

Full Length Research Paper

High performance organisation: A quantitative inquiry at a specific metropolitan municipality in the Gauteng Province

G. N. Molefe*, G. Roodt and W. J. Schurink

Department of People Management and Industrial Psychology, University of Johannesburg,
Johannesburg, South Africa.

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Since the dawn of the new democracy in South Africa, the media has been fraught with episodes of dissatisfaction among stakeholders about the service delivery record of municipalities. The aim of this study is, therefore, to explore employees' experiences and perceptions, particularly at the Tshwane Metropolitan Municipality, regarding the service delivery performance of this municipality. The study was particularly motivated by the apparent lack of a scientifically tested intellectual tool to assist municipalities in improving service provision to residents. A quantitative research design was adopted to ensure uniformity and consistency of the data gathering and analysis processes. To this end, a population of 800 participants was targeted and at least 474 participants responded, thus, registering a response rate of 59%. The main findings of this study was the High Performance Organisational Culture model applicable to local government, whose factors yielded Cronbach Alpha coefficients of between 0.703 and 0.964. The managerial implication of the results of the study is a potential to equip the decision makers in the municipal sector with an empirically tested tool to assist the municipalities to ascend to a high performance status and thus, improve the quality of life of residents. The study is poised to provide a useful framework for policy formulation on high performance in the municipal sector.

Key words: High performance culture, world-class organization, world-class models, business excellence models, quantitative study, cross-sectional survey, South African local government.

INTRODUCTION

The key focus of this study is on local government and the South African municipalities in particular, which have experienced many changes particularly since the advent of the country's first ever democracy in 1994. These institutions currently need to develop change strategies that could enable them to transform into high performance organisations with the view to the delivery of services to the residents, which is currently lacking. Various levels of government, both globally and in South Africa, have an increasingly important role to play in the 21st century and beyond. However, emerging criticism of public bureaucracies, particularly the larger ones, often indicate that governments are frequently slow, cumbersome,

inefficient and ineffective, unresponsive and unaccountable and thus unable to deal creatively and innovatively with the fast pace of change today (Downes, 1998). The aforesaid trend is currently being experienced in several municipalities in South Africa.

As Meyer and Botha (2004) indicated, organisations will only survive in the future competitive environment if they become high performance or "world-class" organisations. These scholars described the characteristics of a high performance organisation as one that has developed the capacity to achieve a three-dimensional target, namely by being the provider of choice (creating enthusiastic loyal customers); employer of choice (people want to work for this organisation) and investor of choice (realising profits when customers are treated well).

In light of the above, it is public knowledge that residents of several South African municipalities, despite

*Corresponding author. E-mail: molefgr@vodamail.co.za.

expectations of prosperity after the demise of apartheid and the dawn of the new democracy, have expressed their concern about poor municipal service delivery by intermittently and publicly protesting (toy-toying). Now the question that begs an answer is - "In the interest of service delivery, to what extent do the South African municipalities meet the criteria of a High Performance Organisation?" The answer to the foregoing seems to point to the planning processes in the country's erstwhile local government sphere where planning was carried out by government officials with little or no input from important role players (Johannesburg IDP, 2003). As the aforementioned was a typical "apartheid"-driven planning process, it probably left behind poverty and devastation among the disadvantaged communities in South Africa's cities, towns and rural areas (Johannesburg IDP, 2003) thus, causing those affected to be forever angry and thus resorting to demonstrations to vent their frustrations with the unsatisfactory service delivery. On the other hand, being more than 15 years into post apartheid South Africa already, forces one to ask questions about why service levels are poor and even deteriorating. Why are the necessary skills not being developed?

Mechanisms for addressing the anger-riddled legacy, especially around service delivery, were, of course, introduced by the new democratically elected government in 1994. Of these, the most important has been the Reconstruction and Development Programme (RDP) and the Growth Employment and Redistribution (GEAR) programme, as well as the Accelerated and Shared Growth – South Africa (AsgiSA) (Khoza, 2001). Despite all these mechanisms, the rate of service delivery has not been satisfactory, resulting in protests and mass demonstrations. However, the author of this article is convinced that social scientists can play an important role in redressing the old apartheid policies that fragmented the country's resources and in meeting citizens' increasing demands for service delivery, particularly by constructing "building blocks of scientific knowledge". More particularly, through social research one can, by carefully interpreting research findings, develop abstract symbolic constructions or intellectual tools that, in turn, may illuminate social reality - if not predict and/or control it (Mouton, 1996). The particular tool that the author believes would facilitate some understanding of municipalities as strategically positioned high performance organisations (HPOs) is a model supported by HPO principles and by a pragmatic strategy and framework. Given the aforesaid background, the ensuing review of literature will strive to provide a theoretical background to the empirical objective of this study namely: To assess the employees' perceptions and views regarding the Metro as a High Performance Organisation (HPO).

Furthermore, to gain a better understanding of the concept of High Performance Organisation (HPO) a few definitions related to this concept are examined. To this end, Rothwell and Sullivan (2005) define an HPO culture,

as opposed to paternalistic, laissez-faire and autocratic cultures, as the "... culture that places strong emphasis on performance and people. The leaders in this culture expect high levels of results but also genuinely care about the people and look for ways to fully utilise, empower and develop the potential of their people. The work environment in this culture has a good balance between being very goal and results-oriented and being a friendly and fun place to work at, where communication is open, innovation is encouraged and teamwork and cooperation are a way of life". De Waal (2007) on the other hand, defines HPO as an organisation that achieves financial results that are better than those of its peer group over a longer period of time by being able to adapt well to changes and react to these quickly, by managing for the long term, by setting up an integrated and aligned management structure, by continuously improving its core capabilities and by truly treating employees as its main assets.

Boxall and Purcell (2008) further added that HPOs promote high performance work systems that strive to reform the workplace so as to increase employee involvement in decision making. Based on the foregoing, one can therefore conclude that a high performance culture thrives in HPOs and that the two concepts are intertwined. However, there has been no generally accepted term or definition of HPOs and in the literature an HPO is often referred to as an accountable organisation, an adaptive enterprise, the agile corporation, the flexible organisation, the high performance work organisation, high performance work systems; high reliability organisation, the intelligence enterprise, the real-time enterprise, the resilient organisation, the responsive organisation, the robust organisation and the sustainable organisation (De Waal, 2006). Based on the foregoing, it appears that municipalities in South Africa, with their seemingly poor record of service delivery, cannot with confidence be regarded as High Performance Organisations (HPOs).

This study, therefore, attempts to present a contribution to the limited published work on HPOs in the municipal sector within the local government sphere of governance. The latter has attracted a great deal of debate around these organisations' capacity to operate as HPOs and deliver the much needed service to the residents. Furthermore, attention will be drawn to the gap in literature and the limitations in research in the area of HPOs in the municipal sector. More so since research in this area has always concentrated on the private sector organisations with particular emphasis on world-class and excellence models. In light of the foregoing there is, therefore, a gap within literature in terms of a scientifically tested HPO culture model applicable to the public sector or the municipalities in particular. Bond (2009) in this regard postulated a local government excellence or HPO model, but the said model has so far not been scientifically tested for reliability and validity.

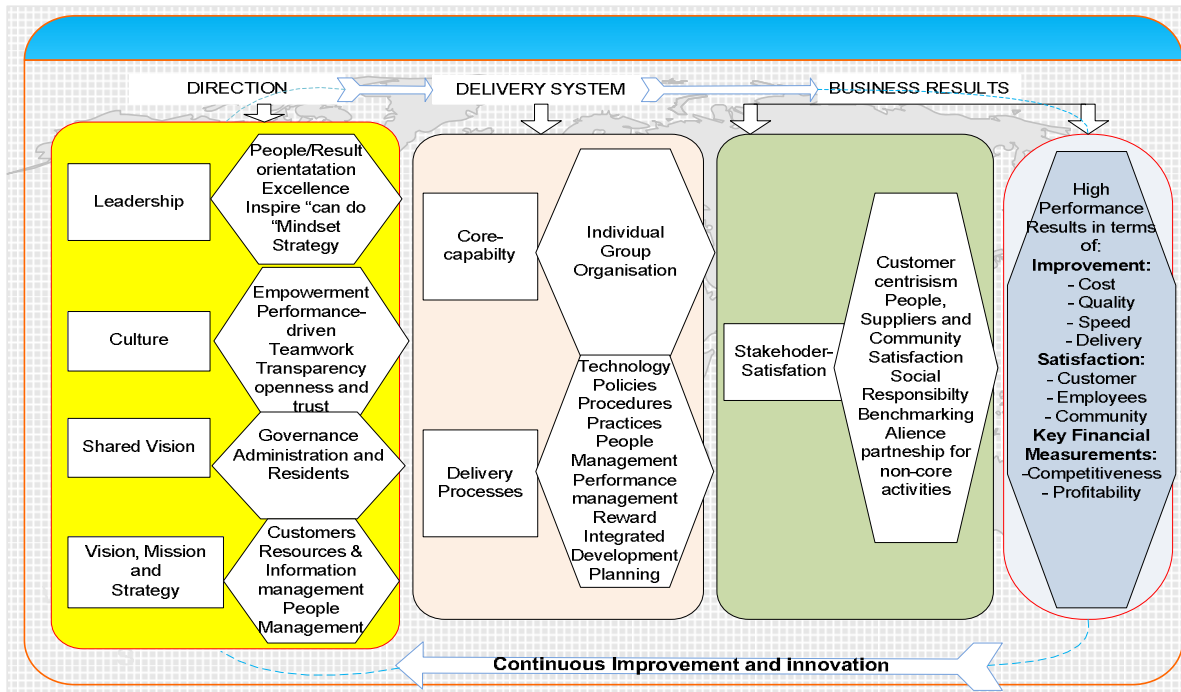


Figure 1. Adapted integrated theoretical high performance organisational model (ITHPOM). Sourced from literature: Swanepoel et al. (1998), Rothwell and Sullivan (2005), De Waal (2006), Prinsloo et al. (1999), Parker (2007), Van Heerden and Roodt (2007), South African Excellence Foundation (1997 – 2000).

In terms of the characteristics of an HPO in general, the Tshwane IDP report (2004/5) indicated that an HPO should incorporate elements such as: 1) good governance, which should encourage the promotion, representivity and inclusion of groups in the urban society and promote accountability, integrity and transparency of governance; 2) the liveability element which should demonstrate a framework committed to ensuring that the poor have a healthy and dignified living standard. Furthermore, systems should be put in place for adequate housing, secure land tenure, cultural heritage, credit, transparency, health-care, security, education and other services; 3) HPOs - as indicated by Meyer and Botha (2004), should have capacity to achieve a three dimensional target, namely by being a provider of choice (creating an enthusiastic and loyal customer base); employer of choice (people would want to work there) and the investor of choice (realising profits where customers are taken care of). Parker (2007) added the following dimensions, namely 4) customer centred leadership; 5) sharing the vision with all other stakeholders; 6) continually transforming and never being satisfied with “what is”; 7) having business processes that are closely interconnected to serve the customers seamlessly and 8) caring, where people are seen as key to the business and where real-time performance feedback is an on-going process supported by readily accessible performance information.

As shown in Figure 1, the HPO elements referred to

should be kept intact and sustained by firstly, the principles underlying organisational direction which should be made up of leadership and customer centricism, which should be the source of business growth and profitability (Slabbert et al., 2003). Secondly, the delivery system principle and “organisational fabric” which should be employee driven, operationally efficient and responsive to the customer needs and wants (Chosane, 2003) and underpinned by the organisation’s capability to operate on lean structures, lean production and processes and lean use of equipment, supported by “partnering relationships” between various stakeholders such as customers, employees, suppliers, community and organised labour, in the interest of good business results and where the “us and them” syndrome is replaced by participative partnership with a single-minded focus of satisfying the needs of customers.

Figure 1, therefore, depicts the theoretical organisational culture model against which the perceptions of the staff regarding the Tshwane Metropolitan municipality as an HPO will be measured. It may be mentioned that excellence should be the pivotal point of the theoretical HPO, supported by renowned business excellence models (Grobler et al., 2006; Slabbert et al., 2003) and the local government excellence model characterised by leadership, policy and strategy, community and customer satisfaction, people satisfaction, people management, supplier partnership, management of organisational processes, organisational results and continuous

improvement and innovation (Bond, 2009). The aforementioned elements are incorporated in the adapted integrated theoretical HPO model (ITHPOM) shown in Figure 1. In addition to the foregoing, De Waal (2006) added that more often than not, the behaviour of organisational members in HPOs is influenced by its organisational design, organisational strategy, processes and technology, as well as by individual roles and organisational culture.

In view of the foregoing it is quite clear that municipalities appear to have a huge task ahead of them to undergo a great deal of change in order to fit into the structure as shown in Figure 1, as they currently do not seem to operate as high performance organisations based on their service delivery record. In the ensuing section, evidence will be presented that articulates the problem this study is set to address in this regard.

From the preceding literature review, the following research question will be addressed:

What are the employees' (as an important stakeholder group) perceptions and lived work experiences regarding the Tshwane Metropolitan Municipality as a high performance organisation? In view of the above research question, the following research objective is restated: To assess the employees' perceptions and views regarding the Metro as an HPO.

The aforementioned objective will be pursued amid the backdrop of the absence of a scientifically tested High Performance Organisational culture model developed particularly for the municipal sector. However, as already indicated, the outcome of this inquiry is aimed at developing a social science tool that could assist municipalities and the Tshwane Metro in particular, to position themselves as high performance organisations and to explore the employees' perceptions regarding the municipality's service delivery record. The study has the potential to provide the leadership in the municipal sector with a useful policy formulation framework on high performance and world-class performance excellence. Based on the discussions thus far and the objective of this study, the following propositions are formulated and will be explored regarding perceptions about the Metro as an HPO and the relationship between the demographic variables such as age, educational background, position held, tenure and the postulated second order factors regarding HPO. With regard to Direction, the following proposition is formulated and will be explored as to the relationship between age, educational background, position held, tenure and the employees' perceptions about the Metro as an HPO:

Proposition 1

Irrespective of age, educational background and tenure, employees are of the same view regarding the postulated

Factor 1, namely: Direction. On matters relating to delivery processes and systems, the following proposition is formulated and will be explored regarding the relationship between age and educational qualification and the delivery processes and systems *vis-a-vis* the Metro as an HPO:

Proposition 2

All employees, regardless of age and educational qualification, share similar views regarding delivery processes and systems within the Metro as an HPO. In respect of stakeholder satisfaction, the following proposition is formulated and will be explored regarding the relationship between age, position, tenure, educational background and stakeholder satisfaction within the Metro as an HPO:

Proposition 3

All employees, regardless of age and educational qualification, share similar views regarding stakeholder satisfaction within the Metro as an HPO. Since the background to the study, the research problem, the aim of the study and propositions has now been outlined, the next step is to turn to the study's research design.

MATERIALS AND METHODS

Research design

A quantitative research design was adopted for the study to ensure uniformity and consistency of the data gathering and analysis processes and to arrive at findings that can be easily generalised. Since this study follows a quantitative research tradition, a correlational design was used to analyse data and was applied as a 'one point in time' strategy to describe the population at that point in time (Cooper and Schindler, 2001). The survey technique as a method of data collection was hence, used to gather information from the sample population using self administered questionnaires (Keller and Warrack, 1997; De Vos et al., 2005).

Research method

The unit of analysis for this study was all categories of employees of the Metropolitan Municipality of Tshwane (the "Tshwane Metro") excluding those holding political portfolios, as they were very difficult to access during the inquiry.

Participants

At the time of administering the questionnaire, the population about which the researcher wanted to make some inferences (Cooper and Schindler, 2001) was approximately 16,000 employees located at various offices within the jurisdictional areas of the Tshwane Metro. In order to reach the targeted sample of 800 employees, an electronic questionnaire was distributed to the said sample as shown in Table 1. Four hundred and seventy four respondents then completed and returned the questionnaire, thus registering a response rate of 59%.

Table 1. Respondents' characteristics.

Biographical variable	Number	Percentage (%)
Gender		
Male	253	53.38
Female	221	46.62
Total	474	100
Age		
18 -24	0	0.00
25 -30	78	16.46
31-34	52	10.97
35 -40	86	18.14
41 -50	177	37.34
51 -60	70	14.77
>60	11	2.32
Total	474	100
Level in organization		
Top Management	27	5.70
Middle Management /Specialists	130	27.43
Supervisory staff / Team leaders	133	28.06
General Staff	184	38.82
Total	474	100

Overview of descriptive statistics

An overview of the biographical details and characteristics of the respondents is summarised in Table 1. From Table 1, it is evident that 53.38% of the respondents were male, while 46.62% were female. The percentage for female responses was relatively low compared to the male responses. This is not disturbing, however, as it reflects the regional and national demographics of the South African population in terms of gender, which is 54.56% male and 45.44% female. Furthermore, the majority of the responses received per age group ranged between 25 and 60 years of age, indicating a good spread of responses per age group. However, a smaller percentage of 2.32% was experienced in the age range above 60, while a relatively higher percentage of 16.46% was experienced at the bottom ends of the age scale.

Measuring instrument

The measuring instrument used in this study was a structured research questionnaire which was previously tested for reliability and validity by Van Heerden and Roodt (2007). The said instrument was chosen for its ease of administration. The original questionnaire consisted of 76 items, covering 12 dimensions. Two additional dimensions were added to this by the author, leading to a total of 14 dimensions. The said instrument consisted of a 5-point Likert type format and was later transformed into an online survey questionnaire with the view of reaching the targeted sample. It consisted of Section 1, containing the respondents' personal particulars in respect of age, gender, length of service, position within the organisation, and level of seniority. Section 2 of the questionnaire comprised of the 14 theoretical high performance culture dimensions which explored the organisation's factual and perceived position on high performance organisational culture.

The statistical analysis conducted on the questionnaire suggested that the instrument had both face and content validity and was thus a valid and reliable measuring instrument which could be used by organisations to assess dimensions of high performance organisational culture (Van Heerden and Roodt, 2007). On average (except for the last two theoretical dimensions) there were six questionnaire items assigned to each theoretical dimension and these were all expressed in a question format. The response scale, as stated above, was designed as a five point intensity scale where the lowest rating of "1" signified a low preference by the respondent while a "5" signified a high preference by the respondent. Only the extreme poles of the response scales were anchored by a defined descriptor.

The 14 theoretical dimensions explored by the five point intensity scale questionnaire items probed the respondents' perceptions on the following high performance culture dimensions: vision and strategy; leadership; core capability - organisation; core capability - group/team; core capability - individual; reward system; performance management; policies and procedures; stakeholder satisfaction - customer; stakeholder satisfaction - supplier; stakeholder satisfaction - community; stakeholder satisfaction - people; common vision and liveability goal.

Research procedure

The research procedure involved the quest for permission from the leadership of the Tshwane Metro to conduct research in their institution. Thereafter, a hard copy questionnaire was converted into a web-based format by a statistical consultancy appointed to host the data. The need to convert the data was occasioned by the need for a quick and accurate response and to cover as many employees of the Metro as possible. Furthermore, the questionnaire was designed in such a way that no one could insert anything on it except in the blocks provided. All the respondents were expected to do

Table 2. Kaiser-Meyer-Olkin (KMO) Measure of Sampling Adequacy (MSA) and Bartlett's Test of Sphericity for the inter-correlation matrix of the empirical dimensions.

Kaiser-Meyer-Olkin measure of sampling adequacy	0.862	
	Approx. chi-square	29293.005
Bartlett's test of sphericity	df	2278
	Sig	0.000

do was to log on to the link provided. The URL button would then open up a pop-up window reflecting the questionnaire they were expected to complete. After logging in successfully, they would then answer the questions. Each question contained a tamper-proof encrypted serial number set to expire after a certain period. Thus, respondents could not change the contents of the questionnaire, nor could they insert anything on the instrument itself.

Once the questionnaire had been completed, the respondents were expected to press the 'submit' button at the bottom of the questionnaire. The results would then be automatically encrypted and stored in the database hosted at the offices of the appointed statistical consultant responsible for managing the data. Each respondent's name would then be crossed off the list, thus guaranteeing the privacy and confidentiality of the information submitted and also preventing the respondents from completing the questionnaire more than once. Employees of the Metro were given two weeks in which to complete the questionnaire, after which the report on the collated data was sent for analysis by the University of Johannesburg's Statistical Consultation Services (STATKON).

Statistical analysis

The statistical analysis was done by using the SPSS Programme, 12.0 (SPSS, 2003). Furthermore, analyses were done for data reduction and to assess the validity and reliability of the instrument using factor analyses at two levels. The main objective of the factor analyses was to endeavour to establish whether variables under study measured similar dimensions and if so, how they did it. The suitability of each inter-correlation matrix for factor analysis was determined by utilising Kaiser-Meyer-Olkin (KMO), Measure of Sampling Adequacy (MSA) and Bartlett's test of sphericity (Hair et al., 1998).

RESULTS

Factor analysis - 1st level

Item inter-correlation matrix

The inter-correlation matrix is the starting point for factor analysis and takes account of inter-correlations of variables so as to select those which together make the single most contribution to the variance. The original High Performance Culture questionnaire (Van Heerden and Roodt, 2007) contained 76 items. The 78 items of the adapted version were thus, too large to reproduce as an item inter-correlation matrix for this study, but can be supplied if required.

The Kaiser-Meyer-Olkin (KMO) Measure of Sampling Adequacy (MSA) and Bartlett's Test of Sphericity is shown in Table 3. The KMO/MSA Measures Sampling Adequacy and should be greater than 0.6 for a satisfactory

factor analysis to proceed. As shown in Table 2, the results of this procedure generated a KMO of 0.862, while the corresponding Bartlett's test of sphericity indicated a significant correlation among variables. The high chi-square value associated with a low p -value ($p < 0.01$) indicated a significant relationship. Table 3 shows the number of factors extracted.

(1) Decision on the number of factors to be extracted. As shown in Table 3, 16 factors with eigenvalues greater than 1 were obtained and hence, 16 factors were postulated (Hair et al., 1998) and thereafter, rotated.

(2) Conducting factor rotation – first level analysis. The rotation sought to render the factor tables much easier to understand and this involved the use of the total variance explained and the principal axis factoring extraction method. Varimax protection with Kaiser Normalisation was utilised to carry out the factor rotation. As stated earlier, the numbers of postulated factors based on the eigenvalues larger than unity were 16 at the first-level factor analysis stage before rotation. The 16 postulated factors explained 75% of the variance or spread in the factor space. These were rotated and a table in the form of a structure matrix was drawn up to make sure that the extracted factors made sense when grouped together and also to enable attaching an appropriate label to each cluster of factors as shown in the mentioned table. The aforementioned structure matrix of rotated factors (at first level) with relevant labels is shown in Table 4. As shown in Table 4, the rotation resulted in the extraction of 14 factors for purposes of the first level factor analysis, but of these, only 8 were determined thus availing them for further analysis at second level.

Factor labelling

By carefully studying the items with high loadings on each postulated factor in Table 4, the eight clusters of factors were labelled as: Stakeholder satisfaction; Leadership; Good governance; Delivery processes; Teamwork; Empowerment; Performance management and Stakeholder equity.

Factor analysis – 2nd level

Item inter-correlation matrix – second level

The 2nd level analysis commenced with an inter-correlation

Table 3. Initial eigenvalues: total variance explained.

Factor	Initial eigenvalues			Extracted sums of squared loadings			Rotation sums of squared loadings		
	Total	% of variance	Cumulative %	Total	% of variance	Cumulative %	Total	% of variance	Cumulative %
1.	22.716	33.405	33.405	22.407	32.952	32.952	7.816	11.945	11.405
2.	4.778	7.027	40.433	4.490	6.603	39.554	5.894	10.138	21.633
3.	3.105	4.566	44.999	2.800	4.118	43.672	4.367	6.423	28.055
4.	2.776	4.083	49.082	2.425	3.566	47.239	4.197	6.172	34.228
5.	2.350	3.456	52.537	2.042	3.004	50.242	3.446	5.067	39.295
6.	1.878	2.759	55.298	1.544	2.271	52.514	3.287	4.333	44.128
7.	1.824	2.683	57.979	1.487	2.187	54.701	2.705	3.979	48.107
8.	1.673	2.460	60.440	1.308	1.924	56.624	1.982	2.915	51.022
9.	1.551	2.281	62.721	1.245	1.831	58.455	1.882	2.768	53.790
10.	1.402	2.062	62.783	1.021	1.502	59.957	1.681	2.472	56.262
11.	1.314	1.933	66.716	.970	1.427	61.384	1.664	2.447	68.710
12.	1.314	1.933	66.716	.970	1.427	61.384	1.664	2.447	58.710
13.	1.172	1.724	70.282	.822	1.209	63.916	1.294	1.904	62.938
14.	1.098	1.614	71.896	.775	1.140	65.055	1.041	1.531	64.469
15.	1.076	1.583	73.479	.750	1.103	63.158	.969	1.425	65.894
16.	1.022	1.503	74.982	.686	1.009	57.167	.865	1.273	67.167

correlation of the 14 subscales shown in Table 5.

The abovementioned inter-correlation matrix took account of inter-correlations of variables and the correlation coefficient between a variable and itself would always be 1, hence, the principal diagonal of the correlation contained a series of 1's in the matrix (Tustin et al., 2005). Hence, the values depicted in Table 5 indicated a high item inter-correlation for each dimension and were thus, found to be suitable for second level factor analyses.

A full second-level factor analysis: The Kaiser-Meyer-Olkin (KMO) Measure of Sampling Adequacy (MSA) and Bartlett's test shown on Table 6 reflects the Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy (MSA) and Bartlett's Test of Sphericity at the second level of factor analysis. As shown in Table 6, the KMO measure of 0.871

was found to be greater than 0.50, while the corresponding Bartlett's test of sphericity was significant in that its associated probability (for example, 0.00) was less than 0.05, thus suggesting that the data was suitable for second-level factor analysis (Coetzee, 2006; Van Heerden and Roodt, 2007; www.ncl.ac.uk – 09/11/2007). Eigenvalues were calculated on the inter-correlation matrix of the remaining sub-scores at second level, as shown in Table 7. For purposes of the second-level analysis, a principal axis factoring extraction method using the Oblimin with Kaiser normalisation was utilised.

In terms of Table 7, the four extracted factors had eigenvalues greater than 1 and accounted for 68.8% of the spread within the factor space. The fourth factor was non-determined; hence, only three factors will be interpreted.

Factor rotation – second-level analysis

The rotated second level factors are shown in Table 8. As evidenced in Table 8, the eigenvalues after rotation, improved the interpretation of the factors. In this case, varimax with Kaiser normalisation rotation minimised the number of variables with high loadings on each given factor. As stated earlier, rotated loadings are easier to interpret than the unrotated factors as they can alter the pattern of the factor loadings and thus improve interpretation (Field, 2000; Tustin, et al., 2005). The number of postulated factors based on the number of eigenvalues larger than 1 were thus, reduced to three. The correlation of rotated factors at second level factor analysis is shown in Table 9. From Table 9, it can be observed that the correlation values were also at acceptable levels,

Table 4. First level structure matrix of rotated factors with appropriate labels.

Factor	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Stake.Sat.Supl.3	0.778															
Stake.Sat.Supl.4	0.774															
Stake.Sat.Cust.5	0.738															
Stake.Sat.Supl.1	0.728															
Stake.Sat.Supl.2	0.878															
Stake.Sat.Cust.3	0.877															
Stake.Sat.Cust.2	0.888															
Add1	0.678															
Stake.Sat.Com.2	0.614															
Core.Cap.Org.4	0.416															
Pol.Proc.2	0.348															
Lead1		0.783														
Vis.4		0.883														
Vi.6		0.860														
Vis.1		0.830														
Add2		0.548														
Stak.Sat.ppl.4		0.621														
Lead.3		0.618														
Vis.5		0.616														
Lead.2		0.607														
Core.CapOrg.7		0.478														
Stak.Sat.pp11l		0.476														
Core.Cap.Org.5		0.462														
Core.Cap.Ind.9		0.406														
Stake.Sat.ppl.9		0.389														
Cor.Cap.Grp.5			0.672													
Pol.Pro. 6			0.663													
Core.Cap.Org.3			0.628													
Pol.Pro. 1			0.604													
Perf.Mng.3			0.603													
Lead.7			0.487													
Stake.Sat.ppl.8			0.478													
Coe.Cap.Org.1			0.430													
Core.Cap Org.6			0.402													
Pol.Pro.3			0.401													
Lead.6				0.802												
Lead.5				0.727												
Coe.Cap.Grp.3				0.664												
Cre.Cap.Grp.4				0.0489												
Perf.Mng.1				0.463												
Cor.Cap.Grp.7					0.841											
Core.Cap.Grp.6					0.806											
Core.Cap.Grp.1					0.676											
CorCap.Grp.2					0.672											
Stake.Sat.ppl.3								0.888								
Stake.Sat.ppl.2								0.836								
Core.Cap.Ind.4								0.608								
Core.Cap.Ind.1								0.482								
Stake.Sat.ppl.5								0.428								
Cor.Cap.Ind.8								0.420								

1. Stakeholder Satisfaction

Leadership

2. Leadership

3. Good Governance

4. Delivery processes

5. Teamwork

6. Empowerment

Table 4. Cont'd.

Re.Sys.5	0.771			
Perf.Mgn.7	0.712	7. Performance Management		
Per.Mgn.2	0.866			
Stake.Sat.Com.1		0.878	} 8. Stakeholder Equity	
Stake.Sat.Com.3		0.488		
Stake.Sat.ppl.6		0.348		
Re.Sys.1		0.338		
Re.Sys.3		0.849		
8.Perf.Mgn.6		0.604	} UNDETERMINED	
Lead.4		0.698		
Stake.Sat.Cust.1		0.842		
Sake.Sat.ppl.1		0.642		
Cor.Cap.Org.2		0.300		
Pol.Pro.4		0.887		
Re.Sys.2		0.822		
Vis.2				0.628 -0.007 0.011
Vis.3				0.480 -0.005 -0.018

Rotated matrix (a): Rotation converged in 24 iterations. Extraction method: Principal axis factoring . Rotation method: Varimax with Kaiser normalisation.

thus indicating high internal consistency levels among variables and hence their suitability for factor analysis (Oppenheim, 1992; Tustin, et al., 2005).

The Kolmogorov–Smirnov^a test for normality of the Second order factors is shown in Table 10. As shown in Table 10, after rotation of the second level factors, these factors were subjected to a Kolmogorov–Smirnov test of normality. This test calculated the level of significance for the differences from the normal distribution or the actual degree of departure from normality (Hair et al., 1998). A significant *p*-value of 0.000, which was less than 0.05, suggested that all the postulated factors conformed to the requirements for normality. Table 11 below reflects of the summary of F-values and the significant values obtained from the ANOVA statistics.

According to Table 11, a major area where people expressed differences of opinion was on the empirical factor 1. Here, the difference of opinion was on the basis of age, tenure and the position held in the organisation. Furthermore, and as shown on the bottom part of the said table, the difference of opinion could also be noticed on the empirical factor 3, where the difference of opinion was also on the basis of the position held in the organisation. Here again, the significant value of 0.000 was less than 0.05. Overall, however, there seemed to be no difference of opinion on the basis of gender regarding the postulated factors 1, 2 and 3.

General overview of inferential statistics – in a nutshell

An overview of inferential statistics, as shown in Table 11, illustrated the convergence and differences of opinion with regard to the three postulated factors 1, 2 and 3. In a

nutshell, the inferences and conclusions that could be drawn regarding the said postulated factors are as follows: In respect of Factor 1 (Direction) and its relationship with positions held in the Metro, the study revealed that the position employees hold seem to play a significant role in determining the direction the Metro should take. This result was, however, not surprising because one would expect the senior management of any organisation to provide it with strategic direction. However, a significant difference was noted among the age and the educational level of groups in this regard. Furthermore, a hypothesis test on tenure also revealed that the longer-serving staff members seemed to hold different views to those with shorter service regarding the direction the Metro should take. Hence, different employee groups appeared to understand the direction the metro should take differently, thus suggesting the need to clarify the Metro’s vision to the various employee groups so as to elicit a common vision among them.

In terms of Factor 2 (Delivery Processes and Systems) at the Metro, employees seemed to hold different views on the basis of tenure and position regarding this factor which encompasses performance management; a conducive work environment; teamwork and empowerment. In so far as the influential effect of positions on the Metro’s delivery systems and processes is concerned, the hypothesis test revealed that position seems to influence the delivery systems and processes. One may assume, therefore, that power play had something to do with this, since the power to get things done is often linked to the position and rank employees hold in the organisation. In so far as Factor 3 (Stakeholder Satisfaction) is concerned, there seemed to be divergent views on the basis of age, position and tenure. Regarding the influential effect of age on stakeholder satisfaction, the

Table 5. Inter-correlation of factors (14 × 14); N = 474.

		1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Common vision	1	0.719**	0.604**	0.420**	0.351**	0.447**	0.192**	0.491**	0.304**	0.486**	0.534**	0.189**	0.139**	0.564**
2	Liveability goal	0.719**	1	0.244**	0.407**	0.362**	0.587**	0.316**	0.537**	0.489**	0.506**	0.456**	0.298**	0.239**	0.674**
3	Leadership	0.604**	0.744**	1	0.654**	0.491**	**544	0.420**	0.535**	0.329**	0.459**	0.487**	0.385**	0.189**	0.520**
4	Vision and Mission	0.420**	0.607**	0.654**	1	0.530**	0.543**	0.587**	0.557**	0.227**	0.412**	0.414**	0.213**	0.246**	0.382**
6	Corecapability:Indiv.	0.447**	0.587**	0.544**	0.543**	0.454**	1	0.367**	0.349**	0.237**	0.489	0.374**	0.066**	0.091*	0.426**
7	Corecapability:Grps.	0.192**	0.316**	0.420**	0.587**	0.442**	0.387**	1	0.244**	0.160**	0.333**	0.233**	0.126**	0.181**	0.031**
8	Reward Sys.	0.491**	0.537**	0.535**	0.557**	0.328**	0.349**	0.244**	1474	0.356**	0.346**	0.465**	0.345**	0.270**	0.372**
9	Policies and Proc.	0.304**	0.489**	0.329**	0.227**	0.158**	0.237**	0.160**	0.356**	1	0.237**	0.993**	0.182**	0.308**	0.366**
10	Perform. Mgt	486**	0.500**	0.489**	0.412**	0.388**	0.489**	0.442**	0.333**	0.346**	1	0.323**	0.174**	0.036**	0.326**
11	Stake.Sat-Customers	**534	0.456**	0.487**	0.414**	0.388**	0.374**	0.233**	0.465**	0.093**	0.323**	1	0.393**	0.043**	0.388**
12	Stake.Sat-Community	0.188**	0.298**	0.385**	0.213**	0.154**	0.066**	0.126**	0.345**	0.182**	0.174**	0.393**	1	0.148**	0.265**
13	Stake.Sat-Suppliers	0.139**	0.239**	0.189**	0.246**	0.095**	0.095**	0.181**	0.270**	0.308**	0.036**	0.043**	0.148	0.1*	0.032**
14	Stake.Sat-People	0.564**	0.674**	0.520**	0.362**	0.173**	0.426**	0.031	372**	0.366**	0.326**	0.388**	0.265**	**0.032	1

hypothesis test revealed that age seems to have a significant effect on stakeholder satisfaction, while the position occupied within the Metro hierarchy played a significant role in that regard. The *t*-test and ANOVA were further used to determine whether there was any significant difference between the second-order postulated factors, namely 1. Direction; 2. Delivery System; 3. Stakeholder Satisfaction and Gender. To this end, the test hypothesis for gender revealed that since the *p*-values of gender were higher than 0.05, it seemed that men and women shared the same views regarding the postulated factors 1, 2 and 3.

DISCUSSION

The following objective was formulated, in consonant with the problem statements, namely to: *Assess the employees' perceptions and views regarding the application of HPO principles within the Metro.* It may also be mentioned that the main contribution this study is likely to make is an HPO

frame-work that municipalities can use in their attempt to attain a world-class High Performance Organisational status. The study also explored the employees' perceptions at the Tshwane Metro regarding the three tested high performance dimensions, namely direction, delivery processes and stakeholder satisfaction.

In terms of the results, it is quite evident from the analyses that the high performance organisational culture model within the municipality is driven by factors such as direction, delivery systems and stakeholder satisfaction. Theory also supported a high performance theoretical model that depicts direction, delivery systems and processes, as well as business results as broad categories or "building blocks" for world-class high performance organisations. In terms of theory, continuous improvement also has to be seen to permeate all aspects of the high performance organisation's activities with the view to eliciting a positive impact on customers, suppliers and the community (De Waal, 2007; Slabbert, et al. 2003; Parker, 2007). No disturbing, unexpected results

were noticed. However, a significant difference was noted among the age, tenure and the educational level groups. These groups held different views regarding the direction the Metro should take. Furthermore, a hypothesis test on tenure also revealed that the longer-serving staff members seemed to hold different views to those with shorter service regarding the direction the Metro should take, thus suggesting the need to create a spirit of shared vision among groups of different age groups and educational levels. This was contrary to the stated Proposition 1 which stated:

"Irrespective of age, educational background and tenure, employees are of the same view regarding the postulate Factor 1, namely Direction."

Furthermore, empirical evidence revealed that the employees of the Metro seem to hold different views on the basis of age and educational qualification regarding its delivery systems, which

Table 6. Kaiser-Meyer-Olkin (KMO) measures of sampling adequacy (MSA) and Bartlett's Test of Sphericity for the inter-correlation matrix of the empirical dimensions.

Kaiser-Meyer-Olkin Measure of Sample adequacy	0,871
Approx. Chi-square	3192.697
d.f	91
Sig.	0,000

Table 7. Second-level analysis: Initial eigenvalues and total variance explained.

Factor	Initial eigenvalues			Extracted sums of squared loadings			Rotation sums of squared loadings.
	Total	% of variance	Cumulative %	Total	% of variance	Cumulative %	Total
1	5.903	42.166	42.166	5.521	39.434	39.434	2.843
2	1.408	10.054	52.221	0.976	6.974	46.407	2.494
3	1.243	8.881	61.102	0.666	4.759	51.166	1.393
4	1.075	7.679	68.781	0.577	4.122	55.288	1.010

(a) When factors are corrected, sums of squared loadings cannot be added to obtain a total variance

Table 8. Labelled and rotated factor structure.

	Factor			
	1. Direction	2. Delivery Systems	3. Stakeholder	Satisfaction
Factor 2	Leadership			
Factor 14	Vision and Strategy			
Factor 1	Stakeholder Satisfaction			
Factor 3	Good Governance			
Factor 10	Achievement orientation			
Factor 7		Performance Management		
Factor 4		Delivery Processes		
Factor 5		Teamwork		
Factor 6		Empowerment		
Factor 11			Customer centrisism	
Factor 12			Valuing Diversity	
Factor 8			Stakeholder Equity	
Factor 9				

encompass performance management, conducive work environment, teamwork and empowerment. This then suggested the need to propagate the spirit of common understanding among employees of different age groups and educational backgrounds within the Metro. In terms of continuous improvement as a component of the theoretical high performance organisation, the foregoing results were contrary to stated Proposition 2, namely that:

“All employees, regardless of age and educational qualification, share similar views regarding delivery processes and systems within the Metro as an HPO”.

In so far as Factor 3 (Stakeholder Satisfaction) is concerned, there seemed to be divergent views on the basis of age, position, tenure and educational background. Regarding the influential effect of age on stakeholder satisfaction, the hypothesis test revealed that age seems to have a significant effect on stakeholder satisfaction, while the position occupied within the Metro hierarchy played a significant role therein. The aforesaid is contrary to Proposition 3, namely that:

“All employees, regardless of age and educational qualification, share similar views regarding stakeholder satisfaction within the Metro as an HPO”.

Table 9. Correlation of rotated factors.

		Second level empirical Factor 1	Second level empirical Factor 2	Second level empirical Factor 3
Second level empirical Factor 1	Pearson correlation	1	0.662**	0.659**
	Sig. (2-tailed)		0.000	0.000
	N	474	474	474
Second level empirical Factor 2	Pearson correlation	0.662	1	0.532**
	Sig. (2-tailed)	0.000		0.000
	N	474	474	474
Second level empirical Factor 3	Pearson correlation	0.659	0.532**	1
	Sig. (2-tailed)	0.000	0.000	
	N	474	474	474

** Correlation is significant at the 0.01 level (2-tailed).

Table 10. Kolmogorov–Smirnov^a test for normality – Second order factors.

Second Order Empirical Factor 1 : Direction						
Second-order factors	Kolmogorov–Smirnov^a					
	Statistic	df	Sig.	Statistic	df	Sig.
Factor 1: Direction	0.097	474	0.000	0.970	474	0.000
Factor 2: Delivery Systems	0.087	474	0.000	0.982	474	0.000
Factor3: Stakeholder Satisfaction	0.099	474	0.000	0.981	474	0.000

^a Lilliefors Significance correlation.

Table 11. Summary of extracted ANOVA F values, t-tests and significance values.

Second Order Empirical Factor 1 : Direction			
		F-value	Significance
Age	Between groups	3.406	0.009
Tenure	Between groups	5.228	0.000
Position	Between groups	4.000	0.000
Gender	Between groups	<i>t</i> value: 0.913	
Second Order Empirical Factor 2 : Delivery Systems			
Age	Between groups	0.052	0.045
Tenure	Between groups	2.189	0.069
Position	Between groups	1.841	0.139
Gender	Between groups	<i>t</i> value: 0.919	
Second Order Empirical Factor 3 : Stakeholder Satisfaction			
Age	Between groups	6.426	0.000
Tenure	Between groups	2.320	0.056
Position	Between groups	5.961	0.001
Gender	Between groups	<i>t</i> value: 0.220	

The results seem to be in consonant with world-class high performance organisations' theory and excellence

models which suggest fervent resolve on the part of the Metro to be a best practice organisation by being world-

class in everything it does, ensuring constant identification of opportunities for improvement and executing flawless operations. The results reported by other researchers also seem to stress that the level of excellence within the organisation is determined by the effectiveness of the organisation's processes, supported by its policies and strategies, customer centricism and people management, as well as the management of resources and information which should be driven by a strong organisational leadership, and that people within the organisation should have a clear understanding of its vision, mission and strategy (Van Heerden and Roodt, 2007; Cowen and Osbourne, 2002). Furthermore, the delivery processes and systems must ensure that the strategic intent of the organisation is achieved by effectively utilising the organisational, team and individual capabilities and foster business success based on stakeholder satisfaction and financial performance (Prinsloo, et al. 1999; Prescott, 1998). Overall, the obtained results seemed to indicate that the primary objective of the study was met, namely to:

“Assess the employees' perceptions and views regarding the application of HPO principles within the Metro”

The conclusions and recommendations, as well as the possible limitations of this study are dealt with next.

RECOMMENDATIONS

Based on the obtained results, the following recommendations are made:

(1) A strategic workshop should be conducted where top management can address managers, middle managers and representatives of employees regarding the Metro as a high performance organisation. This will serve to promote the notion of shared vision among various employee categories and narrow the divergent opinions among the different age groups, the top echelons and the rest of the employees regarding the status quo within the Metro and where it intends to go in terms of its service delivery strategies.

(2) It is also recommended that:

(a) In order to achieve its strategic objective, effective leadership, operational efficiency and stakeholder satisfaction should be at the epicentre of planning initiatives.

(b) Whatever the Metro does in its endeavours to achieve results and accelerate change, its delivery processes should be driven by performance management implemented within an empowerment environment and team spirit supported by *ubuntu* and the *batho pele* principles.

(c) Whilst it is important that staff performance should be

monitored in the interests of organisational performance and success, this should be done with compassion, taking into account the necessity to balance the needs and expectations of management and staff.

POSSIBLE LIMITATIONS OF THE STUDY

The following are the possible limitations of the study:

(i) A very important constituency in the local government sector, namely the residents, was not included in the survey.

(ii) Although, the response to the questionnaire was relatively good, it did not reach everybody intended due to the fact that not everyone had access to computers.

(iii) The added questionnaire items contained only one sub-item. Perhaps more satisfactory results could have been obtained from factor analysis had the added questionnaire items included at least four sub-items in order to satisfy the requirements of factor analysis.

(iv) This study was undertaken bearing in mind the following epistemological shortcomings:

(a) Conceptually, high performance is easier to understand in a manufacturing context than in the service sector.

(b) Competiveness is often a primary motivating factor for implementing high performance reforms in the private sector. This, however, may not be a major consideration in the public sector, as the government is largely mission driven rather than profit driven.

SUGGESTION FOR FUTURE RESEARCH

Since this study identified factors that characterised high performance organisational culture in the municipal sector, the refined instrument should be used to test the model in other metropolitan municipalities to see whether similar results could be obtained. This should then be followed by a confirmatory factor analysis (CFA), particularly because the CFA allows for focused testing of specific hypotheses about the data. Also, the *a priori* nature of the CFA might be an ideal statistical procedure to test the reliability of the new theoretical model (Fabrigar et al., 1999).

Conclusion

This study achieved its objective of assessing the employees' perceptions and views regarding the Metro as a High Performance Organisation (HPO). Although, directly applicable to a particular Metro as a case organisation, by and large, the study provided insights into particular strategic areas of need that the Metro could

could revitalise in its quest to develop a high performance culture within its internal environment in the interest of service delivery to its residents. The study also succeeded in exploring employees' experiences and perceptions regarding the service delivery performance of the Tshwane Metropolitan Municipality, in particular, the extent to which it meets the criteria for a high performance organisation.

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