Each of the different sub-directorates consists of between three and six units managed by a Deputy Director (Chief Education Specialist) employed at post level 5. Each of the different units has facilitators or officials employed at post level 3 and are managed by a Deputy Chief Education Specialist employed at post level 4. The Human Resource Development and Finance and Administration sub-directorates consist of different units managed by Assistant Directors appointed at salary level 9 (which is equal to Deputy Chief Education Specialist at post level 4).

The direction and focus in the district office is to execute and define the mandates of the Office of the District Director and implement it in schools. The representation at these two junctures (the EDMT and DMT) affords channels to the members in each unit to bear the load of the common purpose in the organization. Whatever happens, should happen, and must happen and will or will not happen is decided by the ability of the members of the unit.

Figure 2.3 highlights the two key managerial focal points in the district office. These are the Office of the District Director and the schools in the district. The strongest support within the district office is established at two structures; the Executive District Management Team (EDMT) and the District Management Team (DMT). The Executive District Management Team as a structure represents both PS and CS officials at post level 5 (CES) together with the District Director. The District Management Team (DMT) consists of the Deputy Directors at post level 5 (CES), post level 4 (DCES), post level 5 (CES), and the District Director.

The five Deputy Directors report to the District Director and form part of the District Management Team. The District Director, a public service employee, is the accounting officer for the organization. District Directors report to the Chief Director, Deputy Director General, the Head of Education Department (HOD), and the MEC directly. Legally a district can therefore be viewed as an organisational unit that

exercises delegated power and implicit power with the purpose of optimising the functioning of the PED and its schools.

2.4.2 Employees in the district office

The Employment of Educators Act, 76 of 1996 (EEA) defines district officials as office-based educators that are responsible for supporting schools with the implementation of education policies (RSA, 1996d). A school in the context of EEA refers to the principal, educator, learner, parent, and support-staff that render services at a registered educational institution. In terms of an employment contract under the EEA, all employees in the district office are responsible for eight roles which are briefly discussed below:

Cooperative governance - The education Acts and policies embody the principle of co-operative governance. Co-operative governance means balancing domination and control properly (RSA, 1996b). Employees in the district office are responsible for supporting schools with the implementation of education Acts and policies.

Policy agent – A district office employee as policy agent of the education organization needs to develop a district culture of cooperative governance in regard to the policy implementation process (Naiker, 2008). Policies are generally formulated at national and provincial levels. These policies are distributed to key stakeholders for inputs (DoE, 2000). Officials in district offices are in the front line of policy implementation (RSA, 1996b).

Extension of the Department of Basic Education and PED - The strategic plans or operational plans of the provincial department impact and guide the operations in the district office. As the operational plan is linked to the budget allocated to the district office, the procurement plan is linked to the activities that address provincial objectives and not necessarily the activities and needs of the district office.

Decentralization - Narsee (2006) writes that decentralization by the state is one of the major reasons of, and purposes for district offices. Decentralization refers to the redistribution of political and social power (Narsee, 2006, p. 27). The transfer of

political and social power should be included in the operations and day-to-day activities in the district office. The power allocates officials relative social position in schools and in the school community. On the other hand Dekker and Van Schalkwyk (1996) argue that the post-1994 South African education system consists of state involvement in virtually all aspects of the education system, leaving little or no space for organic inputs from grassroots level. Between the concepts of decentralization and bureaucratic control of the state, the district officials have to get information and support provincial officials to successfully execute envisaged operational objectives.

Supporting schools - Fleisch (2002), Simkins (2000) and Winkler (1993) propose that the roles of districts and district officials have as their central activity the responsibility to support schools. The supporting involves four categories: Providing administrative services to schools, driving policy implementation in schools, providing support services to schools, and holding schools financially accountable. These supporting roles align well with the different sub-directorates in present district offices.

Administrative services - Although district officials should support schools, the decentralization of financial power to School Governing Bodies through the South African Schools Act (SASA, 1996) gave the *de facto* self-managing schools (Caldwell & Spinks, 1992; Malcolm, 1996) that were created in terms of SASA a great deal of autonomy and independence. Post-apartheid schools could levy fees and had considerable power to execute the various governance functions given to them by SASA and had a voice in the curriculum. The concept of no-fee schools¹ was, however, re-introduced by the Minister of Education to support previously disadvantaged communities (Government Gazette 26553 of 2007), but the power of school managers and School Governing Bodies remained secure under the South African School Act, 84 of 1998. The support rendered by district officials needs to differ depending on the context of the school and should be planned to fit the particular need of the school concerned. The implication is that the support to schools will differ according to the kind of administrative need, the emphasis placed

¹ Approximately 60% of public schools are no longer permitted to levy school fees while government subsidies provides them with a threshold amount of funds to enable them to offer quality education. Only the richest 40% of schools are still allowed to levy fees.

on policy implementation, the level of services needed, and the type of financial accountability in the school (whether it is a no-fee or state subsidized school).

Holding schools accountable - Researchers like Elmore (1993) and Malcolm (1999) argue that district officials are central to supporting school change in terms of administrative and management activities to influence performance in the school. Studies done by Mphahlele (1999) and Muller and Roberts (2000) point to the need for district officials to approach school change in terms of teacher in-service training, school-management development, whole-school development approaches and coherent linkage systems based on information assistance, pressure and rewards.

Driving policy implementation - The level and quality of support to and interaction of district officials with schools in the Gauteng Education Department is evident from the contents of GDE Circular 2 of 2010 (GDE, 2009) in which district officials are requested to limit their routine visits to schools and lower the number of meetings and training sessions held with different sections of schools. This request could be explained by the argument of De Clerq (2001) that the lack of coherence, continuity, and realism at the level of the provincial office impacts negatively on the performance of districts.

It would be virtually impossible for district offices to operate outside policy and a policy framework. Although researchers argue that the lack of a policy framework for districts causes district officials to perform at a lower level, policy fragments that collectively articulate some of the responsibilities of district officials do exist. De Clerq (2001) argues that there is a lack of systems that support district performance and that the policy framework for this sub-system is vague. In line with De Clerq's claim of system failure, Fleisch (2002) and Roberts (2002) highlight the external and internal factors such as procurement, provisioning, school personnel employment and disciplinary powers as policy gaps which hamper the efforts of district officials.

Chinsamy (2000) and Mphahlele (1999) are more precise when they acknowledge the lack of clear legislation regarding the role and powers of district officials and the consequent effect on district performance. District officials nevertheless have clear

delegated power as well as implicit power to carry out their duties and exercise their discretions in a professional manner.

2.4.3 Accountability of district officials

The level of accountability varies depending on the level of employment. Appointed supervisors are advised to develop specific duties on the basis of a job description (RSA, 1998). Table 2.2 below outlines the functions and roles of Civil Servants and Public Servants in district offices. These functions and roles were derived from the Codes of Remuneration (CORES) (RSA, 1999) and the Proposed Organization and Post Establishment for the Gauteng Education Department Annexure B (GDE, 2006).

Table 2.2 Key functions of CS and PS staff in district offices (Adapted from CORES, 1999)

CIVIL SERVICE STAFF			PUBLIC SERVICE STAFF		
Employment Category	Key Function	Post level	Employment Category	Key Function	Salary level
District Director	Provision of strategic and operational leadership. To facilitate the interfacing between the provincial office and the centres of learning. To support and develop centres of learning. Monitor the staff and activities in the district and institutions	6	Senior Manager	Organize all activities in such a way that all organizational goals are achieved in the most effective manner including redirecting resources. Determine all types of policy in the organization within power of authority. Contribute towards the efficient management of property portfolios in terms of developing human resource policies/practices to assist managers of properties. As part of managing directorate, advice will be given, discipline will be maintained and control and planning will be exercised.	13
Chief Education Specialist	Ensuring the effective management and implementation of district	5	Deputy Director: Administration	Formulate policies. plan, direct and co-ordinate the general functioning of the organization and	11 – 12

	<p>management plans.</p> <p>Developing, delivery and maintenance of education policy and professional practices.</p> <p>Overall institutional management, development, support and training.</p> <p>Professional development, support and management of district officials.</p> <p>Financial and resource administration.</p> <p>Ensuring appropriate learner/student support.</p>		Deputy Director: Personnel Manager	<p>component (unit).</p> <p>Highly specialised interaction regarding departmental/provincial administration and Public Service policy/ strategy.</p> <p>Supervision of administrative/professional personnel at lower levels.</p> <p>Formal disciplinary authority.</p> <p>Authority in respect of quality control.</p>	
Deputy Chief Education Specialist	<p>Coordinating and monitoring the development and implementation of education policies.</p> <p>Coordinate the appropriate implementation of learner support systems.</p> <p>Implement educational social development programmes and learning support materials.</p> <p>Effective and efficient financial planning and reporting.</p> <p>To implement Personnel Performance Management systems and processes.</p> <p>Maintaining and promoting labour peace.</p>	4	Assistant Director: Administration Assistant Director: Personnel Manager	<p>Increasing the existing pool of knowledge. Applying scientific or artistic concepts and theories.</p> <p>Conducting analysis and research.</p> <p>Developing concepts, theories and operational plans.</p> <p>Supervision of officials in lower level</p>	9 – 10
Senior Education Specialist	<p>Improving the quality of professional practice and education.</p> <p>Manage the development, delivery, maintenance and support of education</p>	3	Senior Administrative Officer Chief Administrative Assistant	<p>Increasing the existing pool of knowledge.</p> <p>Applying scientific or artistic concepts and theories.</p> <p>Tasks performed usually include conducting analysis and research.</p>	8

	<p>programmes and assessment practices.</p> <p>Raising the capacity of education systems through teaching support materials.</p> <p>Implement social development programmes by providing administrative support.</p> <p>Maintain and promote labour peace. Implement Personnel Performance Management Systems</p>			<p>Implementing developed concepts, theories and operational methods.</p> <p>Advising and applying existing knowledge</p>	
First Education Specialist	<p>Management of resources, planning and prioritizing, work without supervision.</p> <p>Job knowledge and application.</p> <p>Interpersonal Relations. Communication. Client Service.</p>	2 – 3	<p>Senior Administration Clerk Grade III Assistant Administrative Officer</p>	<p>Record, organise, store, compute and retrieve information. Recording of written information on paper, or computers.</p> <p>Contact with the public/clients.</p> <p>Supervision of officials in lower level.</p>	6 – 7
			<p>Senior Administrative Assistant II</p> <p>Senior Administrative Assistant I</p>	<p>Record, organise, store, compute and retrieve information. Recording of written information on paper, or computers.</p> <p>Contact with the public/clients.</p> <p>Elements of supervision are included related to the job.</p>	4 – 5
			<p>Administrative Assistant</p> <p>Cleaner II</p> <p>Senior Messenger</p> <p>Administration Clerk Grade I</p> <p>Personnel Officer Grade I</p> <p>Cleaner I</p> <p>Messenger</p>	<p>Simple routine tasks.</p> <p>The use of hand held tools.</p> <p>Requires some physical effort.</p> <p>Supervision characteristics are required in some activities.</p> <p>Delivery of actual messages and goods.</p>	1 – 3

The Personnel Administrative Measures under the EEA (RSA, 1998) outlines nine roles and responsibilities of district officials. These roles and responsibilities make officials accountable for performance in leadership, communication, financial planning and management, strategic planning and transformation, policy implementation, research and development, curriculum delivery, staff development, and office administration.

2.5 Education mandate and accountability

The draft document on the National Policy on the Organization, Roles and Responsibilities of Education Districts (DoE, 2009a) envisages the advancement of the principles of the national policy which include the Constitution of the Republic of South Africa Act 108 of 1996 (RSA, 1996), and the National Education Policy Act 27 of 1999 (RSA, 1996c) amongst other. Advancement strategies are translated into strategic plans and objectives. These strategic objectives become the mandate to the HOD and MEC in the PED. The national policy framework is established by the Minister of Education together with the Council of Ministers (RSA, 1996a). The MEC and Head of Education Department (HOD) have the authority to mandate and to delegate functions to officers of the Department (RSA, 1996b).

The positions of the MEC and HOD give them explicit power and authority to execute the strategic plans. The HOD and MEC direct provincial structures providing them with mandates and implicit authority to ensure the roll-out of the strategic objectives in the province. The MEC delegates these objectives as mandates to PED Heads of Education Districts. This mandate is presented as the responsibilities of Heads of Education Districts or District Directors to implement policy. The District Director is accountable for implementing the policy as presented in the strategic objectives, thus creating the envisaged policy culture. The mandate empowers District Directors to establish structures and organizations to execute mandates (Kleine-Kracht & Wong, 1991). All organizations are inevitably characterized by peculiar organizational cultures.

Baker (2002) argues that implicit power cues lead people to assimilate or conform to stereotypes, resulting in a sense of self that is independent from others in the organization. Explicit power cues lead people to act in ways that move away from stereotypes, leading to a heightened sense of the self as being connected to others and to situational constraints. Gruenfeld and Tiedens (2010) argue that explicit cues make the power differences between individuals obvious. It will be argued in this study that the types of power cues from the HOD and MEC in transferring the mandate have a decisive impact on the policy implementation process (Chapter 5, par 5.5.3). The difference between implementation of, and compliance with the PED mandate influences performance.

The District Director is mandated with power and authority to ensure the successful implementation of policy objectives. Examples of PED policy objectives include the vision of the PED, the strategic plans, and measures to ensure increased performance. The vision and mission statement for the GDE is delegated to the 16 different districts as official mission and vision statements, thus providing these offices with common goals and values. The district office as “sub-provincial” offices established by the provincial head office could therefore be classified as organizations with groups of individuals with common goals and values.

Furthermore, it can be argued that the Constitution of South Africa as the supreme law places parliament subject to this supreme law (Malherbe & Van Eck, 2009; Malherbe, 2009). The Constitution is the primary mandate for all organs of the state. A mandate is defined as written authorization to a person, group, or organization to take a certain course of action (Ferejohn, Rakove, & Riley, 2010). These researchers agree that a political mandate is the authority granted by a constituency to act as its representative. Any political mandate is subject to the Constitution.

According to Malherbe and Van Eck (2009) an education mandate as a fundamental right under the constitution, places a legal obligation on the mandator and the mandated to implement policies made public during political campaigns. Bray (1988) argues that the three forms of power delegation are mandates, deconcentration and decentralization. The primary education mandate according to the Constitution is the state’s accountability for education provisioning (RSA, 1996).

For this study it can be argued that the mandate for district offices is formulated in the roles and responsibilities for government officials. The mandate for officials can thus be defined as the accountability to perform in leadership, communication, financial planning and management, strategic planning and transformation, policy implementation, research and development, curriculum delivery, staff development, and office administration. The difference between well performing and underperforming district could be as a result of the use of explicit and implicit powers by officials and particularly senior officials in the district office

Supervisors develop specific duties for subordinates and monitor and evaluate the duties based on the initial education mandate which District Directors receive from the PED. Explicit power in this instance would refer to the supervisor's ability to illustrate superior rank and position whilst instructing subordinates to comply with rules, whether agreed upon or not (Barker, Tiedens, & Lee, 2007). Implicit power, according to Brin~ol, Petty, and Wheeler (2006) would expect the supervisor to manage the accountability of these duties through subtle cues. As much as the supervisor is accountable to the district management for their own specific duties, they are afforded with both implicit and explicit power to mandate subordinates to fulfil these duties.

District management is accountable for the day-to-day operations of officials and subordinates. This accountability is based on the performance of officials. The expected performance of officials is managed through the Performance Management and Professional Development Agreement (PMDS) through the Collective Agreement on Performance (GDE, 2006). Accountability in this context can be seen as the ability to use power cues, expressed explicitly or implicitly, that lead to different psychological outcomes for individuals, which will impact on the individual behaviour in organizations (Barker, Tiedens, & Lee, 2007). It can be argued that the district management should account for whether their implicit power leads people to assimilate behaviour that is independent from others in the organization, and how explicit power cues lead people to act in ways that lead to a heightened sense of the self as being connected to others in the organization. Being accountable for the use

of explicit and implicit power makes the district management responsible for the creation of OC.

2.6 Organizational culture

Organizational Culture (OC) in the context of this study is members of the organization's shared patterns of perception, representation, and response in regard to internal and external operations within the district office (Haworth, 2004; Tharp, 2005; Van der Westhuizen, 2005). Researchers have established a number of links between organizational culture and organizational performance. To explain and understand OC, the next section distinguishes between OC elements (the fundamental constituent parts) and the concepts (the theoretical model for observing OC) (Pettigrew, 1979; Deal and Kennedy, 1986). To understand the OC in the organization the concept culture is briefly defined.

2.6.1 Defining culture

Culture is considered the “glue” that holds an organization together whilst Tharp (2005) views culture as the “compass” that provides direction. Culture is dynamic, dense and is a fabric woven from countless implicit and explicit events, issues, and symbols (Tharp, 2005). Greetz (1973) identified culture as present in every organization regardless of whether it is acknowledged or fully understood. Naicker (2008) writes that culture is vital to the well-being and success of an organization. In the context of this study, culture is defined in terms of a common identity and unity of commitment, a sense of belonging, it offers a vision of the future around which a company or institution can rally; it is an asset that can and should be managed in support of organizational goals (Naicker, 2008).

Culture involves three basic human activities: what people think, what people do, and what people make (Greetz, 1973). Several common properties, according to Naiker (2008), arise: culture is shared, learned, transmitted cross generationally, symbolic, adaptive, and integrated. Schein (1984) argues that a deeper

understanding of culture lies in the underlying assumptions of how individuals in the group perceive, think and feel about their environment.

Schein (1984) identified three levels of culture;

1. *Individual culture* that holds what the individual perceives as true and right,
2. *Group culture* is a cultural paradigm that is defined in the homogeneity, stability and the length and intensity of shared experiences of the group,
3. *Unit culture* is based on the occupational backgrounds of the particular unit, as well as their general location within the organization.

The level of culture in the district office allows officials to choose between two ways of policy implementation: compliance or mediation (Jansen, 2002) The individual, group and unit culture is evident during the implementation of education policies, Acts and provincially generated circulars, especially in and during district officials':

- interaction with school principals, educators, learners and parents
- responses to strategic management plans by District Directors and Deputy Directors.

The culture in organizations is represented through the group's language, decision-making, symbols, stories and legends, and daily work practices (Jansen, 2002). In the case of a school, the objects on an educator's desk illustrate his or her particular link to the culture of the school as an organization. Heathfield (2005) highlights four distinct characteristics of culture as organizational theory from an interpretive paradigm. She argues that culture is about *behaviour* (bad or good), that culture is *learned* (as a consequence of behaviour), that culture is learned through *interaction*, and that sub-cultures form as a result of *rewards* through interaction.

If culture forms the base concept of the term OC, then we can argue that the concepts that constitute culture should form the basis for understanding OC. This study views organisational culture as the commitment of education officers and accountable officials, teachers and students to adopt high quality education standards and assessments, which are evaluated to reach high performance. Put

differently: organisational culture should be about quality performance and setting new standards for achievement. The recommended way of doing this is through the elements of OC.

2.6.2 Concepts of OC

Organizations are understood and analysed using the concepts of OC to explore the presence of OC in terms of expressiveness (manifestations of human consciousness) (O' Reilly *et al*, 1991), ideational systems (patterns of meaning) (Dennison, 1990), and symbolic aspects (patterns of culture) (Smircich, 1983; Allaire & Firsirotu, 1984). OC concepts assist in understanding the process of observing OC and analysing the term as it appears in education district offices (Deal & Peterson, 1994; Hargreaves, 1994; Houtveen, Voogt, Van der Vegt & Van de Griff, 1996). The OC concepts are briefly discussed below.

2.6.2.1 The vision

Kouzes and Posner (1993) explain the vision of an organization as “gazing across the horizon of time.” Goffe and Jones (1996) describe the organizational vision statements as goal-setters for the future. A vision is specific in terms of its objective and is related to achievement and performance. The vision of the Gauteng Department of Education is smart service delivery of quality public education, which promotes a dynamic citizenship for socio-economic growth and development in the province (GDE, 2008). Sergiovanni (2004) writes that an OC vision should be evident in the web pages, and reception areas, in the corridors and in the work areas of members of the organization.

2.6.2.2 Mission

According to Kouzes and Posner (1993) a mission is about “showing others how mutual interest can be met through commitment to a common purpose.” Niemand & Kotze (2006) explain a mission statement as a means of sharing the vision of the

organization with others. The mission is an organization's reason to exist and serves as a guide without a particular time frame. The mission of the GDE encapsulates the principles of transformation, equity, redress and Ubuntu. The fact that the mission of an organization is reflected in policy, points to the organization's commitment to clearly formulate the reasons for education in the province (why the Education Department is there) (Prinsloo, 2010). Officials are bound by policy to assist with opportunities for learning.

2.6.2.3 Values

Values are ideals to live by (Patten, 1994) and are an expression of the deeper truth beyond material life. Quinn (1988) argues that an organization without clear values is ineffective. Maslowski (2001) writes that values in an organization need to be consistent and coherent in creating the morals in the organization. Moral education is the hidden curriculum that reflects socially developed convictions, beliefs, rituals, rites, and behaviour, which is illustrated through the individual's communication, participation and collaboration ability (Haydon, 1997). Values are as much inborn as they are learned. The values according to the Service Delivery Charter (RSA, 1997) is embraced in the term "Ubuntu" meaning "coherently belonging to each other."

2.6.2.4 Goals

In strategic planning the term "goal" is used in conjunction with objectives and targets (Haworth, 2004). Tharp (2005) explains an organization's goals as processes and objectives that provide a roadmap to achieve or perform. Niemand and Kotze (2006) assert that goals eliminate the gap between the current situation and future aspirations. Different approaches in strategic planning distinguish between short-term, medium-term, and long-term goals. The strategic goals are adjusted and reformulated depending on the strategic objectives of government. The goal of the GDE as organ of state is to provide quality service based on the Batho Pele principles.

2.6.2.5 Desired outcomes

Meek (1988) argues that desired outcomes have the effect of manipulating OC in order to enhance organizational effectiveness. Hofstede (1984) writes that the desired outcomes help organizations to develop a certain culture in response to their environment. The five key priorities for government are: economic growth and job creation, building safe and sustainable communities, producing productive citizens, illustrating democracy and promoting constitutional rights, and presenting an effective and caring government (GDE, 2008). These key priorities could be viewed as desired outcomes and are reflected in the strategic objectives of PEDs' operational plans.

2.6.2.6 Complexities amidst chaos

Leadership and management in district offices control complexities and sometimes chaotic practices and environments in district offices (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1983). They are responsible for working towards an OC that envisages the effective implementation of practices to achieve the key priorities and strategic objectives (Prinsloo, 2010). Naiker (2008) writes that if an organization wants to maximize its ability to attain its strategic objectives, it must understand that the prevailing OC supports and drives the actions necessary to achieve its strategic goals. Prinsloo (2010) contends that OC is a tool for organizational effectiveness that provides a body of solutions to external and internal challenges.

2.6.2.7 Different people's views about the organization

Niemand and Kotze (2006) argue that leadership cannot analyse, solve problems, devise strategic interventions and plans, and formulate perspectives directed at achievement. This statement could influence different people's views on leadership in education. Rafaeli and Kluger (1998) argue that organizational symbols capture

the systems of meaning that integrate emotion, cognition, and behaviour into shared codes. It is these shared codes that undergird OC.

2.6.2.8 What motivates values

O'Reilly, Chatman and Cladwell (1991) argue that it is within the values and expectations of the individual to interact with the positive (what is beneficial) and the negative (the concepts that are disturbing) in a situation. Hackman and Oldham (1980) argue that person-culture rests on the ability of the individual to assess relevant aspects of both people and culture. If the individual has the characteristics of both leader and manager, such an individual has the power to manipulate the situation and take charge of the responses (O'Reilly, Chatman & Cladwell, 1991). If argued plainly, it is the individual within the organization that can motivate values.

2.6.2.9 What motivates beliefs

Rafaeli (1999) explains belief as the ability to be confident in the ideal. The ideal is represented in the visible and invisible symbols in the organization (Rafaeli & Kluger, 1998). Rafaeli (1999) refers to symbols as visible, physical manifestations of organizations and indicators of organizational life. Symbols take on important meanings in organizations and represent meanings that are defined by cultural and social conventions and interactions. It can be argued that symbols in the organization are experienced and used by the organization's members to construct meaning.

2.6.2.10 What motivates underlying assumptions

The beliefs and behaviours of senior employees influence the underlying assumptions of the officials in the district office. Prinsloo (2010) argues that the assumptions of employees deal with what such employees accept as true, sensible, and possible. These senses are evident in district offices and dominate the interpersonal communication, and relations in the organization (Naiker, 2008). The

assumptions of older employees are a powerful force which is passed on to new employees, influencing their level of commitment towards the organization (Naiker, 2008, p. 32). Awareness of the underlying assumptions can influence the social reality (Koch & Deetz, 1981; Lakoff & Johnson, 1980; Smitcich, 1983).

2.6.2.11 What motivates shared behaviours

Researchers agree that perceptions and knowing are linked in an interpretive process which is metaphorically structured, allowing employees to distinguish one context of experience from other contexts (Du Toit & Van der Waldt, 1999; Koch & Deetz, 1981, Lakoff & Johnson, 1980; Smitcich, 1983). According to Martins and Martins (2001) the perceptions and knowledge of employees clearly distinguish between OC and job satisfaction. Whilst OC seeks to describe how employees perceive the culture in the organization, job satisfaction evaluates employee perceptions of the organization which is embedded in their underlying assumptions about the organization. The underlying assumptions motivate shared behaviours.

2.6.3 Elements of OC

Organizational culture (OC) can be defined as the informal, nonmaterial, interpersonal, and moral bases of cooperation and commitment of human relations above the formal, material and instrumental controls of the system of the organization (Baker, 2002; Blake & Mouton, 1964; Denison, 1990; Haworth, 2004; Hofstede, 1980; Pettigrew, 1979; Schein, 1984; Silverzweig & Allen, 1976; Van der Westhuizen, Oosthuizen, & Wolhuter, 2008; Tharp, 2005).

Haworth (2004) views OC as members' shared patterns of perception, representation, and response surrounding internal and external operations. Figure 2.4 provides a graphic illustration of the elements, concepts and dimensions of OC. Various authors (Haworth, 2004; Van der Westhuizen *et al.*, 2008; Tharp, 2005; Naiker, 2008, Du Plessis, 2004) discuss the elements of OC in four broad categories: the "invisible", the "visible", the organization's artefacts and its behaviours. These elements have different dimensions that are viewed as having an

effect on organizational effectiveness. The study argues that the use of OC can shape the execution of the mandate and the implementation of policy in the district office.

Deal and Kennedy (1982) refers to OC as the “epicentre of change.” Harris (2002) asserts that successful organizational improvement can only occur if an organization regards the constituent concepts of OC and apply these as strategies that would best fit their own context and particular developmental needs. Deal and Peterson (1999), Hargreaves (1994), and Houtveen *et.al*, (1996) concluded that concepts of OC can be linked to organizational change and organizational improvement. In this thesis it is therefore argued that successful implementation of the different OC concepts, element and dimensions can assist in creating a well-performing district office. Each element is briefly discussed below and shows the link to the execution of the PED mandate and policy implementation.

Figure 2.4 provides a graphic illustration of the elements and concepts of OC. Some authors in OC (Basson *et al.*(1991), Janson (1993), Janson and Xaba (2007), Swanepoel (2003), refers to these elements tangible and intangible elements and is in agreement that they have direct influence on each other. These researchers argues from an academic perspective and fail to notice the business management benefit of OC (Blase, 1998). By using the perspectives of practitioners like Haworth (2004) and Tharp (2005) it is possible to explain the underlying dimensions of the elements of OC and how they create an OC together as a whole. The concepts explain the steps of determining the OC in an organization starting from a concept leading towards the acquisition of the other eleven concepts. It is argued that whilst the elements are a means of observing OC in an organization, the concepts can be used to determine or establish an OC.

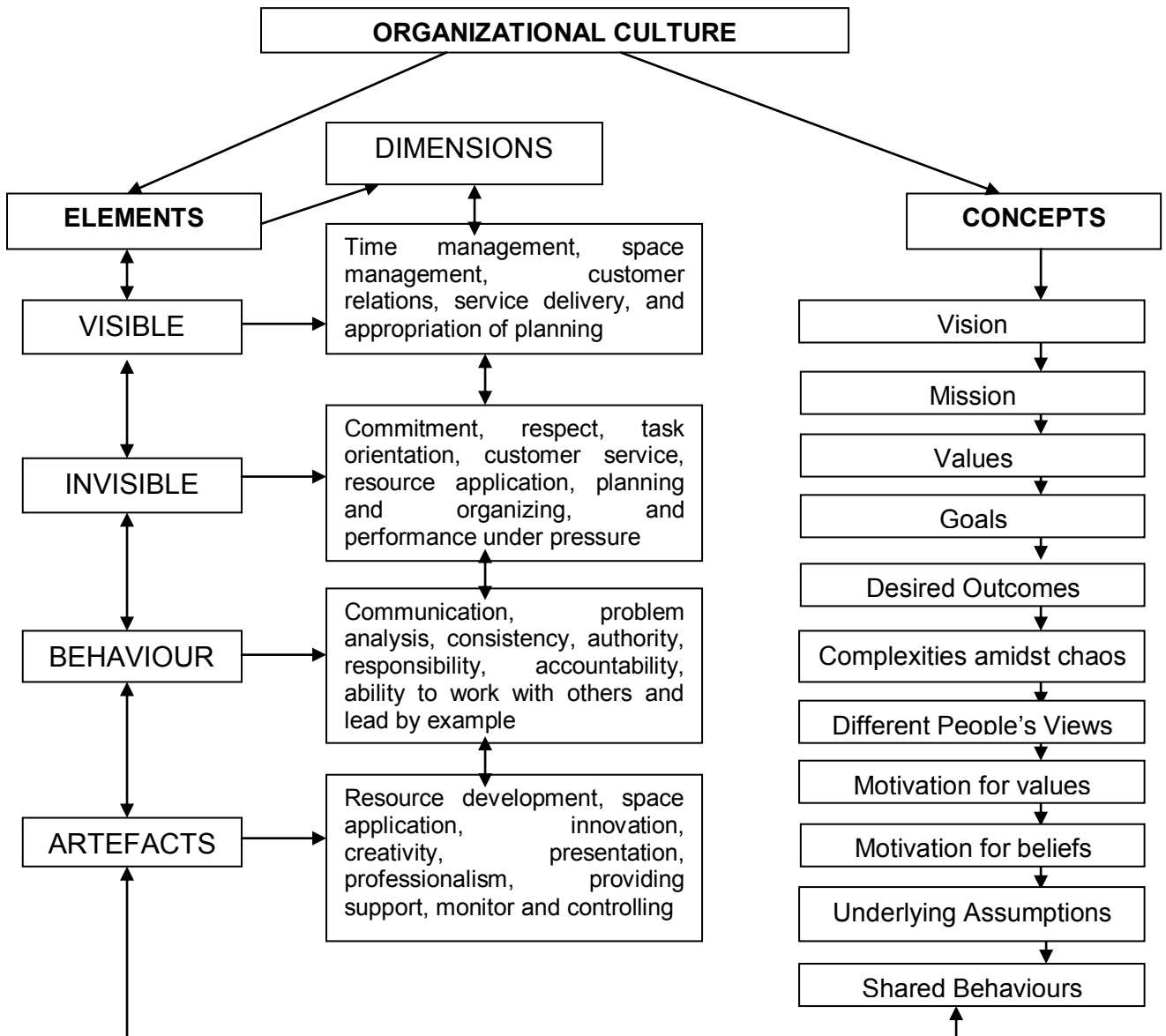


Figure 2.4: *The elements, concepts and dimensions of OC*

2.6.3.1 Visible elements

The visible elements of OC refer to all the observable products that can be used to describe the organization (Rafaeli & Kluger, 1998). The visible elements are not only the by-products of the organization, but also provide structure to employees' active construction of sense, knowledge, and behaviour. Rafaeli and Worline (1999) argue that the visible elements "house" the symbols which are integral in every organization. Naiker (2008), like Rafaeli and Worline (1999), argues that material

symbols in an organization inform employees who are important, the degree of social equality desired by top management, and the kinds of behaviour that are appropriate. Practices that validate visible elements in district offices include the following:

Time Management: Time management refers to the ability of employees to identify what is more or less important and to prioritise time to these specific areas and to take the steps required to complete these priorities successfully (Price & Maier, 2007). The PED provides a mandate to district offices through the strategic plans with objective codes and timeframes (GDE, 2008). The objective codes are targeting the key priorities in order to ensure effective education. Employees in district offices are required to prioritize the PED mandate to ensure policy implementation. Blase (in Hargreaves *et al*, 1998) argues that power and politics have a detrimental effect on organizational change and innovation. Price and Maier (2007) argue that reflecting on their own personal goals, officials in district offices can achieve an effective relationship with time.

Space Management: Each new employee is allocated a working space in which to complete his or her daily activities. Haworth (2004) argues that open spaces better accommodate the way groups of people work today. The Haworth Center has developed the open plan system office for collaborative, informal, and smaller groups that supports multiple work styles and enables people to be more productive. Space management refers to the utilization of space in the district office by different levels of employees. It also has regard to the level of employment against the level and scope of responsibility (Tharp, 2005).

Appropriation of Planning: The ability of employees to plan activities within a project, and to ensure successful practices within the allocated time and space, accounts for appropriation of planning in the district office. Appropriation in this context refers to the ability to own and execute with precision. Du Plessis (2004) highlights disciplined implementation and competence as two key deliverables of project planning and the successful appropriation of project plans. The movement of employees within the district office is observed as an attempt to efficiently execute PED mandates and strategic plans.

Customer Relations: Mills and Morris (1986) have argued that even visitors or customers are part-time employees of an organization. The relations with customers depend on the way things are done within the organization. The “things” in district offices explain the management of time, within the allocated spaces, whilst implementing the PED mandate and policy objectives. Research in customer orientations and customer innovativeness (Deshpande, Farley & Webster, 1993) has concluded that organizations with cultures that are relatively responsive to customer relations perform better than organizations that merely deal in their relations with customers.

Service Delivery: Service delivery is the total sum of visible practices in the district office. As an organ of state, the district office is described by some researchers (Narsee, 2006; Malcolm, 1999; Roberts, 2001) as the “gate” of providing government services. Although Sayed and Soudien (2003) claim ambiguity in the flow of power and authority from the central government to district level governance, the employees in district offices have the visible practice of face-to-face contact with the customer in education, which gives them power and authority of service delivery.

Summary

Darling-Hammond (1998) writes that any policy related changes intended through policy implementation become worthless if they are done by telling schools to change. Presenting a visible picture of the intended changes can make a worthy contribution to initiatives to implement policies. If someone that works in a shiny building that is visibly appealing and presents work that represents a particular standard advises a teacher to change current practice, the battle is half won. The composite result of the visible elements of OC is respect and understanding for employees that work in the organization.

2.6.3.2 Invisible elements

The invisible elements in a district office can be experienced in the environment of the office. Du Toit and Van der Walt (1999) write that the environment in Public Administration offices can be divided into external and internal environments. According to Cloete (1991) the internal environment is observed by the visitor or client but expressed by the employees within a particular context. Fox, Schwella and Wissink (1991) explain the external environment in public administration as consisting of regulators, suppliers, consumers and competitors. In the district office the regulators and suppliers are presented as the officials, whilst the consumers and competitors present themselves as the principals, learners, and community members. Both the regulators and consumers in district offices experience the invisible elements of organizational culture through specific practices.

The external environment according, to researchers in public administration (Cloete, 1991; Du Toit & Van der Walt, 1999; McCurdy, 1977; Fox *et al*, 1991), is made up of natural phenomena and intellectual phenomena. McIver and Page (1962) argue that the natural phenomena and intellectual phenomena are the ability to conduct tasks in the workplace that cannot be observed. These phenomena are experienced in the environment of the organization. Employees in the district office are able to control and influence invisible elements that are experienced in the external environment. The practices that constitute invisible elements in district offices are the following:

Commitment: The individual employee is responsible for the commitment to the employer. District officials are expected to be committed to their line function and all other related projects in the district office. Naicker (2008) argues that the commitment of employees is determined by the level of acknowledgement and reward from the employer. As much as commitment could be seen as an intellectual phenomenon in the external environment (Fox *et al*, 1991), it is controlled as a natural phenomenon which is practised as an invisible element of the organizational culture in the district office (Cloete, 1991).

Respect: According to Coertze (1960) intellectual phenomena consist of the intellectual physical environment and the intellectual mental environment. The

intellectual physical environment is defined as the physical change in nature caused by people's actions (McIver & Page, 1962). The intellectual mental environment is the result of repeated systems of peoples' actions and is experienced through the senses (Coertze, 1960). Respect is a behavioural response (Sulzer-Azaroff & Mayer, 1986) to the physical and mental environment and practised through the senses. The intellectual ability of district officials is reflected in their response to intellectual phenomena in the district office. This ability is observed in the behavioural response in the form of respect.

Task Orientation: The intellectual mental environment can be subdivided into numerous sub-environments (Du Toit & Van der Walt, 1999). Researchers such as Heilbroner, (1970) and Viljoen (1974) are in agreement that the social sub-environment, economic sub-environment, political sub-environment, statutory sub-environment, and historical sub-environments can be clustered under the intellectual mental environment. The behaviour of people to create harmonious coexistence is explained through the social sub-environment (Coertze, 1960). In public administration, the rules of government require employees to relate according to set rules and regulations. The orientation to line tasks forms the basis for establishing sound human relations in the social sub-environments of district offices.

Customer Service: The economic sub-environment encompasses the ability of employees to earn their daily bread (Heilbroner, 1970). The economic sub-environment is the result of a combination of systems that envisages the production and distribution of wealth. District officials are accountable for delivering needed services as part of the PED mandate. The primary responsibility of district offices as sites of public administration is to ensure that citizens receive services according to their needs. Different from customer relations, customer service refers to the district officials' invisible ability to ensure that policy is implemented to the advantage of the customer in education.

Resource Application: The political sub-environment is about political ideas, political philosophy and political ideology (Du Toit & Van der Walt, 1999). Du Toit and Van der Walt (1999) postulate that politics relates to a constitutional power struggle as a result of the composition of government. This results in the "have" and "have-not"

differentiation in different government departments. The use of available resources is intended to provide services to civil society. The district official is accountable to the District Director who is tasked to ensure the equitable application of available resources to those who have and those who do not have.

Planning and Organizing: The statutory and policy sub-environment is defined as the laws and policies that form the responsibility of public administration (Ranney, 1971). District offices have to plan and organize activities, projects and programmes to implement policies (Fox & Meyer, 1995). Policies are legal documents and successful implementation ensures legal compliance. The daily activities of district officials involve planning and organizing to mediate policies through strategic objectives to comply with the demands of the statutory sub-environment.

Performance under Pressure: In heterogeneous societies, historic awareness could be the cause of differentiated behaviour amongst cultural orientations (Du Toit, 1989). Both Du Toit (1989) and Ranney (1971) posit that historic awareness moves people to respond either collectively or individually. A democratic government is responsible for the delivery of services to citizens that are historically aware of injustices. It is expected of district officials, in most cases, to perform under pressure that is mostly created by the powers in the bureaucracy. The need for re-skilling as a response to inadequate educational services could be viewed as the result of the ability to perform under pressure.

Summary

The invisible elements of OC are experienced as natural and intellectual phenomena in the external environment of the district office. Darling-Hammond (1998) explains this as the top down/bottom up rhetoric role of governments. In this style of operation policy, people are at the top and school people are at the bottom of the hierarchical ladder. She suggests as an alternative to this manner of operation an inside out / outside in view of school change and believes that the commitment and self-respect of officials can influence the task orientation, customer service, resource application, planning and organizing, and performance under pressure. These practices present

the base for policy implementation and being accountable for executing the mandate for educational performance.

2.6.3.3 Behavioural elements

The behavioural elements in a district office are observed by visitors, and practised by employees in a variety of ways. The behaviour of employees in an organization reflects the level of the internal environment in the district office. The internal environment refers to all activities and operations inside of the organizations (Fox *et al.*, 1991; McCurdy, 1977). The study highlights eight behavioural elements as experienced in the internal environment of a district office. According to Moorhead and Griffin (2001), organizational culture can be sustained by reinforcing the behavioural practices of employees as they implement organizational strategies. The behavioural elements are found in the internal environment and according to researchers in public administration (Cloete, 1991; Du Toit & Van der Walt, 1999; McCurdy, 1977; Fox *et al.*, 1991) they consist of the formal internal environment and the informal internal environment. The behavioural elements are discussed below as perceived in the formal internal environment.

Communication: The communication in a district office helps to create the formal internal environment in which employees function irrespective of their level of employment (Du Toit & Van der Walt, 1999). Naicker (2008) also uses the argument by Du Toit and Van der Walt (1999) that newly appointed employees are frequently overwhelmed with acronyms and jargon used in the organization but later become fully part of the language. Once they have assimilated the terminology, these employees use the language and the acronyms and jargon as common denominators that unify employees. Robbins (2001) argues like Aswathappa (2003) who believes that organizational communication is essentially learnt. The MEC and HOD communicate the national and provincial mandates to create strategic plans and create a certain urgency or importance. The implementation of policies and strategic plans corresponds to the way they were communicated using the direct language and sometimes the same presentation.

Problem Analysis: Problem analysis forms part of the formal internal environment. According to Du Toit and Van der Walt (1999:139) the formal internal environment is observed in seven phenomena. Problem analysis could be observed through the functional field phenomenon in the formal internal environment. In public administration, the functional field is the process of government of keeping up with changes and adapted government acts and policy documents. The implementation of policy and being accountable for PED mandates is a result of national problem analysis. Problem analysis in the district office includes feedback and assessment of implementation processes.

Consistency: The behavioural element of consistency is an organizational structure phenomenon in the internal formal environment. The organizational structure phenomenon includes the workplace and appointment as per the organogram of the organization. An official needs to display consistent committed behaviour at the workplace. Du Toit and Van der Walt (1999: 145) write that the workplace must stimulate efficiency and effectiveness for employees who are performing consistently. This requires the filling of vacant posts and retaining employees in appointed positions. Moving employees from one post establishment to the other influences consistency in the organizational structure. Newly appointed officials can only add to consistency in behaviour over time. This in itself has an impact on the level of policy implementation.

Authority: Robbins (2003) argues that authority in a district office is a liability when the OC does not agree with the organization's efforts to perform better. The form of government determines the behavioural elements in the district office (MacPherson, 1972). The authority that district officials have is based on the democratic system of governance in South Africa (Du Toit & Van der Walt, 1999). Public administration however practises bureaucratic authority in terms of policy implementation based on the hierarchical levels of employment. Authority as a behavioural element of district officials is influenced by and large by the form of governance in a district office.

Responsibility: The system of district office governance prescribes to officials when to do what and how. District officials have to follow procedural rules in order to complete a certain task. Du Toit and Van der Walt argue that procedural rules are

intended to have a positive influence on management and administration (1999:143). Fox and Meyer (1995) also allude to the fact that the level of responsibility of the official could be influenced negatively depending on the governance approach of managers in public administration offices. Procedural rules as a formal internal environment phenomenon intend to influence the economic and efficient performing of tasks positively through making officials responsible for abiding by these rules, thus emphasizing the behaviours of all employees.

Accountability: It can be argued that public administration as the responsibility of government is accountable for ensuring services to the public. In order to provide constant service delivery the public administration functions as a bureaucracy (Chandler & Plano, 1982). According to researchers such as Chandler and Plano (1982), Fox and Meyer (1995), and Du Toit and Van der Walt (1999) a bureaucracy is a system of governance which follows prescribed principles, a specific framework of communication networks, and an organizational structure to execute government policy. Naicker (2008:28) writes that bureaucracy values formality, rules, standard operating procedures, and hierarchical co-ordination. Behavioural elements within a bureaucracy support formality, good co-ordination, organized practices, and enforcing of certain rules and standards. Tasks, responsibilities and authority for all employees are clearly defined by senior officials. Senior officials cannot be accountable for the actions of subordinate employees if these actions do not follow the prescribed procedural rules and requirements.

Ability to work with others: The organizational structure is a formal internal environment phenomenon that influences employees' ability to work with others. The way groupings of people are placed within the public administration offices, and the allocation of tasks and responsibilities to them have an impact on the behavioural element of the culture of the organization (Cloete, 1991). Cloete (1991) argues that the function divisions and allocation of space to particular functions in the organization impact on the way employees work with other employees. District officials' behaviour towards others can be influenced by the organizational structure phenomenon.

Leading by example: According to Sulzer-Azaroff and Mayer (1986) modelling behaviour refers to duplicating or imitating the actions of others with the intention to perfect them. The modelling of behaviour could, however be negative or positive. In public administration, the likelihood of negative imitation is far greater as a result of contextual bureaucratic governance. Du Toit and Van der Walt (1999) argue that the communication in the formal internal environment creates channels for cooperation between employees in public administration. District offices are required to support education performance through leading by example. The intentions of policy are communicated illustrating the behavioural element of PED.

Summary

The behavioural element of OC can be observed in the formal internal environment of the organization. The formal internal environment consists of communication, problem analysis, consistency, authority, responsibility, accountability, ability to work with others, and leading by example. In order for a district to perform well, officials in the district office should be strong in these behavioural phenomena. Accountability for the PED mandate requires appropriate bureaucratic operational behaviour of the District Director to ensure policy implementation. However, it is necessary to understand the fine balance between different behavioural concepts in order to increase the performance of the district office in general.

2.6.3.4 Artefact elements

According to Robbins (2001) all the material symbols and property of an organization are its artefacts. Artefacts present the setting for the informal internal environment. Du Toit and Van der Walt (1999) write that the formal internal environment is the demarcation of the informal internal environment. The material symbols present in the formal internal environment, create the informal internal environment. The artefact items allow for spontaneous responses from employees. Foxet *al.*(1991) support the argument stating that the atmosphere stimuli influence the development of the informal internal environment. The informal internal environment contributes to the culture in the organization and is briefly discussed below.

Resource Development: The development of resources has a direct influence on the informal internal environment of the organization (Du Toit & Van der Walt, 1999). The restructuring of the public sector is one such policy that is intended to develop human resources (Levitz, 1995). Another such development is the classification of schools within a district which is based on the socio-economic status of the majority of learners (Mphahlele, 1999). Financial support to these schools in the district is then based on this classification. Resource development in the district office is done based on the requirements of PED policy implementation (Mphahlele, 1999).

Space Application: The physical layout is not only a practical influence on the performance of the employee, but also a critical set of symbols of the employees ability. Clients of the public administration offices form impressions of comfort and welcomeness in the organization, the personality of the person who works in the office, the physical items such as desk placement, tidiness, and decoration (Campbell, 1989; Morrow & McElroy, 1981). Some aspects of physical layout have been found to reflect similar meanings across a variety of contexts (Campbell, 1989; Morrow & McElroy, 1981; Ornstein, 1986). The application of space in district offices is indicative of the kind of support a client will receive from the moment of entry.

Innovation and Creativity: The PED mandate comes as an instruction from the Minister of Education to subordinates. This mandate is presented with little room for innovation and creativity. The transformation of the public service since 1994 was an innovation to address the creativity of employees as representative of the will of all employees. Thornwill and Hanekom (1995) argue that the people in leadership positions and the managers of sections play a decisive role in the amount of creativity that is allowed in the organization but Mokgoro (1995) writes that the will of the people and the amount of innovation and creativity in public administration offices are overshadowed by the mandate to implement policy.

Presentation: The presentation concerns the use of artefacts as symbols of OC in district offices. Symbols provide a tangible expression of a shared reality (Dandridge, Mitroff, & Joyce, 1980). They reflect underlying values or realities and define the OC of the organization (Geertz, 1973; Trice & Beyer, 1984; Schein, 1983). Du Toit and

Van der Walt (1999) write that the informal internal environment presents itself in the quality of documentation, logistical arrangements for meetings, and the tone of conveyed information. The presentation of district officials needs to consider the urgency of their mandate as much as the shared reality of the clients (Mokgoro, 1992; Schwella, 1992).

Professionalism: Bondesio *et al* (1989) write that professionals are specialists in their field and present their expertise with a high level of professionalism. The practising of expertise involves exerting a high level of responsibility, ethical behaviour, and respecting and working towards moral standards. Professionalism is observed as a basic value in the informal internal environment (Du Toit & Van der Walt, 1999). They argue that the values of punctuality, preparation, role modelling and discipline, and good interpersonal relationships have an influence on the quality of policy implementation.

Providing support: According to Rafaeli and Worline (1999) artefacts create organizational frameworks outwardly visible and available for discussion by employees. Artefact elements help people communicate and share their frames of thought. The frameworks of a particular social group constitute a central element of its culture and require a mode of communication (Goffman, 1974). The level of providing support to employees and clients in the district office is an artefact practised in the framework of shared communication.

Monitoring and Controlling: The intention of monitoring and controlling as an artefact is to assess and support the level of achievement in implemented policies. Du Toit and Van der Walt (1999) argue like Van Zyl (1995) stating that efficient and effective performance needs constant control and monitoring. These informal internal environment phenomena distinguish compliance with implemented policy from mediating implemented policy.

Summary

Amongst others, the kinds of doors leading into the offices, the reception desks, the staircases and lifts, the kind of telephones and furniture, the toilets and restroom

facilities, the way things are stored, and the type of flooring represent the artefacts in the organization (Rafaeli & Worline, 1999). The artefacts in an organization have an effect on the dress code of the security guards, the type of clothes employees wear, the quality of their informal chats, and with what and whom they associate. Robbins (2001) explains that an artefact element is the way the logo of the organization is embroidered on the details in the organization. The informal internal environment phenomena that capture all this are the resource development, space application, innovation and creativity, presentation, professionalism, providing support, and monitoring and control. These elements provide the physical framework for district offices to execute PED mandates and implement education policy.

2.6.4 Organizational climate

The variable concepts that determine organizational culture in the organization are the workplace environment or organizational climate. Organizational climate encapsulates life in a district office and OC explains the reason and purpose for the operation of individuals working in these offices (Niemand & Kotze, 2006). Bushell (2007) found a very strong link between organizational climate and employee reactions such as stress levels, absenteeism, commitment and participation. Organizational climate models account for at least 16% single-day sick leave and 10% separation rates (absenteeism) in one organization (Griffin, Hart & Wilson-Evered, 1996). This means that during 15% of normal work days employees are not present at work. Other studies point to the links between organizational climate and factors such as employee retention, job satisfaction, well-being, readiness for creativity, innovation and change (Rose, 2004). Organizational climate in the district office is viewed as the composite environment of humans and objects at a given time (Owens, 2002; Roach & Kratochwill, 2004; Anderson, 1982; Spillae, Diamond, Burch, Hallett, Jita, & Zoltners,, 2002).

The climate in the district office is evident during examination time or during school enrolment time, and even the mood during the announcement of the final NSC results. The people and the objects in the picture each tell a story. The different

perspectives that constitute organizational climate are briefly discussed below to further define the purpose and nature of organizational climate in district offices.

2.6.4.1 Life experiences

A concept that influences the climate in the district office is the life experiences of the employees. Naicker (2008) argues that employee commitment is built through the morale of employees which is formed through the life experiences of individuals. Vaill (2005) writes that life experiences include, amongst others, the distance the employee has to travel between home and the workplace, the family structure from which the employee comes and supports, previous experience in education, the number of years since the last promotion, recognition of outstanding performance, workload in relation to salary level, and the number of opportunities to be developed within the district office. According to Vohra (2003) the life experiences of employees contribute to the organizational climate to improve performance and achievement. Negative life experience contributes to low performance.

2.6.4.2 Strengths

The strength of an organization is influenced by, amongst other things, its mentoring systems (Du Plessis, 2004). Mentorship creates a particular climate in district offices and enhances the different strengths of the employees. Vail (2005) argues that the central strength of organizations should be to support new employees. If a new employee arrives at the workplace and has to find his or her own way on the first day, the experience will influence the morale of the employee negatively and will have a negative influence wherever this employee represents the organization. If however a district office has a mentoring system, where mentors are appointed to assist new officials for the first three months of employment, this will have a positive effect on their morale.

2.6.4.3 Weaknesses

Some of the weaknesses in the district office climate are the culture and nature of meetings, the level of presentations, the quality of research in training, communication, nepotism, old rivalries, cultural orientation domination and hostility, and negative underlying assumptions and attitudes (Narsee, 2006). Vail (2005) is convinced that if organizations could comprehend the climate of an organization better and not regard the views of a limited few, that the weaknesses would be overshadowed by the strengths. Petersen (2010) agrees that organizations have many toxic cultures that influence moral leverages which affect climate. Many weaknesses could be listed if the morale of employees is low. The negative traditions, ceremonies and attitudes are the result of bad life experiences of a limited few.

2.6.4.4 Level of education

Level of education refers to the basic minimum requirement in regard to the qualifications of district officials. Depending on the level of employment, the official should have a relevant qualification which will enable the successful completion of work related tasks (RSA, 1996b). Having a relevant qualification does not guarantee that an employee will add to the positive climate in the district office. As much as the level of education should enable the employee to have control over his or her work requirements, the system of top-down leadership can destroy employee morale and initiative.

Two other things that Vail (2005) mentions as important in developing organizational climate are the development of emotional intelligence and the empowerment of staff members. This is not only the responsibility of the manager in the district office. Although managers are responsible for the organizational climate, they should afford all members of the staff the opportunity to illustrate their ability to be lifelong learners (RSA, 1996b). Higher qualified district officials can motivate higher quality performance from learners.

2.6.4.5 Upbringing

The employees in a district office consist of people from different backgrounds and socio-economic standing. People create and maintain the climate in the organization (Smith, 2005). The main contributing factors to a climate are the backgrounds and socio-economic standing of employees (Vail, 2005). In addition to the various cultural orientations of individual employees, their education and life experience also shape the organizational climate (Smith, 2005).

If the employee was brought up to have a three course meal at eleven o'clock in the morning, meetings that are held at eleven will find a hungry employee trying to finish the meeting as soon as possible. If the staff members in their upbringing were fed during lunch time for two hours, you will not find any official at work for two hours during lunch. Vaill's (2005) ten elements to improve organizational climate include discipline and respect which transcend all cultural orientations and socio-economic backgrounds.

2.6.4.6 Leadership

The concept of leadership, in regard to enhancing organizational climate, refers to the ability of officials to lead behaviour that creates a productive climate. Vaill (2005) argues that recognizing and rewarding employees for achievement publicly creates a feeling of appreciation. If employees feel appreciated, the level of job satisfaction increases and this has a positive effect on the morale of employees. She argues that good education leaders make other members of the organization feel special and appreciated. If a leader acknowledges outstanding work from followers, the followers are inspired to become better leaders. District officials as appointed education leaders can create a working climate that is conducive to high level performance (RSA, 1996b).

2.6.4.7 Utilization of time

Vaill (2005) expresses the opinion that the positive utilization of time enhances a positive organizational climate. The quality of performance is captured from the time officials arrive until all officials have left. Haworth (2005) argues that the types of building and infrastructure have a significant influence on the utilization of the officials' time and the establishment of a performance climate. The tidiness of workspaces and work apparatus impacts on the utilization of the officials time (Haworth, 2005). If the officials "own" the property and their workplace, they will use the time at work to ensure that they improve the neatness of the building, their work space and the facilities used.

2.6.4.8 Interpersonal relationships

Van der Westhuizen (1997) argues that the character and personality of education leaders are in themselves important for creating job satisfaction and for lifting the morale of other employees. Encouraging interpersonal relationships in district offices builds life experiences within the office and influences the morale of officials positively. The ninth element of the ten elements which, according to Vaill (2005) build organizational climate, argues that officials as professionals should treat other employees as professionals. As part of interpersonal relationships, district officials should view themselves as professionals in order to focus on the intellectual side of other professionals. Vaill (2005) argues that this will enable district officials to remember that officials can change organizational climate.

2.6.4.9 Responses to change

Vaill (2005) argues that the tenth way of creating a positive climate is to ask employees about things that are going on. This enquiry should not be confused with gossip or corridor talk about matters that do not relate to improving performance. Change is inevitable but can be painless if allowed to settle down. Affirmative action is a change strategy that envisages the equitable appointment of peoples from

different cultural orientations (Coetzee, 2005). Coetzee argues that as much as the intentions of the policy were pure, the different cultural orientations in South Africa responded differently to the implementation and implication of the change strategy. The management of change that forms part of organizational development envisages influencing the climate of the organization by supporting employees to respond positively to change.

2.7 Findings from literature

All relevant Department of Basic Education Acts and policies, and policies and circulars related to the purpose of district offices and district officials were analysed to find information on the main themes and sub-themes in the study. These documents were used to determine the existence of policy culture which influences the OC in education. The information found in the letters, memoranda, agendas, administrative documents, newspaper articles and documents that are central to the research could be summarized as follows:

The district office

- It is a decentralized education sub-system
- It should be viewed through the lens of schools
- It acts as an organ of the state.
- It is management units and administration and support units with a higher hierarchy place than schools.
- It has delegated power from the provincial government. In addition officials also have implicit power.
- It has transformed from the era of inspectorates to providing professional advice to teachers, issuing of certificates, and maintaining a proper standard of education.
- The function of district offices remains the organization, management, governance and the funding of schools.
- All districts consist of four sections with different levels of employment ranging from post level 3 to post level 5 for Civil Servants (CS), and salary level 1 to salary level 7 for Public Servants (PS).

- Five Deputy Directors report to the District Director and form part of the District Management Team.
- The District Director is a Public Administration employee and is the accountable officer for the organization.
- District Directors report to the Chief Director, Deputy Director General, the Head of Education Department (HOD), and the MEC directly.

Organizational culture and organizational climate

- A definition of organizational culture can be constructed in terms of four elements: *the visible* (time management, space management, customer relations, service delivery, and appropriation of planning), *the invisible* (commitment, respect, task orientation, customer service, resource application, planning and organizing, and performance under pressure), *the behaviours* (communication, problem analysis, consistency, authority, responsibility, accountability, the ability to work with others and lead by example) and *the artefacts* (resource development, space application, innovation, creativity, presentation, professionalism, providing support, monitoring and controlling)
- Together with the four categories of envisaged policy culture, organizational culture provides the framework for the establishment of a particular OC in government organizations.
- The framework consists of the regulatory invisible goals, the behavioural advisory goals, the structural visible goals, and the developmental goals.
- The goals of the framework envisage an effective performing education district office.
- OC is defined as members' shared patterns of perception, representation, and response surrounding internal and external operations within the district office.
- The variable concepts that determine organizational culture in the organization are the workplace environment or organizational climate.
- Organizational climate encapsulates life in an organization.
- There is a very strong link between organizational climate and employee reactions such as stress levels, absenteeism, commitment and participation,

and factors such as employee retention, job satisfaction, well-being, readiness for creativity, innovation and change.

- The nine concepts that constitute organizational climate are life experience, employee strengths, employee weaknesses, level of education, upbringing, leadership ability, utilization of time, interpersonal relationships, and response to change.

2.8 Conclusion

The chapter analysed and compared the knowledge found in documents, policies, circulars, and memoranda about the phenomenon OC in district offices, and interpreted the knowledge to understand the basic belief around the usefulness of OC in the overall performance of district offices. The interpretivist knowledge is based not only on observable phenomena, but also on subjective beliefs, values, reasons, and understandings of the nature of district office functioning and that of OC.

The found knowledge assisted the study in the following ways:

1. It afforded knowledge of the structure of the system of education provisioning that assisted with the data collection process and to have a clearer understanding of the kind of responses from senior officials in the Department of Basic Education, the PED, and the stance of District Directors.
2. The information from policies and laws provided a definition for the role of different district officials and why they perceive their role of policy implementation and use of power in a specific manner.
3. The knowledge of OC and its usefulness to influence performance in organizations provided a framework to research the status of OC in district offices. This information assisted greatly in the development of data collection tools and the interpretation of data to find the link between OC and performance in different district office.

The discussion of the documents explored the link between OC and performance to clearly understand OC in district offices. This analysis found that elements of OC

contained in some documents have a regulatory effect on officials working in the district office in terms of empowerment and what is required.

The next chapter discusses performance (routine operations by providing relevant policy support and implementation), achievement (success in the National Senior Certificate (NSC) examination results), leadership (the educational commitment of the DMT in line with the directives from the PED), and management (the interaction with school principals, educators, learners and parents is to increase the level of performance).

CHAPTER 3: LITERATURE REVIEW

LEADERSHIP, MANAGEMENT AND EDUCATION DISTRICT PERFORMANCE

All civil servants have job descriptions and job titles. Are they really required to show any leadership ability? (Interview with the National Director: District Development, 2010).

3.1 Introduction

The previous chapter highlighted the different levels of power (constellation points) and the responsibility for performance accountability in the Provincial Education Department (PED). The district office mandate was discussed as part of the legislative framework of the PED. The legislative framework consists of policies and legislation on the purpose of district officials. These policies and legislation list the basic accountability regarding policy implementation and the amount of pressure on district offices to choose between compliance with and mediation of policy contents. The chapter explains how the education district culture is created as a result of these policy intentions.

The discussion of explicit power (obvious power differences between employees) and implicit power (verbal and nonverbal signals of deference or authority dominance) were mentioned. The interpretations of implicit and explicit power are important to understand how an OC is created in district offices. The definition of the PED mandate was formulated to explain the influence of mandates on the quality of policy implementation and district performance.

This chapter argues that the OC within the organizations is the primary responsibility of the leaders and managers within the organization (Beukman, 2005; Schein, 1998) and explores the link between OC and the type of leadership and the management style in the district office. The second part of the chapter discusses performance (routine operations by providing relevant policy support and implementation), achievement (success in the National Senior Certificate (NSC) examination results), leadership (the educational commitment of the District Management Team (DMT) in line with the directives from the PED and implicit powers), and management (the

interaction with school principals, educators, learners and parents to increase the level of performance). Leadership and management accentuations are presented as further key terms for the research study.

3.2 Leadership and management style

The study argues that the primary Acts require policy implementation as an obligation of education leaders and managers. Prinsloo (2010) argues that laissez-faire, autocratic, democratic, and situational leadership and management styles will differ when implementing policy. Prinsloo (2010) is convinced that the leader has a negative or positive effect on achievement, performance, staff development and job satisfaction, as leadership is about decision making. Gerber , Nel and Van Dyk (1998) concur with Hughes (1998) that as much as leadership is about doing the right thing, a particular management style requires of the leader and manager to make the right decision about mediation or compliance in the implementation process. The Minister of Education is accountable for compliance with the Acts but is not responsible for mediating and complying with policy implementation requirements.

The Public Service Act, 103 of 1994 (RSA, 1994) designates the Minister of Basic Education as the accounting officer for making regulations, determinations and directives, and managing performance of any other acts provided for by this Act. The Act provides the mandate for the minister in nine points. The Minister is responsible for managing public offices by establishing norms and standards relating to:

- (a) the functions of the public service
- (b) the organisational structures and establishment of departments and other organisational and governance arrangements in the public service
- (c) the conditions of service and other employment practices for employees
- (d) labour relations in the public service
- (e) health and wellness of employees
- (f) information management in the public service
- (g) electronic governance (i.e. information technologies)
- (h) integrity, ethics, conduct and anti-corruption in the public service

(i) transformation, reform, innovation and any other matter to improve the effectiveness and efficiency of the public service and its service delivery to the public (RSA, 1999).

The South African Schools Act, 84 of 1996 (RSA, 1996a) declares the Minister of Education as the person responsible for the provision of education in schools. According to the Act, the Minister has executive power² for the provisioning of ordinary public education, funding of schools, determining appointments, and the proclamation of amendments or withdrawals of sections of the Act. The leadership style required through this policy can be argued as being the custodian of the written word. The Minister is required through the policy to manage the implementation through delegation of power.

The South African Schools Act, 84 of 1996 (RSA, 1996a) and the Public Service Act, 103 of 1994 (RSA, 1994) can be seen as two primary sources that determine educational roles in South Africa. Together with the amendments and collective agreements to these Acts, the leading role of managers and leaders is determined by the interpretation and implementation of these Acts. The leadership and management style of the accountable officer is embodied in the Public Finance Management Act, 1 of 1999 (PFMA) (RSA, 1999).

According to Bray (1989), delegation of power within the South African education legal system refers to the bestowment of accountability and responsibility on another person. Malherbe and Van Eck (2009) argue that South Africa followed the Westminster system of education management prior to 1994. The South African Constitution influenced the development of the National Education Policy Act, 27 of 1996 (RSA, 1996b) and the South African Schools Act, 84 of 1996 (RSA, 1996) that places the executive power with the Minister who may delegate power to the Member of the Executive Council (MEC) and the Head of the Department (HOD). Both the MEC and HOD are political appointments in accordance with the co-operative governance reflected in chapter three of the Constitution. This affords

² Executive refers to the power bestowed on an individual on the basis of filling an executive position in the organization

executive power to the MEC and HOD as persons with the executive authority for the provision of education in schools in a province.

Different leadership and management roles are assigned to different levels of employees in the district office. The Provincial Education Department deploys District Directors in terms of the National Education Policy Act, 27 of 1996 (RSA, 1996c) and the South African Schools Act, 84 of 1996 (RSA, 1996a), whilst district officials are appointed in terms of the Employment of Educators Act, 76 of 1998 (RSA, 1998b) the Public Service Amendment Act, 134 of 1998 (RSA, 1998), and the Public Service Regulations with Collective Agreement Resolution, 3 of 1999 (RSA, 1999). Executive power is vested in the District Director as accounting officer to the HOD and the MEC. It affords executive power to District Directors whilst district officials have limited authority but implicit power for the provision of education in schools in the province. This implies that the different officials in the district office perceive the role of the district office differently in the way they deal with schools

The term mandate includes a judicial command or rule issued, directing the proper officer to enforce the contents of the ruling or law (O'Donnell, 1994). Acemoglu and Robinson (2008) argue that the term mandate can also refer to an obligation handed down by an inter-governmental body; an official or authoritative command; an order or injunction; the power granted by an electorate; or a government requirement for the purchase of goods by individuals.

The executive power of District Directors is based on the nine points which determine the leadership and management functions of the Minister. As the nine points are mandated through the PED to District Directors, so the leadership and management styles in the education sector are also implied. It can be argued that the primary Acts mentioned co-determine, through obligation, the leadership and management styles. This mandate makes it difficult to clearly distinguish between the use of explicit and implicit power and authority. The way in which the leader and manager uses implicit power (knowledge) and explicit power (ability) to influence achievement, performance, staff development, and job satisfaction has a negative or positive effect on how an OC is created in district offices.

Acemoglu and Robinson (2008) argue that some countries in transition to free elections and turnover in office are still implicitly undemocratic. The elements of the previous authoritarian regime continue to exist substantially behind the scenes, with explicit influence over decision-making in their view. Leaders and managers as decision makers in district offices have explicit and implicit power when it comes to policy implementation. It may be found in some district offices that the way that leaders and managers use the mandated power is influenced amongst other things by the type of leadership theory and might be in some instances implicitly undemocratic.

The leader and manager's understanding of motivation, or put differently, the way subordinates are influenced, as Prinsloo (2010) contends, distinguishes between policy mediation and policy compliance. Employees in leadership and managerial positions are required to use a leadership and management style that will constitute accountability for results in terms of achievement and performance. The perceptions of accountability in leaders and managers can be understood with the help of OC.

The next section discusses accountability as the responsibility of leaders and managers. The development of OC as a purpose and function of leaders and managers highlights the perceptions of accountability and different leadership styles. It is then argued that policy implementation is influenced by the mandated leadership and management style of district managers, in particular the District Director.

3.3 Analysing organizational leadership and management

The responsibility of the leaders and managers in education is, among other things, to be accountable for the successful implementation of education policy. This responsibility is linked to the ninth point of the responsibility of the Education Minister in the National Education Policy Act 27 of 1996 (RSA, 1996c Section 3.2.2) which requires transformation, reform, innovation, and the improvement of the effectiveness and efficiency of the public service and service delivery. The policy

implementation task of leaders and managers in the organization is therefore guided by policy.

This can be seen in the Public Finance Management Act, 1 of 1999 (PFMA) (RSA, 1999). The PFMA prescribes the responsibilities of leaders and managers as accounting officers. The HOD appoints accounting officers in terms of the National Education Policy Act 27 of 1996 (RSA, 1996c). Leaders and managers in PEDs and district officers are mandated through this section in the Act as accounting officers in the provincial departments and district offices. Prinsloo (2010) argues that an employee in a managerial position chooses a particular leadership and management style that will influence the performance of the organization. The type of leadership and management style leads to a choice between mediation of policy implementation and mere compliance with policy requirements. In analysing organizational leadership and management, the study distinguishes between regulatory compliance and consultative mediation.

The concept of regulatory compliance means adhering to a policy standard or law (RSA, 1999b). Aronson (2007) argues that regulatory compliance describes the goal that a public administration service aspires to in its efforts to ensure that employees adhere to relevant laws and regulations. Bonazzi, Hussami and Pigneur. (2009) write that compliance, as conforming to stated requirements, is achieved through leadership and management processes and styles. These researchers argue that the process of regulatory compliance is about identifying the applicable laws, regulations, and policies; assessing the state of compliance; assessing non-compliance, and initiating any corrective actions deemed necessary. Bonazzi *et al.*, (2009) contend that compliance is a tool of power for leaders and managers as it can be used to enforce the law for the sake of the law.

Policy mediation in the context of the study refers to the negotiating of the contents and implementation of a particular policy. Brynard (2005) writes that policy implementation encompasses those actions by leaders and managers that are directed at the achievement of policy objectives. Leaders and managers make a clear distinction between the interrelated concepts of implementation and performance, according to Brynard (2005). On the other hand, mediation is also

about what might be a fair or reasonable settlement in resolving disputes between two or more parties (Zhao, Lynch, & Chen, 2009). The different parties in the negotiating process involve the mandate of a particular policy (or policy intention) as one party, and the public or clients intended to implement the policy as a second and third party.

DellaNoce (1999) argues that mediation policy making appears to be a growing industry. She writes that the State of Maryland is preparing legislation and ethical standards to govern policy mediation and is considering standards to regulate mediation training for leaders and managers. Mediation operates primarily through facilitation. The goal in mediation is the standardization of practice (DellaNoce, 1999; Toben, 1998).

There is, however, immense variation in mediation practice because there are many different approaches to mediation practice. Bush and Folger (1994) include, amongst others, transformative mediation, client-centred mediation, facilitative mediation, problem-solving mediation, muscle mediation, humanistic mediation, naturalistic mediation, evaluative mediation, therapeutic mediation, rights-based mediation and interest-based mediation. When a leader and manager in an organization choose a managerial style, a style of mediation accompanies the style. As Brynard (2005) contends, mediation as policy implementation is an administrative choice which, once policy has been legislated and mandated with administrative authority, happens of and by itself.

Policy implementation research has been too restricted according to Brynard (2005). The available literature does not really highlight the inevitable complexity of the implementation process and is silent in trying to understand this complexity. Bush and Folger (1994) and DellaNoce, Bush, and Folger (2002) observe that a competent transformative leader and manager mediator focuses on communication, identifying opportunities for empowerment, and responds in ways that provide avenues for new understanding.

The understanding of policy implementation of leaders and managers leads to a particular kind of practice and performance. Policy implementation as the

responsibility of leaders and managers does not only follow as a result of a legal mandate through policy. In order for leaders and managers to effectively choose between mediation and compliance as a leadership and management tool, these leaders and managers must have a firm grasp of the different developmental stages of OC.

3.4 Developmental stages of OC

In the past four decades OC as a field of research has entered the education domain through the work of established researchers such as Baker (2002), Blake and Mouton (1964), Denison (1990), Haworth (2004), Hofstede (1980) Pettigrew (1979) Schein (1998) Silverzweig and Allen (1976), Van der Westhuizen (1997) and Tharp (2005). It has been customarily referred to as “corporate culture”, and has acquired the same status as structure, strategy, and control amongst managers, consultants and academics. A study on researchers’ views and arguments on OC over the period illustrated in Table 3.1 outlines the development of the term.

The development of the concepts of OC is divided into five stages. Firstly, the initiation stage was set by Blake and Mouton (1964) who distinguished between leader, task and individual within the organization. The emphasis was important to get individuals within the organization to increase productivity and to understand natural leadership tendencies. Secondly, the behavioural stage in the era of psychologists Silverzweig and Allen (1972) acknowledged the difference between the culture in the organization and the climate created by the individuals within the organization. The perceptions of employees became increasingly observable for creating a particular culture in the organization. The vision of the organization for cultural change as perceived through the eye of the manager is highlighted during this stage (Hofstede, 1980).

The third stage can be described as the developmentalist stage of OC. It was steered by researchers Deal and Kennedy (1986) and Quin and Rohrbaugh (1988) who provided the basis for OC to be used in a variety of fields of study including the human sciences. One of the first theories for the development of a positive OC within

an organization was developed during this stage. The importance of a clear vision, mission, values, and stated goals is highlighted in the Competing Values framework (Quinn, 1988).

Table 3.1 *Development of the term organizational culture*

PERIOD	CORE WRITERS	DEFINITION	PURPOSE	LEADERSHIP AND MANAGEMENT
1960 – 1970	Blake & Mouton, Turner	A particular climate that is created by a type of leadership style.	To understand what natural leadership tendencies are, and then work on developing skills.	A framework for thinking about a leader's 'task versus person' orientation; to plot leadership 'concerns for production' versus 'concerns for people'.
1971 – 1981	Hofstede, Pettigrew, Silverzweig & Allen	The "software" of the mind/mental programming that is a critical variable in guiding people's actions and reactions in an organization; provides the foundation for patterns of behaviour that are more readily observed, described and changed; the combination of internal organizational elements.	Differentiated the concepts of climate and culture finding patterns of behaviour that are more readily observed, described and changed; management's vision of cultural change.	Patterns of observed behaviour like management, leadership, organizational size and structure, that help to establish the positive climate within the organization; provides the value of 'ease to change' between the existing culture and the desired one.

1982 – 1992	Denison, Deal and Kennedy, Quinn and Rohrbaugh	Corporate culture that a clear vision, mission, values, and stated goals cascade through an organization and create the desired outcomes.	Network of structures, such as pervasive opportunities for professional development and established occasions to celebrate success in learning and in collaboration; to maintain a positive culture; to use culture strategically, an organization needs to understand their culture.	Balance multiple roles in order to attend to how the symbolic and technical structures influence the development of the organization; understanding the four types of organizational culture, and provide the foundation for space planners.
1993 – 2003	Baker, Schein Altman and Baruch	Primary mechanism by which leaders change organizations; shared basic assumptions that the group learned; informal, nonmaterial, interpersonal, and moral bases of cooperation and commitment of human relations above the formal, material and instrumental controls of the system of the organization.	It solves problems of external adaptation and internal integration; to be taught to new members as the correct way to perceive, think, and feel in relation to those problems.	Provides a tacit sense of security and an unquestioned impetus for perceptions and behaviour; integrating individuals into an effective whole, and adapting effectively to the external environment in order to survive; engage in a kind of collective learning.
2004 and beyond	Haworth, Tharp, Van der Westhuizen	All of the life experiences, strengths, weaknesses, education, upbringing, of the employees defined by their actions and leadership.	The “compass” that provides direction; the best promise for corporate leadership. Differentiate between classroom culture (a culture of teaching and	Being able to influence individual and group performance, facilities performance, organizational performance and ultimately the ever-

		<p>“Tangible” (verbal, behavioural, and visual manifestations) and “intangible” (beliefs, convictions, ethos, and philosophy)</p>	<p>learning), school culture (a way of living and operating), and boardroom culture.</p>	<p>important financial components of business performance.</p>
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The study of OC as a field of research was asserted during the fourth (mechanistic) stage by Schein (1984), seen as the father of OC and OC theories. OC now became a means of organizational development and organizational improvement. Researchers distinguished between internal and external environments (Altman & Baruch, 1998) and highlighted concepts in OC theories were the desired outcomes, the complexities amidst chaos, and what different people’s views about the organization were (Cameron & Quinn, 1999).

In the fifth stage, the new millennium, OC is used in a variety of studies, and particularly in education to study improvement, effectiveness, and performance. In this stage the importance of OC for organizational health and wellness is illustrated through empirical proof and numerous research projects in different contexts. Researchers (Van der Westhuizen, 2005; Tharp, 2005) provided statistical evidence that OC provides direction to education organizations and gives the best promise for corporate leadership. During this stage it is realized that OC is able to influence individual and group performance, facilities performance, and organizational performance.

The existing body of knowledge does not provide a specific framework for analysing OC in education district offices. The concepts of OC are briefly discussed in the present dissertation to create a literature framework for understanding OC as it appears in differently performing district offices within one PED.

3.5 Leadership and management in district offices

Fleisch (2002) writes that the key role of district offices and district officials is to provide administrative services to schools, doing policy implementation, providing

support services, and holding schools accountable. Elmore (1993) argues that district officials should be involved in classroom practice. Mphahlele (1999) protests against the abuse of districts as nodes of school improvement strategies over and above the normal running of district offices. Malcolm (2002) argues that the main purpose of district officials is to coordinate interventions and to provide information. This study wanted to understand the role that district officials can play, should play, and really want to play in the process of policy implementation. Leadership and management in the district office are expected and are found at different levels.

The foundations level of leadership is created when understanding the role of district officials is in their relationship with schools (Malcolm, 2002). The relationship of the district official or office-based educator with schools is specified by their employment contract (RSA, 1996b). The performance, achievement, management and leadership ability of the district official is contracted and managed by the Performance Management and Development Scheme for office-based educators that is based on the Education Labour Relations Council Collective Agreement No. 3 of 2002 (RSA, 2002c). These documents specify the intended leadership and management role of the district officials and their responsibilities in terms of the PED mandate and policy implementation.

The highest level of leadership and management is the office of the District Director. The District Director is accountable for the underperforming schools in districts, as part of the District Director performance agreement contract. District Directors are given a mandate from the MEC and the HOD to align the agreed-upon plans of all units in the district office in order to assist, support and address challenges in underperforming schools. Highly functional schools in district offices receive much less support than underperforming schools. This could result in some performing schools dropping their pass rate, and becoming underperforming schools. The execution of the mandate and specifically the interpretation between the office of the District Director and the foundation leaders and managers, together with the officials' knowledge of leadership and management, could be viewed as the major reason for the performance of the districts (Kleine-Kracht & Wong, 1991).

The concepts of leadership and management could be traced as far back as 529 A.D. although research started around the 1950s (Blake & Mouton, 1964; Gardner, 1990; Ubben and Hughes, 1987). This study argues that the occurrences of OC in the district office are visible and are influenced by two key variables: leadership style of managers in district offices and the management strategy of officials as required through employment policies. Sergiovanni (2004) argues that leadership and management as mediating variables have an impact on the change equation. If the mediating variables are not influenced positively, whatever changes occur in the general OC of the organization will only be structural. Education employment policy does, however, require particular qualities of leadership and management from officials in district offices.

The Personnel Administrative Measures (PAM) under the Employment of Educators Act, 76 of 1998 (RSA, 1998b) explains leadership as fostering commitment, encouraging good practices, providing innovative congruent policy frameworks, maintaining sound human relations, and enhancing a spirit of cooperation (RSA, 1998). Management according to the PAM denotes an analysis of the educational environment, planning in teams, maintenance of records, financial accountability, and responsibility for resources.

Paragraph four of the PAM (RSA, 1998) lists the responsibilities for educators. It is stated that these responsibilities and duties are in line with the “mission in the corporate plan of the Department of Education” (p. 6). In paragraph 4.6 the responsibilities and duties of office-based educators (Director of Districts/ Chief Education Specialist/ Deputy Chief Education Specialist/ First Education Specialist/ Senior Education Specialist) are listed and it is stated that officials in these offices “will be managed in compliance with applicable legislation, regulations, Education Labour Relations Council (ELRC) resolutions and personnel administration measures” (p. 12). The different concepts of leadership and management are discussed separately below to understand these roles in the district offices.

3.5.1 Leadership

To define the concept of leadership is a study in itself as definitions abound. Love (1994) divides the numerous definitions of leadership into twelve different categories. These categories highlight the different concerns an individual person has to consider to influence other members towards goal setting and goal achievement without force or coercion (Greenberg & Baron, 1993; Mosley, Meggins & Pietri, 1993, Van Fleet, 1991).

In analysing the organizational culture in district offices, leadership is viewed as the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office (Narsee, 2006). This requires of leaders to be influential in all matters of the district office whilst applying forms of dominance. The concepts of power, authority and dominance are amongst the categories that encapsulate the term leadership. The policy requirements concerning education leaders as listed in the PAM document (RSA, 1998) are briefly discussed below.

3.5.1.1 Fostering commitment

According to the PAM, fostering commitment is explained as the ability to provide an environment that creates confidence among colleagues and educators, while promoting the values of fairness and equity in the workplace (RSA, 1998b: par. 6.4.e.i .bullet 1). The authoritative stance of the leader may enforce certain actions whilst leadership power that is vested in the leader by virtue of his or her position within the organization, can coerce actions to foster commitment (Cronje *et al.*, 1993; Gerber *et al.*, 1998). With power and authority the leader has to create an environment, firstly on a personal level and thereafter when interacting with others, which provides the enhanced ability to successfully complete tasks. Cronje *et al.* (1993) argue that if those around you can observe the constant yearning for the ability to achieve better, they might be influenced to follow similar behaviour. Gerber *et al.* (1998) write that those around you can be influenced to become more

committed to what they are supposed to do. Depending on the form and kind of leadership style employed, a leader can foster commitment.

3.5.1.2 Encouraging good practices

The PAM requires education leaders to disseminate and encourage the application of good practices in all areas of work (par. 6.4.e.i. bullet 2). Within the education system it is expected of leaders to ensure the dissemination of information from the point of delegation (RSA, 2005). This means that those in leadership positions must ensure that the essence of urgency and importance is carried through. Within the environment of the leader, the forms of leadership determine whether delegated tasks are successfully completed. Davidoff (2000) writes that different forms of leadership can encourage good practice in the organization.

The kinds of leadership in district offices can be explained as either democratic (leadership which is group-centred), autocratic (leadership where all decisions are made by the leader), or bureaucratic (leadership which refers to leadership in governance). The three categories of leadership include formal leadership, informal leadership, charismatic leadership, expansive leadership, expressive leadership, ideographic leadership, instrumental leadership, circumstantial leadership, and popular leadership (Davidoff, 2000; Gerber *et al.*, 1998; Cronje, Du Toit, Marais, & Motlala., 1993). The ability to encourage good behaviour and increased achievement is influenced by the leadership style of the individual. All district officials are leaders of teachers, principals and learners in schools. The leaders should analyse their form of leadership to assess whether or not they promote good practice in others to improve quality.

3.5.1.3 Providing innovative congruent policy frameworks

The PAM requires education leaders to implement systems and structures and present innovative ideas that are congruent with policy frameworks and plans (par. 6.4.e.i. bullet 3). It means that all acts should be complementing one another in such a way as to enhance the quality of service. Because of the nature of education

policy, policy making and enforcing decisions are done at central (national and provincial) government level and delegated to institutions for implementation (RSA, 2005). The type of leadership style is also largely shaped at government level and officials follow the policy intentions by becoming followers of the leadership style.

Sterling and Davidoff (2000) argue that a good leader must be a good follower. Leaders follow the examples set by their leaders. According to Gerber *et al*/1998) the categories of leadership styles which encourage innovative practices for matching policies are; Laissez-faire leadership (where decision making is left to the followers with little account or control by the leader), transactional leadership (when followers are motivated by praise and rewards but corrected negatively through disciplinary action), and transformational leadership (when the followers are inspirationally motivated, intellectually stimulated with charisma and individual attention).

3.5.1.4 Maintaining sound human relations

According to the PAM (RSA, 1998b: par. 6.4.e.i. bullet 4) leaders need to create and maintain positive human relations among colleagues and enhance the spirit of cooperation at all levels. The district official as education leader works closely with other education leaders in teams and the relationship between members of the team has an effect on the quality of the team's performance. To maintain positive relations between team members, the qualities of all members of the team should encourage good practice. The good practice of the team will influence the followers, in this instance the schools, to follow and strive for the leadership qualities portrayed by the members of the team.

De Witt (1982), Teichler (1982), and Sterling & Davidoff (2000) agree on the following leadership qualities that need to be emphasized to maintain sound relations amongst employees: adaptability, thorough knowledge of human nature, good interpersonal relationships, a sense of responsibility, a willingness to serve, sincere involvement, the ability to work within and outside the team, empathy, respect and warmth, justice, genuineness, clarity, and humanity. Teichler (1982) argues that followers need to be shown how to follow. Sterling and Davidoff (2000) contend that

it sometimes needs a follower with leadership ability to show other followers how to follow. The qualities of leadership have an impact on how much the leader can maintain optimistic human relations with followers and other employees in the team.

3.5.1.5 Enhancing a spirit of cooperation

The PAM (RSA, 1998b: par. 6.4.e.i.bullet 5) requires from education leaders to assist educators to identify, assess and meet the needs of followers and to provide professional leadership. This means that in enhancing a spirit of cooperation, education leaders should practise principles of leadership as the principles of leadership distinguish the leader from the follower (Sterling & Davidoff, 2000). The leader who understands and practises the leadership principles can enhance a spirit of cooperation amongst team members and followers. Love (1994) argues that the principles of leadership tell the effective leader from the rest.

Sterling and Davidoff (2000) and Love (1994) agree on ten principles of leadership. The characteristics of an effective leader are: having a holistic perspective of the organization, realizing the core values, encouraging the vision of the organization, highlighting the importance of the core business of the organization, understanding and acknowledging human nature and life in general, assisting the individual within the team to make the team work better, flexible responses with fewer complexities, conflicts and contradictions, modelling the way to appropriate performance and achievement, as well as being available and of service whilst maximising strengths and minimizing limitations. These principles envisage an enhanced spirit of cooperation between team members in the organization.

Summary

The study focuses amongst others on the kind of district office leadership and how this leadership ability can empower or disempowers to the performance of its employees, and generally, more often than not, influences the district office and district performance. In district offices, leadership entails the process of directing and inspiring employees in district offices to perform tasks related to the activities within

the district office. The literature concluded that leaders in district offices are responsible for five tasks:

- Fostering commitment: The use of power and authority and the leadership style can foster commitment amongst employees in the district office.
- Encouraging good practice: The ability to encourage good practices is influenced by the leadership style.
- Providing congruent policy frameworks: Amidst the web of policies the innovative leader can use existing policies to create harmonious policy frameworks.
- Maintaining sound human relations: The qualities of leadership have an impact on how much the leader can maintain positive human relations with followers and other employees in the organization.
- Enhancing cooperation: The principles of leadership can assist the leader to enhance the spirit of cooperation among the members of the organization.

The scope of the study limited the discussion of the district official's leadership qualities to one who is required to foster, encourage, enhance and provides the necessary influence to schools. It can be assumed that the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office is determined by the five roles of leaders in the district office. The authoritative stance of the leader may enforce certain actions whilst leadership power that is vested in the leader by virtue of his or her position within the organization followers can be intimidated to perform in a particular manner. With power and authority the leader creates an environment on a personal level and, when interacting with others, enhances the ability to successfully complete tasks. Data collected in different performing district offices needed to verify if leadership ability has an influence on the overall performance of districts

3.5.2 Management

The mechanistic worldview sees management as processes run by a manager to ensure that organizations run smoothly (Senge, 1992). The holistic worldview sees management focusing on individualism, imagination, sensitivity, emotion, tenderness, freedom, autonomy and liberty (Rost, 1993). Senge (1990) and Rost

(1993) both suggest that management in education is about the effective and efficient attainment of educational goals and objectives for the enhancement of the vision and mission of the educational institution.

Management can be defined in a variety of ways. It is argued that a more effective way to understand education management is through different worldviews. Effective management within an interpretivist paradigm is not only concerned with processes, planning, efficiency, thoroughness, order and punctuality, but it also takes into account the emotional experiences and backgrounds of subordinates and other managers (Nieuwenhuis, 2007). Management within this worldview seeks to enhance the overall performance and completion of tasks in order to achieve an effective teaching and learning environment geared to success. Effective management can be measured by the number of successful stakeholders that are developed to their full potential (Rost, 1993).

The management of processes in the district office establishes a particular culture in the district office. Education management in the district office is an activity to ensure the successful implementation of education policy using a variety of strategies to get the job done (Senge, 1990). District management is a daily activity required from all officials in the district office. The managers in the different sub-directorates and units have the responsibility to manage a particular part of education provision. Each of these managers is responsible for supporting educators, principals and the public in general in a specific area. The policy requirements listed in the PAM (RSA, 1998) for education managers in district offices are briefly discussed below.

3.5.2.1 Analysis of the educational environment

An analysis of the education environment refers to the understanding of the policy framework and the implication of the policy intentions. Education policy is developed to address particular issues within the environment. The PAM document directs district officials to manage the job requirements according to the job descriptions for office-based educators as this will lead to the implementation of policy which intends

to address issues in the educational environment (RSA, 1998b: para.6.4.e.iv. bullet 1).

Bush and Folger (1994) write that there are two models of education management that can be applied to get things done successfully: the formal model and the collegial model. Both models if used by managers in district offices can assist district officials to analyze and understand the educational environment in the district office. In the formal management model the focus is the importance of the management task at the level of employment (Bush and Folger (1994). The top-down hierarchy in the district office requires the lower level official to successfully manage a section of a bigger task that forms part of bigger tasks managed by managers on higher levels.

The second model is the collegial model which emphasises the amount of power and authority that the official has, to successfully complete the task. A district official is employed to fill a certain gap in the district office and is responsible for services to teachers and learners in schools whilst being accountable to other managers in the district office. The collegial management model assumes that the officials will determine processes for implementing policy and participate in discussions to find consensus (Bush and Folger (1994). Power is shared amongst those in the responsibility sphere (teachers in schools and colleagues at the same employment level). If such a model of management is used in a district office then it can afford newly appointed district officials an ideal opportunity to understand the environment of the district office.

3.5.2.2 Planning in teams

The different sub-directorates and units consist of employees on different post levels operating as teams. The teams of employees in a unit plan their activities together. The PAM requires district officials to identify the needs of schools, prepare strategic plans in their teams, and to prepare management plans to achieve targets as set in the management plans (RSA, 1998b: par. 6.4.e.iv. bullets 2, 3 and 4).

Prinsloo (2010) mentions that planning involves three basic steps and, without addressing each question during these steps, teams cannot function properly and will not be able to complete any task successfully. The three questions that should be addressed during each step are: Where are we now? Where do we want to be? How do we get there? Prinsloo (2010) highlights the importance of planning as a means to establish direction and set objectives, causing education managers to think ahead, leading to better utilization of resources, and assisting them in the pursuit of success.

3.5.2.3 Maintenance of records

The PAM document expects district officials to maintain records of the district office and the area under their control (RSA, 1998b: par. 6.4.e.ix. bullet 1). Effective management of records refers to the education manager's ability to keep track of all activities for which he or she is accountable. As part of the responsibility of managers, keeping records plays an important role in the successful completion of any task (Emery, 2005).

An effective education manager needs to implement the necessary steps to ensure the practising of good record management practices. Tyacke (1999) and Emery (2005) list the five basic steps to successful record management:

- planning the information needs of an organization, identifying information requiring capturing,
- creating, approving, and enforcing policies and practices regarding records, including their organization and disposal,
- developing a records storage plan, which includes the short and long-term housing of records, identifying, classifying, and storing records,
- coordinating access to records internally and outside of the organization, balancing the requirements of business confidentiality, data privacy, and public access,

- executing a retention policy on the disposal of records which are no longer required for operational reasons according to organizational policies, legislative requirements, and other regulations.

Emery (2005) contends that records management is a professional discipline that is primarily concerned with the management of document-based information systems. It entails the application of systematic and scientific controls to record information required in the operation of an organization's business. The systematic control of all organizational records has various stages: the creation or receipt, the processing, distribution, maintenance and use, and the ultimate disposal. Emery (2005) argues that the purpose of records management is to promote economic and efficient record-keeping, to ensure that useless records are systematically destroyed while valuable information is protected and maintained in a manner that facilitates its access and use.

3.5.2.4 Financial accountability

Financial accountability refers to the obligation of employees in the district office to account for the use of state funds. In accordance with the PAM (RSA, 1998b: par. 6.4.e.iii) every official signs an employment contract that specifies the inherent job requirements attached to a budget which includes the salary and performance bonuses. The district official, as manager, has a financial obligation to the state. If the official does not perform satisfactorily, it is a financial loss to the state. If an official does not successfully complete a task or project, it becomes wasteful expenditure by the state which amounts to fraud. Dalin and Rolff (1993) argue that time spent by officials on any activity has cost implications for the government.

Fraud and corruption are among the biggest reasons for the poor service delivery of governmental organizations according to a recent parliamentary debate (RSA, 2010d). According to the debate, managers in government lack the ability to manage state finances and the taxpayers' money. The alleged decline in education, according to the same debate, is due to the same reason. The successful manager

in the district office will view the activities and tasks as projects which need financial management skills and project management skills.

Financial management helps to keep track of the expenditure of state funds (Emery, 2005). Project management assists the official to identify the items needed to complete the task, costs involved to maintain the items, the financial implications for the duration of the project, and budgeting and projections for projects (Du Plessis, 2004). This kind of financial accountability assists in ensuring that education projects are successful and deliver a particular kind of service to education clients.

3.5.2.5 Resources responsibility

Resource management is the management of all resources in the organization. The education manager's ability to manage resources in the district office as required in the PAM (RSA, 1998b: par. 6.4.e.vii) relates to five important steps in resource management. The five steps, according to Barden (2006), include:

- knowing the number of projects and tasks,
- knowing the people and their responsibilities in all the different projects and tasks,
- automating some of the manual processes to utilize employees better,
- having clear projections for all tasks with set margins, feedback and follow-up, and
- ensuring that current strong employees are retained and utilized to maximum output of the different projects.

All physical resources in the district office are the property of the state and education managers in district offices are responsible for managing these resources, which should be utilized in the successful completion of tasks and projects (RSA, 1996c).

The way in which resources are managed in the district office plays a primary role in the level of successful practices. The appropriate utilization of the resources has an impact on the performance of officials, whilst the performance of the officials at different levels in the district office influences the performance of the district. The availability of much needed resources (like space, transport, sufficient employees)

for district offices to operate smoothly can influence the level of achievement of the district office. The education manager needs to be aware of the available resources and then be the accounting official for using the resources with the necessary responsibility.

Summary

It can be assumed from the literature that the management of processes in the district office establishes a particular culture in the district office. It means that the manager's understanding of motivation, and the way subordinates are influenced, distinguishes performing districts from underperforming districts. Education management is an activity that ensures the successful implementation of education policy using a variety of strategies to get the job done. The literature suggests that effective managers in district offices are responsible for five tasks:

- Analysis of the educational environment: Understanding that managing the smaller sections of responsibility leads to addressing bigger issues in the educational environment.
- Planning in teams: Planning is an important part of establishing direction and setting objectives, assisting to pursue achievement.
- Maintenance of records: Protecting valuable information in a manner which maintains and facilitates its access and use.
- Financial accountability: Ensuring that education projects are successfully delivered in accordance with education budgets.
- Resources responsibility: Utilizing resources plays a primary role in the level of successful policy implementation.

These tasks can assist to enhance the overall performance and completion of tasks in order to achieve an effective teaching and learning environment geared to success. Effective management can be measured in the light of these five tasks as well as the number of successful learners in schools, as the primary stakeholders, that are developed to their optimal potential. Effective management within the district office should therefore seek to enhance the overall performance and completion of tasks in order to achieve an effective teaching and learning environment geared to success. The perceptions of accountability of managers are enhanced by the

understanding of the OC in the district office. It requires of employees in managerial positions to use a management style that will afford accountability of results in terms of achievement and performance. The study needed to determine how managers as decision-makers use explicit and implicit power when it comes to policy implementation and if management achievement in district offices is measured by the number of successful stakeholders that are developed to their full potential.

The second part of the chapter discusses performance and achievement in education.

3.6 Performance and achievement

Available policy suggests that performance and achievement in district offices is achieved by the successful execution of the PED mandate through the implementation of education law and policy. Tharp (2005) argues that evaluating and understanding organizational culture perhaps holds the best promise for corporate leadership to influence individual and group performance, facilities performance, organizational performance and ultimately the ever-important financial components of business performance. There seems to be an abundance of links between organizational culture and organizational performance.

Research on OC is clear about the importance of recognizing the culture of an organization as a factor that determines the wellness and success of the organization (Fink and Stoll, 1998; Hargreaves et al., 1998; Scheerens, 1998). The level of success of policy implementation, monitoring and evaluation determines the level of achievement by the district. It can be argued that the achievement of policy implementation depends on the performance of officials in the district.

District performance is largely determined by the Senior Certificate results. Performance in the senior certificate examinations classifies the district as underperforming or well performing. The MEC for Education in the Gauteng Education Department congratulated grade 12 learners on their performance whilst the pass rate of grade 12 candidates dropped from 76.4% in 2008 to 71.8% in 2009 (MEC Address, 2009). The achievements that the MEC for Education in Gauteng

mentioned included the 29.3% entrants to higher education institutions, and the 32 597 distinctions by candidates in the 2009 senior certificate final results. This was more or less similar to the percentages for 2008 and the MEC said, “We definitely can do better than this and we will be making a number of interventions to achieve a better performance this year”.

As much as the level of a musical performance will vary among performers, the flawless and perfect recital will be more appreciated. Performance in the context of the study refers to the execution of a particular task in order to improve quality and standard.

Thomas Carruthers (sd) writes that, “Faith that the thing can be done is the greatest achievement”. As much as achievement has to do with the reaching of a goal, outcome or objective, it is best described in the miraculous transition and development of a constitution in South Africa. The yearning to reach the finish line symbolizes the basic essence of achievement. It again brings into contention the behaviours of individuals and the underlying assumptions as discussed by Schein (1984). He argues that, if certain motivational and cognitive processes are repeated, they become unconscious and can only be brought back to awareness by focused inquiry.

The study presents an interpretation of performance and achievement as outlined in related policies and laws. The Draft National Policy Framework for the responsibility of District Offices is one such policy which states that the criteria for district officials to increase performance are by providing an enabling environment for education institutions, assisting principals and educators to improve the quality of learning and teaching, serving as information nodes for education institutions, and providing an enabling environment for the professional development of educators and administrative staff (RSA, 2009). This explains the supporting roles of district officials and it also presents performance criteria for district offices in general. The same document explains that district offices will achieve increased performance in schools if they are accountable for holding educational institutions to account for their performance, accounting to the provincial department for performance of education

institutions in the district, and accounting in terms of the performance agreements that stipulate the roles, functions and responsibilities of district officials.

3.7 Performance in district offices

The district employs two different categories of officials; public service officials and civil service officials. Performance and achievement is recognized differently for the two groups. Dulewicz (1989) argues that judging the performance of those one is working with, as well as one's own performance, is a basic human tendency. Appraisal as a means of judging performance is therefore both inevitable and universal. In the absence of a carefully structured system of performance appraisal, people will tend to judge the work performance of others, including subordinates, naturally, informally and arbitrarily.

Dulewicz (1989) defines performance appraisal as a structured formal interaction between a subordinate and supervisor. Derven (1990) and Lawrie (1990) concur, arguing that during periodic interviews (annual or semi-annual), the work performance of the subordinate is examined and discussed during which weaknesses and strengths as well as opportunities for improvement and skills development in his or her work performance are identified. Lawrie (1990) writes that measuring the performance of employees based only on one or some factors can provide inaccurate results and leave a bad impression on the employees as well as the organisation. Hakala (2008) argues that performance measurement is an ongoing activity for all managers and their subordinates and presents sixteen ways to measure employee performance which include, among others, the quality and quantity of work completed at a certain stage.

The GDE Circular 61 of 2006 (GDE, 2006) is the policy that outlines the management of performance appraisal for office-based educators. This circular is based on the Education Labour Relations Council Collective Agreement 3 of 2002 (RSA, 2002c) to identify, evaluate and develop office-based educators. As in the case with school-based educators, the performance of the official is scored using a five level scale (RSA, 1998b: para 3.4) where 1 is weak and 5 are outstanding.

The labour required by one public service employee to execute the job is classified in the International Standard Classification of Occupation (ISCO) and the International Standard Classification of Education (ISCED) in the Codes of Remuneration (CORES). The skills classification is linked to a salary range of 1 to 15 allowing public service (PS) officials to move through to the next salary level if they are scored positively on their performance.

In accordance with the Public Service Regulations, 1999 Government Notice No. R. 1 of 5 January 2001 (RSA, 1999) all PS employees undergo a job evaluation so that the value of the jobs to the employer can be compared. It does not consider the performance of individuals in the job but has been customized to the needs and circumstances of the public service. It evaluates jobs on the basis of responsibility, thinking demands, knowledge, communication and contacts, and environment. Negotiations on grading or re-grading then take place in the appropriate council and improved career development in major occupations for employees at all levels would be done (RSA, 1999).

According to the Terms and Conditions of Employment of Educators in the Employment of Educators Act 72 of 1998 (RSA, 1998b) the Minister may determine measures for the recognition of achievement of educators as civil service employees. The Act also states that it is expected of an educator in the service of the Education Department to “teach, educate or train other persons or provide professional educational services” (RSA, 1998). It is noticeable that there is no expectation in any of the policies within the policy framework of educators to have a particular performance level to move through to the next salary level. Educator performance is linked only to performance appraisal.

The PAM states that educator appraisal implies making judgements and decisions on the quality or effectiveness of a programme, project, thing or set of actions (RSA, 1998b: par. 2.13). According to the PAM there are two kinds of appraisal, namely: Judgemental (summative) appraisal (decisions that make judgements and do not necessarily help to improve practice), and developmental (formative) appraisal (an appraisal process which will result in development in both the skills and career

prospects of the individual educator and lead to improvement at school or institutional level). The performance criteria for office-based educators are guided by the strategic operations of the PED and the operational plans of the district.

In the case of office-based educators, the PAM does not consider the performance of officials in the job but identifies and prioritizes the needs of educators to be developed in the following areas: human relations, leadership, communication, record keeping, strategic planning and transformation, financial planning and management, educational management development, staff development, policy assimilation, co-ordination and implementation, and research and development (par.3.4).

It was argued earlier (Chapter. 3.6) that performance in the district office is determined by the Senior Certificate results. It was further argued in chapter two (Chapter 2.4.2) that district officials are responsible for supporting schools in the implementation of education policies. Based on these arguments it seems that, according to the PAM, the actual performance of officials in the district office is only measured on policy assimilation and co-ordination and implementation through the Collective Agreement 3 of 2002 (RSA, 2002c). It can therefore be argued that district performance is determined by the quality and quantity of support given to schools.

This study distinguishes between educational performance (central to performance management) and educational achievement (constant high level performance) to explain performance in the district office. The national draft policy on the organisation, roles and responsibilities of education districts (RSA, 2009) ascribes three responsibilities to districts; to help schools achieve excellence in learning and teaching: support, accountability and public information. According to the draft policy, supporting schools has four distinct criteria which are briefly discussed below.

3.7.1 Educational performance

According to the national draft policy on the organisation, roles and responsibilities of education districts, district offices have a particular managerial responsibility with

regards to supporting schools (RSA, 2009). It is required of district officials to help schools achieve excellence in teaching and learning. It requires a district official to provide a certain quality and quantity of support in order to attain educational performance to be recognized by the Minister for excellent educator achievement according to the Employment of Educators Act 72 of 1998 (RSA, 1998). Educational performance in the district office may then be defined as providing quality and quantity of support and help to schools to achieve excellence in teaching and learning. The support and help which officials should provide to schools are further defined by four criteria:

3.7.1.1 Providing an enabling environment to educational institutions

The national draft policy on the organisation, roles and responsibilities of education districts states that, when providing an enabling environment to educational institutions, officials need to work in line with education law and policy (RSA, 2009). The PAM states that policy implementation for officials entails formulating policy for operational reasons, analysing policy, implementing policy, monitoring and evaluating policy implementation, and providing guidance to institutions on policy formulation and implementation (RSA, 1998b: par.4.6v). It can be assumed that providing an enabling environment is to either mediate or comply with education law and policy.

3.7.1.2 Assisting principals and educators to improve the quality of learning and teaching

In the national draft policy on the organisation, roles and responsibilities of education districts, officials are requested to develop learning materials for institutions as a means of assisting schools to improve the quality of learning and teaching (RSA, 2009). The function of district officials to analyse the external environment and internal working environment, identifying the needs of schools, preparing strategic plans and management plans with the intention of achieving the goals of the Department whilst targeting the needs of clients (RSA, 1999: para.4.6iv). A clear disparity with regard to the second criterion for education performance is observed. It

can be assumed that already in the policy formulation the kind of assistance to principals will vary during implementation.

3.7.1.3 Serving as information nodes for education institutions

This criterion requires that the district official link schools with different stakeholders in education (RSA, 2009). The PAM is more specific and broad at the same time while the Act specifies the different stakeholders as relevant government departments, cultural and community organisations, other staff, parents, school governing bodies (SGBs), external agencies (RSA, 1999: para.4.6ii). It is argued that district officials should be able to communicate effectively, both orally and in writing, as well as be able to provide timeous feedback to and from institutions to ensure increased educational performance in schools.

3.7.1.4 Providing an enabling environment for the professional development of educators and administration staff

The PAM states that developmental appraisal is the responsibility of the official and that the primary site for development of educators and administrative staff is the workplace (RSA, 2009: Chapter C). In order to enable district officials to achieve high quality and quantity support in schools, the national draft policy on the organisation, roles and responsibilities of education districts suggests the alignment of the requirements of the National Occupational Specific Dispensation (OSD) agreements of the Collective Agreement 5 of 2005 (RSA, 2005b). This public service agreement attempts to align the compensation of performance bonuses of public service employees and civil service employees. It is argued that the professional development of officials in education law and policy is closely linked to reward rather than to the management of education performance to provide such an enabling environment.

Performance management is a contentious issue (Bottery, 2000). Reeves, Koppel Barr, Freeth, & Hammick, (2002) argue for a technician approach to professionals, and that performance management of educationalists assists with making practical decisions about how to improve performance. Reeves *et al.* (2002) define

performance management as a set of practices implemented by education managers to influence the desired outcomes favourably. These managerial techniques target the behaviour of groups and individuals in all levels of the organization. As performance management addresses the behaviour of employees, Locke (1997) highlights two key approaches: The managerial approach, which is a cyclic activity for managers, and a professional approach, which addresses the specialist responsibility of the employee to perform to a level necessary for the desired outcome.

Summary

Educational performance remains central to performance management. In the district office, performance is about providing quality support to education stakeholders. Performance is measured through the number of successful students. As much as the pass rate at Senior Certificate level is an indication of performance, this performance is initiated at school entry level. It can be argued that a learner who is not properly taught to understand how to read and write will not be able to perform these tasks independently. Whilst performance agreement contracts are signed off as per Performance Management and Development policies (GDE, 2006), performance of district offices still varies.

Dulewicz (1989) argues that performance appraisal systems are about income justification and are used to decide whether or not the salary or wage of an individual employee was justified. Derven (1990), Lawrie (1990) and others contend that the result of a performance appraisal can be resentment and serious morale damage among employees which can lead to workplace disruptions, soured relationships and achievement declines. Because achievement motivation is regarded as an essential factor for the success of an organization (Bryne, Mueller-Hanson, Cardador, Thornton, Schuler, Frintrup, & Fox., 2004) the purpose of measuring employee performance should use different input forms for taking the feedback from the various sources.

It was at this stage of the research that it became evident that the individual performance of officials in the district office does not equate to the performance of

the district office. From the analysis of the documents and policies it can be assumed that there is not an apparent link between district performance and the officials' output and throughput nor can other means of assessing educators' performances be used without further ado.

3.7.2 Educational achievement

Educational achievement is the recognition of improved practices and quality educational performance. Constant high level performance leads to achievement. Improvement from current practices to change practices with better results is an achievement. The composite reward for constant improved practices is performance. The reward for high level performance is achievement. Behavioural psychologists Sulzer-Azaroff and Mayer (1986) highlight five practical strategies for improved practice, and four behavioural strategies needed for quality performance.

The strategies for improved practices are: Providing structure, specifying rules clearly, providing for active participation, assigning tasks appropriate for individuals, and providing appropriate consequences. The behavioural strategies for performance are selecting the behaviour, measuring the behaviour, selecting and implementing treatment strategies, and evaluating the effects of treatment on the behaviour (Sulzer-Azaroff & Mayer, 1986, Greer & Polirstok, 1982)..

In an effort to improve achievement, strategies to attain achievement should be traced within the normal activities of the district office. Providing structure refers to the planning of daily and weekly activities which incorporate external suggestions to improve practices. Specifying rules clearly denotes not only what should not be done. It rather refers to what should and must be done in order for the district office to improve by including suggestions for better behaviour (Sulzer-Azaroff & Mayer, 1986).

Providing for active participation is generally a challenge within a bureaucracy. Lower level officials can only participate up to a particular point after which it becomes the authority of only a select few. Assigning tasks appropriate for

individuals can only occur if the individual has owned the responsibility of their core task. The official cannot be included in activities if the main reason for employment (also referred to as line function) is not fulfilled with a view to improving practices. Providing appropriated consequences for tasks successfully completed should be considered over consequences for tasks and instructions not completed as the ideal is to improve practices and not to inhibit initiative behaviour (Greer & Polirstok, 1982).

In the study of behavioural analysis some researchers argue that the nature of applied behavioural analysis could be exploited negatively (Sulzer-Azaroff & Mayer, 1986, Greer & Polirstok, 1982). Improving achievement does need a study of behaviours but has more need of suggested strategies to individuals to practise particular humane, sensitive and responsible behaviour within the organization. When selecting behaviour, it is required that all officials be conscious of the most advantageous manner of conduct towards achievement. It can also be argued here that achievers behave differently from non-achievers. Measuring the behaviour of achievers should be conducted simultaneously with the measurement of achievement. It might happen that the behaviour of achievement is present but achievement is lacking. It is then that analysts of the organizational culture in the district office should be selecting and implementing treatment strategies to acquire behaviour to improve the quality of achievement. This process involves evaluating the effects of treatment on behaviour and the implementation of improved strategies and campaigns.

The PED in Gauteng launched and implemented the Culture of Teaching, Learning and Services campaign (COLTS) in specific district offices in 1997 to motivate teachers to perform better and achieve sound educational outcomes especially in the new dispensation (Lethoko, 2002). The campaign provided structure, it had clear rules for participation, and specific tasks were formulated. The campaign highlighted the consequences, acceptable behaviours were outlined, and these behaviours were monitored and controlled. The COLTS resulted in the rise of labour movements in schools but managed to provide a strategy towards achieving common goals. Lethoko (2002) postulates that the policy implementation under COLTS was

successful although educational achievement proved to be a natural yearning by individuals or groups that could not be forced or controlled.

Summary

The level of success of policy implementation, monitoring and evaluation influences the level of educational achievements in district offices. Successful policy implementation, and therefore achievement, depends on the quality of performance in terms of policy implementation of officials in the district. District achievement is measured to a large extent by the National Senior Certificate or matriculation results. It can be argued that the combination of the quality practices and the behaviour towards performance in preparing for the National Senior Certificate or matriculation examination illustrated by district officials, are the reasons for the level of achievement in district offices.

3.8 Findings from literature

Documents, policies and Acts, and other related material from the Department of Basic Education related to performance and achievement and on the management and leadership ability of district officials as well as general literature, were analysed to seek for information on the main themes and sub-themes in the study. These documents were used to explore the relationship between the leadership and management styles of officials and performance of district offices. The information found in the letters, memoranda, agendas, administrative documents, newspaper articles, and documents that are central to the research could be summarized as follows:

3.8.1 Performance and achievement

An important part of the leadership and management function is strategic control. Strategic control is the process through which managers evaluate and monitor the ongoing activities of the organization and its employees to evaluate whether the current projects are being completed efficiently and effectively in order to improve performance (Hill, Jones & Galvin, 2004). It can be argued that performance and

achievement are the core responsibilities of leaders and managers in the district office. The analysed documents outline the following about performance and achievement:

- The Personnel Administrative Measures (PAM) under the Employment of Educators Act 76 (1998) regulates CS performance.
- The Codes of Remuneration (CORES) under the Collective Agreement Resolution 3 in Public Service Amendment Act (1998) regulates PS performance.
- The responsibilities of district officials are derived from the legislative framework namely performance, effectiveness, justice, climate (or environment) and change.
- Educational performance is defined as providing quality and quantity of support and help to schools to achieve excellence in teaching and learning.
- Educational performance is about providing an enabling environment for education institutions, assisting principals and educators to improve the quality of learning and teaching, serving as an information node for education institutions, and providing an enabling environment for the professional development of educators and administrative staff.
- Performance management as a set of practices is implemented by education managers to influence desired outcomes favourably.
- The managerial techniques target the behaviour of groups and individuals at all levels of the organization.
- Performance management addresses the behaviour of employees in the organization.
- Performance remains central to performance management, making performance management the vehicle to ensure performance.
- Achievement is being accountable for holding educational institutions to account for their performance, accounting to the provincial department for performance of education institutions in the district, and complying with performance agreements that stipulate the roles, functions and responsibilities of district officials.
- Achievement is the recognition of improved practices and quality performance.
- Strategies to attain achievement should be traced from the normal activities within the organization.
- Achievement itself is a natural desire by individuals or groups and cannot be forced or controlled.

3.8.2 Leadership and management

The district official's leadership qualities require to foster, encourage, enhance and provides the necessary influence to schools. Effective management within the district office should seek to enhance the overall performance and completion of tasks in order to achieve an effective teaching and learning environment geared to success. In this approach employees in leadership and managerial positions can be accountable for decision-making, the use explicit and implicit power, policy compliance or mediation during implementation, and the number of successful stakeholders that are developed to their full potential. The analysed documents outline the following about leadership and management:

- The Employment of Educators Act, 76 of 1998 (RSA, 1996) determines leadership and management practices for Civil Service (CS) employees.
- The Public Service Act, 103 of 1994 (RSA, 1994) determines leadership and management practices for Public Service (PS) employees.
- The Public Finance Management Act, 1 of 1999 (RSA, 1999) determines practices for district management accountability and sound management.
- Leadership is viewed as the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office.
- Leaders should be influential in regard to things that matter to the district office whilst applying forms of dominance.
- The concepts of authority and dominance are amongst the categories that encapsulate the term leadership.
- The holistic worldview sees management focusing on individualism, imagination, sensitivity, emotion, tenderness, freedom, autonomy and liberty.
- The management of processes in the district office establishes the culture of the district office.
- Education management is about the effective and efficient attainment of educational goals and objectives for the enhancement of the vision and mission of the educational institution.

- Management functions in district offices should be in accordance with the PAM under the Employment of Educators Act, 76 of 1998.

3.9 Conclusion

According to the literature, the place where educational change could appear most frequently is the district office. District offices are likely to receive a number of feedback reports on implementation processes, monitoring and evaluation of quality assurance during the process of implementation, interpretation and the development of progress maps for the implementation process, budget spending and procurement for services reports which highlights challenges and recommendations for the successful implementation, as well as follow-up and follow-through processes after the implementation of policies. All policy implementation requires leadership and management skills from officials in the district office to carefully target the envisaged outcome within a web of legislation.

The next chapter discusses the process of finding data to understand OC by comparing differently performing district offices as separate case studies. By describing the OC in the different district offices this chapter explains the steps to determine the relationship between OC and performance in district offices.

CHAPTER 4: RESEARCH DESIGN

4.1 Introduction

Chapter two analysed and compared the information found in documents, policies, circulars, and memoranda about the phenomenon OC in district offices, and interpreted the knowledge to understand the basic belief about OC in district offices as captured in existing documents. The discussion of the documents explored the link between OC and performance to clearly understand OC in district offices. This analysis found that elements of OC contained in some documents have a regulatory effect on officials working in the district office in terms of empowerment and what is required.

Chapter three discussed performance (routine operations by providing relevant policy support and implementation), achievement (success in the National Senior Certificate (NSC) examination results), leadership (the educational commitment of the DMT in line with the directives from the PED), and management (the interaction with school principals, educators, learners and parents is to increase the level of performance). It was argued that the number of feedback reports on implementation processes, monitoring and evaluation of quality assurance during the process of implementation, interpretation and the development of progress maps for the implementation process, budget spending and procurement for services reports which highlights challenges and recommendations for the successful implementation, as well as follow-up and follow-through processes after the implementation of policies make district office a most suitable place where educational change could appear most frequently.

This chapter discusses the process of finding relevant data to understand OC by comparing differently performing district offices as separate case studies. By describing the OC in the different district offices this chapter explains the steps to determine the relationship between OC and performance in district offices. The interpretivist knowledge is based not only on observable phenomena, but also on participants' subjective beliefs, values, reasons, and understandings of OC in district

offices. The case study, as research design, provided the best means to describe the events in a framework within the environment, with the view to understanding the link between district office OC and level and quality of performance. The context of the study required the mixing of data based on the classification of Richards (1999) and it combined both qualitative and quantitative data collection methods (Burke-Johnson & Onwuegbuzie, 2004). Within an interpretive paradigm, the goal was to understand the process whereby OC is created, and performance is maintained and changed.

Different phases of data collection at different stages during data collection are described in this chapter. The different stages include engagement with the Department of Basic Education (DBE), the Provincial Education Department (PED), and two differently performing district offices as comparative cases. The different phases include a qualitative phase, a qualitative and quantitative phase, whilst the final phase was only quantitative. After discussing the ethical considerations taken into account during the collection of data the chapter outlines the guidelines for interpreting the analysis under the section of editorial strategy and notes. The next section discusses the research design.

4.2 Research design

The study design is a comparative case study. The study of differently performing district offices as cases is more than just the description of events in the GDE as it involves the physical presence of the researcher throughout the data collection process (Jarzabkowski, 2001, Rossman & Rallis, 2003). Understanding OC in different district offices informed the understanding of the different performance and achievement between district offices (Richards, 2005; Goffman, 1989).

The design consisted of three stages of data collection and three phases using different data collection methods (face-to-face interviews, two different questionnaires, and observations that were recorded in a researcher's journal) (Yin, 1994). The three stages were as follows:

Stage 1: The first stage involved the Department of Basic Education (DBE) officials in the Branch District Development. The officials in this Directorate at the national office level deal specifically with the purpose and functioning of districts and education regions in the country. The phase one data collection tools were face-to-face interviews and the first questionnaire to determine the availability of relevant policies and legislation that outline the purpose and structure of district offices.

Stage 2: The second stage involved the Provincial Education Department (PED) officials in the Directorates District and Institutional Management and Governance, and District Operations Management. This Directorate in the PED deals with the management of district offices in the provincial department and officials liaise with the identified district offices on a daily basis. The face-to-face interviews and the first questionnaire that was administered to the senior officials in this Directorate sought to identify the provincial legislative framework for district operations, and to find the link between available national policy and provincial mandates for district operations.

During this stage interviews were also conducted with senior officials and statisticians in the Examinations and Assessment unit. This was done to assist with the identification of district offices to be studied as cases. During these interviews the officials in the Examinations and Assessment unit assisted to analyse the results of the Senior Certificate Examinations for the period between 2006 and 2009 for all the districts in the province. These results were ranked according to overall pass rate for the number of candidates who sat for the examinations and who successfully completed the examination. The period was purposefully selected to cater for two years prior to the introduction of the new National Curriculum Statements curriculum in grade 12 and two years after the implementation stage.

Stage 3: The third stage involved the District Director and the District Management teams of the two selected district offices. This selection of officials from the district office involved officials who have specific knowledge and particular experience of the OC in the respective district offices. Face-to-face interviews and the second questionnaire were conducted to understand the different performance and achievement between district offices with the view to understanding OC in the two different district offices.

The data collected from the district offices could be compared with the data collected from the DBE and the PED to corroborate the findings between the different stages, but also, the data found allowed for data comparison between the two district offices to address the research question and focus questions.

4.2.1 Research approach

Cresswell (2003, p136) argues that mixed methods studies may include theory deductively or inductively in theory testing and verification or emerging theory respectively. This means that, if a theory is being tested in a study, that this theory may be directed by the emphasis of either qualitative or quantitative methods. In a purely qualitative research approach would allow understanding and increased insight into human conditions in district offices, placing the findings between ethnomethodology and cultural studies (Van der Merwe, 1996). On the other hand, a purely quantitative study would provide statistical evidence of the existence of an OC and inference could be made to whether or not there is a probability of a relation to performance (Smircich, 1983). Mertens (2003) contends that studies based on theory needs to use a mixed methods approach to have the benefit of both research approaches and to assist with triangulating found data.

The mixed methods approach in this study is illustrated in figure 1.5 (Chapter 1). The diagram shows that the qualitative data collection preceded the quantitative data collection. The qualitative data explored the problem outside the district offices and getting the views from district directors. The data collection was conducted during phase one and two with officials in the DBE and the PED. This was done to get the views of participants outside the district office on the link between OC and district performance.

Creswell (2003) writes that a mixed method approach consists of either gathering the information at the same time (concurrently) or introducing the information in phases (sequential or two-phase design). By concurrently gathering both the forms of data, the researcher compared the search for congruent findings. Tashakkori and Teddlie

(1998) argue that when the data are introduced in phases, either the qualitative or the quantitative data may be collected first, but the sequence relates to the objectives being sought by the researcher.

In the middle of phase two of data collection the quantitative data collection started. The views from officials outside the district office were captured in phase 2 and followed the quantitative data from the selected sampled participants in district offices in phase 3. This was done to measure the link between OC and performance in differently performing district offices, and to assist with triangulation and trustworthiness.

4.2.2 Research Paradigm

For the purpose of the study the term *alternation theory* is used to combine the concepts from systems theory and cybernetics theory. The purpose of alternation theory is to understand the link between district office performance and OC - is it possible to increase the level of performance by changing or altering the leadership and management system. Systems theory is used to understand accountability and mandate in district offices, whilst cybernetics theory assists in analysing policy implementation. Alternation theory takes the focus of input (from the PED), output (policy implementation), and process (the education mandate) in systems theory (Ramaprasad, 1993) and includes feedback (leadership and manager accountability) from the cybernetics principle (Francois, 2004; Roos & Hamilton, 2005), to understanding the behaviour of the parts as a result of the behaviour of the whole. This overarching theoretical approach of the study requires the research to use mixed methods to collect data at three different levels of education system. For this reason the phase two of the research approach is QUANTITATIVE/qualitative.

4.3 Epistemology

People view the world holistically and each employee in the district office creates meaning from individual information and perceptions (Van Vollenhoven, 2006). It can

therefore be argued that no absolute truth exists (interpretivism). In this world view the truth is a dynamic reality that changes over time rather than being absolute. The available legislation on education provisioning would in this worldview suggest the interpretation of Acts and laws should consider change over time. The study researched the evolution of the term OC over time and analyzed the occurrence in organizations at three levels of the education system. The change of OC between the three different levels (DBE, PED, and district office) is an indication of the dynamic nature of OC in organization. Rather than assuming that OC has an influence on the overall performance of district offices, the perceptions and interpretations of the employees at different education levels during different phases can influence the truth about the nature of OC and how it influences the educational performance efforts of all employees in the district office

The study of knowledge and justified belief needed to lead to the understanding of OC in district offices. The data collection instrument administered to officials was used to finding out whether the OC is empowering or disempowering in terms of the performance of employees in the district office. The primary search for truth in the study was to identify a possible link between OC and performance. This required the study to explain the reasons underlying this relationship between OC and performance based on a cognitive interest in how the performance in districts within one PED differs.

4.4 Type of study

The type of study is a multiple comparative case study. Yin (1994) argues that case studies can be single or multiple-case designs. Supported by Stake (1995) they contend that a multiple design refers to the study of more than one case and must follow a replication of the first case. By this means we argue that this is a multiple comparative cases design because two differently performing district offices are being studied separately and compared to find the reason for the difference in their performance. This study uses two different cases and compares the data found on the phenomena studied in the research. These cases are explained through the different stages of data collection.

The cases were defined within the different stages of the research approach and studied predefined officials in the DBE, PED and district offices (Yin, 1994; Stake 1995). It was determined through the study of literature (Chapter 2, para 4.2; Chapter 3, para 3.2) that participants in these sections in the different spheres in the education system could provide relevant information to answer the research question in the study. The officials and processes in the different cases were similar to assist with comparing the existence of the phenomena in the two cases. Different data collection tools were used to understand the uniqueness and idiosyncrasy of a particular case and to compare the complexity of the different cases (Welman, Kruger & Mitchell, 2009). The objective was to investigate the dynamics of a single bounded system with a typical social nature and compare these findings with a different case in a different social nature (Stake, 1995).

4.5 Case selection

The selection of the different cases was done in three stages. The study of district offices as cases is more than just the description of events in the district offices. It required the physical presence of the researcher throughout the data collection process (Jarzabkowski, 2001; Rossman & Rallis, 2003). The background information of the organization in each level is briefly explained from observations recorded in the researcher's reflective journal (Addendum E) to provide a holistic view of the different levels of the education system.

The first stage of both cases started at the Department of Basic Education in the Directorate District Development. The new building for the Department of Basic Education which hosts the Directorate District Development is a state of the art building in the northern part of the Pretoria and entrance to the building which has two wings, is strictly controlled and monitored by security surveillance. The twenty first century building with security check points at the gate and a reception desk with flowers in the open area, is rather pleasing and welcoming to visitors. Employees in the building look relaxed and fairly professional as they swipe their employee cards to gain entrance to the electronically operated entrance gates.

The second stage for both cases happened at the Gauteng Provincial Education Department. Different visits to the provincial office bring you into the same welcoming buzzing environment of people in the passage in front of the building. The very tiny forecourt is filled with security check-in points and open searches make one feel unsafe. The moment you step through the bag and cell phone check-in point, you are welcomed in the building by six elevators. During this stage the criteria for selecting the participating districts as cases were discussed with officials in the Examination and Assessment Directorate in the PED. The cases were purposefully selected so that the findings of the data could be generalized across the entire PED.

The third stage started with visits to the different identified district offices. The bureaucratic language and education acronyms made the process of understanding OC in different district offices sometimes difficult, as perceptions of performance and achievement differed between district offices (Richards, 2005; Goffman, 1989). The background information of each district is briefly explained from observations recorded in the researcher's reflective journal (Addendum E) to provide a holistic view of the district offices as unit of analysis of the collected data and to understand the status of OC in the different district offices.

4.5.1 District One

District Office One occupies an Old-English style architectural building that used to be a model C school³. The building could well be one of the heritage sites in the town centre. The caretaker, who has been living on the premises since before 1994, farms with chickens which roam on the premises.

³ Model C schools are schools built during the previous governmental dispensation and it had a particular design, structure, and was resourced differently from other public schools.

4.5.1.1 Background

One would expect at first glance to find nothing happening at these offices as the parking for visitors is on a piece of field that looks like the remains of a practice sports field for a primary school. The billboard that indicates that this is the district office reads: “We are committed to quality education and learning.” The first question that came to mind was how the Education Offices could look so rural in the middle of the town⁴. The security is friendly enough to allow you to park anywhere you can find shade amongst other cars parked in any direction under the limited number of remaining trees. The storeroom on the field has a few officials that seem not to worry about who enters the premises.

The last block of offices is like undersized classrooms. The neatly, fashionably dressed officials were all much occupied with something that looked as if they had missed the deadline. Most of the officials appeared young and energetic. They quickly pointed me in the direction of the Director’s office. My earlier electronic communication with the female District Director had assured me that I could relax and enjoy the tranquil surroundings amidst suburban noises. The Director arranged for me to meet with the Deputy Director: Policy and Planning, who was awaiting my arrival. The meeting took place in the office of the Deputy Director that was big enough to have a desk, two small couches and one chair. The friendly lady advised me to print out all the documents I needed and leave the copies with her. She promised that she would try her best to get as much information as possible amidst the Public Service industrial action. She promised that she would try and arrange the seminar with available officials who could represent the identified sub-directorates.

4.5.2 District Two

One would expect that a lower performing district would be out in no-man’s-land and that the buildings which house the officials would reflect that. On the contrary, it was

⁴ The names of the towns and cities are purposefully not provided to protect the participants and to comply with ethical requirements.

found that the huge gates with tight security led to a state of the art facility with sponsorship boards from a variety of huge donors. According to the security guard, the old sign next to the new one belonged to the previous owners of the building. The district office moved onto these premises in 2003 and has been occupying the property since then.

4.5.2.1 Background

The foyer was welcoming with trees in the courtyard and stairs that led to the first floor of the District Management Team (DMT). The receptionist behind the shatterproof window looked amazed or alarmed at my visit and promptly responded in Sesotho, pointing the way to the District Director's office. The switchboard receptionist saw my predicament and responded with the same directions in English. The officials from the registry unit who were sorting mail for schools were amazed at the whole scenario of switching languages and blamed the receptionist for the inability to explain in "plain English." The first floor was well laid out, as administration offices for an institution like a college would be. The clear signage to relevant DMT offices directed me towards the Director's office.

The Personal Assistant to the Director was very helpful and directed me to the office of the Deputy Director: Policy and Planning, who had delegated power in the absence of the District Director. The previous electronic communication with the young man enabled me to identify the purpose of my visit with the introduction of our names. By his response, I could sense his interest in the research that had been done in his district as well as his attempt at supporting efforts to work at the image of their district. The discussion which followed was regularly interspersed with the phrase, 'What can we do to assist the study?'

The instruments were sealed in folders and the Deputy Director advised me to have individual sessions with the purposefully selected employees as the Education Department was not functioning normally due to industrial action by the Teachers' Unions on wage negotiations. He suggested that the intended seminar should be postponed until after the teacher strike action which could be in the fourth term of the

academic year. The industrial action made it extremely difficult for officials to find the management data of the district.

The researcher journal was used to record the observation and experiences of the OC in district offices, and the administration of the instruments used for data collection. The dual role of the researcher was to experience the OC activities of the group and recording the experiences of observed behaviour and processes (Welman, Kruger & Mitchell, 2009).

4.6 Sampling

Tellis (1997) argues that the unit of analysis is a critical factor in the case study. The literature on education district offices highlights the fact that they consist of six different sub-directorates which can be used as units to analyse district performance (Chapter 2, section 2.1).

The unit of analysis guided the research design into using both non-probability purposive and random sampling techniques (Van der Merwe, 1996; Tellis, 1997). This study supports Yin (1994) who, like Welman *et al* (2009), contends that purposive sampling is used in a case study to select representative participants from all the different sub-directorates in the district offices as they hold the data needed for the research.

A total number of four civil service officials and four public service officials were randomly sampled as respondents in the research from the entire District Management team in each district office. The completed data set outlined in table 4.1 contains information on all the participants and respondents.

Officials in the DBE are directly involved with the development of policies, circulars and intervention strategies to support the development of education district and regions in the country. The respondents in the PED are working with the different selected district offices that were selected as cases to be studied. The selection of respondents included both civil service (CS) and public service (PS) staff to get the

view from different kinds of employees in the PED. The respondents from the two district offices were an exact replica of each other. These respondents were members of the District Management team that in total consist of twelve officials. A total number of eight officials (four CS and four PS) were randomly selected as respondents in each district.

The sample of participants in phase one include the Director in the Department of Basic Education District Development Directorate, the Chief Director for Districts from the Provincial Education Department Directorate for District Management and Governance, as well as the two District Directors for the respective district offices. These participants were selected to gain the knowledge and belief about the OC in district offices.

During phase two the participants that were sampled were Chief Education Specialists in the District Development Directorate in the Department of Basic Education, Deputy Chief Education Specialist in the District Management and Governance Directorate in the PED and Chief Personal Assistants in the District Management and Governance Directorate, and the Chief Personal Assist of the Director General for Education in the PED. These participants were selected to understand performance and achievement in district offices.

Table 4.1: Phases of sampling

PHASE ONE	PHASE TWO	PHASE THREE
Purposive sampling	Purposive sampling	Random sampling
QUALITATIVE	QUANTITATIVE qualitative	QUANTITATIVE
RESPONDENTS LIST		
Director: Directorate District Development (DBE)	Chief Education Specialists: Directorate District Development (DBE) (10 respondents)	Chief Education Specialist: Policy and Planning (District one and two)
		Chief Education Specialist: Institutional Development and Support (District one and two)
Chief Director: District	Deputy Chief Education	Deputy Directors: Human Resource

Management and Governance (PED)	Specialists: District Management and Governance (PED) (3 respondents)	and Finance (District one and two)
		Chief Education Specialist: Education Support and Special Programmes (District one and Two)
District Director (Case One)	Chief Personal Assistant: District Management and Governance (PED)	Deputy Chief Education Specialists: Curriculum Delivery and Support (District one and two)
		Deputy Chief Education Specialist: Institutional Development and Support (District one and two)
District Director (Case Two)	Chief Personal Assistants: Office of the Director General (PED)	Assistant Director: Examinations and Assessment (District one and two)
		Senior Administrator: Information Technology Senior Administrator: Human Resource Development (District one and two)
4 Participants	15 Respondents	16 Respondents

During phase three the participants included officials in the two differently performing district offices. This was done with a view to understanding the role that leadership and management plays in creating an educational performance focussed OC in district offices. Their responses to the main concept were placed in a framework of themes and administered in different data collection instruments. This framework presented the way in which the main concepts were coded into themes, categories and patterns.

4.7 Data collection instruments

The study aimed to understand the OC in district offices where the academic performance of the district offices differs in terms of their grade twelve results. The assumption was that OC has an influence on performance of district based on the

overall performance⁵. Because of the nature of district offices as organizations, and the way in which the research on district OC is structured, it required a method of research that would adequately gather data that could be validated across the different cases. To study OC, performance and achievement, leadership, and management in differently performing district offices, the study used three major data collection instruments during three different phases of data collection.

The approaches outlined in table 4.2 are based on the classification of Richards (1999) and they combine both qualitative and quantitative data (Burke-Johnson & Onwuegbuzie, 2004). The research approach is explained as mixed methods. The qualitative part of the inquiry sought to build a holistic, largely narrative, description which informed the researcher's understanding of a social or cultural phenomenon. The quantitative part of the research was applied among others to test the hypothesis of the study which, in this case, was whether OC is a determinant of whether a district office becomes a low or high performing district (Chapter one, section 1.8.8). The quantitative part in the mixed method inquiry involved the collection of factual data and then statistically analysing the data (McMillan & Schumacher, 1993). The mixed methods research addressed the research aims from an interpretivist perspective (Van der Merwe, 1996).

Table 4.2: *Data collection instruments*

PHASE ONE	PHASE TWO	PHASE THREE
Face-to-face in-depth interviews	Questionnaire Close-ended and open-ended questions	Questionnaire Close-ended questions
Observations	Observations	Observations
STAGE ONE	STAGE TWO	STAGE THREE
Department of Basic Education	Department of Basic Education	District office (Case One)

⁵ The performance of a district office is based on the performance of schools during the NSC examination. The same criteria for selecting the participating case studies were used to determine the decreasing performing district office for the pilot study.

Gauteng Provincial Education Department	Gauteng Provincial Education Department	District Office (Case Two)
District Offices (Case One and Case Two)		
PARTICIPANTS		
Directors and Chief Director	Chief Education Specialist, Deputy Chief Education Specialist, Assistant Directors, Chief Personal Assistants	Chief Education Specialists, Deputy Directors, Assistant Directors, Deputy Chief Education Specialist, Senior Administrators

The different data collection methods were used to pursue the aims of the research in four different steps. Each of these methods is discussed below providing the procedure, the coding of the main concepts, and the kinds of data collected.

4.7.1 Face-to-face in-depth interviews

Bryre (2005) argues that the researcher should ensure that the research question can be answered appropriately by interviewing people who have experienced the phenomenon of interest. To support Bailey’s argument (1987) that the interview should be conducted to meet methodologically rigorous criteria for prolonged engagement, the questions from the face-to-face interview assisted with the development of the questionnaires.

An interview schedule was prepared to meet with senior officials in the Department of Basic Education, the PED and the District Directors of the participating district offices (Addendum E). The list of topics consisted of twelve in-depth questions which attempt to address the following themes:

- Organizational culture: To determine the managers’ understanding of OC,
- Leadership and management: To understand how the execution of the mandate was shaped, and how policy implementation was influenced by leadership and management style
- Performance: To get the managers’ perceptions of performance of district offices

- Achievement: To explore definitions and perceptions of participants of performance and achievement.

4.7.2 Close-ended and open-ended questionnaire

The questionnaire consists of both close-ended and open-ended questions and was administered in phase two to purposefully selected officials in the Department of Basic Education, and the PED who were not in senior positions. These officials were addressed during a seminar on the literature in chapter two and three after which they expressed their opinions on the relationship of OC and performance in district offices (Fontana & Frey, 1994).

The first questionnaire consisted of four sections; Section A: Personal details, Section B: Performance and Achievement, Section C: Leadership and Management, and Section D: Culture of the Organization. Seminars were held in the National Department of Education where the questionnaire was administered.

Section A consisted of 14 items providing 10 biographical descriptions of the respondents.

Section B consisted of twelve close-ended questions. Participants responded to the performance criteria by first answering 'YES' or 'NO' and then rated their understanding of the required response using a five level rating scale.

In section C participants were requested to score their own experience and practice of leadership and management by responding to the 10 open-ended questions using the 5 level Guttman rating scale, and comment with reasons for their scores (Maree, 2005).

Section D consisted of 39 closed-ended questions on the variable organizational culture. Participants responded to the performance criteria by first answering 'YES' or 'NO' and then rated their understanding of the required response using a five level rating scale.

4.7.3 Close-ended questionnaire

The use of the second questionnaire in phase three in this study was among others to assist with validating the findings in the research. Woods (2006) argues that there is no all-encompassing rule for when to use a questionnaire. The choice was made based on the nature of assessing OC in organizations using organizational climate instruments and the absence of a specific tool to assess this in education district offices. When choosing between *within-method* and *between-method* triangulation in methodological triangulation, a self-completion questionnaire is used in conjunction with an interview and participant observation (Denzin, 1970).

The questionnaire was divided into five different sections (Addendum B). Each section addressed a particular concept that provided data related to the research question.

Section A required biographical data to place the respondent within a biographical category during data analysis.

Section B consisted of nine pre-coded question using a five-level Likert scale on the importance of district performance. The respondents had to respond to the nine questions by rating the different concepts as the reason why they are working in the education department. The concepts of organizational culture (Chapter 2, par 2.6.4) were pre-coded as follows:

1. Level of Education - Salary.
2. Utilization of Time - Working hours.
3. Interpersonal Relationships - Holidays.
4. Weaknesses - Fringe benefits.
5. Strengths - Opportunities for promotion.
6. Upbringing - Job security.
7. Leadership - Opportunity for community service.
8. Responses to Change - Opportunity to develop learners and talents.

9. Life Experiences - Opportunity to develop own talents and skill.

Section C consisted of five open-ended and closed-ended questions on leadership awareness. The five open-ended questions allowed narrative comments from the participants. Respondents firstly responded by answering 'Yes' or 'No' and is provided space to comment on their response. The five questions were pre-coded with the concepts of OC and the responses were recorded to find data on these concepts of OC (Addendum E).

Section D required responses on the concepts organizational climate and organizational culture consisting of seven questions. The section consisted of two main questions. The first question was developed into six themes which addressed one of the concepts of management. Respondents had to respond by answering "Yes" or "No" to the themes. The concept '*Providing Innovative Congruent Policy Frameworks*' was addressed by the question: "Has your district/provincial/national management developed the following: Contextual performance policies/agreements, Organizational climate policy, Organizational culture unit/section meetings, A management plan including team building excursions for the leadership and management, Improvement plans that include a detailed staff development plan, Policies on infrastructure and resources development." (Chapter 3, par 3.5.1)

The second question in section D was linked to the management concept "*Maintaining Sound Human Relations.*" The question asked on the questionnaire was formulated as follows: "What is the level of cultural orientation integration amongst the district/provincial/national office staff? (Chapter 3, par 3.5.2)

Section E, consisted of ten questions that addressed the variable of achievement of district officials and district offices. The 10 pre-coded questions in section E were linked to eight of the concepts that define the variable leadership and management. The main question, "What expectations do you have of the education system" required respondents to rate each question on a five level scale (Chapter 3, par 3.5.3).

4.7.4 Observations

During participant observation the dual role of the researcher was to experience the activities of the group whilst recording the experiences of observed behaviour and processes (Welman *et al.*, 2009). The dual role, being the biggest disadvantage of participant observation as a research method (Stake, 1995), forced the researcher to make a decision on the degree of his involvement as a participant observer. The observation made by the researcher during visits and interaction with officials in the Department of Basic Education offices, PED offices and district offices focussed on the following themes and sub-themes (Chapter 2, par 2.5):

- Implicit power: leaders and managers' understanding of motivation.
- Explicit power: the use a leadership and management style that will lead to accountable results.
- Execution of mandate: The perceptions of accountability in leaders and managers.

The field notes and observations made during site visits, meetings, and discussions with other researchers in the field to support the arguments in the research were recorded in the researcher's journal. The researcher's journal was used to record the observation and experiences of the OC in district offices, and the administration of the instruments used for data collection. Completing the research journal required six essential steps (Bailey, 1990):

- Task Definition: figuring out what to do.
- Information Search Strategies: figuring out where to look.
- Location and Access: finding relevant sources. Use of Information: know how to get the information from sources.
- Synthesis: analysing the recorded information into the research.
- Evaluation: presenting the information related to the patterns and codes.

Borg (2001) argues the usefulness of the research journal by illustrating the process benefits for researchers in four extracts. The benefits include how the journal can assist the researcher in exploring concerns and identifying ways of addressing the conceptual framework of the research, how the journal allows anxieties (in this case

related to fieldwork) to be aired and examined, how the journal provides a medium through which problems can be gated and fresh perspective can be gained, and how the journal allows undeveloped thoughts to be transformed into tangible forms open to further analysis and development.

4.8 Ethical considerations

The goal of ethics in research is to ensure that no one is harmed or suffers adverse consequences from the research activities (Naicker, 2008). The rights of participants in this study were protected by the following steps:

- Ensuring that none of the participants was named during the research or subsequent thesis as more than one of these posts exists in most cases.
- Participants were selected to participate without compulsion.
- All participants were informed of the reason and purpose of the research.
- Informed consent was obtained from all the education managers and relevant education sections before the commencement of data collection (Addendum A).

The journey of ethical consideration started with piloting the entire data collection process in an average performing district. The average performance of a district refers to a district office that was listed between third and sixth in the National Senior Certificate examination in the GDE in the last three years (GDE Annual Report, 2008/9). The advantage of working in this district was experienced when permission to collect data from two other districts was obtained from the Provincial Office (Addendum A). The Deputy Director for Policy and Planning in the pilot district office advised me to contact the Chief Director for Districts in the Branch District Development and Governance. When I contacted the Provincial Education Department Branch District Development and Governance I was referred to the National Education Department Directorate District Development to get approval to conduct research in the development of district offices in education (Addendum A). It was only after this approval was granted that I could apply for approval to conduct research in district offices. To ensure that the actual data collection process complied with ethical standards and can withstand any disruptions, it was important to simulate the entire process as what it would be done during actual data collection.

This process is briefly explained as it supports validity and reliability measures in the study.

Ways of observing the OC - The Gauteng Education Department restructuring at the end of 2000 dissolved the previous education structure in the province which consisted of the Provincial Office, or Head Office, and different district offices which reported to the Northern, Central and Southern regional offices (GDE, 2010). The decentralization process closed the regional offices allowing district offices to report directly to the PED. By January 2001 District C operated from the buildings in the CBD with staff members from different district offices under the central regional office. In December 2005 the district relocated to offices in a northern suburb to fairly distribute the distances between the schools being serviced.

Determining the participant background - By the end of 2009 the 237 officials relocated twice to different offices in a northern suburb, changing more than 50% of the original Executive District Management Team. Many of the key staff members were lost due to the migration of staff members to the Gauteng Shared Services Centre (a central Human Resources Centre), and through the constant relocation of the offices which influenced the travelling distances to work.

Analysing the operations in the district - The district is currently occupying two office buildings in a residential area in the same suburb. The two office buildings have separate reception areas managed by security. The second building is occupied primarily by Public Servant officials and the District Director whilst the first building of two floors is occupied primarily by civil service staff members, and includes a resource centre and the main boardroom for staff meetings. Shortage of workspace and furniture for officials are some of the related consequences of the relocation.

Interpreting the collected information - The feedback from the participants included valuable comments that assisted in rephrasing some of the questions. The major concern was the personalized questions. These questions were sometimes difficult to respond to. It required participants to have a good idea of the research topic. The cultural orientation grouping was confusing and participants had to be

asked whether their home language was Nguni or Sotho. It was also noticed that in the cultural orientation grouping there was no provision for Asian people. Very few participants recorded comments in section three of questionnaire two.

4.9 Trustworthiness and reliability

Gall, Borg, and Gall (1996) argue that the data's chain of evidence establishes the logical relationship between research questions, research procedures, raw data, and results. The notion of 'data chains' is a device used to make more explicit the way from the field experience to the textual outcomes of the research (Pryor & Ampiah, 2003). The process of getting the appropriate approval letters to collect data in district offices resulted in a series of data collection opportunities from the external environments. These opportunities created data chains which became central to the data collection approach. The chain started with piloting the instruments in a district office. The information from a pilot did not only present possible challenges in administering the tools, but presented the first insight into the OC in a district office.

The second link in the chain was the constant visits to the Provincial Education Department which, with continued pressure on the power constellation in the Provincial Department, introduced the third link. The support at the National Department of Education presented the third link as vital to investigating OC in The Department of Basic Education in South Africa. Visiting the two identified district offices provided the final two links in the data chain. The completed instruments from three levels of the education system, including three differently performing district offices were coded using different colour covers and reference numbers. An attendance register with details of participants was kept and linked to the reference numbers and colour codes.

Trustworthiness is the process of ensuring credibility, applicability, dependability, and confirmability of the analysis and interpretation of data according to Cresswell (1994). Welman *et al.* (2009) concur and argue that the credibility of the findings assist with making the research reliable. Raimond (1993) argues that reliability measures in a research study allow the evidence and conclusions to be generalized

to different measurement and test forms. The following strategies were applied to promote trustworthiness during data analysis and data interpretation.

4.9.1 Triangulation

Bless and Higson-Smith (2004) state that triangulation refers to the use of more than one approach to the investigation of a research question in order to enhance confidence in the ensuing findings. They argue like Webb, Campbell, Schwartz, and Sechrest (1966) that there are good enough reasons for reserving the term triangulation to check the validity of findings by cross-checking. Welman *et al.* (2009) contend that triangulation forms one of the cornerstones for conducting case study research. The purpose of triangulation would be to corroborate findings from various data sources on the relationship between OC and district performance. In this study the use of observations, interviews and questionnaires in the qualitative part of the study at three levels of the education provision, constitute triangulation. The mixed methods methodological approach enhanced trustworthiness and reliability as it used both qualitative and quantitative research methods to verify findings.

4.9.2 Verifying raw data

The trustworthiness of the study according to Gall *et al.* (1996) is increased when data analysis and conclusions are verified in a systematic manner and research participants review findings for accuracy and representativeness. The transcripts from interviews were sent to District Directors and Chief Directors allowing them to verify that the recorded responses were precise and represented the view of the department.

4.9.3 Note keeping

The logical relationship between research questions, research procedures, raw data, and results was recorded in a researcher's journal. Gall *et al.* (1996) advance five

strategies for establishing the data's chain of evidence from recorded entries in the research journal. The first strategy is outlier analysis. Dissimilar cases of district offices, PED and National Education Department were examined and differences explained. This contributed to strengthening the findings' integrity. The second strategy is long-term involvement. The data was collected over the long-term, and then situation specific influences were cancelled out.

4.9.4 Stakeholder checking

Gall *et al.* (1996) argue that the fourth strategy to increase trustworthiness is a representativeness check. This strategy was important for the selection of case study research. Conducting the seminars in the National Education Department and interviewing PED officials required other officials that were not part of the sample to get involved in one way or the other. Interviewing was reviewed to assess representativeness (Gall *et al.*, 1996). Comments from officials that were not part of the sample were recorded in the researcher's journal and these comments were used to cross-check responses from participants during the interview. Participants were afforded an opportunity to verify and correct their statements so as to allow the comments to be representative of the particular department.

4.9.5 Verifying and validating

Gall *et al.* (1996) like Lincoln and Guba (1985) argue that the central issue in trustworthiness and reliability is validity which includes interviewer corroboration, peer debriefing, and prolonged engagement. They argue that the fifth strategy for enhanced trustworthiness is pattern matching. Similar to the goal attainment methods for evaluating a project, the perceived benefits of an intervention are checked against those found. The completed transcript was sent for external verification and validation (Gall *et al.*, 1996).

4.9.6 Approval and consent

Researchers in education have to observe specific processes in individual conduct when contacting the Department to obtain permission to collect data from participants, employees, stakeholders, and entering department buildings and offices. The letter from the office of the Chief Director for districts (Addendum A) and a letter from the research committee in the PED (Addendum B) requested officials and District Directors to respond to interview questions and complete the questionnaires.

The letter of consent from the Office of the MEC in the GDE (Addendum C) was not the final key to getting into district offices and obtaining interviews with District Directors and officials working in the district office. Numerous telephonic conversations and electronic communication needed letters from other offices within the Education Department. In following Welman, Kruger and Mitchell (2009) participants were informed that they were allowed to withdraw their participation at any stage during the research. Respondents signed the consent form before administering the questionnaire (see addendum D).

The participants in the face-to-face interviews were given an opportunity to review their responses when the recorded interviews were transcribed. The participants were informed that the only reason that they had to sign the consent form, which forms part of the addendum, was to prove that they were not forced into participation but that they were participating willingly (Fontana & Frey, 1994).

At the beginning of each session, all participants were assured of the confidentiality of their responses during the interview and on the questionnaire and that the information would be presented in an anonymous reporting manner by using pseudonyms (Cresswell, 1994). All participants were informed that the attendance register was a requirement from the PED protocol for conducting meetings and seminars in education offices during working hours and that the information could not be used to harm or discredit them in any way (DoE, 2000).

4.10 Data analysis

The key concepts of the study, discussed in chapters two and three were coded to assist with the analysis of the interview and questionnaires. The process of case data analysis involves arranging the text data about the study, looking for patterns, threads, constructs and commonalities to explain the relationship between OC and district performance (Gall *et al.*, 1996). All the questions in the data collection instruments were pre-coded to assist with the analysis of the collected data.

The collected data was checked for differences and these differences were resolved. This process involved first sorting the relevant policies and Acts and information according to the key variables (OC, organizational climate, leadership and management, performance and achievement) to categorize data.

The diagram in figure 4.2 illustrates how the key concepts are linked to the interview questions which lead into the questions in the questionnaire (Cresswell, 1994). The analysis of the data was done in the different phases to ensure that the relevant patterns, categories, and codes respond with the text data for a specific collection instrument.

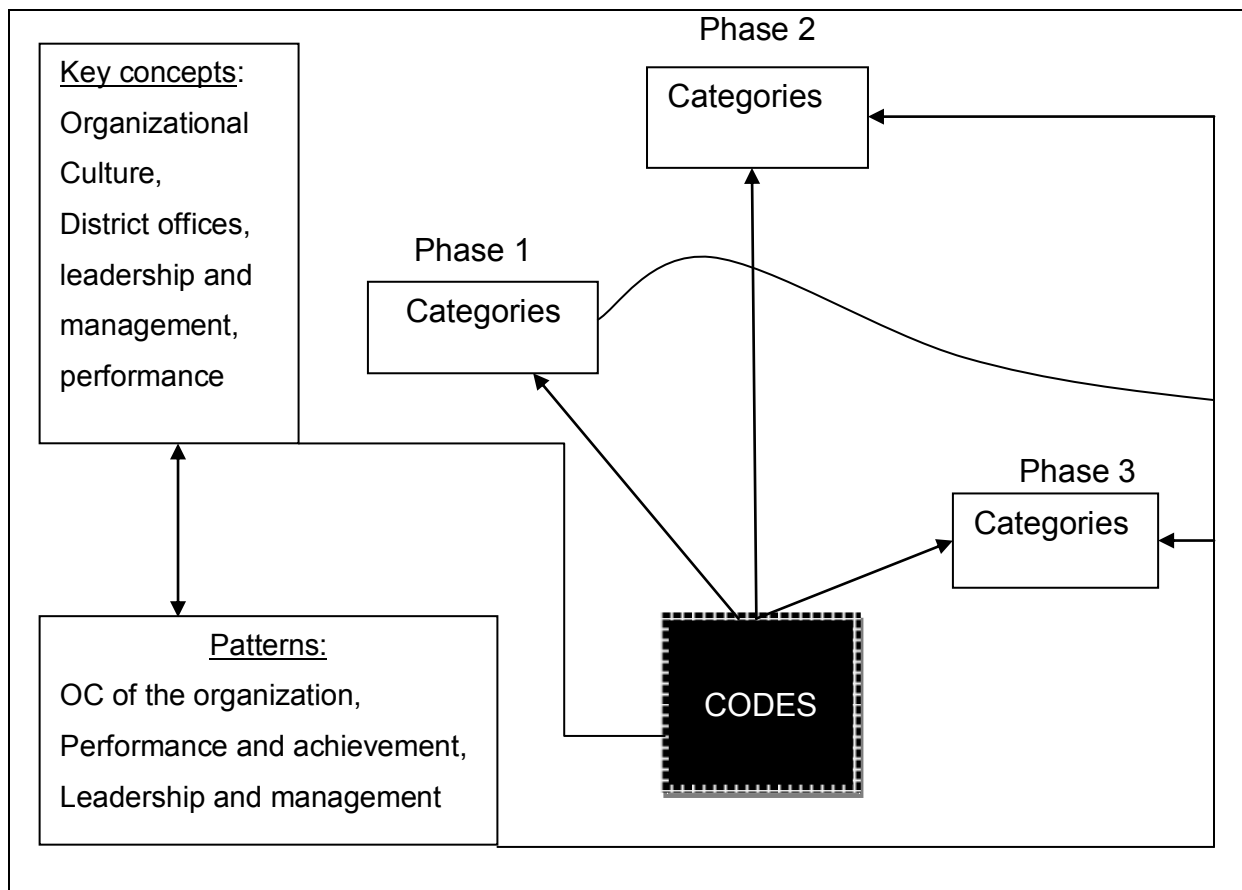


Figure 4.2: *Process of data analysis and coding*

The completed instruments were coded and sorted according to the themes using software programmes (Richards, 1998). The analysis of the patterns from the software programmes were matched and aligned with the framework of the key variables in the study (Yin, 1994). The collected data were captured using two different programmes. The quantitative data were captured in MoonStats and the qualitative data were captured using Microsoft Excel. The programmes formatted and calculated descriptive statistical computations that provided analyses smaller of data sets and information. The analysis of the different codes is defined in the procedure for analysing the data collection tools in the different phases.

4.10.1 Phase one

The data was grouped question-by-question and analyzed as an entire data set following the common themes, categories, patterns, and codes (Bryne, 2005). Each

focus question was represented by the broad themes that created the different patterns. The available literature on compliance and mediation, explicit and implicit power, the elements, concepts and dimensions of OC and organizational climate was used as categories for the different patterns. Single argumentative questions were formulated that could be posed to the participants. These questions allowed for follow-up questions and further discussion questions to clarify uncertainties (Welman *et al.*, 2009). The questions were coded following different categories. Additional comments from the participants were recorded in the researcher's reflective journal based on the patterns and categories in each coded question. The responses from the semi-structured interview presented deals with data and interpretations of the two focus questions addressed in this chapter.

4.10.1.1 Procedure

The face-to-face interviews were conducted at the offices of the various Directors. The questions were availed to the Directors before the face-to-face interview (Bailey, 1987) together with the review of literature on legislative framework for districts and the role of district offices. Their responses to the twelve questions were analyzed using descriptive codes from literature. Figure 4.2 above provided a graphic illustration of the template that was used during the analysis of the semi-structured interviews

The responses from each participant were read and then categorized using the template for analysis. The codes in each question were highlighted in the recorded responses. The responses of the participants that were connected to these codes and categories were placed alongside the respective pattern in the template. Additional explanations taken from the responses of the interviewees assisted to further address the different embedded concepts in the categories. The notes from the reflective journal were used to enhance the interpretation of participants on the different categories.

4.10.1.2 Analysis

The transcripts of the face-to-face interview and write-ups from the field notes were used to analyse and make sense of the responses of the District Directors. The pre-codes that were created prior to the interviews were used to identify descriptive comments from the interview (Welman *et al.*, 2009). The question number nine: “How do you think is organizational culture experienced in district offices?” had four codes; Think (interpretative code), OC (descriptive code), Experience (interpretative code), and District Office (descriptive code). The descriptive and interpretative comments were attached to the codes (Bryne, 2005).

These codes were linked to the categories and sub-categories from the literature, providing descriptive comments about the different categories. The list of codes for the write-ups was used to explain further and to provide interpretative comments. In this chapter the comments of the participants that is linked to the two aims is each time introduced and then presented as interpretation of the patterns.

4.10.2 Phase two

A total of 15 respondents completed the first questionnaire. The respondents were coded numerically according to the unit of analysis (Welman *et al.*, 2009). Numbers were used to differentiate the personal details in Section A (Miles & Huberman, 1984). The responses to the questions in the remaining questions were recorded using the five level scales in the instruments. Table 4.3 provides the structure used for the analysis of semi-structured interviews. Each question was coded and linked to a category of different data. This data was analyzed individually and common themes were grouped in different colour schemes.

Table 4.3 *Procedure of analysing the semi-structure interview*

CATEGORY	CODES
The elements, concepts and dimensions of OC and organizational climate	1. What policies address organizational culture in Gauteng Department of Education? 2. What are your understanding, interpretation, and

	definition of organizational culture? 3. What is your perception of how organizational culture should be experienced in district offices?
OC and performance, Climate and performance District performance and schools, District culture and performance	4. How would you define/explain/describe performance? 5. How would you define/explain/describe achievement? 6. How would you explain the difference between performance and achievement?
The difference between explicit and implicit power	7. What policies address organizational culture in district offices? 8. What legislation determines and mandates district offices? 9. How do you think is organizational culture experienced in district offices?
Compliance or mediation.	10. What policies, circulars, and or memoranda address leadership and management in the education department and specifically in district offices? 11. What are the obstacles that stand between the ideal organizational culture and what is perceived to be the organizational culture in the education department/district offices? 12. How would you define/explain/describe performance?

Comments on the instruments were recorded in the research journal under the key concepts in the study (Richards, 2005). The discussion of the themes and sub-themes in chapter three were used as key words that are linked to the key concepts in the study (Welman *et al.*, 2009). The responses to the different questions were recorded as a response to the two aims using descriptive and interpretive coding (Stake, 1995; Yin, 1994; Runkel, 1990). Table 4.4 provides the structure used for the analysis of questionnaire one. Each question was coded and linked to a category of different data. This data was analyzed individually and common themes were grouped in different colour schemes.

Table 4.4 *Procedure of analysing questionnaire one*

CATEGORY	CODES
OC and performance, Climate and performance, District performance and schools District culture and performance	1. Life experience,
	2. Upbringing,
	3. Enabling environment,
	4. Assisting principals and educators,
	5. Quality of learning and teaching,
	6. An enabling environment,
	7. Responds to change,
	8. Responds to other people,
	9. Accountable for own performance,
	10. Accounting for performance of education institutions, and
	11. Accounting to performance agreements
	12. Holding educational institutions to account for their performance
Explicit and implicit power, Compliance or mediation	1. Fostering commitment,
	2. Encouraging good practices,
	3. Providing innovative congruent policy frameworks,
	4. Maintaining sound human relations,
	5. Enhancing a spirit of co-operation,
	6. Analysis of the educational environment,
	7. Planning in teams,
	8. Maintenance of records,
	9. Financial accountability, and
	10. Resources responsibility.
Role in creating the OC of the organization	1. The elements of OC
	2. The concepts of OC
	3. The dimensions of OC
	4. The organizational climate

4.10.2.1 Analysis

The main concepts and constructs identified during the discussion of the available literature were used as sub-themes to further explain the main themes. The sub-themes were formulated into questions of the first questionnaire.

Table 4.2 above illustrates the process of coding the different concepts as patterns using Microsoft Excel. The sub-themes were formulated as categories. The categories were phrased into the corresponding codes to which the participants responded.

4.10.3 Phase three

The completed questionnaires were captured in MoonStats, a stand-alone statistical software programme that operates in Windows. It provides the statistical tools for data exploration and data description. The programme allows for commonly used statistics complemented by graphs to enhance visual understanding as well as data entry of numeric values into data sheets. MoonStats performs the standard descriptive statistical computations as well as bivariate descriptions and inferential statistics. The programme can be formatted and set to calculate descriptive statistical computations and provide an easy way to analyse smaller data sets and information.

4.10.3.1 Procedure

The participants were coded numerically according to the different cases (Welman *et al.*, 2009). Different numbering was used to differentiate the two cases (Miles & Huberman, 1984). The code “D1” for district one and “D2” for district two corresponded with the coding of the cases. Each participant was numerically coded (001 to 010) for individual identification in a particular case. A typical example of the code will be as follows: D1001 would indicate participant one in the well performing district office. Table 4.5 provides the structure used for the analysis of questionnaire

two. Each question was coded and linked to a category of different data. This data was analyzed individually and common themes were grouped in different colour schemes.

Table 4.5 *Procedure of analysing questionnaire two*

CATEGORY	CODES
Level of education	1. Salary ,
Utilization of time	2. Working Hours,
Interpersonal relationships	3. Holidays,
Weaknesses	4. Fringe benefits,
Strengths	5. Opportunities for promotion,
Upbringing	6. Job security,
Leadership	7. Opportunity for community service,
Responses to change	8. Opportunity to develop learners and talents,
Life experiences	9. Opportunity to develop own talents and skill
Visible elements	1. District culture
Invisible elements	2. Aware of the district culture
Behavioural elements	3. District has an effect on the performance of officials
Artefact elements	4. District climate has an effect on the performance
Educational performance	5. District performance
Analysis of the educational environment	1. Organizational climate policy
Planning in teams	2. Organizational culture building meetings
Maintenance of records	3. Team building excursions for the leadership and management
Financial accountability	4. Contextual performance policies/agreements
Resources responsibility	5. Policy on infrastructure and resources development
OC	6. District Improvement plan
Fostering commitment	1. Opportunity to develop your talents.
	2. Achieve theoretical knowledge
Encouraging good practices	3. Achieve practical competencies
	4. Personal development as a leader
Providing innovative	5. Financially not profitable

congruent policy frameworks	6. Challenging
Maintaining sound human relations	7. Establish interpersonal/human relations
	8. Fulfil you as a person
Enhancing a spirit of co-operation	9. Stimulating
	10. Give expression to my calling

The responses to the questions in the remaining questions were recorded using the five level scales in the instruments where level 1 is not at all and level 5 is almost always. Comments on the instruments were recorded in my research journal under the key concepts in the study (Richards, 2005). The discussion of the themes and sub-themes in chapter two were used as key words that are linked to the key concepts in the study (Welman *et al.*, 2009). The responses to the different questions were recorded as a response to the two aims using interpretive coding (Stake, 1995; Yin, 1994; Runkel, 1990).

4.10.3.2 Analysis

The main concepts and constructs identified during the discussion of the available literature were used as sub-themes to further explain the main themes. The sub-themes were formulated into questions and response which were phrases into the questionnaire. Table 4.5 above illustrates the process of coding the different concepts as patterns in the questionnaire. The sub-themes were formulated as categories. The categories were phrased into the corresponding codes to which the participants responded.

4.10.4 Observations in the researcher's journal

The observations made by the researcher during visits and interaction with officials in the Department of Basic Education offices, PED offices and district offices focussed on the following themes and sub-themes:

- Implicit power: leaders and managers understanding of motivation.

- Explicit power: the use a leadership and management style that will afford accountable results.
- Execution of mandate: The perceptions of accountability in leaders and managers.

4.10.4.1 Procedure

The perceptions of the researcher were captured during data collection activities and formal meetings. The general behaviours during the data collection process were logged into a researcher journal.

4.10.4.2 Method

The researcher journal was created in table format which amongst other listed the themes and sub-themes for observation (Addendum C). The observations were recorded immediately after each visit or occurrence to ensure that the first impressions were recorded as experienced.

4.11 Editorial strategy and notes

To guide the reader through the mixed methods study, addressing uncommon phenomena in education particularly in district offices it became essential to have a guide to assist the reader in a strategy to provide editorial comments.

4.11.1 Respondents vs. participants

Although quantitative studies use statistically significant responses and qualitative studies tend using participants, this study predominantly uses purposive sampling. Therefore the term “participants” is used as term to refer to all participants/respondents in the presentation of the data in the next chapter of the study.

4.11.2 Data collection and sampling

The data collection, interpretation, and analysis were done in three phases over three stages (where phase would indicate the period of data collection, and stage would refer to the level where data was collected). During each phase of data collection a different collection tool together with non-participant observations were used in a combination of qualitative and quantitative approaches. Analysis was done during the different stages of the study (DBE, PED, and the two district offices) and not phases.

Mixed methods research uses two different kinds of sampling: purposive sampling during phases one and two, and random sampling during stages two. It should be emphasised that the participants during the first two stages were purposefully selected as they were the only officials that could give the information needed as data for the research. During the last phase participants from the particular level of employment within the specific categorization (CS and PS) in the district office, who were available, were randomly selected to provide responses.

4.11.3 List of participants

The analysis of the data was done using two different computer generated programmes. This data is available as addenda in electronic form and uses certain symbols to identify different participants and stages in the research. The key to read the symbols of the participants at the different stages is indicated in Table 4.6.

Table 4.6: *Key to describe the different sampled participants.*

PARTICIPANTS LIST	Reference keys
PHASE ONE	
Director: Directorate District Development (DBE):	DirDBE
Chief Director: District Management and Governance (PED)	CDPED
District Director (Case One)	DD1
District Director (Case Two)	DD2

PHASE TWO	
Chief Education Specialists: Directorate District Development (DBE) (10 participants)	CESDBE 001 to 010
Deputy Chief Education Specialists: District Management and Governance (PED) (3 participants)	DCESPED 001 TO 003
Chief Personal Assistant: District Management and Governance (PED)	CPAPED 004
Chief Personal Assistants: Office of the Director General (PED)	CPAPED 005
PHASE THREE	
Chief Education Specialist: Policy and Planning (District one and two)	CESD1 and CESD2
Deputy Directors: Human Resource and Finance (District one and two)	DeDD1 and DeDD2
Deputy Chief Education Specialists: Curriculum Delivery and Support (District one and two)	DCESD1 and DCESD2
Assistant Directors: Examinations and Assessment (District one and two)	ADD1 and ADD2

The reference keys are used when the data analysis and interpretation is presented in the next chapter. It is necessary to point out that all the collected data is interpreted and presented simultaneously as one whole hermeneutic unit⁶ to address the main research question.

4.12 Conclusion

This chapter outlined the process of data collection in three phases. Face-to-face in-depth interviews were conducted with officials in the Department of Basic Education during a seminar. Selected participants completed two different questionnaires

⁶ A hermeneutic unit is one particular method or strand of interpretation. It is also the study of the principles of interpretation. In this study it refers to the single particular use of the data, to interpret it and infer from an interpretive stance.

during stages two and three, validating the findings during phase one. The observations of the visit to the Department of Basic Education offices and the occurrences of events during and after the seminar were recorded in the researcher's journal. The same procedure of recording the experiences was followed during visits to the PED and the different district offices. The procedure of data collection using the different data collection instruments was discussed and the limitations, trustworthiness and reliability measures were outlined.

Both quantitative and qualitative methods to collect data were used in the mixed methods study (Azorín & Cameron, 2010). Creswell (2003) writes that a mixed method approach consists of either gathering the information at the same time (concurrently) or introducing the information in phases (sequential or two-phase design). By concurrently gathering both forms of data, the researcher compared the search for congruent findings. Tashakkori and Teddlie (1998) argue that when the data is introduced in phases, either the qualitative or the quantitative data may be collected first, but the sequence relates to the objectives being sought by the researcher.

The research approach in this study was introduced as QUAL → QUAN/qual → QUAN during the three phases of data collection. The qualitative data explored the problem outside the district offices and getting the views from District Directors. The in-depth face to face interviews were conducted with officials in the Department of Basic Education and the PED. This was done to get the views of participants outside the district office on the link between OC and district performance.

The views of officials outside the district office were followed up with quantitative data from the selected sampled participants in district offices to measure the link between OC and performance in different performing district offices, and to assist with triangulation. The mixing of data happened when District Directors in the participating offices were interviewed on the performance of district offices and the link between OC and performance in their districts.

The next chapter presents the analysis and the interpretation of the collected data.

CHAPTER FIVE: DATA ANALYSIS AND INTERPRETATION

5.1 Introduction

The previous chapter outlined the process of data collection in the three phases. Face-to-face in-depth interviews were conducted with officials in the Department of Basic Education during phase one. Selected participants completed two different questionnaires during stages two and three, supplementing and validating the findings from phase one. Observations of the visit to the Department of Basic Education offices and the occurrences of events during and after the seminar were recorded in the researcher's journal. The use of both quantitative and qualitative methods to collect data in this mixed method study was explained.

The research approach in this study was introduced as QUAL → QUAN/qual → QUAN during the three phases of data collection in three different stages. The qualitative data explored the problem outside the district offices and getting the views from District Directors. The in-depth face-to-face interviews were conducted with officials in the Department of Basic Education and the PED. This was done to get the views of participants outside the district office on the link between OC and district performance. These views from officials outside the district office were followed up with quantitative data from the selected sampled participants in district offices to measure the link between OC and performance in different performing district offices, and to assist with triangulation.

The procedure of data collection using the different data collection instruments was discussed and the limitations, trustworthiness and reliability measures were outlined. The purpose of the data collection was to find out what the organizational culture (OC) was in education district offices that perform differently. The study explored the possible link between the performance of district offices and the organizational culture in the district office. The performance of the district office is based on the overall performance of the number of schools in the district. The collected data also presented information on the possible link between the OC of the district office and

the performance of schools in the district. Using different data collection instruments the chapter presents a picture of what it looks like inside a district office.

Data collection was done in different phases at different stages. The different stages included firstly the Department of Basic Education (DBE), stage 2 was the Provincial Education Department (PED), and stage three depicted the two different performing district offices as comparative cases. This chapter addresses the analysis and interpretation guided by the main research question by presenting the analysis and interpretation of the data in four sections. Each section is linked to a different sub-question and research aims and provides the data collection instruments and data collection process used. The interpretation of the data is supported by cross-references to reviewed literature in chapters two and three as well as raw data from the collected data. The next paragraph provides the steps taken during the analysis of data.

5.2 Data analysis and interpretation

The review of literature in chapters two and three identified four different themes in order to discuss and answer the focus question and sub-questions in the study. To find out what the organizational culture in education district offices is like, the following four themes were identified: 1) organizational culture, 2) performance and achievement, 3) leadership and 4) management. These themes were directly linked to the focus question and sub-questions in the study.

The focus question of the study: 'What is the organizational culture in education district offices like?' was guided by four sub-questions which were formulated as follows:

1. What is the organizational culture of district offices?
2. How does the organizational culture influence the performance of district offices?
3. To what extent does the OC of the district office empower or disempower the performance of its employees?

4. What is the difference in the OC between differently performing district offices?

The focus questions were formulated from the problem statement in the research, following previous research related to the study. The problem statement argued that despite research done on performance in education (Van der Westhuizen *et al.*, 2008) and on meanings and purposes of district offices (Narsee, 2005), the possible link between district offices and educational performance has not been examined in detail. Because of the gap in research on the OC in education district offices the research wanted to link the following concepts from previous research:

1. The relationship between PED mandates and forms of power in district offices
2. Policy implementation and accountability in district offices
3. The ability of OC to negotiate the difference between policy compliance and policy mediation, and
4. The ability of OC to influence educational performance.

These concepts were used to develop the framework of data codes around the terms OC, performance and achievement, leadership, and management. The codes were used in three different stages, using different analysing programmes (i.e. Moonstats and Microsoft Excel) to analyze the data collection instruments. Figure 5.1 indicates how the codes were clustered until categories and patterns emerged.

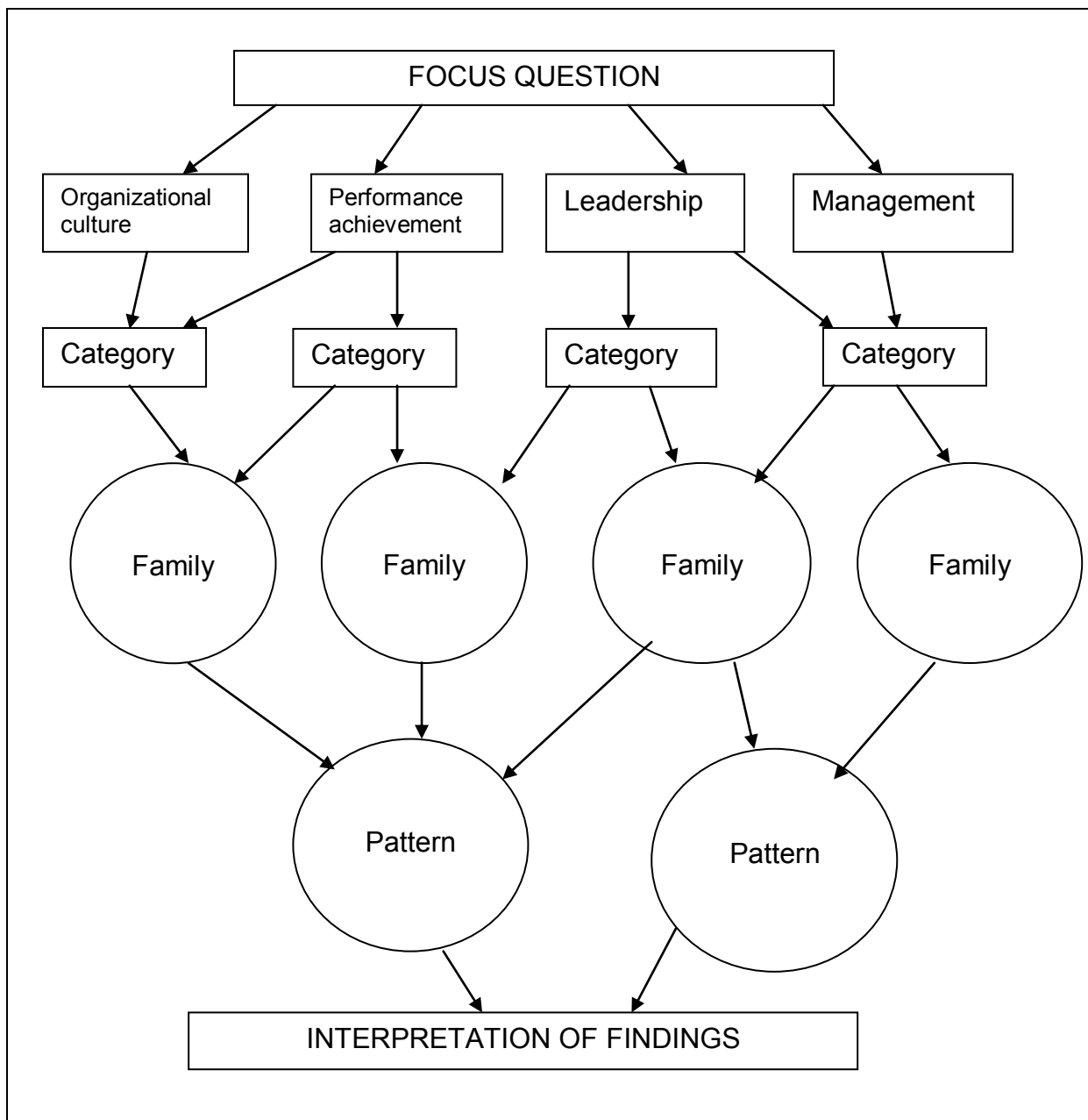


Figure 5.1: *Process of data analysis and interpretation*

The themes were used to develop the data collection instruments and guided the analysis and interpretation of the collected data. The results of each of the data collection instruments were analyzed separately. The data were grouped question-by-question and analyzed as a whole following the common themes, categories, patterns, and codes (Chapter 4, par 4.10). Each focus question was represented by the broad theme that created the four patterns. The patterns in the collected data

were used to interpret the findings using the template for analysis. The codes in each question were highlighted in the recorded responses. The responses of the participants that were connected to these codes and categories were placed alongside the respective pattern in the template (Addendum D). Additional explanations taken from the responses of the interviewees assisted to further address the different embedded concepts in the categories. The notes from the reflective journal were used to enhance the interpretation of participants on the different categories.

The data collection instruments were used to collect data on the different research questions from the Department of Basic Education, the Provincial Education Department, and two district offices. The illustration in figure 5.2 presents a diagram to show the different levels and stages of data collection. The data collection process involved four stages which targeted different parts of the four focus questions. These stages are now briefly explained:

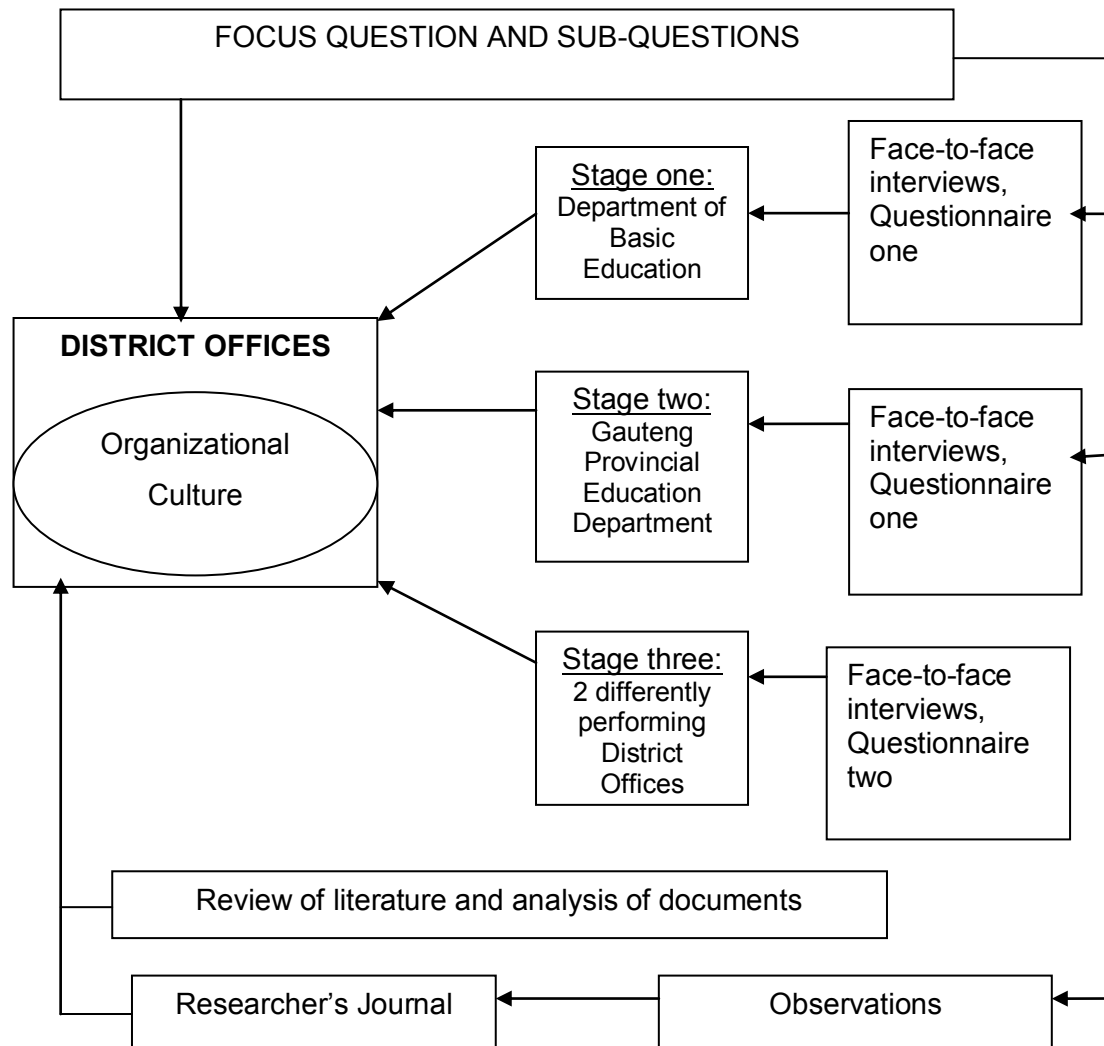


Figure 5.2: *Illustration of the data analysis and interpretation process*

Stage one

During stage one a face-to-face interview was conducted with the Director: District Development in the Department of Basic Education (DBE). The interview was developed from the reviewed literature to collect data on focus question one (What is the organizational culture of district offices?) and focus question two (How does the organizational culture influence the performance of district offices?). Deputy Chief Education Specialists in the Directorate: Governance in the DBE also completed the interview schedule during this stage.

Stage two

Stage two involved a face-to-face interview with a Chief Director: District Governance and Management in the Provincial Education Department (PED) using the same interview schedule used with the Director: District Development in the Department of Basic Education (DBE) and consisted of twelve questions which focused on the four concepts OC, performance and achievement, leadership, and management. Selected Chief Education Specialists and Assistant Directors in the DBE and PED completed the interview schedule.

Stage three

Stage three consisted of face-to-face interviews with District Directors in two differently performing district offices. District Directors delegated the Chief Education Specialists: Policy and Planning, to respond on behalf of the districts. The recorded interview was returned to the District Director for verification and amendments before it was analysed and interpreted.

The purposefully sampled district officials in the two district offices completed the revised version of the questionnaire. The data from the questionnaire provided rich information on how officials in a district office experienced the OC. It also gathered insights on how and why officials were performing in a particular manner in the district office.

The data from the collected tools are presented simultaneously to address the themes and to corroborate the findings from the collected data. The presentation of the interpretation is done in the different stages to understand the difference in OC from outside and inside the district office. The analysis and interpretation for each of the themes are presented separately. The different data sets are discussed as follows:

1. OC – presenting results and interpretation on the eleven concepts
2. Performance and Achievement - presenting results and interpretation on education performance

3. Leadership - presenting results and interpretation on the five responsibilities of leaders
4. Management - presenting results and interpretation on the five responsibilities of managers.

From the reviewed literature it was argued that OC is defined by four elements (visible, invisible, behavioural, and artefacts), but identified in organizations through eleven concepts (vision, mission, values, goals, desired outcomes, complexities amidst chaos, different peoples' views about the organization, what motivates values, what motivates beliefs, what motivate underlying assumptions, and what motivates shared behaviour) (Chapter 2, par 2.6). The definition of OC in the context of the study distinguishes between OC elements (the fundamental constituent parts) and the concepts (the theoretical model for observing OC).

In the review of literature performance and achievement were identified as the execution of the mandate and the implementation of policy in the district office. The reviewed literature highlighted educational performance (providing an enabling environment for educational institutions, assisting principals and educators to improve the quality of learning and teaching, serving as information nodes for educational institutions, and providing an enabling environment for the professional development of educators and administrative staff) and educational achievement (the recognition of improved practices and quality educational performance) in district offices as key concepts.

The literature review further discussed five key functions to separately explain leadership (the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office) and management (the effective and efficient attainment of educational goals and objectives for the enhancement of the vision and mission of the educational institution) in district offices. It was argued that the functions of leaders (fostering commitment, encouraging good practice, providing congruent policy frameworks, maintaining sound human relations, and enhancing cooperation) and managers (analysis of the educational environment, planning in teams, maintenance of records, financial accountability, and resource responsibility) in district office were central to the

establishment of a particular OC in district offices. The influence of the implicit and explicit power of leaders and the difference between compliance and mediation management was highlighted as the responsibility of policy implementation by leaders and managers in district offices (Chapter 3, section 3.2).

The next sections present the findings from literature in the different stages, addressing the concepts as they were found and discussed in the review of literature.

5.3 Organizational culture

It was argued in chapter two that the OC concepts assist in understanding the process of observing OC and analysing the term as it appears in education district offices (Chapter two, section 2.4.2). District offices were analysed using the concepts of OC to explore the presence of OC in terms of how employees understood the OC, what meaning they ascribed to the presence of the concepts of OC, and the symbolic meaning they attached to the appearance of the concepts of OC in the district office (Smircich, 1983; Allaire & Firsirotu, 1984).

Each concept is first introduced and then the interpretation at the different stages is discussed. This is followed up with an interpretation for each concept and a summary at the end of the section.

5.3.1. The vision

Goffe and Jones (1996) describe the organizational vision statements as goal-setters for the future. A vision is specific in terms of its objective and is related to achievement and performance. The understanding, interpretation and appearance of the organizational vision at the different stages were as follows:

Department of Basic Education (DBE): In section D of the interview schedule, participants CESDBE 001 to 010 had to respond to a question whether they were

aware of the vision of the organization and they had to score their role in advancing the vision of the organization. All the participants at the Department of Basic Education confirmed that they were aware that the vision of the department had an influence on the overall performance of the department (Addendum F, section 4)

Provincial Education Department (PED): All the participants DCESPED 001 to 003 CPAPED 004, and CPAPED 005 in questionnaire one also responded that the vision of the department had an influence on the overall performance of the department. During the face-to-face interview, the PED Chief Director said that the newly appointed MEC for Education in the province had changed the vision of the provincial Education Department. The purpose of the change in the vision for the province was to drive intervention programmes for lower performing districts and schools.

It can be seen that the PED generally believes that the vision statement provides goals intended to increase performance and achievement.

District One: In the face-to-face interview, the District Director DD1 said that the *“PED informed us about the change of the vision of the Department with the appointment of the new MEC for Education”* (Addendum C, p 14). The District Director recognised that the implementation of the changed vision would be her primary responsibility and drive for the immediate future. The response of 57.14% of participants in district one who completed the questionnaire, was that officials were responsible for upholding the vision of the department. The vision of the organization was used to direct the operations in the district office.

District Two: The response of 62.5% of officials in District two who completed the questionnaire, was that officials were responsible for upholding the vision of the department. The District Director responded that the *“review of literature that presented background information for District Directors prior to the interview, explained the importance of the OC vision”* (see section 4.10.1.1) but could not communicate his own view (Addendum C, p. 9). The District Director did not mention the change of PED vision by the newly appointed MEC is determined by political

mandate by the ruling party which influences the operations and internal environment of district offices.

Interpretation: It was argued in chapter two (par 2.6.2) that an OC vision should be evident in the web pages, reception areas, in the corridors and in the work areas of members in the organization. The performance contract for office based staff in accordance with the performance based scheme in the PAM requires visionary leadership from managers in district offices. This guides the interpretation beyond what is observed in the work areas of officials and the restricted functions for leadership as highlighted in the review of literature (Chapter 3, par. 3.5.1). The data collected from three different levels in the Education Department found three different interpretations of the vision for education. The OC vision in District One was articulated in the context of the district by the District Director whilst the policy framework discussed in chapter two (par 2.2) provided an adequate basis for an OC vision for the Director in District Two. Visionary leadership was observable with the District Director in district one whilst the District Director in district two did not have visionary leadership and his own opinion of the organizational vision was not clear. The difference in opinion of the different Directors could have been influenced by the change of the vision in the PED by the MEC.

5.3.2 Mission

Niemand and Kotze (2006) explain a mission statement as a means of sharing the vision of the organization with others. The mission is an organization's reason to exist and serves as a guide without a particular time frame. The mission statement provides the framework for managing the operation of the organization. The understanding, interpretation and appearance of the participants of the organizational mission at the different stages were as follows:

DBE: The Director in the Department of Basic Education responded that “*the purpose of the mission of education is to enhance and provide quality education in all provinces*” (Addendum C, p. 12). The Director commented that “*the absence of a policy framework*” makes it difficult to ensure that all organizations in government uphold the central mission of the National Education Department.

PED: The PED Chief Director commented that the theories on “*the purpose of OC mission varies and is sometimes confusing. Especially in areas where there is a lack of leadership qualities*” (Addendum C, p. 14). The Chief Director referred specifically to the different context and cultural leadership⁷ approach in the different districts in the province. He argued that the interpretation of the PED mission could sometimes differ because of the kind of leadership in district offices.

District One: District Director One was of the opinion that “*All the policies and acts addressed in the chapter two*” that presented background information for District Directors prior to the interview “*outlines available policies on OC mission in the GDE.*” The District Director took the initiative to develop a contextual mission to guide the officials in the district with a framework for managing the operation in the organization. Again it could be observed that the participant was not sure and did not have her⁸ own view of the provincial mission but rather their own contextual mission statement.

District Two: District Director Two said that the mission statements were contained in the strategic objectives of the PED and that “*PED OFSTED, Labour and Communication should elaborate*” on the purpose of the mission. From the comments of the District Director it could be deduced that he allowed the influence of different stakeholders to decide on an immediate temporary mission for the employees in the district office.

Interpretation: The DBE is responsible for ensuring that all the provinces and districts are aware of the mission for education in the entire country. The responses from the PDE and the different districts did not contradict the mission statement provided by the participants in the PED. However, there was no consistency in terms

⁷ In different African cultural orientations the leader is regarded as ‘the chosen one’ and servants and subordinates treat the leader as a semi-god in their following. The leader makes decisions on behalf of everyone in the clan or following.

⁸ The terms he/ she, her / his and him / her are used interchangeably in this study and do not necessarily refer to someone of a specific gender.

of the education vision statement, starting from the DBE as the broader whole to the smaller units in the form of the district offices. The mission of the GDE promotes the principles of transformation, equity, redress and Ubuntu⁹. The fact that participants referred to the literature chapters on the policies without expanding or presenting their own views could be interpreted that they did not have clear knowledge at the time and did not have a professional understanding of the mission of the PED. A defined organization mission was observable in the own developed organizational mission in district one whilst District Director in district two did not have his own opinion of the organizational mission nor knew the mission of heart.

5.3.3 Values

Quinn (1988) argues that an organization without clear values is ineffective. Maslowski (2001) writes that values in an organization need to be consistent and coherent in creating the morals in the organization. Values are the ideals to live by (Patten, 1994) and are an expression of the deeper truth beyond material life.

The understanding, interpretation and appearance of the organizational values at the different stages were as follows:

DBE: The Director in the Department of Basic Education argued that the OC values distinguished performance from underperformance. *“Officials’ arrival times, their commitment to teaching and learning as educational values, is measured against the output, which is their performance.”* The Director supported the idea that OC values started with officials doing their duties with commitment and diligence.

District One: The District Director responded that the OC values in their district office were created by the phrase *“the way we do things around here.”* The director said, “I had a particular vision which was articulated in slogans like, *“High Pressure – High Support”*, and *“Raise the Bar”* to assist in defining the OC values in our district.”

⁹ Ubuntu is an isiZulu (an indigenous language) word meaning togetherness or being together. In the context of education it is used to explain working together as a group or team.

The initiative that the Director took in creating motivational slogans for the district provided a measure for consistent and coherent morals for the employees.

District Two: The District Director viewed OC values as a “*Set of rules, policies and pieces of legislation which guide the operation of an organization. OC values cannot be separated from OC behaviour. The legislation shapes the behaviour of the organization and individuals’ moral professional standard procedure.*” The Director allowed the officials in the district to be guided by their interpretation of the available legislation. This allows for multiple interpretations and implementation of certain parts of any of the available policies

Interpretation: Values and moral education as a subject in the curriculum reflect socially developed convictions, beliefs, rituals, rites, and behaviour, which are illustrated through the individual’s communication, participation and collaboration ability (RSA, 2005)¹⁰. The values of the PED are furthermore captured in the Batho Pele White Paper and the Service Standards Charter for employees (RSA, 1997). The District Director in District Two was assertive in his response that values are captured in policies for compliance purposes. The ability to mediate these policies is illustrated in the response of the District Director in District one who owned the policy intentions by developing contextual interpretations.

The DBE regards work ethics as an illustration of the values needed to improve the OC in district office. The interpretation in district offices of the work ethic policies varies in the way it is implemented. The difference in responses to what values are, suggests reasons for the difference between performance and underperformance in education. If there is a difference in approach to the values needed to provide a educational service, it can lead to a divergence in the way different district offices perform.

¹⁰ The National Curriculum Statements provides values in education as a section in the Life Sciences subject in the FET and in the Life orientation learning area in the GET phase.

5.3.4 Goals

Tharp (2005) explains that an organization's goals give rise to processes and objectives that provide a roadmap to achievement and performance. Niemand and Kotze (2006) assert that goals eliminate the gap between the current situation and future aspirations. In the strategic plans of the PED the term "goal" is used in conjunction with objectives and targets (GDE, 2007).

The responses from participants on the organizational goals were as follows:

PED: The PED Chief Director said that OC goals are created only where there is a culture of leadership. He said: "*If the leader is disciplined in his or her approach, the desired OC goals are easily achievable.*" The Chief Director believed that district leadership needed to be assertive in implementing the organizational goals, as these were targeted at creating effectively operating organizations.

District One: The District director believed that the OC goals bound the staff together. The director said, "*I mandated the district sign at the entrance after the logo/message/district vision was discussed amongst staff members. Our motto: 'We are committed to Quality Teaching and Learning' sort of sums up how we do things here.*" The director agreed that the OC goals were central to operations in the district office.

District Two: District Director Two asserted that "*Mandates of the district come from the ruling party. District mandates come from the MEC's priorities and ruling party priorities. These form the mandate for district offices for a 5 year period.*" These mandates became the goals for the district. The response of the District Director showed the political discipline and the clear understanding of the roadmap of education politics and not the educational mandate of the district.

Interpretation: Different approaches in strategic planning distinguish between short-term, medium-term, and long-term goals. The strategic goals are adjusted and reformulated depending on the strategic objectives of government. The District Director in District Two referred to these objectives as "*mandates from the ruling*"

party” and the MEC as a politically accountable role player.. On the other hand, the District Director in District One provided clearer and more achievable goals like “*High Pressure – High Support*” and “*Raise the Bar*” to officials . She illustrated how the comment on leader discipline of the Chief Director can assist in providing better short, medium and long-term goals for the district.

5.3.5 Desired outcomes

Meek (1988) argues that desired outcomes have the effect of shaping OC in order to enhance organizational effectiveness. Hofstede (1984) writes that the desired outcomes help organizations to develop a certain culture in response to their environment.

The interpretation and appearance of the desired outcomes in the organization were as follows:

DBE: The Director in the Department of Basic Education said that as much as the focus for Education 2014¹¹ was to increase the emphasis on gateway subjects, “*more should be done for subjects like Accounting, Economics and Business Economics. Other subjects like History, Geography and Life Orientation are regarded as not as important, although the performance is better in these subjects.*” The desired outcome from the department is to provide holistic support to learners in all subjects although this is not always the case. Education 2014 is a medium- to long-term plan which identifies key interventions to improve the quality of learning, education management and administration, to allow for the monitoring of progress against a set of measurable indicators covering all aspects of basic education, and presenting the desired outcomes of the department.

¹¹ The strategic priorities of the BDE are informed by the government’s programme of action, the delivery agreement and the *Action Plan to 2014: Towards the Realization of Schooling 2025*. Clear measurable targets have been set out in the Action Plan in terms of the strengthening of learner achievement at key stages of the schooling system.

PED: The PED Chief Director's biggest concern was the coverage of all learning programmes and subject frameworks. The Director said: "*All interventions in the province are initiated because of incomplete coverage of workloads by schools.*" The work programmes in schools were developed as the desired outcomes for the curriculum in schools. If these workloads were not covered, then schools did not reach the desired outcomes for effective learning and teaching.

District One: District Director One thought that desired outcomes were in most cases influenced by individual behaviour and perceptions. The director provided a scenario of how "*a specific Teacher Union's control in their district office influenced the goals in the district.*" The Director was certain that officials in the district knew what to do and what was expected of them in terms of their job description.

District Two: District Director Two believed that a particular cultural orientation would understand the concept of professionalism differently from another cultural orientation which would result in different behaviour. The differentiated behaviour had a decisive impact on the desired outcomes. The Director was more concerned about the desired outcome of internal clashes between employees and how this influenced the desired outcome of matters that do not directly deal with curriculum provisioning.

Interpretation: The five key education priorities for the DBE and PED are: economic growth and job creation, building safe and sustainable communities, producing productive citizens, illustrating democracy and promoting constitutional rights, and presenting an effective and caring government (GDE, 2008). These key priorities could be viewed as desired outcomes and are affected by the strategic objectives of the PED's operational plans. The participants in all cases provided their personal experience of the desired outcomes which was not necessarily the desired outcomes of the department. The DBE is concerned with the 2014 focus while the PED wants to see their intervention initiatives working. This could be one of the reasons why districts are confronted with other internal and external challenges. If employees are concerned about their personal experience of the organization's desired outcomes whilst there is an emphasis difference of desired outcomes between the DBE and

the PED, it may result in the non-delivery of the key priorities of the strategic objectives in the operational plan.

5.3.6 Complexities amidst chaos

Naiker (2008) writes that an organization can maximize its ability to attain its strategic objectives by understanding the internal and external complexities within the existing OC. By analysing chaotic occurrences, the OC can support and drive the necessary actions to achieve successful strategic goals. Prinsloo (2010) contends that OC is a tool for organizational effectiveness that provides a body of solutions to external and internal challenges.

The understanding, interpretation and appearance of complexities amidst chaotic contexts within the organization at the different stages were as follows:

DBE: Participants in the DBE who completed the interview schedule scored the awareness of the complexities in the OC as mostly the responsibility of employees on a day-to day basis. Employees should be aware of their role of collaboration and crisis management during their normal duties of maintaining the OC in the department.

PED: The PED Chief Director explained that district offices became autonomous with delegated power after the transition in 1994. Communication complexities created chaos, particularly for different power constellations in the province. The absence of a proper legislative framework for the working of district offices caused chaos between the power of PED officials and senior management in districts.

District One: District Director One said that among the reasons for district chaos were shortages of basic resources, infrastructure and space, and individual commitments and affiliations. If someone was a “*union appointed official*” their behaviour and particular demands showed accordingly. These demands could create chaos in terms of the commitment of other employees in the district office.

District Two: District Director Two argued that a variety of operations in the district office provided for complexities amidst chaos. Individual behaviour was again highlighted as one of the major reasons for district complexities.

Interpretation: Leadership and management in district offices control complexities and sometimes chaotic practices and environments in district offices (Quinn & Cameron, 1983; Quinn & Rohrbaugh, 1983). They are responsible for working towards an OC that envisages the effective implementation of practices to achieve the key priorities and strategic objectives (Prinsloo, 2010).

The DBE believed that part of the responsibility of the district official was to maintain the OC in a sometimes hostile human relations environment. The response of the PED was confirmed in the divergent responses from the district offices in that the power constellations that existed in the district office could be the cause of complexities in the OC Quote. The absence of conflict management interventions in the OC of the department could be the reason for the divergent responses.

The DBE seemed to have assumed that officials would know how to handle chaotic and complex situations in the absence of proper systems to address them. It could be further assumed that this unrealistic expectation of the DBE could have an influence on the way unplanned occurrences are being dealt with in district offices, impacting negatively on the overall performance of the district.

5.3.7 What different people's views are about the organization

Views about the leadership in education could influence different people's views about the organization. Rafaeli and Kluger (1998) indicate that organizational symbols capture the systems of meaning that integrate emotion, cognition, and behaviour into shared codes. The leadership and management in education forms part of these shared codes that undergird OC. Different responses that were recorded from the different stages were as follows:.

DBE: The participants who completed questionnaire one responded that different people's views on the organization did count, mostly when they impacted on the overall performance of the department. An average of 90% of the participants responded that they believed that what people thought of the organization did matter. Participant CESDBE 007 commented that it was important to know what people thought of the provisioning of *'quality teaching and learning'* whilst participant CESDBE 004 was of the opinion that *'centralization is one of the major reasons for people's views about the organization'* (Addendum C, p. 2).

PED: The PED Chief Director responded by arguing that *"South African educationists should always remember that they have to compare themselves in the context of their African counterparts. The SADC region's agreements, collateral and bi-lateral approaches to Education Africa have an influence on how we should view the organization of Education in the country."* The Chief Director emphasized that the Education Department was concerned with what people think about the organization and how we compare, even with education systems on the continent. Participants in the PED who completed the questionnaire one responded that other people's views of the department are contextually mostly significant. To these officials it did matter what people locally think of their employer and place of employment.

District One: The District Director agreed that the way people viewed the organization depends on where they came from. *"Foreigners will view it as the final destination, whilst unions see the organization as a battle field"* said the District Director. The way employees and clients viewed the district office was significant for the kind of service that the district should provide to the public at large.

District Two: District Director Two was of the opinion that many people in the education system were there to exploit the system of support. *"Quintile 1 schools are the poorest of the poor. In the same area of quintile 1 school another school can be quintile 5."* The influence of the leader's view about the school was illustrated when he mentioned that *"The difference between these schools lies in their behaviour."* The relationship between managers and subordinates was a big influence on how different employees view the organization.

Interpretation: Niemand and Kotze (2006) dispute the fact that leaders and managers cannot analyse, solve problems, devise strategic interventions and plans, and formulate perspectives directed at achievement and positive views about the effectiveness of education. The perceptions of leadership and management ability in the PED are focussed on how they measure against countries in the South African Development Countries (SADC) region. This has an impact on the how the PED perceive people in developing countries view performance instead of influencing the performance on global standards as it filters down from the provincial department. Whilst District Two was concerned with what people thought about the financial implications of the no-fee school system, District One was strung in the complexity of foreign-nationals versus locals' perspectives in terms of job satisfaction. Both these fears were echoed in the responses of the PED and DBE which highlighted the fact that the officials in the department were concerned and very much so, about what people thought. Whether this influences any other part of the general environment and OC of the organization remains unanswered. Although the contexts between the two district offices are different, the performance of these districts is not equivalent to the way it is resourced.

5.3.8 What motivates the values

O'Reilly, Chatman and Cladwell (1991) contend that it is within the values and expectations of the individual to interact with the positive (what is beneficial) and the negative (the concepts that are disturbing) in the situation. Hackman and Oldham (1980) aver that person-culture rests on the ability of the individual to assess relevant aspects of both people and culture. It was argued in chapter two (par 2.4.2.8) that motivation of organizational values proves to be one of the concepts that assist in creating a positive OC.

The different stages of the research in the Education Department resulted in the following:

DBE: The Director in the Department of Basic Education responded that the absence of a policy framework made it difficult to regulate the value concepts that

created a particular culture in the PED and the education district office. The participants in questionnaire one responded overwhelmingly that they were significantly responsible for creating positive (like improved work ethics) and negative (like the absence of policy on social interaction) values in the organization.

PED: The PED Chief Director strongly supported the role of strong leadership in finding cooperative participation. He was of the opinion that cooperative participation was the only path to motivating positive values in the department. He confirmed, like the DBE, that the absence of a policy framework created differences in operation in district offices. PED participants in questionnaire one concurred that the PED officials mostly supported positive values (like empathy to customers) in the organization.

District One: District Director One commented that, *“The Director provides the direction, the flow, the feel. It is how we do things in our own special way. It is about how we communicate and allow information to flow. Even those (referring to officials in the district) who do not want to be part of it are catered for and made part of the whole.”* A politically correct response of the Director (based on the nature of her appointment) indicated that they welcomed members from different stakeholder forums and unions to participate in the activities of the district.

District Two: The District Director was very confident in believing that *“The culture of education organization is very clear. If people come with ‘common sense’ and ‘gentleman’s agreements’ they confuse policy and legislation implementation. If wrong behaviour is corrected this is sometimes perceived as autocratic.”* Individual districts have different ways of motivating values.

Interpretation: If the individual has the characteristics of both leader and manager, such individual has the power to shape the situation and take charge of the responses to change (O’Reilly *et al.*, 1991). If argued plainly, it is the individual within the organization who can motivate values. This is typically true in the case of District One as it was observed and recorded in the researcher’s journal that a sense of belonging was very strong amongst employees in the district. It was also observed that the values in District Two were agreed upon and employees’ deviations could be

followed by corrective measures. The DBE and the PED both agreed that people carried values on their faces but would be more comfortable if the things that created values could be formalised as policy. The values and expectations of the individual to interact with the positive (what is beneficial) and the negative (the concepts that are disturbing) in a situation, in other words the person-culture, rests on the ability of the individual to assess relevant aspects of both people and culture. This ability of district officials' influences the kind of OC in district offices profoundly.

5.3.9 What motivates beliefs

It was argued in chapter two (Chapter 2.6.2.9) that belief in OC is the ability to be confident in the ideals of the organization. The ideal is represented in the visible and invisible symbols in the organization, like the nature of staff meetings and how officials end off their days (Rafaeli & Kluger, 1998). Symbols are visible, physical manifestations of organizations and indicators of organizational life. These manifestations are an indication of the health of the organization.

DBE: The Director in the DBE argued that beliefs come from proof of performance. *"It might look as if a province might be performing. It is only analysis of the actual results that would make people believe in real performance."* The Department was convinced that recognizing different kinds of achievement could motivate employees' belief in the system.

PED: The response of 75% of the participants who completed questionnaire one was that shared beliefs played a significant role in the OC of the PED. This shared belief was visible in the officials' ability to discuss problems and personal challenges with their colleagues.

District One: The District Director argued that difference in beliefs was found within one cultural orientation. *"A person from a particular cultural orientation coming from the rural area will perceive certain things differently from someone who has been born and raised in a city and suburban area."* The director commented that beliefs

were not created at the workplace, but were motivated through people linking up with groups holding similar beliefs such as the teacher unions.

District Two: District Director Two was in agreement that beliefs of people working in education depended on “*where they are coming from.*” Different cultural orientations are perceived as the reason for the difference in beliefs. The director argued that belief is a personal conviction and that people’s drive was influenced by what they believe in.

Interpretation: Symbols take on important meanings in organizations and represent meanings that are defined by cultural and social conventions and interactions. It can be argued that symbols in the organization are experienced and used by the organization’s members to make meaning and also, what they believe to make meaning.

During the site visit to District One, the environment looked like an underperforming environment in comparison with the kind of building of the DBE and district two. To the employees these symbols represented a tranquil working environment. This office building and the resources did not compare with those found in either the DBE or in District Two. It could be argued that employees believe in real performance notwithstanding the material resources. This reinforced the impression that the performance in district offices is not dependant on context but rather what is believed to be possible.

5.3.10 What motivates underlying assumptions

In chapter two it was argued that underlying assumptions are employees’ acceptance of what is true, sensible, and possible in the organization (Chapter 2.6.2.10). The beliefs and behaviours of senior employees influence the underlying assumptions of other subordinate officials, particularly in the district office (Prinsloo, 2010). These assumptions appear as employee senses and are evident in district offices, dominating the interpersonal communication and relations in the organization (Naiker, 2008).

The participants' responses to what motivates underlying assumptions in the organization at the different stages were as follows:

DBE: The response of 80% of the participants in the DBE who completed the interview schedule was that the underlying assumptions were mostly formed at year-end functions, award ceremonies, through collegial gestures, departmental induction programmes, the interpretations of performance management, and the execution of their job description.

PED: The PED Chief Director argued that everybody involved in the delivery of education has a leadership role to play. Leaders in education motivate the underlying assumptions of followers. *“Negativity of any leader has a negative effect on the assumptions of those who have to receive the education.”* The underlying assumption that should come from education leadership should highlight ethical standards, and having passion for education.

District One: District Director One argued differently on the actions that motivate the underlying assumptions. The director said that *“The contextual factor, teacher strike action and union activity, the attendance of employees, completion of work, management and leadership ability of middle managers, the Public Sector Governance in general, and infrastructural problems have a huge influence on the underlying assumptions of officials.”* The District Director showed awareness of external matters that influenced the underlying assumptions of the employees. In this district the participation of employees in the development of the contextual vision and mission seemed to be the primary influence of underlying assumptions in the district.

District Two: District Director Two maintained that *“Particular leadership and management styles, the communication strategy in the district office, the geographical setting of schools, the socio-economic status of employees and the schools being serviced, the general work ethic of the entire district office, availability of resources, and people management skills”* were key influential factors which motivated underlying assumptions. The personal association of different employees

in this district could be argued as being the primary motivation for underlying assumptions.

Interpretation: It was argued in chapter two (Chapter 2.4.2.10) that the beliefs and behaviours of senior employees, as a powerful force to motivate assumptions about the organization, are passed on to new employees, influencing their level of commitment towards the organization (Naiker, 2008, p. 32). This is particularly true from the data in District Two. Most of the employees belong to the same Teacher Union that was on strike during the process of data collection. Awareness of the underlying assumptions can influence the social reality (Koch & Deetz, 1981; Lakoff & Johnson, 1980; Smitcich, 1983). The District Director in District Two mentioned that public sector governance in general allowed for related challenges to arise. These challenges, like teacher strike action and union activity, the attendance of employees, completion of work, management and the leadership ability of middle managers became the acceptable true, sensible, and possible behaviour of employees. When positive or negative behaviour was continually pursued, it shaped the underlying assumptions of employees in the organization, influencing their performance.

5.3.11 What motivates shared behaviours

Employee perceptions and knowledge distinguish between the OC and job satisfaction in the organization (Chapter 2.4.2.11). Whilst employee perception and knowledge of the job influences job satisfaction, job satisfaction, on the other hand, motivates the employee's perceptions of the organization which is embedded in their underlying assumptions about the organization. These underlying assumptions motivate shared behaviours. The level of shared behaviour determines the effectiveness of the OC and the organization in general.

The collected data on what motivates shared behaviour varied amongst the participants at the different stages.

DBE: The Director commented that the purpose of enhancing education provisioning and providing quality education in the Department of Basic Education is supposed to ensure that performance in Gauteng PED, Western Cape PED and Limpopo PED are the same. The goal of providing quality education provisioning should motivate the behaviour of managers in the different provinces. The Director was convinced that there was a need for policy changes that would halt the downward spiral of behaviours around the purpose of education in all provinces, and that stakeholder bodies like Umalusi (Council for Quality Assurance in General and Further Education and Training) should conduct contextually based analyses to identify the role of the performance of managers in motivating behaviours around this.

PED: The PED Chief Director was assertive when he commented that participation in interventions to counter underperformance was imperative. *“These include common examinations in all schools, and creating a culture of moderation amongst school-based educators.”* The Chief Director argued that *“strong leadership finds cooperative participation.”* Shared behaviours were a concept that became the responsibility of leaders and managers in the affiliated organizations in the PED.

District One: District Director One was convinced that the leadership in their district motivated shared behaviour. *“The Director has put systems in place for performance, monitoring and evaluation. Everyone knows things like reporting time, deadlines, and what their responsibilities are. A tracking system has been implemented to find where things, documents, and files are at.”* The director identified two factors that motivated shared behaviour: individuals and the district management.

District Two: District Director Two maintained that the relationship between subordinates and their managers determined the individual’s experience in the district office and their OC behaviour. *“It depends on the individual and their behaviour. The individual culture is interpreted differently and this explains the differentiated behaviour of the individual”*, the Director said. The shared behaviour in the district office was influenced by the associations with organisations like unions and employee representative forums.

Interpretation: Researchers agree that perceptions and knowledge are linked in an interpretive process which is metaphorically structured, allowing employees to understand one context of experience from other contexts (Du Toit & Van der Walddt, 1999; Koch & Deetz, 1981, Lakoff & Johnson, 1980; Smitcich, 1983). Both district offices commented that leadership played a decisive role in motivating shared behaviour. However, whilst District One assisted the employees to perceive, copy and know the shared behaviour in their district, District Two interpreted the employees' responses to leadership cues on behaviour in a cultural orientation context. Both the DBE and the PED agreed that shared behaviour was learned through example from leaders and managers in the organization.

5.4. Summary

The first focus question explored the OC of district offices. The discussion of literature was incorporated in the conceptual framework of the study and it was argued that the purpose of OC in district offices was to shape the execution of the mandate from the PED and to influence policy implementation with a view to increased performance.

Vision: There are divergent understandings and interpretations of the vision of the Education Department. Whilst the organizational vision statements serve as goal-setters for the future, the vision statements of the PED do not mention performance and achievement as part of the vision in education. It became evident from the data that the PED can change and adapt the vision of the department the same way as PEDs can develop policy to suit the needs of the province. These changes usually occur with the change of leadership or government and political affiliation. The vision statement in District One was developed by the employees under the direction of the District Director. It can be argued that the vision provided performance goal-setters for the district as a whole, as opposed to that of District Two. The Director in District Two allowed the district, through the fragmented policy culture, to influence the performance of the district. This means that the variety of education policies cloud the ultimate vision for education provisioning from district offices.

Mission: The Director in the DBE was convinced that the organizational mission is about a common policy framework whilst it is argued in the study that the mission is about showing others how mutual interest can be met through commitment to a common purpose. Not even the fact that the mission of an organization is reflected in provincial policy which states the PEDs commitment to education in the province, could eliminate the variations in the interpretation of the mission. The mission statement in District One embodies the envisaged policy culture as argued in chapter two (par 2.2) stating that the employees are committed to quality education. One can however understand the reasons for the different OC mission in District Two as the Director allows the constant changes in the PED to influence the operations in the district.

Values: Values are the ideals to live by. They reflect socially developed convictions, beliefs, rituals, rites, and behaviour, which are illustrated through the individual's communication, participation and collaboration ability. The lack of understanding of what values are expected in education in the DBE, gives meaning to the fact that District One uses slogans like 'high pressure and high support' to illustrate the OC value of the integrity of the officials in the district. The responses from the participants of District Two to the questionnaire point to the misconception of what values in education are illustrated by the comments from their Director. It can be argued that the respondents in all three levels of education have different ideals by which they live. This is particularly true in the case of the differently performing district offices and the differences in communication, participation and collaboration around education could be argued as one of the reasons for the difference in performance.

Goals: The organization's goals are processes and objectives that provide a roadmap to achievement and performance. The PED goals are the strategic objectives from the strategic plans that are approached through intervention projects. These objectives are government objectives and primarily form the basis for the performance-based contracts of senior officials. This could be interpreted as the reason that the Director in the PED highlighted the importance of successfully implementing the intervention programmes aimed at increasing performance. These intervention programmes also form the basis of the mandate to district directors and

the way in which the mandate is implemented by the district management affords the difference in performance.

Desired outcomes: Government key priorities are the desired outcomes and they are: economic growth and job creation, building safe and sustainable communities, producing productive citizens, illustrating democracy and promoting constitutional rights, and presenting an effective and caring government. The desired outcomes are seen as the responsibility of the DBE and PED. It can be argued that districts are primarily responsible for the goals as these are the vehicles to successfully reach the desired outcomes. In this way district offices become the DBE and PED's means to achieve the desired outcomes of government. By looking at the desired goals it can be inferred that educational performance in district offices is not one of the key priorities of government.

Complexities amidst chaos: The analysis of chaotic occurrences in district offices is addressed by the OC that can support and drive the necessary actions to achieve successful strategic goals. This is particularly useful in the light of the fact that the PED regards districts as autonomous organizations with delegated power. The primary complexity in the different approach to the autonomous power is the communication between the DBE and districts, the PED and districts, and between District Directors and stakeholders like teacher unions, and the employees. This becomes especially problematic in communication between employed officials and deployed union office-barriers. The complexities create a major barrier for performance in the district as they result in the miscommunication between power constellations in the PED and district offices.

Different people's view about the organization: The DBE regards districts as operational fields of the PED whilst they operate in PEDs and schools directly. The PED views districts as comparative with African states on the continent in terms of performance although this is not always the case in national assessments. District One regards the views of foreign employees as motivational in developing their own view of districts while District Two regards the district as the place where educational funds can influence the behaviour of employees. The fact that districts are not

viewed in the same way by employees at different levels of education, further suggests reasons for the difference in OC in district offices.

What motivates values: It is the individual within the organization that can motivate values and not policy frameworks as suggested by participants in both the DBE and the PED. Although the PED mentioned that cooperative participation can influence values, it rests on the individual who has the characteristics of both leader and manager. Such individuals have the power to manipulate the situation and motivate values by interacting with the positive (what is beneficial) and the negative (the concepts that are disturbing) situations, thus motivating values in the district office. This is particularly true in the case of District One where the District Director managed to motivate person-culture of employees, whilst District Two is too overwhelmed by autocratic leadership to establish the OC in the district.

What motivates beliefs: Symbols in the organization are experienced and used by the employees to make meaning and also represent what they believe to make meaning. Symbols take on important meanings in organizations and represent meanings that influence beliefs. The DBE suggested that the true reflection of real achievement can influence what employees believe of real performance. Although neither the PED nor the different districts concurred with this notion, they do agree that belief in the OC of their organizations is defined by cultural and social conventions and interactions.

What motivates underlying assumptions: Education leadership should highlight ethical standards, and having passion for education. These standards are articulated in the DBE as formal social interaction of colleagues, in the PED as motivation from employees in leadership positions, whilst districts highlight the things that influence motivation of underlying assumptions. Directors in both districts mentioned that contextual factors and ethics in the district have a decisive influence on ethical standards and how employees feel about educational provisioning.

What motivates shared behaviour: The perceptions and knowledge of employees clearly distinguish between OC and job satisfaction. The DBE is of the opinion that the perception of education is captured in policy and different provinces should be

targeting similar behaviour in terms of the implementation of quality education. Whilst the PED highlights the ability of leaders in districts to implement intervention programmes as a prescribed behaviour for directors, the District Directors are challenged with putting systems in place and dealing with the behaviour of subordinates towards their managers. The challenge of the different perceptions of employees and the delineation of knowledge between officials in the DBE, PED and district offices (like the true knowledge of real performance) creates a distinct difference in the OC and job satisfaction of employees in these offices.

It was found that the way in which OC is perceived in the DBE and implemented in the PED is not ideally suited to the promotion of performance in district offices. It was also determined that the OC in district offices is not clearly defined, leading to multiple misconceptions of the purpose of the district office and the mismanagement of funds to uphold the current presentations thereof. District one was stronger on the OC elements mission, values, goals, desired outcomes, and complexities amidst chaos. This places the district in the behavioural stages in the developmental stages of OC theories. District two was stronger on different people's views about the organization, what motivates values, what motivates beliefs and shared behaviour, placing the district in the initiation stage of OC theory.

It was also found that the OC in district office is created first outside the district office and interpreted and lived inside the district in a way primarily as a result of the person-culture of leaders and managers. This is clearly seen in the different ways the different district directors responded to questions around the relationship of the district to the PED and DBE. Certain elements of OC are highlighted above others creating a distorted OC in both districts. Although the one district is performing better than the other, a healthy OC consist of equal emphasis on the visible, invisible, artefact and behavioural elements of OC.

This distortion will be taken over to schools in the districts and the OC in schools might be influence in a particular way depending on the context of the school (if it is no-fee school, a wealthy school, an established school or new school). All of these contexts amongst other can influence the ultimate performance of the school as schools expect guidance from district offices and district officials.

5.5 Performance and achievement

The second theme which explores the second focus question on how the OC influences the performance of district offices is performance and achievement. Performance and achievement is understood as the degree of success of the execution of the mandate and the implementation of policy in the district office (Chapter 3.6). The level of success of policy implementation, monitoring and evaluation determines the level of achievement by the district. This educational achievement is determined by the percentage of entrants to higher education institutions, and the number of distinctions (scores of 80% and more in a subject) by candidates in the senior certificate final results.

Although there could be other variables influencing the performance of district offices, the literature reviewed identified educational performance (providing quality and quantity of support and help to schools to achieve excellence in teaching and learning) and educational achievement (the recognition of improved practices and quality educational performance) as key concepts to explain performance in district offices (Chapter 3.7).

It is further argued in chapter three, (Chapter 3.7.4) that performance in district offices is brought about by the cumulative effort of all employees in the district office. The criteria for educational performance provides an enabling environment for education institutions, assists principals and educators to improve the quality of learning and teaching, serves as an information node for education institutions, and provides an enabling environment for the professional development of educators and administrative staff.

The analysis of data on educational performance below addresses the second focus question.

5.5.1 Educational performance

Educational performance, as a set of practices implemented by education managers to influence desired outcomes favourably, determines the ultimate performance of

district offices. Educational performance in the district office is defined as providing quality and quantity of support and to schools to achieve excellence in teaching and learning (Chapter 3.7). The support which officials should provide to schools is defined by four criteria:

- providing an enabling environment for education institutions (to either mediate or comply with education law and policy)
- assisting principals and educators to improve the quality of learning and teaching (among others to develop learning materials for institutions)
- serving as an information node for education institutions (to link schools with different stakeholders in education)
- providing an enabling environment for the professional development of educators and administrative staff (the management of education performance).

The responses to the four criteria from the three different stages of data collection (i.e. Department of Basic Education (DBE), Provincial Education Department (PED), and the two differently performing district offices) are reported as follows:

DBE: The participants in the DBE who completed questionnaire one commented that, from the side of the DBE, providing an enabling environment is about “*providing policy framework and mediation, supporting accountability of managers and leaders in schools very indirectly, and influencing management and leadership to providing policy development*” (Addendum D). The Director stated during the interview that employees must realize that performance is measured on outputs. These outputs, in terms of improving the quality of learning and teaching, should influence how things are done in the PED and district offices. The Director also said that “*district offices are operational areas for the national OC. Together with the PED these offices are accountable to the National Department for the performance in schools*” (Addendum C). The Director further stated that “there is no need for employees to be leaders in the district offices. All the employees have job descriptions and are accordingly accountable.” The Director said that the “*National Department has to maintain sound relations amongst educational organizations. For this reason a rural district cannot be compared to a suburban district for performance as other factors need to be*

considered.” The Director contended that there are different kinds of performance. It can be interpreted through “*the analysis of particular parts or in the comparison of the whole.*”

PED: The participants in the PED who completed questionnaire one stated that providing an enabling environment includes “*capacity building workshops for employees, developing tools and instruments for them to use, processing salaries of educators, and making sure that they are satisfied so that they can perform their duties effectively.*” The participants in the PED who completed the interview schedule stated that they assisted principals and educators through “*the development of policy for governance, and monitoring the implementation of policy in districts.*” The Chief Director commented during the face-to-face interview that the OC for the PED focused on intervention programmes that target increased performance in underperforming schools. The PED Chief Director argued that creating a positive OC, strong leaders have to deliver needed resources and distribute equally to maintain sound relations. “*This will assist in building a performance culture in district offices and schools*” thus making sure that the PED keeps the link between different stakeholders. The PED Chief Director said that context, leadership and task completion impacts decisively on performance. “*If employees are paid well, they perform well.*” The PED Chief Director maintained that a culture of performance is created by a strong leader. “Strong leaders find cooperative participation that will influence the culture of performance.”

District One: The District Director in District One creates a performing OC for the officials in the district to perform better. They mediate information, education ethics and educational support to all stakeholders, and ensure that the district culture is felt in all schools. The director is clear that teacher unions have a decisive influence on the desired outcomes in the district offices. Employee performance, however, is largely influenced by people’s views about the organization. During the face-to-face interview, the District Director in District One responded that the vision of the PED forms the drive for the programmes in the district. The OC values are internalized from the available legislative framework. The District Director said that “*foreign employees perform better as they view their task as a final destination, while unionists see the district as a battle field.*” The district values however are captured

in slogans and mediated as a district culture framework amongst employees. The District Director said that “*they want schools to excel in performance and get better at performing.*” Challenges which influence their delivery of quality education in schools include the work ethic of educators, resources, and people management skills. The District Director said that performance is relative and that it depends on the standard that you want to establish.

District Two: The District Director said that “*the performance of employees in the district is as result of people who exploit the system.*” The relationship between managers and subordinates also plays a decisive role in employee performance. The District Director commented that employees “*read the letter of the word in policies and try and find loopholes and ways around these policies.*” The different cultural orientations of employees result in different behaviour which influences the desired outcomes in the district. The District Director said that the district office is a government institution that governs legislative processes. The PED legislative values shape the moral professional standards of individuals in the district. The District Directors responded that the district does not have an authentic OC vision. The values in the district are not separated from the OC behaviour. There is a clear boundary between the District Director, the middle managers, and the ordinary official in the district office. This has a negative influence on the professional development of employees and administrative staff in the district. The District Director said that: “*Individuals should deal with their own problems as the focus of district employment is about delivering on set standards.*” Challenges which influence their delivery of quality education in schools include union activity, employee absenteeism, and completion of work. The explicit power cues are clearly upheld by the number of policy structures. This means that officials are accountable for their own performance. The District Director commented that district performance is about compliance with deadlines.

5.6 Summary

The second focus question investigated how the OC influences the performance of district offices. Data from three different education levels on educational performance

were analysed to find how officials believe they provide quality and quantity of support and help to schools to achieve excellence in teaching and learning.

Providing an enabling environment for education institutions (to either mediate or comply with education law and policy) – The responses from the DBE were focused on the accountability of the PED and district offices as a means of working in line with law and policy. The participants in the PED were caught between the role of the leader in the organization and the needs of officials to be capacitated to mediate education law and policy. The clear difference in understanding of the importance of mediating education law and policy to achieve education performance could be seen in the different responses.

Assisting principals and educators to improve the quality of learning and teaching (to develop learning materials for institutions) – The DBE and PED could not direct their responses on the responsibility of the officials in district offices to develop learning material for schools. The response from District One was bold enough to comment that the available learning material is mediated as part of their efforts to provide the support and help to schools. District Director Two was direct and said that officials as learning area facilitators find this gap as a loophole to make the provision of learning material a lucrative activity outside their jobs.

Serving as an information node for education institutions (to link schools with different stakeholders in education) – District Director One placed the teacher union as the first stakeholder as she realized the power that the system allows to the union is detrimental to the performance in the district. The DBE merely mentioned that their responsibility is to maintain sound relationships, not mentioning that the sound relationships were about effective communication and feedback.

Providing an enabling environment for the professional development of educators and administrative staff (the management of education performance) – The DBE responded assertively that officials have job descriptions and that performance comparisons cannot be considered within the current context. The management of performance was seen as equitable with stakeholder counterparts and primarily the responsibility of a strong leader. It can be assumed

that the DBE and PED shifted the responsibility of measuring educational performance to managers in district offices without providing management tools to implement it. In their perception the single most important tool for successful implementation lies in remuneration as reward.

It could not be clearly concluded what the different participants' opinions were on the influence of OC on performance. Clashing data on educational performance in district offices were found at the different levels of the education system. The collected data confirm that, whilst performance agreement contracts are signed off as required through Performance Management and Development policies, contentions regarding the performance of district offices still vary. As the available analysis needed clarity, it required the study to probe deeper into available data to find better explanations of the influence of OC on the performance of district offices.

The illustrations in the graph in figure 5.3 from questionnaire two represent the responses of district office participants on the influence of OC on educational performance in the district office. The graph shows the responses from district office 1 as Case One, and district office 2 as Case Two. The 'Y' axis represents the responses from level 1 to level 7. The 'X' axis represents the responses to the question 'Yes', 'No' or 'Uncertain', which participants in the different district offices responded to.

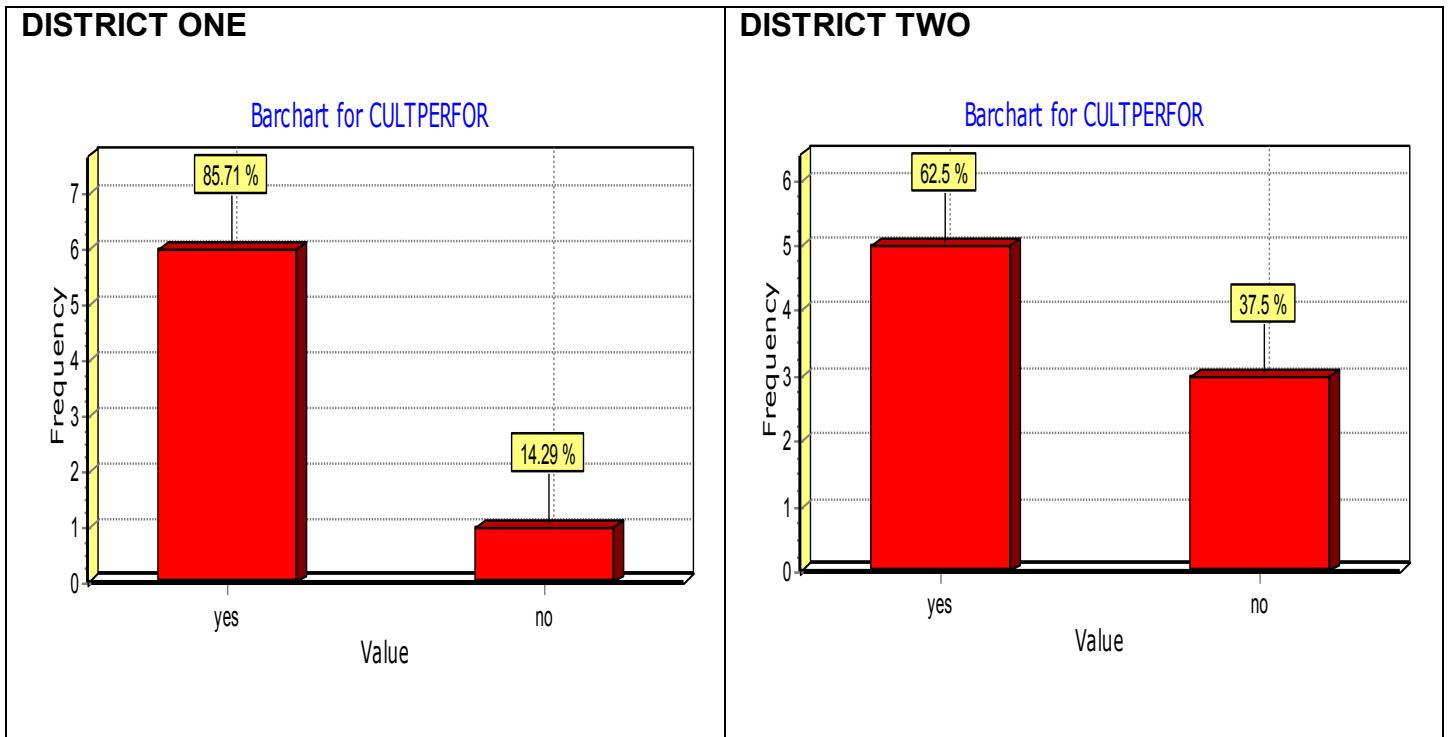


Figure 5.3 The influence of culture on performance

Interpretation: Participants in both district offices agreed that OC has an effect on the educational performance of district officials in the district. The response of 85.71% of the participants in District One and 62.5% of participants in District Two was that the educational performance culture has an effect on the performance of district officials. It can be argued that the link between OC and educational performance is created within the district but influenced from outside, in particular the PED.

Figure 5.4 illustrates a response average to the level descriptors and the rating of significance of performance and achievement in district offices. The illustration presents a combination of the codes of the DBE and the PED participants. The levels are colour coded from left to right as follows: Series 1 = Poor/Unacceptable/Never, Series 2 = Fair/Partially acceptable/Least, Series 3 = Meets expectation/Acceptable/Average, Series 4 = More than satisfying/Very Good/To a large extent, and Series 5 = Outstanding/Exceeds expectation/Mostly.

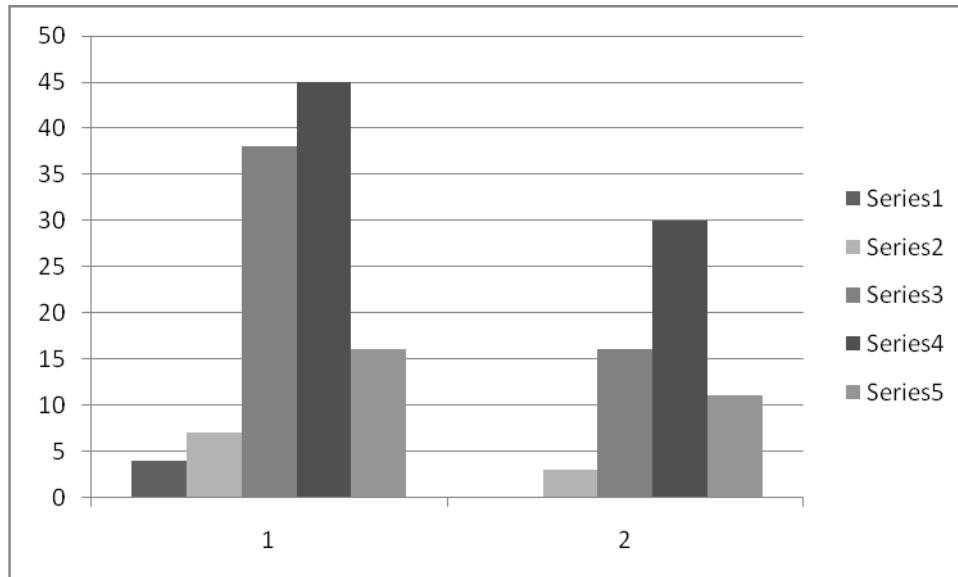


Figure 5.4 Level descriptors comparison for Performance and Achievement.

Interpretation: Series 1 to series 5 represent the descriptive levels whilst ‘1’ and ‘2’ on the X-axis represent the DBE ‘1’ and the PED ‘2’ respectively. The ‘Y’ axis represents the composite responses by all the participants at a frequency of 120. The following can be deduced from the graph:

- Participants in the DBE rated their responses to the 12 questions as **Series 4 = To a large extent.**
- Participants in the PED also rated their responses to the 12 questions as **Series 4 = To a large extent.**

Based on the responses from participants in the DBE and PED it is inferred that the OC in district offices influences the performance of district offices to a large extent. Also, that both the DBE and PED agree that the quality of educational performance in district offices is influenced by the OC in district offices.

5.7 Leadership

Leaders in the district office are central to the establishment of a particular OC in district offices, which empowers or disempowers the performance of the employees. In chapter 3.5.1 five key functions of leadership in district offices are discussed. The

five key functions of leadership influence the implicit and explicit power of leaders and are central to the kind of policy implementation in district offices. It is argued that the kind of policy implementation depends on the OC in the district office which influences the kind of performance of the employees and the district.

Data collected at the DBE, the PED and district offices on leadership (the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office) were divided into five sections:

5.7.1 Fostering commitment

In chapter 3.5.1.1 it was argued that the use of power and authority and the leadership style can foster commitment amongst employees in the district office. The authoritative stance of the leader may enforce certain actions whilst leadership power that is vested in the leader by virtue of his or her position within the organization can coerce actions to foster commitment.

The data from the different stages (i.e. Department of Basic Education (DBE), Provincial Education Department (PED), and the two differently performing district offices) are reported as follows:

DBE: The participants in the DBE who completed questionnaire one responded that *“without commitment there will not be performance, that commitment has to be instilled, that fostering commitment was very indirectly (not core responsibility) at my level of management as it was more a personal stance than an institutional trend.”* The Director in the Department of Basic Education was of the opinion that officials in district offices do not need to be leaders as they have job descriptions. The Director wanted to highlight that it was of importance that employees in the PED and district offices should ensure that the implementation of policy comes before their roles as leaders.

PED: The participants in the PED who completed questionnaire one responded that the PED *“have to set the example for other officials, that commitment has clear*

intentions, is about leading by example, having an ‘Open door’ policy, about committing yourself because you are in a position to serve the needs of the people of South Africa, and providing targets and improvement plans.” The PED Chief Director believed that *“The culture of an organization is developed by a strong leader.”* It can be deduced that fostering commitment depends on the form and kind of leadership style.

District One: Comments from the Director in the district office include, *“In our DO the Director created a particular culture.”* It was said that *“The slogans and mission statements became the driving force in the DO”* The District Director as leader is responsible for fostering commitment.

District Two: The kind of leadership in District two is determined by the different stakeholders and not from the need to foster commitment to ensure the successful implementation of policy. Commitment in the district is about *“belonging to the ruling party, the Teacher Unions or to the ‘camp’ that supports the Director”* said the Director.

Interpretation: The perception about the leaders’ responsibility to foster commitment was observed from the responses of the participants. This is especially true in the differently performing districts. It can be argued that the difference in the perception of leaders is raised at the DBE and PED leadership level. The DBE is more concerned with the implementation of policy and the responsibility of employees to fulfil their task for employment. The PED Chief Director views the leader’s role to foster commitment as a duty whilst other participants in the PED highlight concepts like leading by example and being transparent and approachable. Fostering commitment is explained as the ability to provide an environment that creates confidence among colleagues and educators while promoting the values of fairness and equity in the workplace. This was observed differently in the two district offices.

5.7.2 Encourage good practice

The literature review in chapter 3.5.2.2 argues that the ability to encourage good behaviour and increased practice is influenced by the leadership style of the individual. All district officials are leaders of teachers, principals and learners in schools. The leaders should analyse their form of leadership to assess whether or not they allow the encouraging of good practice in others to improve quality. The ability to encourage good practice is influenced by the leadership style.

The different stages responded as follows:

DBE: The Director said that “*the factors that influence outputs should be the purpose to enhance and provide quality education to perform.*” People are employed in the PED and district offices to encourage employees to provide good service according to the Director. The policy changes to the pass requirements for grade twelve should be viewed as one of the attempts of the National Department to encourage improved practice. Participant CESDBE 004 in the DBE who completed questionnaire one responded that encouraging good practice amongst employees is about “*improving the OC, and creating work satisfaction because of academic achievement.*” Participant CESDBE 006 said that “*It was their responsibility to monitor and evaluate these policies.*”

PED: The PED Chief Director argued that “*negativity of leadership leads to negativity of the culture. Strong leadership finds cooperative participation.*” Good practice is encouraged by the leader in the organization. The participants in the PED who completed questionnaire one responded that they “*always try to set the example and are prepared to work overtime*” to encourage good practice. Participant CPAPED 004 responded that because they are “*dealing with highly confidential and sensitive information*” they first encourage good practice amongst themselves before they illustrate that it can be done.

District One: District Director One believes that active participation at interventions and ensuring that all stakeholders are “*brought on board*” binds everyone in the

district. The Director argued that allowing all employees to take the responsibility for the district's performance encourages good practice.

District Two: District Director Two said that the “*buy-in*” from affiliations like teacher unions and political partners set the tone for common practices in the district office. Good practice in the district is about ensuring the successful roll-out of action plans and strategies from collateral agreements between the stakeholders.

Interpretation: The difference in perceptions of fostering commitment is also evident in encouraging good practice. As much as the DBE places the emphasis on encouraging perceptions of the grade twelve results, district offices are entrenched in the contextual challenges of getting ‘buy-in’ and getting people ‘on-board.’ These real-life challenges reflect the leadership ability of officials in differently performing districts. Encouraging good practice is about disseminating and encouraging the application of good practices in all areas of work. It is expected of leaders to ensure the through-flow of information from the point of delegation.

5.7.3 Provide congruent policy frameworks

All the Acts complement each other in such a way as to enhance the quality of service. Because of the nature of education policy, policy making and enforcing decisions are done at central government offices and delegated to institutions for implementation (Chapter 3.5.1.3). The type of leadership style is constructed at central government level and officials follow the policy intentions by becoming a follower of the leadership style. Amidst the web of policies the innovative leader can use existing policies to create harmonious policy frameworks. The responses from the different stages are reported as follows:

DBE: The Director in the Department of Basic Education presented the Draft Policy framework for district offices and district development. The main reasons why the policy has been in draft form for so long are the equity in the number of schools per district, the span of control and the distances in rural provinces in particular. These challenges are “*the primary reasons why the functions of districts are defined by the*

different PEDs, leading to differentiated functioning in the absence of a formal policy framework.” This policy is regarded as the only outstanding one in providing a congruent policy framework to districts.

PED: The PED Chief Director was of the opinion that the line of communication between the national office, district offices and the schools makes the absence of policy a crisis when policy needs to be defended. The participants in the PED who completed questionnaire one responded as follows regarding policy frameworks, *“We only help to implement policies; we prefer to give space for creativity, keep policies employee friendly, present policies as a guide for the institution as long as it assists in the improvement of the service delivery in an innovative way.”*

District One: District Director One made it clear that *“The Director has put systems in place for performance, monitoring and evaluation”* which highlighted the role of the District Director as leader in providing policy frameworks.

District Two: District Director Two said that policy is not made at this level. Policies are *“pieces of legislation”* that need to be implemented. *“In government offices we manage legislation.”*

Interpretation: The education leader is to implement systems and structures and present innovative ideas that are congruent with policy frameworks and plans. Transformational leadership (when the followers are inspirationally motivated, intellectually stimulated with charisma and individual attention) is a leadership style which encourages innovative practices for matching policies. The absence of a single policy which determines district office functions was in most cases blamed for the inability, sometimes, of providing similar policy support. The difference in the understanding of the purpose of policy was observed in the differently performing district offices.

5.7.4 Maintain sound human relations

Sterling and Davidoff (2000) agree on the following leadership qualities that need to be emphasized to maintain sound relations amongst employees: adaptability, thorough knowledge of human nature, good interpersonal relationships, a sense of responsibility, a willingness to serve, sincere involvement, the ability to work within and outside the team, empathy, respect and warmth, justice, genuineness, clarity, and humanity (Chapter 3.5.1.4). The qualities of leadership have an impact on how much the leader can maintain optimistic human relations with followers and other employees in the organization. The responses are reported as follows:

DBE: *“It is the responsibility of the National Education Department to maintain sound relations,”* said the Director in the Department of Basic Education. As part of maintaining optimism and what is good, and a willingness to serve the department, the DBE *“does not compare rural underperforming districts and provinces with performing districts and cannot view these districts as having incapable people.”* The performance of such a district or province is viewed within the context of proximity and socio-economic factors.

PED: While the PED Chief Director argued that sound human relations is the total sum of strong leadership, he also argued that *“delivering resources and distributing equally to the needy works wonders for maintaining sound relations.”* The participants in the PED who completed questionnaire one responded that sound human relations start with *“respecting all cultures, knowledge to work individually but to support the collective effort to manage delivering good human relationships.”*

District One: The response of 85.71% of the participants in District One who completed the section on human relations in questionnaire two was that they do sometimes experience the district leadership’s ability to maintain positive human relations in the district office. The District Director’s attempt to find a common slogan for the district and placing it on a billboard outside the district offices is one example of the district management’s efforts to cultivate sound human relations.

District Two: The response of 62.5% of the participants in District Two to the section on sound human relations in questionnaire two was that they generally see the district leadership influencing the relationships between officials in the district more than maintaining sound human relations. The District Director said that officials in the district should “*manage their own monkey.*” Officials in the district office should be principled according to policy and service requirements of government offices as the relationships between humans were secondary to service delivery objectives.

Interpretation: The type of leadership ability to maintain sound human relationships was observed in the responses of the differently performing district directors. District Director One found a common slogan for the district which was placed on a billboard outside the district offices whilst District Director Two required of officials to be principled according to the policy and service requirements of government offices. There is a difference in how human relations in the district office are maintained and how district officials experience it. Leaders need to create and maintain positive human relations among colleagues and enhance the spirit of cooperation at all levels. The district official, as education leader, works closely with other education leaders in teams and the relationship between members of the team has an effect on the quality of the team’s performance.

5.7.5 Enhancing cooperation

An effective leader is characterised by: having a holistic perspective of the organization, realising the core values, encouraging the vision of the organization, stressing the importance of the core business of the organization, understanding and acknowledging human nature and life in general, assisting the individual within the team to make team work better, flexible response with fewer complexities, conflicts and contradictions, modelling the way to appropriate performance and achievement, being available and of service whilst maximising strengths and minimizing limitations (Chapter 3.5.1.5).

The responses from the different stages on the principles of leadership and how it can assist the leader to enhance the spirit of cooperation between the members in the organization are reported next.

DBE: The Director in the Department of Basic Education argued that it is sometimes good to “compare results from provinces like Gauteng and the Western Cape with that of Limpopo province as the culture of education differs distinctly in these provinces.” The Director argued that the structure of districts and regions is not the same in these provinces compared to that of the Eastern Cape Province. A common policy will not only address the differences between PEDs but can enhance cooperation between provinces and districts in different provinces.

PED: The PED Chief Director believes that leadership ability needs to be consistent in order to enhance cooperation between employees. The argued that leaders need to highlight ethical behaviour in all sections of the organization, but need to have a passion for what they do. *“Their followers will then cooperate better”* the Chief Director said. The participants in the PED who completed questionnaire one responded that cooperation in the organization is enhanced by *“determining the roles and functions of team members during team work, striving for enhanced cooperation in teams, participating in different sections of the organization, having empathy with others, and self-commitment.”*

District One: The response of 85.71% of the participants in District One was that they often experience how the leadership in the district office enhances a spirit of cooperation in supporting schools.

District Two: The response of 62.5% of the participants in District Two was that district leadership often requests them to cooperate and participate in the activities regarded as of primary importance in the district.

Interpretation: Education leaders should assist educators to identify, assess and meet the needs of followers and to provide professional leadership. This means that in enhancing a spirit of cooperation, education leaders should practice the principles of leadership as the principles of leadership distinguish the leader from the follower.

District Director One highlighted the culture of professionalism, the standard and quality of individual culture, direction from the Director, and allowing information to flow as decisive in enhancing a spirit of cooperation. District Director Two provided different views on how to enhance cooperation. The major views include principled behaviour and responses to right and wrong. It can be argued that the difference in responses from the district directors illustrate the difference in responses from the district officials to cues from leadership to cooperate in educational performance.

5.8 Summary

Based on these findings it can be argued that the participants in District One perceive the district official as a leader who often fosters, encourages, enhances and provides the necessary influence to schools. The participants also feel that district officials maintain this influence only sometimes. In the District Two office, the participants reported that the district official as leader to schools not only often fosters, maintains and enhances the influence in schools, but also encourages and provides this influence generally more than often than not. The findings thus support the argument that the kind of district office leadership can be empowering or disempowering to the performance of its employees, and generally, more often than not, influences the district office and district performance.

5.9 Management

In the study to find the existence of OC in different performing district offices, choosing between compliance and mediation management was found to be one of the responsibilities of managers in district offices. This is highlighted as the result for the establishment of a particular OC in district offices. In chapter 3.5.2, the reviewed literature discussed also five key functions of managers in district offices: analysis of the educational environment, planning in teams, maintenance of records, financial accountability and resources responsibility. The management of processes in the district office establishes a particular kind of culture in the district office. Education

management seeks to enhance the overall performance and completion of tasks in order to achieve an effective teaching and learning environment geared to success.

Data collected at the different district offices on management (an activity that ensures the successful implementation of education policy using a variety of strategies to get the job done) are resented to argue why two district offices in the same province perform differently. This data were divided into two categories: explicit power (obvious power difference between employees) and implicit power (verbal and non-verbal signals of deference or dominance).

The data on education management are presented as the use of explicit power and implicit power in district offices as it can provide important insights into the performance of the district office.

5.9.1 Implicit power

Implicit power refers to the manager's knowledge of achievement, performance, staff development, and job satisfaction (Chapter 3.2.8). The use of this kind of power has a negative or positive effect on how an OC is created in district offices. The two management functions that illustrate the manager's knowledge to create an OC are analysis of the educational environment and planning in teams. Implicit power differs from explicit power as it is not given or delegated explicitly or expressly but is needed to carry out a brief.

5.9.1.1 Analysis of the educational environment

Analysis of the educational environment refers to the understanding of the policy framework and the implication of the policy intentions. It is argued in chapter 3.5.2.1 that the implementation of policy leads to addressing issues in the educational environment.

District One: The District Director responded by highlighting the importance of getting the support of the relevant stakeholders around specific issues in the

education environment. She said: “*The classification of schools and particularly the reference to underperforming schools was identified as labelling by the Unions and Principals’ Forum.*” This compelled the managers in the district to do an analysis of the policy intentions for them to respond to the objections made by the stakeholders. She commented that “*after consultation, this matter was corrected and the appropriate action was taken to get the buy-in from everyone.*” The team of managers in the district managed to use their knowledge of the intention of this policy to develop education stakeholders and satisfy the need for clarification.

District Two: The level of having knowledge of the policy environment is to a large extent exceeded in the second district. The Director indicated, and rightly so, that the analysis of the educational environment for officials in the district office is about “*observing pieces of legislation. It requires officials to be principled*” in terms of the implementation of the policy framework. The Director used the management of the teacher strike as an example, saying that this should be managed keeping in mind “*rock and natural barriers.*” The management of the strike sometimes requires “*negotiating policy at the implementation stage*” during rock barriers, whilst “*consistence in implementation*” is required mostly during natural barriers. It can be assumed that the managers in the district must have a strong sense of the educational environment to manipulate the implementation of policy based on their personal environmental issues.

Interpretation: Understanding of the policy framework and the implication of the policy intentions implies that managing the smaller sections of responsibility can lead to addressing larger challenges in the educational environment. Whilst the Director in District One mediates the understanding of policies in the educational environment, the Director in District Two explains the steps they take to ensure compliance with sections of a particular policy. Both Directors do have knowledge of the environment of education. However the difference between the ways of implementation for increased performance is created by how this knowledge is used.

5.9.1.2 Planning in teams

District officials are required to identify the needs of schools, develop strategic plans in sub-directorate teams, and manage these plans to achieve the targets in the management plans. The argument in chapter 3.5.2.2 states that the importance of planning as a means to establish direction and set objectives, causes education managers to think ahead, leading them to better utilize the resources, and pursuing achievement.

When analysing data in this regard, the following trends were seen:

District One: The Director said the management team developed a strategy to deal with matters like the strike action in future. *“The EDMT have bilateral talks with teacher unions and individual stakeholders. There is a move to make these multi-laterals (discussion between different levels of organizations) with the purpose creating and sustaining labour peace.”* The management team in the district set the example of how different sub-directorate teams in the district can follow their example. *“The district management involves different stakeholders during monthly meetings in the different communities every term.”*

District Two: The Director is of the opinion that the operations of the different sections of the district are defined by *“organizational behaviour.”* He said: *“The culture of the education organization is very clear. Common sense and gentleman’s agreements confuses policy and legislation implementation. If wrong behaviour is corrected it may be perceived as autocratic.”* The Director argued that employees in the district form one part of the education sector (DBE and PED being the other two). The operations of officials in the district office are always informed from the other sectors primarily.

Interpretation: The knowledge of how employees in the district office are influenced is much clearer in District Two than in the case of District One. The Director in District Two understands that the strategic plans from different unit teams in the different sub-directorates are mostly influenced by the management plans from the DBE and PED. This opinion, however, is contested by the response of the Director in

District One. The response from the Director in District One illustrates the knowledge that establishing direction and setting objectives, causes education managers to think ahead, leading them to better utilize the resources, and pursuing achievement.

5.9.2 Explicit power

Explicit power refers to the manager's ability to achieve, perform, develop staff, and job satisfaction. It was argued in chapter 3.2 that the use of explicit power can have a negative or positive effect on how an OC is created in district offices. The management functions discussed in chapter 3.5.2 three (par 3.5.2.2) that illustrate the manager's ability to develop an OC in district offices are the maintenance of resources, financial accountability and resource responsibility.

The analysis will now focus on how the districts studied as cases perceived these three management functions.

5.9.2.1 Maintenance of records

Effective management of records refers to the education manager's ability to keep track of all activities for which he or she is accountable. As part of the responsibility of managers, keeping records plays an important role in the successful completion of any task (Chapter 3.5.2).

District One: The response of 57.14% of the participants in District One who responded to the question on the maintenance of records was that it has an influence on employee performance. The ability of the district management to maintain records was illustrated when the Director reported that *"about eight meetings with stakeholders were held in this year alone. These meetings were about information sharing, discussion on education ethics, and educational support. The culture of our district is felt in all four municipality regions,"* the Director announced proudly.

District Two: The response of 62.5% of the participants in District Two was that it has an influence on employee performance. The Director in the district was of the

opinion that “*contextual factors are not the same.*” It can be assumed that the responsibility of managers to maintain records should be seen within the context of the district. The Director said that some “*political viewpoints cannot be explained from the perspective of government.*” This highlights the fact that officials in this district were not only government officials but profile-keeping members of political affiliations.

Interpretation: An interesting fact to note is that the participants in District Two were more aware of the importance of the maintenance of records than the participants in District One. This could be ascribed to the fact that the participants in District Two were officials who came to work despite the threat of the raging strike. Their perceptions of the importance of record keeping are not echoed by the response of the Director. It could also be assumed that the participants in District One were aware that operational systems in the district were kept up to date by specific individuals, making their responsibility to ensure that other processes received priority above the maintenance of records as the Director said that they have a distinct culture in their district. The ability of the manager to keep records and successfully complete tasks is illustrated in the response of the Director in District Two saying that he is aware that officials are also politicians.

5.9.2.2 Financial accountability

Finance management refers to the manager’s ability to keep track of the expenditure of state funds. Chapter 3.5.2 argues that financial accountability assists in ensuring that education projects are successfully delivered to education clients.

District One: The Director responded that we “*have put systems in place for performance, monitoring and evaluation of the finances in the district. Everyone knows things like reporting time, deadlines, and what their responsibilities are. A tracking system has been implemented to find where things, documents, and files are.*” It can be assumed that the district has a team of officials that ensures the management of the district finances.

District Two: Asked if the question on financial accountability was searching for particular problems, the Director said that “*finance policy matters should be directed at the sub-directorate who deals with finances.*” It seemed as if the Director purposely did not want to respond to the matter of financial accountability or preferred not to speak about the District finances during the interview.

Interpretation: Financial accountability is closely linked to fraud and corruption which are among the biggest reasons for the poor service delivery of governmental organization (Chapter 3.5.2). The difference in the responses of the District Director’s interview indicates the importance of how state monies are spent. It also shows their realization that this could be a reason for officials, including directors, to lose their jobs. It can be argued that both Directors illustrate the ability to keep track of the expenditure of district funds. Director One explained the way they do it whilst Director Two pointed to who was doing it showing that there is a different approach to the management of finances and finance accountability between the two District Directors.

5.9.2.3 Resources responsibility

Resource management is the manager’s ability to responsibly manage all resources in the organization. Resource management in the district office relates to five important steps which include knowing the number of projects and tasks, knowing the people and their responsibilities in all the different projects and tasks, automating some of the manual processes to utilize employees better, having clear projections for all tasks with set margins, feedback and follow-up, and ensuring that current strong employees are retained and utilized to maximum effect in the different projects.

District One: The response of 42.86% of the participants in District One who responded to the question on resource responsibility was that it has an influence on employee performance. The Director responded that some of the challenges they experience with regards to resource responsibility are the “*particular management styles of managers, the communication strategy in the district, geographical setting of sub-campus, socio-economic status of schools in the district, the work ethic of*

officials, the availability of resources, and people management skills.” The Director provided information on the different steps of effective resource management and illustrated the accounting manager’s ability to positively influence the OC in the district.

District Two: The response of 75% of the participants in District Two who responded to the question on resource responsibility was that it has an influence on employee performance. The Director mentioned that “*the contextual factor, the strike and union activity, the attendance and completion of work by employees, general management, leadership and governance issues, and infrastructural problems*” were some of the challenges they experience with regards to resource responsibility. The Director highlighted the different steps in effective resource responsibility and pointed to the need of managers to influence the OC in the district.

Interpretation: The obvious difference in terms of resources between the two district offices is that District One has a lesser resourced building than District Two. Whilst District One is managed from different sites with limited space across the district (Chapter 4.2), the new offices of District Two are fully equipped with a teacher’s centre for officials. This could be the reason for the huge difference in the responses from the participants on resource responsibility. A limited number of participants in District One have enough resources, whilst most of the participants in District Two have sufficient resources. As the performance of District One is higher than the performance of District Two, it can be alleged that the managers in District Two have a lesser ability to responsibly manage available resources to positively influence the OC in the organization.

5.10 Summary

It is argued in chapter 3.5 that the manager’s understanding of motivation, or put differently, the way subordinates are influenced, distinguishes performing districts from underperforming districts. Employees in managerial positions are required to use a management style that will afford accountability of results in terms of achievement and performance. The perceptions of accountability of managers are

enhanced by the understanding of the OC in the district office. Managers as decision-makers have explicit and implicit power when it comes to policy implementation. The fourth focus question of the research wants to discover if the way managers use mandated power influences the performance of the district office.

To summarize the presented data and corroborate the findings on the five categories of management, the graphs in figure 5.5 illustrate the responses from the two different districts on a five-level scale to five sub-themes that represent management on the questionnaire. The 'Y' axes represent the 5 levels of responses from level 1 (not at all) to level 5 (almost always). The 'X' axes represent the five coded categories that participants in the two district offices responded to.

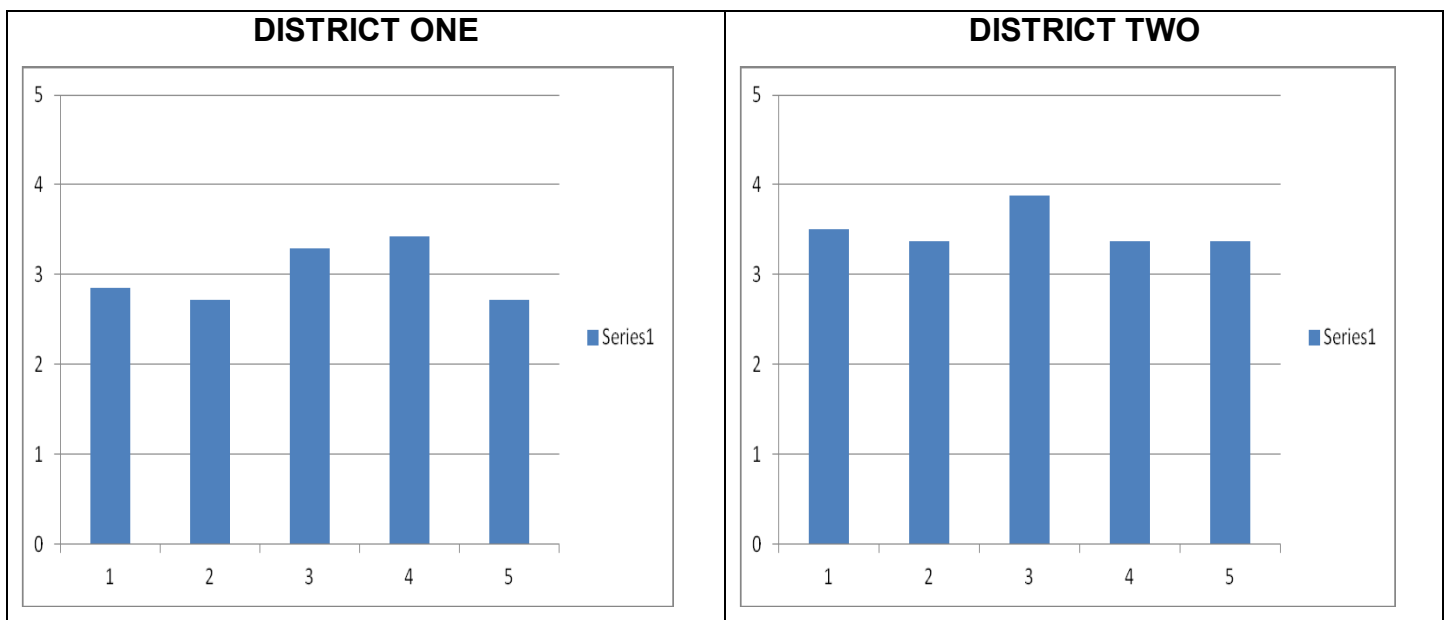


Figure 5.5 Participant responses to expectation of management

District One: Participants in District One scored analysis of the educational environment, planning in teams, and resources responsibility as sometimes influencing the performance of the district. They scored maintenance of records and financial accountability as often important in the performance of the district.

District Two: Participants in District Two scored analysis of the educational environment, planning in teams, resources responsibility, and financial accountability as often important in the performance of the district. The participants scored

maintenance of records close to level four, generally important in the performance of the district.

Interpretation: It can be argued that officials in District One expect of district management to be accountable for the maintenance of records and for finances, whilst they see their role as education managers in the district to ensure the analysis of the educational environment, planning in teams, and resources responsibility. It can be assumed that officials in District Two expect more guidance of the management of the district. The maintenance of records is seen as generally more important than the other expectations, referring to the education manager's ability to keep track of all activities for which he or she is accountable and the important role in the successful completion of any task.

The responses of the Director in District One corresponded to the responses from the participants in most cases. The responses of the Director in District Two, however, were contradicted by the responses of the participants. The contradicting perception of the role of managers in District Two can be argued as the reason why the management style affords the kind of results in terms of achievement and performance in District Two. The perceptions of accountability of managers in District One can be understood as the result of the OC that exists in the district.

5.11 Research question and sub-question response

The main research question of the study was guided by four sub-questions which were formulated as follows:

1. What is the organizational culture of district offices?

It was found through this data that the way in which OC is perceived in the DBE, and implemented in the PED cannot promote performance in district offices. It was also determined that the OC in the two district offices is not clearly defined, leading to multiple misconceptions of the purpose of the district office and the mismanagement of funds to uphold the current presentations thereof. The DBE expects officials to be

able to handle chaotic and complex situations in the absence of proper systems to address them. This unrealistic expectation of the DBE influences the way all functions in district offices are being dealt with which has a negative impact on the overall performance of the district.

2. How does the organizational culture influence the performance of district offices?

Whilst officials sign performance agreement contracts, conceptions of performance of district offices still vary. When corroborating available data to find better explanations for the link between OC and educational performance, it was concluded that this apparent link is created within the district but influenced from outside, in particular the PED. The responses from of the district managements illustrated a political rather than education agenda and a clear understanding of the demands of education politics and not the educational mandate of the district. The district office view of leadership is the primary influence on district performance which is illustrated through educational behaviour of schools in the district. The relationship between managers and subordinates influences the way employees view the organization as a result of the difference between compliance and mediation management. In the final analysis it could be concluded that as much as leadership and management misconceptions in district office creates the OC. The emphasis on certain elements of OC can be seen as the reason why the performance in district offices is influenced negatively. It was inferred that the OC in the two district offices influences the performance of district offices mostly negative to a large extent.

3. To what extent does the OC of the district office empower or disempowers the performance of its employees?

The kind of district office leadership can empower or disempowers the performance of its employees, and it often, and generally more than often, influences the district office OC and district performance negatively. Leadership in district offices plays a decisive role in motivating employees to perceive, copy and know the shared behaviour in their district, Employees respond to leadership cues on behaviour in a cultural orientation context (meaning that whatever the leader does is perceived from the background of the leaders cultural orientation). The vision for the district is created by the employees through the direction of the District Director. The

Director's vision provides performance goal-setters for the district as a whole. In the absence of a clear vision of the Director, managers and officials will follow the mission guided by the fragmented policy culture, to influence the performance of the district. The variety of education policies that creates the current OC in district offices clouds the ultimate vision for education provisioning for district officials in district offices.

4. What is the difference in the OC between differently performing district offices?

The manager's understanding of motivation and the way subordinates are influenced, distinguishes performing districts from underperforming districts. Also, the kind and format of the management style influences the kinds of results in terms of achievement and performance in district offices. The perceptions of accountability of managers in district offices can be understood as the reason for the difference in the OC that exists in the district office, and therefore the difference in performance. The difference in the OC in the two district offices is created as a result of certain elements of OC which are emphasised more than others creating a distorted OC in both districts. Although the one district is performing better than the other, a healthy OC consists of equal emphasis on the visible, invisible, artefact and behavioural elements of OC. Using the five different stages of OC (Table 3.1), the available data on the different districts places district one at the behavioural stage and district two at the initiation stage. This level of OC influences schools in the districts and the OC in schools might be influenced in a particular way depending on the context of the school. This facilitates a particular kind of performance of schools which ultimately makes the district to perform in the same way.

5.12 Conclusion

This chapter outlined the process of analysing and interpreting the data collected at three levels of the education sector in South Africa. This study used both quantitative and qualitative methods to collect data. Face-to-face interviews were conducted with officials in the DBE, the PED and the different district offices. Selected participants in district offices completed a questionnaire to validate the findings in the research. The

observations of the visits to the different education offices and the occurrences of events were recorded in the researcher's journal. The qualitative data collection preceded the quantitative data collection. The qualitative data explored the problem outside the district offices and obtained the views of District Directors, whilst quantitative data from the selected sampled participants in district offices measured the link between OC and performance in differently performing district offices. The use of observations, interviews and two questionnaires at three levels of the education provision constitute triangulation. This methodological approach enhanced trustworthiness and reliability.

The research question was addressed through four sub-questions. These sub-questions addressed the main concepts according to the conceptual framework in the study. The main concepts and constructs were identified and the discussion of the available literature was used to develop the sub-themes to further explain the main themes. The sub-themes were formulated into questions and participants responded to the themes as variables on the data collection instruments in a series of closed and open-ended questions. The responses from the participants in the study were analysed, grouping the data question-by-question and analysing it as a whole, following the common themes, categories, and patterns.

The main research question was addressed by presenting the analysis and interpretation of the data in four sections. Each section was linked to a different sub-question and research aim and provided the data collection instruments and data collection process used. The data from the collected tools was presented simultaneously to address the themes and to corroborate the findings from the collected data. The analysis and interpretation for each of the themes was presented separately. The interpretation of the data for the four sub-questions was presented which assisted with the response to the main research question.

The response to the main question of the study: **'What is the link between organizational culture and performance in disparate district offices'** states that district offices as mandated organizations have a peculiar OC that is either geared towards education performance or merely maintaining the *status quo*. The OC in a district office is the composite presentation of all the employees, their commitment

and aspirations to provide the service of education that is directed to either increased performance or to underperformance as a category.

CHAPTER 6: OVERVIEW, FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

“Oppression and violence are right in front of me. Strife is ongoing, and conflict escalates. This is why the law is ineffective and justice never emerges” (Habakkuk 1:4).

6.1 Statement of purpose

The purpose of the study was to investigate and compare organizational culture (OC) as it appears in two different education district offices in the Gauteng Department of Education (GDE) in South Africa, with a view to understanding the disparate performance of districts within one province. It was argued in the research that the positive employment of OC can increase the level of performance and achievement within an organization.

This study researched the link between organizational culture and performance in disparate district offices. This chapter presents an overview of the study, the findings, conclusions and recommendations on the research that was done on the OC in two differently performing education district offices within one provincial Education Department. The main research question and sub-questions for the study were formulated as follows:

What is the link between organizational culture and performance in disparate district offices

The sub-questions which guided the research were:

1. What is the organizational culture of district offices?
2. How does the OC influence the performance of district offices?
3. To what extent does the OC of district offices empower or disempower the performance of its employees?
4. What is the difference in the OC between differently performing district offices?

6.2 Overview

The aim of the study was to understand the OC of district offices in a South African provincial education department (PED), to explore the influence of OC on the performance of district offices, to establish the relationship between the OC of the district office and the performance of its employees, and to investigate the OC in differently performing district offices. It was argued in the research that the education mandate to district offices is to increase the level of performance during the interaction with principals, educators, learners and parents in schools. This should be done by providing relevant policy support and implementation. It was also argued that the level of successful policy implementation and mediation, monitoring, support and evaluation is measured by the level of achievement in the National Senior Certificate (NSC) examination results, as these results classify a district as either performing well or performing poorly.

The main research question and sub-questions were structured from the perspective of an interpretive paradigm, using a descriptive case study research design with both quantitative research and qualitative research methods within a mixed method approach. These research methods included participant observations recorded in a researcher's journal, analysis of documents, and face-to-face interviews as well as two different questionnaires that were administered by officials in the Department of Basic Education, Provincial Education Department, and the two participating district offices.

The dissertation consists of six chapters.

Chapter one provided an introduction of the research topic, a preliminary review of literature, and initial research processes within the contextual and theoretical frameworks. The working assumption and demarcation placed the study within a specific gap in the literature on the OC in district offices

Chapter two reviewed literature to understand the OC of district offices in a South African provincial education department (PED) to establish the relationship between

the OC of the district office and the performance of its employees. An analysis of all available literature, policies and Acts is presented to argue the purpose of district offices and district officials. The purpose of district officials and their accountability for policy implementation in terms of policy compliance and policy mediation were discussed. The chapter highlighted literature to understand the relationship between the district office, the use of implicit and explicit power, and the performance of employees.

The review of literature on OC highlighted the key elements (visible, invisible, behavioural, and artefacts), but argued that OC is identified in organizations through eleven concepts (vision, mission, values, goals, desired outcomes, complexities amidst chaos, different people's views about the organization, what motivates values, what motivates beliefs, what motivates underlying assumptions, and what motivates shared behaviour).

The chapter concluded that the existence of an education policy culture influences the OC in education. The delegated mandate and power from the provincial government of providing professional advice to teachers, the issuing of certificates, and maintaining a proper standard of education to the district director as a public service employee and the accounting officer, requires of him or her to establish the envisaged policy culture.

The framework for the policy culture consists of laws and circulars with regulatory invisible goals, behavioural advisory goals, structural visible goals, and developmental goals which could be linked to the elements of OC.

Organizational culture was explained as the visible and the invisible elements, the behaviours and the artefacts which exist in all organizations. Organizational climate was regarded as an important constituent of OC and is viewed as the composite environment of humans and objects at a given time.

The interpretivist knowledge base was not only founded on observable phenomena, but also on subjective beliefs, values, reasons, and an understanding of the effect that the elements of OC have on officials working in the district office and how it

influences district performance. Also, that the interpretations of implicit and explicit power create the OC in district offices. These interpretations are embedded in the PED mandate and influence the quality of policy implementation and district performance.

Chapter three reviewed literature which explored the influence of OC on the performance of district offices and investigated the OC in differently performing district offices. It was argued that establishing the OC in education is the primary responsibility of leaders and managers within the district office. The chapter explored whether the accountability of educational performance is as a result of district office leadership (the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office) and education management (the effective and efficient attainment of educational goals and objectives for the enhancement of the vision and mission of the educational institution) in the district offices.

During the review of literature, it was found that educational performance is about providing an enabling environment for education institutions, assisting principals and educators to improve the quality of learning and teaching, serving as an information node for education institutions, and providing an enabling environment for the professional development of educators and administrative staff. It was therefore argued that educational performance is obtained as a result of providing quality and quantity of support and help to schools to achieve excellence in teaching and learning.

The chapter concluded that achievement (success in the National Senior Certificate (NSC) examination) is the result of educational performance created by district leadership (in particular the educational commitment of the District Management Team (DMT) in line with the directives from the PED and implicit powers), and management (the interaction with school principals, educators, learners and parents to increase the level of performance). Within the interpretivist paradigm, the subjective beliefs, values, reasons, and understandings of performance in district offices and of district officials are the composite result of leadership and

management approaches, in particular those of the District Director as accounting officer.

Chapter four discussed the research design and presented the sequential use of qualitative and quantitative methods, highlighting the collection of data at three different levels of the Education Department. The data collection is explained from conducting case studies using researcher observations recorded in the researcher's reflective journal, the analysis of education documents, conducting semi-structured interviews and an interview schedule, and to administering a questionnaire.

The qualitative data collection preceded the quantitative data collection. The qualitative data explored the problems outside the district offices and getting the views from District Directors. Face-to-face interviews and questionnaires were conducted with officials in the Department of Basic Education and the Provincial Education Department. This was done to get the views of participants outside as well as inside the district office on the link between OC and district performance.

Selected participants in district offices completed a questionnaire. The observations of the visit to the Department of Basic Education offices and the occurrences of events during and after the seminar were recorded in the researcher's journal. The same procedure of recording the experiences was followed during visits to the PED and the different district offices. The procedure of data collection of the different data collection instruments was discussed and the limitations and trustworthiness and reliability measures were outlined.

Chapter five outlined the process of analysing and interpreting the data collected on the possible link between district offices and educational performance, presented the interpretation of collected data on the OC in district offices in detail. Each section was linked to a different sub-question and research aim and provided the data collection instruments and data collection process used. The data from the collected tools were presented simultaneously to address the themes and to corroborate the findings from the collected data. The analysis and interpretation for each of the themes were presented separately. The interpretation of the data for the four sub-

questions was presented which assisted with the response to the main research question.

6.3 Main Findings

The analysis of data found that district officials do not only underperform because of limited resources but also because of the culture and climate in the district office. The data found that poor education leadership and management creates a gap where poor performance is classified and supported with more policies that target underperformance. It was also found that leadership and the management approach determine the level of performance and achievements in district offices. The data confirmed that the achievement of policy implementation depends on the performance of officials in the district offices.

The response to the main question of the study: 'What is the organizational culture in education district offices like?' states that district offices as mandated organizations have a peculiar OC that is either geared towards education performance or merely maintaining the *status quo*. It was also determined that the OC in district offices is not clearly defined, leading to multiple misconceptions of the purpose of the district office and the mismanagement of funds to uphold the current presentations thereof. District one was stronger on the OC concepts mission, values, goals, desired outcomes, and complexities amidst chaos. This places the district in the behavioural stages in the developmental stages of OC theories. District two was stronger on different people's views about the organization, what motivates values, what motivates beliefs and shared behaviour, placing the district in the initiation stage of OC theory. The OC in a district office is the composite presentation of all the employees, their commitment and aspirations to provide the service of education. This is explained further by a brief discussion of each of the sub-questions.

Question 1: What is the organizational culture of district offices?

Aim 1: To understand how OC in the district office differs in the South African PDE.

Theme 1: Organizational Culture

OC was defined as members' shared patterns of perceptions, representation, and response surrounding internal and external operations within the district office. This definition was explained by four elements (visible, invisible, behavioural, and artefacts), but identified in organizations through eleven concepts (vision, mission, values, goals, desired outcomes, complexities amidst chaos, different people's views about the organization, what motivates values, what motivates beliefs, what motivates underlying assumptions, and what motivates shared behaviour) (Chapter 2.6). The study agrees with researchers on the abundance of links between organizational culture and organizational performance. Two data collection methods were used to gather information to understand the different OC in district offices in one South African Provincial Education Department. The study identified four concepts and eleven elements which should be present for a positive OC to exist. If some these concepts or elements are not prevailing in an organization, it places the organization within one of the developmental stages of OC using the specific OC theory.

These methods are presented as collection instrument one and two below:

Collection Instrument 1: Face-to-face Interviews

Department of Basic Education (DBE): The OC in a district office will differ as a result of the absence of a policy framework to regulate the concepts that create a particular culture in PED and education district offices. Policy is created at the national level of education and determines, in most cases, how things are done at the lower levels of the system. The variety of existing policies envisages a particular culture but does not attempt to link organizational culture and organizational performance.

Provincial Education Department (PED): The perception of the provincial department supported the notion of the absence of a proper legislative framework for the operation of district offices as the primary cause of chaos between the power of PED officials and senior management in districts. The contention of the PED that district offices have somewhat autonomous delegated power, places the obligation

on the district office to account for its own performance. This reduces the PED's accountability for creating or developing the OC and district offices, confirming that the OC in district offices may vary depending on the leadership styles of district managers.

District Office 1: The District Director followed a particular leadership style which afforded the creation and instilling of a particular performance culture. The initiative of the district management developed slogans as the district vision and mission statements that became the driving force for employees to perform. The District Director, as leader, took the responsibility of linking organizational culture and organizational performance.

District Office 2: The envisaged policy culture as the result of the variety of education policies and acts is viewed as the reason for the performance in District Two. The district management implements and complies with the vision and mission statements contained in strategic objectives of the PED. The main responsibility of district officials is to ensure compliance with policy requirements. The District Director takes pride in the fact that strategic objectives are implemented which confirmed the notion that the existing policies and education acts do not consider the link between organizational culture and organizational performance.

Collection Instrument 2: Questionnaire one

DBE: The statistical data confirmed that 66% of participants in the DBE believed that OC influences the performance of the district offices to a large extent. These participants confirmed that the visible, invisible, behavioural, and artefact elements do play a role in the way a district can function. Although the analysis of the data from the DBE showed that the DBE views district offices merely as information nodes and not organizations in their own right, they had to admit that the kind of support from district offices influences performance in the district. Their responses on the role of district offices indicate that the absence of policy for these senior bureaucrats poses a serious problem for the kind of organizations districts should be.

District offices are therefore left at the mercy of the immediate managers to create or allow their own OC within the existing policy framework.

PED: 98% of participants in the PED believed that OC influences the performance of the district offices. The comments from the participants indicated that PED officials view district offices as nodal points to distribute the necessary information and resources to schools. The officials in district offices, according to the PED have the primary role of administrator as the successful administration of policy can ensure successful policy implementation. If the policy does not address the link between organizational culture and organizational performance, officials will implement policy that is not targeting the creation of a performance OC.

The Response to Question 1:

The OC in district offices is different as a result of a lack of legislative framework for district operations. The use of explicit and implicit power of the district director has an effect on the present OC which exists in different district offices. As much as the DBE and the PED agree that the OC in district offices influences the performance of district offices to a large extent, it was also determined that the OC in district offices is not clearly defined, leading to multiple misconceptions of the purpose of the district office and the mismanagement of funds to uphold the current presentations thereof.

Question 2: How does the OC influence the performance of district offices?

Aim 2: To explore the influence of OC on the performance of district offices.

Theme: Performance and achievement

It was argued that district performance is determined by the National Senior Certificate results. The level of successful policy implementation, monitoring and evaluation done by district officials, influences the level of achievements by the district. It was argued that achievement in policy implementation determines the performance in the district. The study distinguished between educational

performance (central to performance management) and educational achievement (constant high level performance) to explain performance in the district office (Chapter 3.7.10). Educational performance in the district office was defined as providing quality and quantity of support and help to schools to achieve excellence in teaching and learning. Educational performance, which district officials should provide to schools, was explained in four categories, namely; providing an enabling environment, to improve the quality of learning and teaching, serving as information nodes, and ensuring the professional development of educators. To find how the OC in the district office influences the performance of district offices, three data collection methods were used to gather information. These methods are presented as collection instrument one and two below:

Collection Instrument 1: Questionnaire two

District Office 1: 85.71% of participants in District One responded that the educational performance culture has an effect on the performance of district officials. The majority of participants in the district offices agreed that OC has an effect on the educational performance of district officials, and thus the level of educational performance in the district.

District Office 2: 62.5% of participants in District Two responded that the educational performance culture has an effect on the performance of district officials. It was argued that because of the percentage responses of participants in District Two, that the link between OC and educational performance is created within the district but influenced from outside, in particular the PED.

Collection Instrument 2: Face-to-face Interviews

DBE: Respondents in the DBE rated the significance of performance and achievement in district offices as Series 4 (To a large extent). Based on the responses from participants it is inferred that the OC in district offices influences the performance of district offices to a large extent.

PED: Respondents in the PED rated the significance of performance and achievement in district offices as Series 4 (To a large extent). Both the DBE and PED agree that the quality of educational performance in district offices is influenced by the OC in district offices.

Collection Instrument 3: Questionnaire one

DBE: The DBE asserted that officials have job descriptions and performance management contracts. These concepts in the OC of the organization should influence, according to the DBE, the performance of all officials.

PED: The PED highlighted the role of the leader in the organization and the needs of officials to be capacitated to mediate education law and policy as their understanding of the OC and its influence on the performance.

District One: District Director One identified the teacher union as an external influence of the OC as detrimental for the performance in the district offices. The external forces of the OC were highlighted as an element that should be considered when analysing the link between OC and performance in district offices.

District Two: District Director Two suggested that the provision of learning material to improve the quality of learning and teaching became a lucrative activity outside the jobs of officials. The salary and the activities of employees outside the organization were also regarded as external elements outside the OC that influence the link between OC and performance in district offices.

The Response to Question 2:

It was concluded that the OC is mostly responsible for the performance of employees in the district office. The organizational climate is, amongst other things, one of the external elements which influence the OC in the district office. These external elements have a decisive impact on how the OC in the district office is created and how it links with the performance of the district office. District offices as organizations have a way of doing things, whether they decide themselves or are led

to it. The way in which quality and quantity of support and help is provided to schools in order to achieve excellence in teaching and learning, is disempowering or empowering employees and influences the performance of the district office.

Question 3: To what extent does the OC of district offices empower or disempowers the performance of its employees?

Aim 3: To establish the relationship between the OC of the district office and the performance of its employees

Theme: Leadership

Leadership in the context of the study entails the process of directing and inspiring employees in district offices to perform tasks related to the activities within the district office. It was argued in chapter two that leaders in the organization are responsible for creating the OC in an organization (Chapter 2.5.6). This primary responsibility consists of five tasks which require the use of explicit and implicit power with a view to fostering commitment, encouraging good practice, providing congruent policy frameworks, maintaining sound human relations and enhancing cooperation. This makes the district management responsible for the creation of OC (Chapter 3.5.5). It was therefore argued that the performance of the district management is equal to the kind of OC which influences the kind of performance of the officials in the district office.

The findings to the sub-question and aim are summarized according to the five functions of leadership as follows:

Fostering commitment - The DBE highlighted the implementation of policy and the responsibility of employees to fulfil their employment duties. The PED Chief Director views the leader's role as fostering commitment as a duty, whilst other participants in the PED highlight concepts like leading by example and being transparent and approachable. Fostering commitment is explained as the ability to provide an environment that creates confidence in the workplace and this was found to be different in the two district offices.

Encouraging good practice - The DBE places the emphasis on encouraging perceptions of actual performance, whilst real-life adversities like employee commitment reflect the leadership ability of officials in differently performing districts. Disseminating and encouraging the application of good practices in all areas of work were found to be contradictory at the different levels of the education system.

Providing congruent policy frameworks - The absence of a district office regulatory policy framework was in most cases blamed for the inability to provide similar policy support in differently performing district offices. The officials' understanding of the purpose of policy was found to influence their level of performance in the two district offices.

Maintaining sound human relations - The type of leadership ability creates the difference in human relations and how district officials experience it. District office leaders create and maintain human relations whilst enhancing a spirit of cooperation in the district office.

Enhancing cooperation - Education leaders should practise the principles of leadership that highlight the culture of professionalism and the standard and quality of individual culture. The District Director illustrates, to district officials, how to enhance cooperation in educational performance.

The Response to Question 3:

The findings support the argument that the kind of district office leadership can be empowering or disempowering to the performance of its employees, influencing the district office and district performance.

Question 4: What is the difference in the OC between differently performing district offices?

Aim 4: To investigate the OC in differently performing district offices.

Theme: Management

Education management seeks to enhance the overall performance and completion of tasks in the district offices in order to achieve an effective teaching and learning environment geared to success. The literature concluded that the management of processes in the district office establishes a particular culture in the district office that focuses on the analysis of the educational environment, planning in teams, maintaining records as data, financial accountability, and resources responsibility (Chapter 3.5.2.3). Education management makes possible the successful implementation of education policy using explicit power (obvious power difference between employees) and implicit power (verbal and non-verbal signals of deference or dominance) to establish a particular culture in the district office. The difference in the OC between two differently performing district offices can be explained by looking at the explicit power and implicit power in each district.

Implicit power - Implicit power in the context of the study refers to the manager's knowledge of achievement, performance, staff development and job satisfaction (Chapter 3.2.8). District Directors in both districts have knowledge of the environment of education but their understanding differs as to how this knowledge is used to enhance the overall performance and complete tasks in the district offices, in order to provide an effective teaching and learning environment geared to success.

Explicit power - Explicit power has a negative or positive effect on how an OC is created in district offices. The management functions of maintaining resources, financial accountability and resource responsibility illustrate the manager's ability to develop an OC in district offices. It was found that the ability to responsibly manage resources and finances distinguishes the OC and links to performance in district offices.

The Response to Question 4:

The perceptions of the role of managers in district offices are found to be the reason why the management style affords the kind of results in terms of achievement and performance in district offices. The perceptions of the accountability of managers in

district offices were understood as the reason for the different OC that exists in differently performing district offices.

6.4 Conclusions and working assumptions

The working assumptions in the study were affirmed that:

- OC is a determinant of whether a district office becomes a low or high performing district
- There is a correlation between the nature and quality of leadership and management in a district office, OC and the performance of the district.

The study found that poor education leadership and management creates a gap where poor performance is classified and supported with more policies that target underperformance. This research on OC in district offices wanted to establish ways to develop interventions and strategies to support district officials in ensuring the development of a positive OC in the district office.

6.5 Recommendations

The modernization of the education sector management is a challenge to education authorities. Strengthening the professional and technical knowledge of district officials at all levels is a crucial condition for the effective functioning of district offices. The following recommendations are made regarding the improvement of practice and for further research.

6.5.1 Recommendations for improvement of practices

It was argued in the study that The NSC examination plays a decisive role in the benchmarking of performance and achievement of education in South Africa. When

this was rationalized within the context of the study, four problematic practices were identified:

1. There is a disparity in results of learners in a particular socio-economic context within the South African system.
2. That the key policy objects for the new democratic South Africa are providing free, basic, equal and common education to every child especially in schools from previously disadvantaged areas.
3. The education format envisages a uniform system for the organization, governance and funding of schools to counter a legacy of past inequalities and segregation and a thread to achieving democracy.
4. Also, that the performance of education district office as service centres is suspected of not having consistent aims and prioritised needs resulting in a lack of support to schools, and disempowered officials.

The blurred directions given to officials have an impact on the overall performance of the district. The research on the purpose and role of OC and the link between OC and district performance identified that the challenge to provide a common uniform education system is ever growing. Some of the challenges identified include:

- That district offices have been functioning without a clear policy framework
- Neither district offices nor provincial departments or national authorities are sure about the role that districts should play in enhancing the quality of education provisioning
- A few officials in district offices are able to demonstrate knowledge that districts are in fact organizations that should display certain characteristics and perform in required ways
- The lack of theoretical knowledge about the work that they have to do is disconcerting
- The huge and alarming lack of knowledge about administrative mechanisms such as delegation and decentralisation and the rights and duties that they imply
- The culture orientation of the members of the organization (district offices) are inferred to with regards the performance in and of district office, and
- There is sufficient evidence that unions play an undue role in the management of districts

This study about the organizational culture (OC) in two differently performing districts recommends the following improvement of practices:

- The relationship between PED mandates and forms of power in district offices be reconsidered making heads of districts accountable for the kind of OC and performance in the entire district.
- Policy implementation and accountability of mediation or compliance in district offices should remain with the District Management team.
- District officials should acquire the ability to negotiate the difference between policy compliance and policy mediation.
- All employees in the district office should be aware of the ability of OC to influence educational performance.

This mixed method study argues for a theory of Alternation to better understanding OC as it appears in district offices. In this theory leaders and managers should be able to determine the status of OC and alter management and leadership styles and strategies thus creating a culture of educational performance. The recommendations intend to influence officials in the district perceptions about the influence of OC on performance in district offices.

6.5.1.1 Theoretical recommendations

It was argued in chapter one (Chapter 1.8.7.4) that the purpose of the alternation theory is to understand the link between district office performance and OC. It is possible to increase the level of performance in district offices by changing or altering the leadership and management system in the context of the district office as an organization.

This can be seen in the difference between the two district offices studied as cases. In district office one the District Director implemented strategies to counter the requirements for change coming from the PED and the DBE. Some of these strategies was to include all officials to develop a district office contextual vision in creating a district office OC. Contrary to this the District Director in district two strived

to comply with the requirements set by the PED and DBE ignoring the need for particular kind of leadership and management in the district.

Using the theory of Alternation in existing OC theories leaders and managers can change the pace of performance in the district. The development of OC theories is divided into five stages:

1. The initiation stage - The emphasis was important to get individuals within the organization to increase productivity and to understand natural leadership tendencies.
2. The behavioural stage - The vision of the organization for cultural change as perceived through the eye of the manager is highlighted by acknowledging the difference between the culture in the organization and the climate created by the individuals within the organization
3. The developmentalist stage - The importance of a clear vision, mission, values, and stated goals is highlighted in the Competing Values framework.
4. The mechanistic stage - OC now became a means of organizational development and organizational improvement.
5. The new millennium stage - The importance of OC for organizational health and wellness is illustrated by concerns with the factors underpinning values, beliefs, assumptions and behaviours.

Leaders and managers in district office should be able to determine the current stage of OC development in their organization and guide the organizations growth to the next level by altering current operation towards positive educational performance. The study recommends that organizational growth strategies can be an alternative way to improve the OC in district offices. Organizational growth is defined as the process of measuring change over time, whilst producing different approaches to assess the amount of growth an organization has experienced.

6.5.1.2 The organizational culture

The organizational culture in district office should reflect the kind of organizational culture in the schools they service. From the way of entering a building to the kind of

support you receive from officials, officials should ensure that they present a professional performance, focussed environment. This could assist with establishing the same kind of environment in schools, creating a positive (meaning performance focussed) organizational culture in schools. The OC in district offices should be clearly defined, leading to a purpose of the district office. District office should focus on all the OC elements moving the different district office from the behavioural and developmental stages of OC theories.

Educational performance focussed strategies can lead to organizational performance. This supports Kaplan and Norton (2001) argument that using something similar to a balanced scorecard to describe and communicate strategy in consistent, insightful, operational terms for organizational strategies to work, organizational culture as a performance focussed strategy must be linked and integrated across many functions in the district office (i.e. finance, curriculum, human resource management, institutional development and support services). When this strategy links these disparate and dispersed functions to itemized concepts and elements of the envisaged organizational culture, it can influence the way things are done in the district office and the way things are happening in the groups of schools supported.

6.5.1.3 Influence on educational performance

Educational performance remains central to performance management. In the district office, educational performance is about providing quality support to education stakeholders. Performance is measured through the number of successful students. An important part of the district office functioning is strategic control. Evaluation and monitoring the current projects for efficiency and effectiveness can influence and improve performance. Ensuring educational performance and achievement are the core responsibilities of the district office.

An organizational growth plan which targets organizational performance that is introduced into the organizational climate of the district office can influence performance. This kind of change strategy can lead to a change of culture and

create an alternative organizational culture. When such a strategy is linked to the district budget process, reviewed during District Management strategy meetings regularly, it can develop a process for effective teaching and learning, whilst adapting the Sub-Directorate and unit strategies.

6.5.1.4 Performance of district office employees

Educational achievement is dependent on the quality performance in terms of policy implementation of officials in the district office. The level of success of policy implementation, monitoring and evaluation influences the level of educational achievements in district offices. Successful policy implementation and therefore educational achievement proved itself to be a natural yearning by individuals or groups which cannot be forced or controlled. Improving performance of officials in the district office does need a study of behaviours but rather needs suggested strategies to individuals to practise particular humane, sensitive and responsible behaviour within the organization. When selecting behaviour, it is required that all officials be conscious of the most advantageous manner of conduct towards educational performance and achievement.

It is then that analysts of the organizational culture in the district office should be selecting and implementing treatment strategies to acquire behaviour to improve the quality of achievement. This process involves evaluating the effects of treatment on behaviour and the implementation of improved strategies and campaigns. The organizational growth strategy should also focus on ways to educate the employees in the district office about strategy, helping employees develop personal objectives, and then compensating them based on their adherence to and implementation of the organizational strategies.

6.5.1.5 OC between differently performing district offices

The understanding of policy implementation of leaders and managers in district offices leads to a particular kind of practice and performance within the district office. Policy implementation as the responsibility of leaders and managers is not merely

about the difference between compliance or mediation as a result of a legal mandate through policy. In order for leaders and managers to effectively choose between mediation and compliance as a leadership and management tool, these leaders and managers must have a firm grasp of the different developmental stages of OC. Understanding the current stage of the OC development can assist different leaders and managers in different district office to develop OC strategies that can yield better results.

The key to understanding the role of district officials lies in their relationship with schools. The relationship of the district official or office-based educator with schools is observable in their individual performance, achievement, management and leadership ability in terms of the PED mandate and policy implementation (evident in the specific area in the school). Through a method of national and provincial mobilization, governance and strategic management, district officials as school leaders can embed new strategy and new culture into their management systems, creating a continual process to meet the strategic needs in the schools of today.

6.5.2 Recommendations for further research

The study successfully provided empirical evidence that there is a significant link between the organizational culture and performance in differently performing districts within one province. Even though the study is unique in time and place in the top performing province in South Africa, it has contextual relevance to enhancing scholarship in the following fields of culture in the educational context.

Topic 1: The culture in district office

- Alternation theory: Driving OC Development in stages
- The role of OC in district office
- Organization culture: the difference between elements and concepts
- Policy culture: How it works

Topic 2: Leadership and management in district office

- Organizational growth initiatives in education districts
- The District Director as instructional leader and manager
- Performance in district offices and public schools
- The uses and abuses of Home language as a tool
- Data driven organizations: Guiding District management

Topic 3: Organizational Culture in Education

- The role of the district official as OC change agent
- OC as strategic control mechanism
- The link between performance and organizational culture in different districts in different performing provinces
- The use of OC theories in Education

Topic 4: Education Policy: Law or policy

- Ways to analyse OC: Re-culturing public education
- The role of the District Management in district offices
- Structural change efforts at district level in South Africa
- The cultural deficits and the effects to district culture
- The District Director: A South African perspective
- The public sector in South Africa: Towards a model for efficient service delivery

The research developed context specific tools to research the status of organization culture and performance in educational institutions. The tools form part of the strategy to increase the level of performance and organizational culture of educational institutions. It is recommended that the following concepts form part of further research on performance in district offices and the link to OC.

1. Biographical details of the organization. This instrument requires all the basic information of the institution to understand the context. Further research should investigate whether the manager knowledge of the individual employee can influence the leadership and management style and assist in determining the next level of OC.

Noteworthy is that the top performing district that was selected for the study decreased in their performance and was placed second during the 2011 examination. The setting details of the district could have indicated the possible decline in advance.

2. District office OC questionnaire. The tool consists of five sections that address different parts of the institution. The tool should be tested in different organizations to find the effect it has on determining the level of the OC and the link to performance. Interesting to note is that the poor performing district that formed part of the study increased their performance by four positions during the 2011 NSC examination. One could assume that the feedback from the questionnaire and the interview with the District Director might have had an influence on the OC in the district.

3. District office leadership questionnaire. Leadership and management coaching remain central to organizational growth. Further research in district offices can find out whether employees, if interviewed at the beginning of their contract, respond to the questions the same after working in the organization for some time.

4. Schools as a vision: The study has determined that the OC in district offices in one PED differs primarily as a result of the leadership and management ability and knowledge to create an OC that targets performance in the district. The study could not link the different performance of the district directly to the performance of schools in a particular district. Also, the vision of education was not communicated as performance and excellence based which could contribute to the poor performance of some schools.

5. Seminar presentations. To attend a meeting for more than five hours, where the managers talk about everything except the real matters, leads to crucial employee loss. Staff gatherings that empower the organizational culture and working conditions are left to employee unions and corridor talk. This powerful tool in the service of organizational growth can guarantee organizational performance.

After concluding the study in districts in one province, the three sets of data could not be well presented as a result of available research funds and the size of the

study. A follow-up study on the same topic is highly recommended. This can successfully add to closing the policy gap on the purpose of district offices and developing current legislature on district restructuring initiatives. The level of generalizability and transferability will be enhanced in so doing.

6.6 Conclusion

The study determined a link between the following concepts from previous research:

- The relationship between PED mandates and forms of power in district offices
- Policy implementation and accountability in district offices
- The ability of OC to negotiate the difference between policy compliance and policy mediation
- The ability of OC to influence educational performance.

OC in district offices determines the way groups of officials within one organization operate and work together to address common goals. The research on the purpose and role of OC highlighted the link between OC and district performance. Although the Department of Basic Education and the Provincial Education Department view the district offices as nodes of operation and information, the research found that district offices are successful in terms of equality and redress. As much as the challenge of expressing them, using education jargon and buzzwords, appears, and the knowledge of some officials seems superficial, district offices and the officials can provide a common uniform education system within a clear educational performance OC. This study researched organizational culture (OC) in two differently performing districts and found that the major difference between the districts was the OC.

The significance and contribution of the research are the following:

- Determining the OC in education district offices using OC theories.
- Highlighting the need for a legislative framework for district offices in South Africa
- Highlighting the purpose of education district offices in contributing to educational performance.
- Pointing to how district offices are resourced and the effect it has on the delivery of effective teaching and learning.

- Employment discrepancies between different levels within the education sector and between public service and civil service employees.
- The role and function of a national framework on the functioning and purpose of district offices and district officials.

One of Peirce's (1878) most profound statements was that an idea is a plan of action. There is an abundance of links between organizational culture, organizational performance, and organizational behaviour. An alternated view of performance, achievement, leadership, management and the purpose of education policies can provide new ideas to unearth the links between organizational culture, organizational performance, and organizational behaviour making the organization work.

The idea of the alternation theory is to alter the plan of action that was used and make a radical change as to how education policy implementation works. Successful education policy implementation should result in quality education. To get to the idea that works, it is required of district managers to know and identify the opposing forces (not the negative forces) and balance the organizational culture, organizational performance, and organizational behaviour in favour of successful educational performance driven OC.

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ADDENDUM A

Fax: 086 661 1459

Department of Education Policy and Management
Studies
Faculty of Education
Groenkloof Campus
University of Pretoria
0001 PRETORIA

2009-05-21

Ms N. Ubisi
Study and Research Committee
Gauteng Department of Education
111 Commissioner Street
Johannesburg

Dear Madam

APPLICATION FOR CONDUCTING RESEARCH IN GAUTENG EDUCATION DEPARTMENT: DIFFERENT PERFORMING DISTRICTS

On behalf of myself and Mr. Chesterton, I wish to apply for permission to conduct research in two differently performing districts in the Gauteng province. The details of the project have been included in the Research Request form.

Furthermore we wish to request permission to conduct interviews with officials and coordinators of districts in both provincial and district offices. This research will form part of the broader intervention plan to assist underperforming districts.

Thank you for your cooperation.

Yours sincerely

PROF. J. L. BECKMANN

HOD: EDUCATION MANAGEMENT AND POLICY STUDIES



UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

TO : Chesterton E. Smith
SES: Arts and Culture

FROM : FEROZE SHAIK – OFFICE MANAGER
OFFICE OF THE MEC

DATE : 4th August 2009

SUBJECT : Application to conduct research

Dear Mr Smith

Your letter dated 21 May 2009 has reference.

By the directive of the MEC for Education Ms Barbara Creecy, the office of the MEC hereby awards approval for your application to conduct research during your indicated period. Please note that this approval is given in line with the terms and conditions in your letters.

Kind Regards

A handwritten signature in black ink, appearing to read 'Feroze Shaik', written over a horizontal line.

Feroze Shaik

Office of the MEC

Room 1024, 10th Floor, 111 Commissioner Street, Johannesburg, 2001 • P.O. Box 7710, Johannesburg, 2000
Tel: 011 355-0909 • Fax: 011 355-0542 • website: www.education.gpg.gov.za



UMnyango WezeMfundo
Department of Education

Lefapha la Thuto
Departement van Onderwys

Enquiries : Shadrack Phele [MIRMSA]
Tel. no. : +27 11 355 0285

Tuesday, June 09, 2009

Mr. Smith Chesterton Earle
Rooihuikraal
CENTURION
0154

Dear Mr. Smith Chesterton Earle

PERMISSION TO CONDUCT RESEARCH: PROJECT

The Gauteng Department of Education hereby grants permission to conduct research in its institutions as per application.

Topic of research : "Understanding organizational culture in a District Office :
A Comparative Case Study of performing and poorly performing Districts."
Nature of research : PhD [Education Management & Policy]
Name of institution : University of Pretoria
Supervisor/Promoter : Prof JL Beckmann

Upon completion of the research project the researcher is obliged to furnish the Department with copy of the research report (electronic or hard copy).

The Department wishes you success in your academic pursuit.

Yours in Tirisano,

p.p. Shadrack Phele [MIRMSA]

Ms Mmapula Kekana
Chief Director: Information Systems and Knowledge Management
Gauteng Department of Education



OFFICE OF THE CHIEF DIRECTOR
INFORMATION & KNOWLEDGE MANAGEMENT
Room 1501, 111 Commissioner Street, Johannesburg, 2001 P.O.Box 7710, Johannesburg, 2000
Tel: (011) 3550809 Fax: (011) 0248 E-mail: mmapulak@gpg.gov.za or elridar@gpg.gov.za



GAUTENG DEPARTMENT OF EDUCATION

JOHANNESBURG EAST DISTRICT OFFICE OF THE DISTRICT DIRECTOR

TO: CHESTERTON E. SMITH
SES: ARTS AND CULTURE

FROM: MR. J. B. MATABANE
DISTRICT DIRECTOR

DATE: 30 JULY 2009


RE: APPLICATION TO CONDUCT RESEARCH

Your letter dated 21 May 2009 has reference.

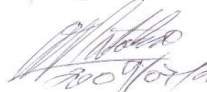
Herewith the district would like to approve your application to conduct research during the indicated period. The district is motivated by the level of research done on matters that could improve service delivery at the different exit points of formal schooling.

We wish you well with your studies and research.

Yours sincerely



J. B. MATABANE
DISTRICT DIRECTOR

*Refer to matter to
policy & planning
Thank you

30/7/09*

"At the
Cutting
edge"

Tel:
E-mail:

Fax:
Web: www.education.gpg.gov.za

142-144 4TH STREET, PARKMORE, SANDTON
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Ailsa Williams Editorial Services

BA Wits., Higher Diploma in Library Science UNISA

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14 January 2013

CERTIFICATE OF EDITING

To whom it may concern

This certifies that I have language edited the following document for **Earle Chesterton**:

‘Understanding Organizational culture in District Offices’

Ailsa Williams
Language Editor

ADDENDUM B

Information letter

Research Participant's name:

Research number:

UNIVERSITY OF PRETORIA

RESEARCHER

Chesterton Smith

INFORMATION LETTER TOPIC

Understanding organizational culture in district offices

Purpose and background

Being part of the Gauteng Department of Education, I have a keen interest in the impact the organizational culture in district offices has on the overall performance of the district. I would like to conduct research in two differently performing district offices in the province between August 2009 and February 2010 on the impact of organizational culture between performing and under-performing districts.

You are invited to participate in this research by individual interview meetings by videotape recorder or observation records and an interview schedule. This data will be locked away and kept confidential and you will be kept abreast of developments of the research on a regular basis. The qualitative enquiry and three-dimensional methodological design envisage highlighting the link between the key concepts as well as the concepts that constitute OC in the absence of a formal policy.

Explaining your involvement

1. You need to identify the stakeholders whose contributions will be valuable in answering the research question
2. Meeting one-on-one with the researcher about your perceptions and experiences of organizational culture
3. Sharing your ideas on the policy culture pertaining to organizational culture

4. Recording your ideas on the reasons for differences in performance between districts in one province
5. Arrange for follow-up meetings for clarity seeking matters.
6. Each session can last up to one hour and might be extended and postponed to the 2nd session.

Explaining our responsibility

1. There will not be any direct risks involved in participating in the study
2. In cases of discomfort, the researcher should be told and the participant maintains the right not to answer these or any question which make him/her feel uneasy.
3. Ensuring more information on organizational culture studies and the usefulness of organizational theories to increase performance.
4. Provide participation in organizational developmental and enhancing activities that will benefit employees.
5. Warrants confidentiality and anonymity through referencing systems, coding, and safekeeping.

Withdrawal

Taking part in the study is completely voluntary. You have the right to participate or to end your participation at any point. At the interview, participants have to sign a consent form that guarantees strict confidentiality and anonymity. Signing the consent form allows you to participate in the research by either videotape recording or observation records and an interview schedule.

What happens next?

Please confirm an appointment date by e-mail: earlechesterton@yahoo.com, or fax the confirmation slip to: 086 661 1459. My contact number at Pretoria University is 012 661 7799 and my hotline number is 073 215 6910 for further information.

ADDENDUM C

CONSENT FORM FOR PARTICIPATING IN THE RESEARCH

I have read the information letter and all matters have been addressed to my satisfaction.

I will/will not avail myself of the opportunity to take part in the study.

I prefer to attend a meeting with: (mark with X)

videotape recording	observation records and an interview schedule
---------------------	---

as the means of data collection in the study.

I am aware that all discussion will be addressing only the research question and that I can withdraw at any stage without negative consequences.

Name of participant

Signature of participant

Signature of Researcher

Signature of Supervisor

Date.....
Initials.....)

DATA COLLECTION GUIDE FOR INTERVIEWS AND OBSERVATIONS

THEME: a comparative case study of performing and poorly performing districts

TOPICS

1. Organizational Culture
2. District Offices
3. Performance and Achievement
4. Leadership and Management

Possible questions for the topics

1. What policies address organizational culture in the Gauteng Department of Education?
2. What policies address organizational culture in district offices?
3. What policies, circulars, and or memoranda address leadership and management in the Education Department and specifically in district offices?
4. What legislation determines and mandates district offices?
5. What is your understanding, interpretation, and definition of organizational culture?
6. How do you think organizational culture is experienced in district offices?
7. What is your perception of how organizational culture should be experienced in district offices?
8. What are the obstacles that stand between the ideal organizational culture and what is perceived to be the organizational culture in the Education Department/district offices?
9. Provide approximately 5 reasons why some districts perform better than others?
10. How would you define/explain/describe performance?
11. How would you define/explain/describe achievement?
12. How would you explain the difference between performance and achievement?

OBSERVATION CHECKLIST

	ASSUMPTIONS	VALUES AND NORMS	BEHAVIOURS	TANGIBLE SIGNS
VISIBLE CONCEPTS				
INVISIBLE CONCEPTS				
BEHAVIOURAL CONCEPTS				
ARTEFACT CONCEPTS				

Date.....
Initials.....)

ADDENDUM D

QUESTIONNAIRE ONE

PLEASE FILL IN ALL THE ANSWERS IN THE SHADED BLOCKS AS TRUTHFULLY AS POSSIBLE. AN OMISSION OF ONE QUESTION WILL MAKE A SPOILED INTERVIEW SCHEDULE.

SECTION A: PERSONAL INFORMATION (Mark with X)

Male			Female			
Group interview			Individual Interview			
Number of members in the group						
Home Language		English				
		Afrikaans				
		Nguni Language				
		Sotho Language				
		Foreign Language				
Permanently appointed			Temporarily appointed			
Name of Branch/Directorate/Sub directorate/Unit						
List one of your strengths			List one of your weaknesses			
Age		20 -29				
		30 -39				
		40 - 49				
		50 – 59				
		60 - 65				
Post Employed	Level	Post level 3		Level of Qualification	Grade 12	
		Post level 4			Advance Certificate	
		Post level 5			Degree/Diploma	
		Post level 6			Post-Graduate	
		Post level 7				

RATING SCALE

The allocation of the rating shall be made according to the following five-point scale

1 = Poor/Unacceptable/Never

2 = Fair/Partially acceptable/Least

3 = Meets expectation/Acceptable/Average

4 = More than satisfying/Very Good/To a large extent

5 = Outstanding/Exceeds expectation/Mostly

SECTION B: PERFORMANCE AND ACHIEVEMENT

(INSTRUCTION: Please respond to the performance criteria by first answering 'YES' or 'NO' and then rating your understanding of the required response using the rating scale. Provide a brief substantiating comment for the selection of your preferred rating.)

PERFORMANCE CRITERIA	Yes	No	1	2	3	4	5	COMMENTS
1. Does your life experience assist you in performing your daily task?								
2. Does your upbringing influence the way you perform your daily tasks?								
3. Are you providing an enabling environment for education institutions?								
4. Are you assisting principals and educators?								
5. Are you improving the quality of learning and teaching?								
6. Are you serving as an information extension for education institutions?								
7. Are you providing an enabling environment for the professional development of educators and administrative staff?								
8. Are you responding positively to change?								
9. Do you respond positively to other people in the organization?								
10. Are you holding education institutions accountable for their performance?								
11. Are you accountable to the provincial department for the performance of education institutions in the district?								
12. Are you accountable to performance agreements that stipulate the roles, functions and responsibilities of district officials?								

SECTION C: LEADERSHIP AND MANAGEMENT

(INSTRUCTION: Please respond to the performance criteria by rating your OWN MANAGEMENT AND LEADERSHIP PRACTICE AND EXPERIENCE using the rating scale. Provide brief substantiating reasons for the selection of your preferred rating.)

PERFORMANCE CRITERIA	1	2	3	4	5	COMMENTS
13. Fostering commitment?						
14. Encouraging good practices?						
15. Providing innovative congruent policy frameworks?						
16. Maintaining sound human relations?						
17. Enhancing a spirit of cooperation?						
18. Analysis of the educational environment?						
19. Planning individually and in teams?						
20. Maintenance of records?						
21. Financial accountability?						
22. Responsible use of resources?						

SECTION D: YOUR ROLE IN THE CULTURE OF THE ORGANIZATION

(INSTRUCTION: Please respond to the performance criteria by first answering 'YES' or 'NO' and then rating YOUR ROLE IN THE CULTURE OF THE ORGANIZATION using the rating scale.)

PERFORMANCE CRITERIA	Yes	No	1	2	3	4	5
23. Do you know the Mission and Vision of your organization?							
24. Do you know the Values and Goals of your organization?							
25. Do you know the Desired Outcomes of your organization?							
26. Are you aware of complexities amidst chaos within the organization?							
26. Are you aware of what different people's views are about the organization?							
27. Do you know what motivates the values in your organization?							
28. Do you know what motivates beliefs within your organization?							
29. Do you know what motivates underlying assumptions within your organization?							
30. Do you know what motivates shared behaviours within your organization?							
31. Do you motivate time management?							
32. Do you motivate space management?							
33. Do you motivate customer relations?							
34. Do you motivate service delivery?							
35. Do you motivate appropriateof planning?							
36. Do you motivate commitment?							
37. Do you motivate respect?							
38. Do you motivate task orientation?							
39. Do you motivate customer service?							
40. Do you motivate resource application?							
41. Do you motivate planning and organizing?							
42. Do you motivate performance under pressure?							
43. Do you motivate communication?							
44. Do you motivate problem analysis?							
45. Do you motivate consistency?							
46. Do you motivate authority?							
47. Do you motivate responsibility?							
48. Do you motivate accountability?							
49. Do you motivate the ability to work with others?							
50. Do you motivate leading by example?							
51. Do you motivate resource development?							
52. Do you motivate space application?							
53. Do you motivate innovation?							
54. Do you motivate creativity?							
55. Do you motivate presentation of organizational culture?							
56. Do you motivate professionalism?							

PERFORMANCE CRITERIA	Yes	No	1	2	3	4	5
57. Do you motivate providing support?							
58. Do you motivate monitoring and moderation?							
59. Do you motivate the role of organizational culture?							
60. Do you motivate the impact of organizational culture on organizational performance?							

What is your opinion of the ROLE OF ORGANIZATIONAL CULTURE IN DISTRICT OFFICES?
Briefly state 3 major arguments.

QUESTIONNAIRE TWO

OFFICE-BASED DISTRICT OFFICIALS TO STUDY ORGANIZATIONAL CULTURE

Answer each question by circling the appropriate number in the shaded box or by writing your opinion in the shaded space provided

PLEASE COMPLETE ALL ITEMS LISTED

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A Respondent's number

1. GENDER	
Male	1
Female	2

2. AGE	
20 – 29	1
30 – 39	2
40 – 49	3
50 – 59	4
60 - 65	5

3. HOME LANGUAGE	
English	1
Afrikaans	2
Nguni Language	3
Sotho Language	4
Foreign Language	5

4. POST LEVEL EMPLOYED	
Post level 3	1
Post level 4	2
Post level 5	3
Post level 6	4
Post level 7 and higher	5

5. INTEGRATION IN THE DISTRICT OFFICE	
Less than 50%	1
More than 50%	2

B. To what extent did the following factors contribute to your current career choice?

Please use one of the following codes

- 1 = not at all
- 2 = sometimes
- 3 = often
- 4 = generally
- 5 = almost always

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6. Salary	1	2	3	4	5	<input type="checkbox"/>
7. Working Hours	1	2	3	4	5	<input type="checkbox"/>
8. Holidays	1	2	3	4	5	<input type="checkbox"/>
9. Fringe benefits	1	2	3	4	5	<input type="checkbox"/>
10. Opportunities for promotion	1	2	3	4	5	<input type="checkbox"/>
11. Job security	1	2	3	4	5	<input type="checkbox"/>
12. Opportunity for community service	1	2	3	4	5	<input type="checkbox"/>
13. Opportunity to develop learners and talents	1	2	3	4	5	<input type="checkbox"/>
14. Opportunity to develop own talents and skill	1	2	3	4	5	<input type="checkbox"/>

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C.

15. Does the district have a district culture	
Yes	1
No	2
If no, specify	

If yes, list five (5) things that represent your school culture.

16. Are teachers and learners in the schools made aware of the district culture	
Yes	1
No	2
If no, explain	

17. How would you describe your district performance	
Not acceptable	1
Uncontrollable	2
Unmanageable	3
Satisfactory	4
Normal	5

18. Do you think the district climate has an effect on the performance of officials in the district office	
Yes	1
No	2

19. Do you think the group of schools in the district has an effect on the performance of officials in the district office	
Yes	1
No	2

D.

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20. Has your district management developed the following:

Contextual performance policies/agreements	
Yes	1
No	2

Organizational climate policy	
Yes	1
No	2

Organizational culture building meetings	
Yes	1
No	2

A management plan including team building excursions for the leadership and management	
Yes	1
No	2

A District Improvement plan that includes a detailed staff development plan	
Yes	1
No	2

Policy on infrastructure and resources development	
Yes	1
No	2

E.

What expectations do you have of the teaching profession?

Please use one of the following codes

- 1 = not at all
- 2 = sometimes
- 3 = often
- 4 = generally
- 5 = almost always

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22. To provide you with the opportunity to develop your talents.	1	2	3	4	5	<input type="checkbox"/>
23. Will help you to achieve theoretical knowledge.	1	2	3	4	5	<input type="checkbox"/>
24. To help you achieve practical competencies.	1	2	3	4	5	<input type="checkbox"/>
25. To contribute to your personal development as a leader.	1	2	3	4	5	<input type="checkbox"/>
26. To help you to successfully establish interpersonal/human relations.	1	2	3	4	5	<input type="checkbox"/>
27. To fulfil you as a person.	1	2	3	4	5	<input type="checkbox"/>
28. It is challenging	1	2	3	4	5	<input type="checkbox"/>
29. It is financially not profitable	1	2	3	4	5	<input type="checkbox"/>
30. It is stimulating.	1	2	3	4	5	<input type="checkbox"/>
40. It is an opportunity to give expression to my calling.	1	2	3	4	5	<input type="checkbox"/>

ADDENDUM E

FACE-TO-FACE INTERVIEW SCHEDULE FOR DIRECTORS

The following questions were in the face-to-face interview:

13. What policies address organizational culture?

Knowledge of the organizational culture policies that envisage organizational health can assist employees to focus on the objectives that make healthy organizations (Rodriguez, 2008). This may shift the focus from the stress of policy analysis and implementation processes towards organizational wellness.

14. What policies address organizational culture in your organization?

If the general organizational culture policies is undermined and does not work to increase the quality of performance, the organization needs to agree on common matters that may assist the organization to grow (Hoyle *et al.*, 2005). Developing organizational culture specific policies allows for a sense of unity and can lead to increased performance of employees and processes.

15. What policies address leadership and management?

Leadership and management needs to have a clear understanding, knowledge and grasp of their responsibilities and roles (Hoyle *et al.*, 2005). The primary role of an organizational leader is to instil the culture within the organization. The organizational leader is leading organizational performance as a way of doing within the organization (Du Toit, & Van der Walt, 1999). Clear policies that create systems for leading and managing within an organization distinguish the successful implementation of policy and the success from policy implementation.

16. What legislation determines and mandates your organization?

The legislative framework for an organization provides the parameters for employees and managers to operate (Du Toit & Van der Walt, 1999). It is imperative that the boundaries be known to both parties as to eliminate misunderstanding and false interpretation (Guthrie & Reed, 1991). Knowledge of the legal rights and responsibilities places employee and employer next to each other around the round table of common purpose. The employer wants it to work whilst the employee wants

to work on it. Understanding common purpose and working towards common goals necessitates organizational performance (Hoyle *et al.*, 2005).

17. What are your understanding, interpretation, and definition of organizational culture?

It is important for employer and employee to answer this question on a routinely basis. This can improve the general understanding of the culture within the organization and purpose of organizational culture (De Wit & Hamersma, 1992; Dimmock & Walker, 2005). General discussions in the organizations can be harmful if these discussions are not about organizational improvement. Dimmock and Walker (2005) argue that if employees talk about managers and managers discuss employees, it leads to talking about improved performance and not talking about ideas that can lead to improved performance.

18. How do you think is organizational culture experienced in your organization?

Organization wide reflection and introspection is an element that highest managers must be conducting on a personal level. The accounting officer in the organization must know how the sub-ordinates experience the organizational culture on a daily basis (Dimmock & Walker, 2005). Performance does not happen as a result of a once-off attempt. It is the result of daily practice, revision, and recapturing. In order for organizations to perform accounting officers should practice, revise, and recapture how the organizational culture is experienced on a daily basis (De Wit & Hamersma, 1992).

19. What is your perception of how organizational culture should be experienced in your organization?

Constant high performance should be sold before it can be seen as achievable. If someone does not tell you that you can do better, some people might never believe that they can do better (Dalín & Rolff, 1993). The envisaged organizational culture should be marketed by finding out from different stakeholders what the expectations of the organizational culture are.

20. What are the obstacles that stand between the ideal organizational culture and what are perceived to be the organizational culture in your organization?

The opposing forces are the leverage that makes the concept to exist in its present form (Dalin & Rolff H, 1993). Knowledge of these forces does not imply that ideas to eliminate them will change the idea of opposing forces. It might give the concept a changed existence, but with the changed existence comes changed opposing forces. The organization is stagnant or might be dying if the opposing forces remain the same and stagnant over a period of time.

21. Provide approximately 5 reasons why some organizations perform better than others?

Both employer and employee should be able to distinguish between better performance and not performing at all (Dimmock & Walker, 2005). To identify the elements within organizations to make them to perform or not to perform assist in identifying the concept in their own organization (De Wit & Hamersma, 1992).

22. How would you define/explain/describe performance?

Deciding between the dictionary definition and common sense engage the individual who are responding with the concept of performance. The first seed of increased performance is planted and needs to be assisted with more seeds and water. Asking the same question differently at different occasions becomes the other seeds and the water that makes the need for performance to grow.

23. How would you define/explain/describe achievement?

When employees and employers have been tasked with performance, it becomes important to know when take stock. Stock taking in this context is the stage when the advantageous results of the idea of performance harvested.

24. How would you explain the difference between performance and achievement?

Understanding performance and achievement is different from experiencing performance and achievement. Someone who has experienced performance and achievement can explain it differently and better than someone who never had the change. The challenge for organizations is to provide employees and employers the change to experience performance and achievement to explain it better the next time.

THE FIVE QUESTIONS OF QUESTIONNAIRE TWO PRE-CODED WITH THE CONCEPTS OF OC

QUESTIONS	OC CONCEPTS
1. Does this organization have a culture?	The Vision, Mission, Values, Goals
2. Are teachers and learners in the schools made aware of the district/provincial/national culture?	Desired Outcomes, Complexities amidst Chaos, Different People's Views about the Organization
3. How would you describe your district/province/national performance?	What Motivates Values, What Motivates Beliefs
4. Do you think the district/provincial/national climate has an effect on the performance of officials in the office?	What Motivates Underlying Assumptions
5. Do you think the district/provincial/national culture has an effect on the performance of officials in the district office?	What Motivates Shared Behaviours

ADDENDUM F

SUMMARY OF DATA COLLECTED

RESEARCH AIM		DATA TOOLS		DATA INTERPRETATION		
AIMS	RESEARCH QUESTIONS	VARIABLES	COLLECTION INSTRUMENT	NATIONAL OFFICE	PROVINCIAL OFFICE	DISTRICT OFFICES
Understand how OC in the district office differs in the South African PDE	How can the OC in two districts be dissimilar?	Organizational Culture	Face-to-face Interviews	The absence of a policy framework makes it difficult to regulate the concepts that create a particular culture in PED and education district office	The absence of a proper legislative framework for the working of district offices causes chaos between the power of PED officials and senior management in districts. PED commented that district offices became autonomous with delegated power	District Directors create a particular culture. "The slogans and mission statements became the driving force in the District Office. The District Director as leader is responsible for fostering commitment. Education policies and acts are addressed and reaffirmed in the vision and mission statements contained in strategic objectives of the PED.
			Questionnaire	The analysis of the responses from the National	The analysis of the PED responses recorded 98%	

			one	<p>department recorded a total of 66% “yes” and 34% “no” on the role of OC in district office.</p> <p>The dissimilarity of OC on the rating scale of 5 levels the participants scored the different elements on average to a large extend (level 4)</p>	<p>“yes” and 2% “no” on the role of OC in district offices.</p> <p>Level 5 was scored on average by participants in the PED recording elements of the dissimilarity of OC in district offices as mostly</p>	
Find out whether the existence of such culture is empowering or disempowering in terms of performance of employees in the district office	How do organizational cultures differ?	Organizational climate	Questionnaire two		<p>Analysis of the nine questions linked to the organizational climate identified on a 5 level rating the response to change as the reason for different OC.</p>	<p>District 1 scored leadership and life experience as the statistically significant for different OC.</p> <p>District 2 scored upbringing, leadership, response to change and life experiences as contributing a great deal to different OC.</p>
Understand if there is a link between OC and	How does organizational culture	Performance and Achievement	Face-to-face Interviews	Performance is the analysis and comparison of the whole and exists within one	Performance is relative and depends on factors like context, leadership, and	Performance is doing” and complying within deadlines. It also depends on the standard or

performance	influence district performance?		examination. Achievement is the pass percentage in the PED or district.	ability to complete tasks and workloads. Achievement as the successful implementation of support and intervention programmes.	yardstick. Achievement is getting it well, excelling in performance, and delivery on standards”.
		Questionnaire one	83% respondents answered ‘yes’ and 17% answered ‘no’ on whether the 12 concepts of OC influence their performance. Life experience and being accountable for own performance was recorded as contributing to a large extend for link between OC and performance	90% respondents answered ‘yes’ and 10% answered ‘no’ on whether the 12 concepts of OC influence their performance Respond to change and accounting to performance agreements was recorded as contributing to a large extend for the performance of districts	
		Questionnaire two			OC and OC awareness are statistically significantly related at the 1% level (chi-square=14.08; df=4; p=0.007). Description of performance and

						Climate of performance are not statistically significantly related (chi-square=0.57; df=3; p=0.903). OC and Culture of performance are not statistically significantly related (chi-square=4.64; df=2; p=0.098).
Explain the reasons underlying this relationship between OC and performance	How does district performance influence the quality of education in schools?	Leadership and management	Face-to-face Interviews	The equity in number of schools per district, the span of control, and the distance of particularly rural provinces are the primary reasons why the functions of districts are defined in the PED leading to differentiated functioning in the absence of a formal policy framework. Performance of such a	The culture of an organization is developed by a strong leader. Negativity of leadership leads to negativity of the culture. Strong leadership finds cooperative participation. The line of communication between the National office, district offices and the schools makes the absence	Belonging to the ruling party, the Teacher Unions or to the "camp" that supports the Director. Policies are pieces of legislation that needs to be implemented. Government offices manage legislation. The Director has to put systems in place for performance, monitoring and evaluation. The major views include principled behaviour, responses to right and wrong, the culture of professionalism, the standard and quality of individual culture,

				<p>district or province should be viewed within the context of proximity and socio-economic factors.</p>	<p>of policy a crisis when policy needs to be defended. Leaders need to highlight ethics at all sectors, and leaders have to have passion for what they do. Their followers will cooperate better.</p> <p>The biggest concern is the coverage of learning programmes and subject frameworks. All interventions in the province are initiated because of incomplete coverage of workloads by schools</p>	<p>direction from the Director, and allowing information to flow. Management policies are developed at provincial level. Instructions and information about the education environment is made by the PED.</p>
			Questionnaire one	<p>Enhancing a spirit of cooperation and planning individually and in teams were scored as level 4</p>	<p>Fostering commitment, innovative congruent policy frameworks, and Sound human</p>	

				<p>why district OC influence performance in schools</p>	<p>relations scored level 4 as the underlying reason for the relationship between OC and performance in district offices</p>	
			<p>Questionnaire two</p>			<p>Achieving talent and achieving knowledge are statistically significantly related at the 1% level (chi-square=27.07; df=9; p=0.001). Achieving change and achieving stimulation and inspiration are statistically significantly related at the 5% level (chi-square=31.09; df=16; p=0.013).</p>

NARRATIVE COMMENTS FROM THE INSTRUMENTS

Workplace environment:	life experiences,	Helps with understanding of tasks and possible innovations towards improvement. I have had a rich life experience that lays the foundation for my work. There is clear and direct link. I have been in a critical accident and learnt to move on. Organising and practising is very important to me and is very important in the organization.
	strengths,	Willingness to learn. Working with teams. Leadership. Determination. Strong Health. Task completion. Content knowledge. Highly committed. Goal orientated
	weaknesses,	Easily frustrated. Time management. Perfectionist. Listening. Impatience. Perfectionist. Administrative duties.
	level of education,	
	upbringing,	Determines and influences interaction and working relationships. I grew up in a rich environment of diverse cultures. Norms, values and culture are interlinked. My parents were very strong leaders. The effort put in my upbringing gives me new commitment every day. Honesty, integrity and respect for people helps me.
	leadership,	
	utilization of time,	
	interpersonal relationships,	Enhancing personal knowledge, skills and competence when learning from

		others. We need each other to grow. We work cooperative on projects. We deal with people everyday.
	responses to	Change is a means toward improvement. Embrace change for the good of education in SA. Every new Minister brings new strategies. In HR there are many changes every day. I have to deal positively with it.
OC:	the vision,	Commitment. Client satisfaction. Upholding the mission and vision
	mission,	Courtesy to all. Access. Information. Openness. Value for money. Transparency.
	values,	Work ethics, professionalism. Patience to explain. Respect all cultures. Respect.
	goals,	Client orientation. Change every 5 years.
	desired outcomes,	Putting the learner first. It filters down to schools Smart delivery. Learners first. People first.
	complexities amidst chaos,	Collaboration. Collaboration. Crisis management.
	what different people's views are about the organization	Quality of teaching and learning. Centralization.
	what motivates the values,	Empathy to customers. Improved work ethics. Policy on social interaction
	what motivates beliefs,	Availability to discuss problems. Spiritual music every morning
	what motivates underlying assumptions	Year-end functions, Award ceremonies Gestures Induction Programme. Performance management. Job description.
	what motivates shared	Service delivery. Redress. Service Excellence. Dress appearance.

	behaviours	<p>Communication style. Visiting hours to schools. Procedures for grievance.</p> <p>Lines of communication.</p>
OC in district offices:	<u>the visible</u>	<p>OC of the DO determines the actual performance of the DO. A good OC will guarantee a good district performance. If the OC is enforced in the district it will influence the same at school level. It encourages schools regarding the DO as an example of success. If working towards the same visible goal service delivery will be improved. OC in DO's are very important as officials are regarded as entry point for school activities as well as the culture drivers who enables good performance of schools, learners and educators. There is a lot of work that needs to done in promoting organizational culture in DO. Disparities in DO lead to a wide variety of OC's. Lack of appropriate delegation may lead to dysfunctionality. OC can provide a framework for shared vision and scope for institutional memory. The support to officials in Provincial offices is not strong. All district offices are the same. Continuous meetings help to clarify any problems. Solutions are discussed and implemented. OC unifies the employees in the organization. Interaction with schools sometimes reflects the OC of the PED.</p>
	<u>the invisible</u>	<p>The creation of a good OC in the DO is the key in performance in general and the performance of the DD in particular. It must evident through the whole system of education. It influences and enhances better learning. OC</p>

		<p>facilitates team building. DO are believed to be leading school management. DO seem not to realize that they determine the performance of schools. Lack of Leadership and management capacity. It provides an environment for good human relations. A lot of officials even in the National Department do not embrace the mission and vision of the department. OC encourage the employees to be objectives orientated. Employees can focus on the vision, mission and objectives of the organization. The OC in the PED is very beaucroatic and sometimes autocratic, with a strong top-down management style that does not encourage much dialogue.</p>
	<p><u>the behaviours</u></p>	<p>Knowledge and understanding of the OC of the DO will help employees adjust themselves to the ethos of the DO and make a difference in the DO. Districts have to be clear of their roles and responsibilities for school support. It filters down to the schools. The roles of all employees are defined which will improve outputs. Create environments for achievement. Monitoring should pave the way of addressing challenges faced by schools. Accountability is lacking in DO as many officials do not visit schools but prefer to sit in the office. Management without executive authority. OC motivates the focus of employees in the organization.</p>
	<p><u>the artefacts</u></p>	<p>OC will really improve performance in DO. The nature of the toll and topic can assist in institutional research and finding conclusions. Officials are not well qualified to fulfil their responsibilities and are not trained to understand</p>

		this. 'Open door' policy.
Performance:	providing an enabling environment for education institutions,	Providing guidelines in different aspects of the working environment. Very minimal because I work in the national office. Provinces are our clients. Through capacity building workshops. Develop tools and instruments for them to use. I work with salaries of educators. If they are satisfied they can perform their duties effectively.
	assisting principals and educators improve the quality of learning and teaching,	Provide policy framework and mediation. Support accountability of managers and leader in schools. Very indirectly. Only provides legislative framework. Influencing management and leadership. Providing policy development. Develop policy for governance. Monitoring the implementation of policy in districts. From HR not directly.
	serving as information node for education institutions,	Providing intervention and orientation workshops. When we have the opportunity to do so. Provide feedback to educators and department. We develop circulars and memo's that needs to be communicated to institutions.
	Providing an enabling environment for the professional development of educators and administrative staff.	Developing academic and professional competence of educators through TED initiatives. Through policy frameworks and standards and guidelines for principals. Developing policies and documents for educators. From HR not really.
Achievement:	being accountable for holding educational institutions to	Through education management and development of principals they are held accountable for learners' performance. This is only one of the priorities

	account for their performance	from 2010. Schools account to provinces and provinces account to the national office. We only develop tools and policies.
	accounting to the provincial department for performance of education institutions in the district,	The provincial and district offices are accountable to DBE for what is happening in schools. Not at the national level. We work in the National Office.
	accounting to performance agreements that stipulate the roles, functions and responsibilities of district officials	Districts are perceived as operational areas for DBE policies and interventions. Not at national level. I work at the National Office.
Leadership:	fostering commitment,	Without commitment there will not be performance. Commitment has to be instilled. Very indirectly at my level of management. If required. Try to do it. It is more a personal stance than an institutional trend. I have to set the example for Provincial Officials. Committed with clear intentions. Leading by example. 'Open door' policy. You have to commit yourself because you are in a position to serve the needs of the people of SA. Targets and improvement plans are set up.
	encouraging good practices,	It not only improves OC but brings work satisfaction because of academic achievement. Very indirectly at my level of management. It is my responsibility. Monitor and evaluate policies in schools. We have to set the

		<p>example. Support others with exemplars. I always try to set the example. I am always prepared to work overtime. We are dealing with highly confidential and sensitive information.</p>
providing innovative congruent policy frameworks,		<p>Clear guidance in terms of job performance and expectation. Within the School Management and Governance framework. This is required of us. Working closely with provinces in implementation of policy that we develop as a department. ACE school of leadership field test attempts to create a framework for leadership and management. We only help to develop policies. Prefer to give space for creativity. Policies are employee friendly. Policies are the guide of the institution. It must be in line with the improvement of the service delivery in an innovative way.</p>
maintaining sound human relations,		<p>Performance happens through human beings. Thus happy staff will guarantee good performance. As human beings we need to get along to be more productive. We need each other. Working with a team in the unit as well as with provincial officials. Trying hard. I am working on my behaviour. Manage to work with all. Respect all cultures. In this section you cannot work individually. Due to the collective effort we do manage to deliver good human relationships.</p>
enhancing a spirit of co-operation		<p>Teamwork and working together is key towards good performance. We work together in teams, so cooperation is the order of the day. You cannot do it alone. Through team work in the unit. Determine the roles and</p>

		<p>functions of team members during team work. Striving for it on a daily basis. We work cooperatively in teams. Participate at different levels. I believe in empathy to others. It is all about self-commitment.</p>
Management:	analysis of the educational environment,	<p>Knowledge of the environment will inform the improvement strategies. Allows for reflection and knowledge of the organization to identify gaps and challenges. You need to be aware what you are working with. Data analysis in various areas. We monitor the work of officials. Good research and information sharing. It assists with proactive decision making. I am not really dealing with this.</p>
	planning individually and in teams,	<p>Individuals should know their responsibilities and collectively we should understand our main task and responsibility. Most of the times planning in teams. Individual planning is for effective implementation and accountability. Individual plans lead to opportunities in group planning. In our projects we must. Able to plan individually and in teams. The staff meets weekly. Performance evaluations. There is work which is delegated to you as a individual. Then there are projects which needs to done as a team. Planning in both cases is essential. Monthly meetings with districts foster collaborative decision making.</p>
	maintenance of records,	<p>Provide institutional information which influences management and performance. I do this for my section. It is crucial to maintain records for reference purposes. Not one of my strengths. File all records as required.</p>

		Records well maintained are easily accessible. I am in HR. You cannot make it without the proper strategy of maintaining records.
	financial accountability,	Institutions develop or collapse on the strength of financial management. I am only responsible for paper money in the Directorate. Financial accountability is handled by financial administrators. This is not in my line responsibility. I am a low level official. Make check points for accountability. HR is the engine of the organization. We are accountable for all payments. Strict adherence to PFMA principles.
	resources responsibility	The use of resources influences the performance of an institution. Within my Directorate under the Director as accounting officer. 80% of my work is about the responsible use of IT resources. I am a low level official. Adequate use of resources.

DATA COLLECTION GUIDE FOR INTERVIEWS

INTERVIEW WITH DEPUTY DIRECTOR POLICY AND PLANNING AND DEPUTY CHIEF EDUCATION SPECIALIST POLICY AND PLANNING: GAUTENG WEST DISTRICT

PATTERN	CATEGORY	CODES	RESPONSES
OC	The elements, concepts and dimensions of OC and organizational climate	<ol style="list-style-type: none"> 1. What policies address organizational culture in Gauteng Department of Education? 2. What are your understanding, 	<i>The reading of chapter 3 and 4 addressed all the relevant policies and acts of the Department. All the policies and acts</i>

		<p>interpretation, and definition of organizational culture?</p> <p>3. What is your perception of how organizational culture should be experienced in district offices?</p>	<p><i>addressed do outline available policies on OC in GDE.</i></p> <p><i>The policies addressed and the discussion around the implication for implementation could be vital for district development, especially for underperforming districts.</i></p> <p><i>In the absence of formal policies, those mentioned in your chapters sort of sums up the policies on leadership and management.</i></p>
<p>Performance and achievement</p>	<p>OC and performance, Climate and performance, District performance and schools, District Culture and performance</p>	<p>4. How would you define/explain/describe performance?</p> <p>5. How would you define/explain/describe achievement?</p> <p>6. How would you explain the difference between performance and achievement?</p>	<p><i>There is no formal document that constitutes district offices for as long as we are in the district office. Formal policies are yet to be formulated</i></p> <p><i>I like to use the phrase: The way we do things around here. Our newly appointed District Director created a specific district culture when she arrived here. She mandated the district sign after the logo/message/district vision was discussed amongst staff members. The motto: "We are committed to Quality Teaching and</i></p>

			<p><i>Learning” sort of sums up how we do things here. The Director had a particular vision which was articulated in slogans like, “High Pressure – High Support”, and “Raise the Bar” to assist in defining the OC in our district.</i></p> <p><i>It depends on where you are coming from. District officials land in the DO either as a member of the Trade Unions, or certain stakeholder groups. To give an example of what I mean with ‘where you are coming from’ you can take the case of District 12 (Johannesburg South).The Teacher Unions overpowered policy When the policy is undermined thought stakeholders like the Union it creates a precedence and the law has no use. Because the majority of appointments in the DO are done through and from the unions, available policies and laws cannot be implemented. The experience of many of DO is the culture of union domination and this should be minimized.</i></p>
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			<p><i>Another element in our DO which influences peoples experience of the DO OC is the challenge of space, the allocation of resources and cultural diversity. The district operates from three different sites or campuses which influences communication. The limited available resources create friction and individuals practice a self-service to obtain resources. Through the self-service the 'haves' and 'have-nots' develop organizational clicks. The different campuses operate as an entity of their own. They create their own unique culture which in many cases is different from the main campus. These cultures are lead by managers who set the tone.</i></p> <p><i>Although some people may be of the same cultural orientation, the way that they perceive things sometimes differ. The same cultural orientation form Kwa-Zulu Natal and from the Northern Cape experience things and approaches things differently.</i></p>
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Leadership	The difference between explicit and implicit power	<ol style="list-style-type: none"> 7. What policies address organizational culture in district offices? 8. What legislation determines and mandates district offices? 9. How do you think is organizational culture experienced in district offices? 	<p><i>In our DO the Director created a particular culture. The slogans and mission statements became the driving force in the DO. The classification of schools and particularly the reference to underperforming schools was identified as labelling by the Unions and Principals' Forum. After consultation this matter was corrected and the appropriate action was taken to get the buy-in from everyone. The EDMT have bilateral with Unions and individual stakeholders. There is a move to make these multi-laterals with the purpose to create and sustain labour peace.</i></p> <p><i>The district management involves different stakeholders during meetings in the different communities per term. About 8 meetings were held in this year alone. These meetings are about Info sharing, Discussion ethics, and Educational support. The culture of the DO is felt in 4 municipality regions: Merafong, Westendoria, Randfontein, and Mogali. All of</i></p>
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			<p><i>these regions resort under West Rand Municipality.</i></p> <p><i>The Director provides the direction, the flow, the feel. That is how we do things in our own special way. How we communicate and allowing info to flow. Even those who do not want to be part of it is catered for and made part of the whole. The Director has put systems in place for performance, monitoring and evaluation. Everyone knows things like reporting time, deadlines, and what their responsibilities are. A tracking system has been implemented to find where things, documents, files are.</i></p> <ul style="list-style-type: none"> • <i>Particular leadership and management styles</i> • <i>Communication strategy</i> • <i>Geographical setting</i> • <i>Socio-economic status</i> • <i>Work ethic of entire DO</i> • <i>Resources</i> • <i>People management skills</i>
Management	Compliance or mediation.	10. What policies, circulars, and	<i>Performance is doing</i>

		<p>or memoranda address leadership and management in the education department and specifically in district offices?</p> <p>11. What are the obstacles that stand between the ideal organizational culture and what are perceived to be the organizational culture in the education department/district offices?</p> <p>12. How would you define/explain/describe performance?</p>	<p><i>Compliance within deadline</i></p> <p><i>Getting it well</i></p> <p><i>Excel in performance</i></p> <p><i>Performance is just doing it</i></p> <p><i>Achievement is doing it well</i></p>
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DATA COLLECTION GUIDE FOR INTERVIEWS

INTERVIEW WITH DEPUTY DIRECTOR POLICY AND PLANNING: SEDIBENG WEST DISTRICT

PATTERN	CATEGORY	CODES	RESPONSES
OC	The elements, concepts and dimensions of OC and organizational climate	<ol style="list-style-type: none"> 1. What policies address organizational culture in Gauteng Department of Education? 2. What are your understanding, interpretation, and definition of organizational culture? 3. What is your perception of how organizational culture should be experienced in district offices? 	<p><i>Delegated power to the dd. Policy point of view you entangle the department.</i></p> <p><i>Quality assurance by OFFsSTED Labour and Communication could answer .</i></p> <p><i>Constitution</i></p> <p><i>SASA</i></p> <p><i>GEPA</i></p>

			<p><i>Same as provincial</i></p> <p><i>Difference between policies acts and circulars.</i></p> <p><i>Leadership and management implement</i></p> <p><i>Leadership and coaching document is an operational measure to ensure service delivery and quality assurance and deviations in policy implementation. For implementation of strategies. Strategic document.</i></p> <p><i>Public servants are perceived to be professional. Eg dresscode. IF someone deviates you have to retreat. Leadership and coaching assist in deviation if the employees should be deviating from the implementation of policy.</i></p> <p><i>Same policies than those in province. Recently service standard charter requires</i></p>
Performance and achievement	OC and performance, Climate and performance, District performance and schools, District Culture and performance	<p>4. How would you define/explain/describe performance?</p> <p>5. How would you define/explain/describe achievement?</p> <p>6. How would you explain the difference between performance and</p>	<p><i>Mandate of the district comes from the ruling party. Mandates comes from the MEC priorities. And ruling party priorities. These form the mandate for DO for 5 years period</i></p> <p><i>Set of rules and policies and pieces o</i></p>

		<p>achievement?</p>	<p><i>legislation which guides the operation of an organization. Cannot be separated from OG behaviour. The legislation shape the behaviour of the organization and individuals morally professional standard procedure.</i></p> <p><i>SADTU culture as a union. If they don't agree they go to the street and disrupt. Engage in negotiations.</i></p> <p><i>The culture of the OG is clear. The characteristics of the OG. ANC is mass based. Democracy.</i></p> <p><i>Quintiles schools has characteristics based on the SES. Quintile 1 - poorest of the poor. In the same area another school can be quintile 5. The difference is in the behaviour. They decide on principles of behaviour and this distinguishes organizations. Deviation from the principles explains the organizational behaviour.</i></p> <p><i>Depend on the individuals and their behaviour. The individual OC is interpreted differently</i></p>
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			<p><i>and this explain the differentiated behaviour of individual. The relationship of subordinates and their managers determines the individual experience and OC behaviour.</i></p> <p><i>Responses of individual when in a situation of right or wrong depend on the individual behaviour. Individual have personal culture of professionalism and the standard and quality of individual</i></p>
Leadership	The difference between explicit and implicit power	<p>7. What policies address organizational culture in district offices?</p> <p>8. What legislation determines and mandates district offices?</p> <p>9. How do you think is organizational culture experienced in district offices?</p>	<p><i>Observing pieces of legislation. It requires the individual to be principled. On an bad day – there is no such day as in gov offices we manage legislation. “Manage your own monkey”</i></p> <p><i>Interpretation and actual implementation</i></p> <p><i>Scenario: Strike management.</i></p> <p><i>Rock/natural barriers.</i></p> <p><i>Negotiate policy at implementation stage</i></p> <p><i>Consistence in implementation</i></p> <p><i>Organizational behaviour</i></p> <p><i>The culture of Education organization is very</i></p>

			<p><i>clear. If people come with common sense and gentleman's agreements confuses policy/legislation implementation.</i></p> <p><i>If wrong behaviour is corrected this is sometimes perceived as autocratic.</i></p> <p><i>Contextual factor are not the same. In document refer 3 spheres of gov. District is one.</i></p> <p><i>Political point of view cannot be explained from gov.</i></p> <p><i>Policy matter should be directed at Communication subdirector</i></p> <p><i>Contextual factor</i></p> <p><i>Strike/union</i></p> <p><i>Attendance</i></p> <p><i>Completion of work</i></p> <p><i>Mnagent and leadership/Governance</i></p> <p><i>Infrastructural problems</i></p>
Management	Compliance or mediation.	<p>10. What policies, circulars, and or memoranda address leadership and management in the education department and specifically in district offices?</p> <p>11. What are the obstacles that</p>	<p><i>It depends – based on the standard/yardstick</i></p> <p><i>Delivery on standards</i></p> <p><i>Performance might be long term</i></p> <p><i>Whilst achievement might be short time</i></p>

		<p>stand between the ideal organizational culture and what are perceived to be the organizational culture in the education department/district offices?</p> <p>12. How would you define/explain/describe performance?</p>	
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INTERVIEW WITH NATIONAL DIRECTOR: DISTRICT DEVELOPMENT

PATTERN	CATEGORY	CODES	RESPONSES
OC	The elements, concepts and dimensions of OC and organizational climate	1. What policies address organizational culture in Gauteng Department of Education? 2. What are your understanding, interpretation, and definition of organizational culture? 3. What is your perception of how organizational culture should be experienced in district offices?	<i>Culture in an underperforming district</i> <ul style="list-style-type: none"> - <i>Arrival of learners</i> - <i>Teaching and learning environment from teachers</i> - <i>Performance is measured on outputs</i> - <i>Contextual factors</i> - <i>Purpose to enhance/provide quality education to perform</i>
Performance and achievement	OC and performance, Climate and performance, District performance and schools, District Culture and performance	4. How would you define/explain/describe performance? 5. How would you define/explain/describe achievement? 6. How would you explain the difference between performance and achievement?	<i>Policy and policy framework not strong enough</i> <i>Suggested framework for districts not been approved by legislation</i> <i>Functions for districts are defined by PEDs</i> <i>Absence of policy is governed by framework</i> <i>Provinces drafted regulations (PED policies) that govern district operations</i> <i>Factors which influences PED policy</i> <ul style="list-style-type: none"> - <i>Equity in number of schools per district</i> - <i>Span of control</i> - <i>Distance/radius</i> <i>Difference between districts in Gauteng/ Western</i>

			<i>Cape in comparison with Limpopo/Eastern Cape Rural districts may not perform like suburban districts</i>
Leadership	The difference between explicit and implicit power	<p>7. What policies address organizational culture in district offices?</p> <p>8. What legislation determines and mandates district offices?</p> <p>9. How do you think is organizational culture experienced in district offices?</p>	<p><i>Leadership happens in context</i></p> <p><i>All government employees have job descriptions, they do not need to be leaders</i></p>
Management	Compliance or mediation.	<p>10. What policies, circulars, and or memoranda address leadership and management in the education department and specifically in district offices?</p> <p>11. What are the obstacles that stand between the ideal organizational culture and what are perceived to be the organizational culture in the education department/district offices?</p> <p>12. How would you define/explain/describe performance?</p>	<i>Draft Policy for district operations and governance summarizes and discusses</i>

INTERVIEW WITH PED CHIEF DIRECTOR: DISTRICT GOVERNANCE AND MANAGEMENT

PATTERN	CATEGORY	CODES	RESPONSES
OC	The elements, concepts and dimensions of OC and organizational climate	1. What policies address organizational culture in Gauteng Department of Education? 2. What are your understanding, interpretation, and definition of organizational culture? 3. What is your perception of how organizational culture should be experienced in district offices?	<i>OC in district offices:</i> <ul style="list-style-type: none"> - Culture in an organization is changed from within - Negativity of leaders has negative effect - Strong leadership find cooperative participation <i>OC purpose</i> <ul style="list-style-type: none"> - Interactions in lower SES schools - Theories are varied and sometimes confusing - Refer to leadership ability of persistence - Highlighting ethics in the workplace - Having passion - Resource availability and equal distribution - Comparing SA to African counterparts
Performance and achievement	OC and performance, Climate and performance, District performance and schools, District Culture and performance	4. How would you define/explain/describe performance? 5. How would you define/explain/describe achievement? 6. How would you explain the difference between performance and achievement?	<i>Difference between district performance</i> <i>Factors – Context (location) SES</i> <ul style="list-style-type: none"> - Culture of leadership - Discipline - Approach of the leader - Incomplete coverage of LP
Leadership	The difference between explicit and implicit power	7. What policies address organizational culture in district offices?	<i>The culture in a district (organization) is developed by a strong leader</i>

		<p>8. What legislation determines and mandates district offices?</p> <p>9. How do you think is organizational culture experienced in district offices?</p>	<p><i>Interventions to support underperformance include</i></p> <ul style="list-style-type: none"> - <i>Common exams in all schools</i> - <i>Culture of moderation</i>
Management	Compliance or mediation.	<p>10. What policies, circulars, and or memoranda address leadership and management in the education department and specifically in district offices?</p> <p>11. What are the obstacles that stand between the ideal organizational culture and what are perceived to be the organizational culture in the education department/district offices?</p> <p>12. How would you define/explain/describe performance?</p>	<p><i>After 1994 districts became autonomous with delegated powers</i></p> <p><i>Communication is confused towards the district office</i></p> <ul style="list-style-type: none"> - <i>National office instructions</i> - <i>Provincial office mandate</i> <p><i>Absence of framework makes the biggest difference between district offices</i></p>

ADDENDUM G

RESEARCHER JOURNAL

Objective: Recording of observation and actions during data collection

Locality: Chronological order of communications between research stakeholders

Date	Location	Description	Comments	Doc Nr
	Office Based	Setting up appointments	<p>BDE: When you need to go to the National Education Department people in the streets in Pretoria will send you to the Sol Plaatjies building in Schoeman Street. The open reception of the building id suddenly closed off with thick class windows that are normal in South African society. It was only after a few calls by the reluctant security officer that they came to realize that the Department of Basic Education and the Department for Further Education and Training are occupying different buildings after the changes to education provisioning due to changes in government.</p>	
			<p>PED: Different visits to the provincial office bring you into the same welcoming environment of people bussing in the passage in front of the building. The very tinny forecourt is filled with security check-in points and open searchers that kind of make one feel unsafe. The moment you step through the back and cell phone check-in point, you are welcomed by six lifts into the building.</p> <p>Strange enough that on all the occasions that I have visited the</p>	

			<p>building in the city centre, not all the lifts were working. It is important to know where you need to be or who to see as you could be send from floor to floor, waiting for the lifts and eventually not see anyone. The amendment to the organogram that is in constant state of development also plays a significant role in finding the right person. It might happen that the person who you found as very assisting and providing information moved to another part of the department or just do not deal with the related matter.</p>	
			<p>Sedibeng East: The district office in Sedibeng is found after a journey pass the Sharpeville massacre route West of Vereninging in the south of Johannesburg. Just when you feel you have lost your way towards Potchefstroom, the board shows Sedibeng and the first left and first right turn brings the sign that says "Welcome to Sedibeng East District for Education." One would expect that a lower performing district would be out in no-man's-land and that the buildings which occupy the officials would reflect the same stance. On the contrary it was found that the huge gates with tight security would lead into as state of the art facility with sponsorship boards from a variety of huge donors. According to the security guard the old sign next to new one which reads, "Sedibeng College of Education" was the previous owners of the building. The district office moved into these premises in 2003 and has</p>	

			been occupying the property since then.	
			<p>Gauteng West: The Krugerdorp District Offices is occupying an Old English style architectural building that used to be a model school. The building could well be one of the heritage sites in Krugerdorp and the caretaker who has been living on the premises since the old inspectoral days manage to farm with chickens roaming on the premises. One would expect with the first glance that you will not find anything to be happening at these offices as the parking for visitors is on a piece of field that looks like the remains of a practice sports field for a primary school. He sign reads: "We are committed to quality Education and learning." How can this be possible at Education Offices that looks very rural in the middle of the town centre?, was the first question that came to mind. The security is friendly enough to allow you to park anywhere you can find shade amongst other cars parked in any direction under the limited number of remaining trees. The storeroom on the field has a few odd looking seemingly officials that seem not to worry who enters the premises.</p>	
	JhB East District	Piloting the data collection tools		
		Follow-up visits		
	BDE	Interview with Director: District Development	The new buildings for the Department of Basic Education which administers the section District Development is occupying a state	

			<p>of the art building in the northern part of the city and entrance to the building with two wings are strictly controlled and monitored. The twenty first century building with security checking points at the gate and a reception desk with flowers in the open area was rather pleasing and welcoming to visitors. Employees in the building looked relaxed and fairly professional as they swipe their employee cards to get entrance to the electronically operated entrance gates.</p> <p>Interview</p> <p>The group was handed the self administering interview schedule. Individual clarity seeking questions was attended to and addressed. In-depth and rich comments and feedback was provided and the participant wanted to ensure that they views on the questions are captured clearly. An attendance register was circulated to ensure that follow-up contact could be made.</p>	
		<p>Administering the questionnaire</p>	<p>I managed to get in contact with directly with the Director for District Development who arrange with the Personal Assistant to see me immediately. Amazed at what seems to be my stuck of luck the research-supportive wise gentleman not only addressed me but engaged in serious discussion around the topic of my research. His views on the purpose of districts and the relationship between organizational culture and performance resulted in me understanding that it is not expected of district</p>	

			<p>officials to show and have leadership ability, as they have job descriptions. The tasks of district officials accordingly were explained as being more of being a manager of processes.</p> <p>Administering of the tools</p> <p>The Director for District Development in the National Education Department for Basic Education arranged for a seminar with officials in both the Directorate for District Development and the Directorate Education Management involving twenty officials. The participants signed the consent forms and eagerly joined in the discussion as the purpose and aim of the research was presented in a one and a half hour seminar.</p>	
	PED	<p>Interview: Chief Director District Management and Governance</p> <p>Case selection with</p>	<p>The office arrangement is in most cases open plan floor layout and officials are in cubical in all available spaces throughout the building. The actual building was occupied by the Provincial Education Department immediately after the 1994 election with the formation of the Gauteng Education Department as unified department. The different stages during the transition and the educational transformation are clearly visible in the kinds of furniture on the office floor. According operation and to make space for more people.</p> <p>The selection of the case was done by the Provincial</p>	

		<p>Chief Director: Examinations and Assessment</p>	<p>Statistician for Senior Certificate Examinations using the criteria that were provided. The selected district offices were in the category of performing and underperforming in the senior certificate examinations between the period 2006 and 2009. The new National Curriculum Statements were introduced to grade 12 learners for the first time in 2008. The selected period is two years prior to the introduction of the new National Curriculum Statements in grade 12 and two year after the introduction in 2008. The one district scored the highest percentage successful candidates for four consecutive years whilst the other district decreased every year being the lowest scoring district for four consecutive years.</p>	
		<p>Administering the questionnaire</p>	<p>The combined number of Civil Servants and Public Servants that work in the provincial office amounts to approximately 650 people. The building that is occupied allows for office working space of 450 working areas for 300 people. According to the National Building Regulation for Office Buildings the required space is 15m per person for offices that does not conduct manufacturing or construction. The present building that the Provincial Education Department uses requires the reduced use of per person space, creating a culture of a beehive of activity. The officials in different</p>	

			<p>section of the Provincial Department experience the climate of the organization differently. This is evident not only in the way Provincial Officials dress to work but also they advise visitors around queries. Officials in crowded spaces with limited physical resources did not know the relevant people and their location in the building whilst officials in single or limit shared office space were generally welcoming to direct visitors into some direction.</p>	
	Sedibeng West District	Interview with District Director	<p>The foyer welcomes it visitors with trees in the courtyard and stairs that lead into the first floor of the District Management Team (DMT). The receptionist behind the shatterproof window looks amazed or maybe it should have looked alarmed at my visit and promptly responded in Sesotho pointing the direction to the District Director office. The switchboard receptionist saw my predicament and responded with the same direction in English. The officials from the registry unit who were busy sorting mail to school was amazed at the whole scenario of switching languages and blamed the receptionist of the inability to explain in “plain English.” The first floor entrance is well laid out as administration offices for an institution like a college. The clear signage to relevant DMT offices directs towards the Director office.</p>	
		Administering the questionnaire	<p>The Personal Assistant to the Director was very helpful to direct me to the office of the Deputy Director: Policy and Planning who was delegated power in the absence of the District Director. The</p>	

			<p>previous electronic communication with the younger looking man identified the purpose of my visit with the introduction of our names. By his response I could sense the interest in the research that was done in his district as well as his attempt at supporting efforts to work at the image of their district. The discussion which followed was every time echoed with the phrase, 'What can we do to assist the study. The instruments were sealed in folders and the Deputy Director advised me to have individual sessions with the purposefully selected employees as the Education Department is not functioning normally due to industrial action by the Teacher Unions on wage negotiations. He suggested that the intended seminar should be postponed till after the teacher strike action which could be in the fourth term of the academic year.</p> <p>Administering of the tools</p> <p>The sealed folders left my hand hesitantly as I handed it over to him to take responsibility to ensure that the individual officials administer the questionnaire on organizational management and their expectations of the Education Department.</p>	
	Gauteng West District	Interview District Director	<p>The last block of offices looked like undersized classrooms were the first sight of order. The neatly fashionable dressed officials were all much occupied with something that looked as if they missed the deadline. Most of the officials look young, energetic</p>	

			<p>and well dressed. They quickly pointed in the direction of the Directors office at request. My earlier electronic communication with the passionate female District Director gave me the assurance that I could relax and enjoy the tranquil surroundings amidst suburban noises. The Director arrange for me to meet with the Deputy Director: Policy and Planning who was awaiting me contact a few days earlier. The meeting took place in the office of the Deputy Director that was big enough to have a desk, two small coaches and one chair. The friendly lady advised me to print out all the documents I needed and leave the copies with her. She promised that she will try her best to get as much as possible information amidst the industrial action. She promised that she will try and arrange the seminar with available officials who could represent the identified sub-directorates.</p>	
		Administering the questionnaire		

DATA ANALYSIS QUESTIONNAIRE ONE



University of Pretoria

ORGANIZATIONAL CULTURE QUESTIONNAIRE ONE

SUMMARY STATS

REFNUM	SEX	HOME LANG	EMPLY MENT	STRENGT	WEAKNES	AGE	PSTLEVEL	QUALIF	PERFORMANCE AND ACHIEVEMENT							
									YES	NO	1	2	3	4	5	
N001	1	3	1	willing	frustration	3	2	4	11	1	0	0	0	0	0	2
N002	2	3	1			3	3	4	10	2	0	3	3	3	3	
N003	2	4	1	listening	zeal	3	3		9	3	0	0	7	5	0	
N004	1	4	1	teamwork	timemana	4	2	4	10	2	0	0	7	5	0	
N005	2	1	1	leader		4	3	4	12	0	0	0	0	7	5	
N006	1	2	1			3	2	4	11	1	2	0	2	8	0	
N007	1	2	1	determine	perfection	3	2	3	7	5	0	0	4	6	2	
N008	1	4	1	healthy		4	3	4	10	2	0	0	5	7	0	
N009	2	4	1			2	2	3	11	1	0	3	8	1	0	
N010	1	1	1	focused	listening			4	9	3	2	1	2	3	4	
									100	20	4	7	38	45	16	
PEO11	1	1	1	content	impatience	4	2		12	0	0	0	4	6	2	
PEO12	1	3	1		timemana	3	2	4	12	0	0	0	1	8	3	
PEO13	2	2	1	committed	perfection	4	5	3	12	0	0	0	0	9	3	
PEO14	1	3	1			1	3	3	6	6	0	2	7	1	2	
PEO15	2	1	1	goalorient	admindut	3	5	4	12	0	0	1	4	6	1	
									54	6	0	3	16	30	11	
	1.4	2.53333333	1			3.142857	2.733333	3.5	154	26	4	10	54	75	27	

SUMMARY
STATS

REFNUM	LEADERSHIP AND MANAGEMENT					CULTURE OF THE ORGANIZATION							
	1	2	3	4	5	YES	NO	1	2	3	4	5	
N001	0	0	0	0	10	39	0	0	0	0	3	36	
N002	0	0	3	5	2	39	0	0	1	1	9	28	
N003	0	0	0	8	2	39	0	0	0	5	19	14	
N004	0	2	2	6	0	38	1	0	0	14	24	0	
N005	0	0	0	3	7	39	0	0	0	3	21	14	
N006	0	0	1	6	3	39	0	0	0	6	6	26	
N007	0	0	1	8	1	38	1	0	0	13	20	6	
N008	0	1	6	3	0	36	3	0	3	3	31	1	
N009	0	0	5	5	0	39	0	0	1	24	14	0	
N010	2	0	4	4	0	22	17	12	14	11	2	0	
	2	3	22	48	25	368	22	12	19	80	149	125	
PE011	0	0	1	5	4	38	1	1	0	0	7	31	
PE012	0	0	3	5	2	39	0	0	1	12	21	5	
PE013	0	0	0	1	9	39	0	0	0	1	7	31	
PE014	0	0	1	7	2	39	0	0	4	15	15	5	
PE015	0	0	1	9	0	36	3	2	8	9	16	4	
	0	0	6	27	17	191	4	3	13	37	66	76	
	2	3	28	75	42	559	26	15	32	117	215	201	

