Comparative study of organizational culture in public sector organizations using Competing Values Framework

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Executive summary

The concept of organizational culture is not a new subject of study in management sciences. Studies have shown that organizational culture influences employee performance. If there is a weak culture, employee performance and organization performance reduce. Especially, management of organizational culture is essential when there is a continuously changing business and political environment, and competitive pressure for resources in both private and the public sector management.

This research was aimed to understand the existing and desired organizational culture of two public sector organizations; Department of Heritage and the Academy of Dhivehi Language. There was no previous research done in understanding organizational culture in any of the public-sector organizations in the Maldives. Hence, this study tried to fill the gap by analysing how CVF framework works in the public-sector context in the Maldives. This research has practical implication for the management of the two organizations to formulate strategies and enhance employee performance by understanding the perceived and the desired culture of these organizations and hence manage organizational culture in a rapidly changing environment.

This study was a multiple case study within the selected organizations to investigate a contemporary phenomenon within the real-life context. Researchers had adapted mixed method approach to find the existing and the desired culture using qualitative data collected from interviews and quantitative data gathered from survey questionnaires.

The finding of the study revealed that there were significant similarities and differences in the organizational culture of both the organizations. Employees of Heritage perceived that it had a Hierarchical style of managing organizational culture while in the Academy it was the Clan culture that dominated in the organization. However, as a preferred culture, both organizations preferred to have Clan culture as a dominant culture and expected to minimize Hierarchical style of culture.

This study provided valuable information that would help both the organizations to optimize the organizational performance and align their organizational culture with the management practices. With the help of the findings, organizations could also develop measures to enhance organizational culture and management practices so that the institutional goals can be achieved successfully.

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1. INTRODUCTION

Organizational culture enhances organizational change and helps to change its image in the eyes of its internal and external customers at the same time facilitates strategic implementation and improves the performance of the organization. Studies showed that organizations with strong culture performed better compared to organizations that had weak cultures (Mushtaq, Fayyaz, & Tanveer, 2013). Organizational culture can also influence how people set goals at different levels, perform tasks, and administer resources to achieve their goals whether professional or personal.

Schein (1985) defined organizational culture as a pattern of basic assumptions invented, discovered or developed by people as they learn to cope with internal and external problems and trying to adapt to its environment (Padma & Nair, 2009). Common definition of the organization culture is the shared beliefs, values and norms that the members of the organization adapt. However, the success of the culture depended on the degree to which cultural values of the organization are strongly, held or widely and commonly shared in the organization (Mushtaq, Fayyaz, & Tanveer, 2013). But these researchers believed that there was no bad or good culture as long as it is effective in maximizing organizational performance.

Although the concept of organizational culture was an important aspect in business organizations, it can also be applied to public sector organizations to understand the importance of culture for organizational performance. With structural barriers in the public sector, it has become challenging to bring about or get individuals to embrace a collaborative culture. Kathy Hilyard stated that in an increasing complex and ambiguous environment faced by government and public servants, the government organization needs more cultural collaboration across traditional boundaries and less of a hierarchical or siloed approach (Arnold, 2017).

Some of the previous research findings revealed that employees preferred organizational culture was needed and should be adapted in areas where there is involvement of employees, participation, organizational change and innovation. An exploratory study of transformational leadership and organizational culture in public service organizations revealed that there was a significant positive relationship between transformational leadership and the constructive dimension of organizational culture (Ledimo, 2014).

Although existing literature showed several researches done in organization culture using the adapted model developed by (Quinn and Cameron, 2011), none has been done on the organizational culture of the public sector in the Maldives. Hence, this research would bridge the research gap that exists in understanding the organization and thus would be an additional knowledge in field of management and to understand whether the framework was suitable to evaluate the public sector organizational culture in the context of Maldives.

Hence, the purpose of this research was to determine the existing culture of the selected two organizations and identify the expectations of employees with regard to organizational culture and put forward recommendations for organizational effectiveness. This study was carried out using mixed method approach using an instrument developed by Quinn and Cameron (2011). Both quantitative and qualitative methods were utilized to collect data.

This paper comprises of six sections. The first and the second section gives an introduction of the research followed by background of the study. Literature overview is presented in the second section. The third section covers the research methodology adopted for this research and the fourth and the fifth section presents the key findings and analysis of data and final section presents the conclusion.

1.1 Background of the study

The two organizations studied in this research, the Academy of Dhivehi Language and Department of Heritage are monitored by the Ministry of Education who oversees, monitors and set regulations for managing these organizations under the rules and regulations of the Civil Service Commission of the Maldives.

Since 1982 until 2010 and 2011 the Department of Heritage and the Academy of Dhivehi Language was formerly under the same institution called the National Centre for Linguistics and Historical Research when the government decided to form separate institutions for the development and preservations of national heritage and language. Department of Heritage was established a year prior to the establishment of the Academy in 2010 and the Academy in 2011. Main purpose was to safeguard and promote the tangible heritage of the Maldives including language, culture and history. Though there were some indistinguishable obligation in the mandate of both institutions. Academy of Dhivehi Language continues to safeguard and promote the language, history and culture of the country under the law 09/2011 (Academy of Dhivehi Language, 2018). These two organization are now governed by a new and qualified management who are eligible for managing these organizations. Except for one or two of the senior management, all the members of the organization were former employees of National Centre for Linguistics and Historical Research. Even during the 1979, there was a friendly and family feeling in the organization. Later during 1980s, many of the middle management level employees who joined were to some extent relatives with those employees who existed in the organization. Employees were very dedicated and enthusiastic (Academy of Dhivehi Language, 2018). The relationship between the senior employees and the lower level employees were strong. However, due to lack of demand from the public for information and therefore organization mostly focused on its mandate.

However, with new management comes new ideas and challenges and managing change and

cultural differences that were previously embedded in the organization became a difficult task.

However, these organizations had difficulties managing change, especially with the developments in the sector and the demand for access to information by the public. Maldives. Civil Services Commission of the Maldives outlines procedures and practices that every public organization employee has to follow for productivity of employees and increase the performance of the organizations.

1.2 Identification of research problem

There have been continuous changes in the public sector administration in the Maldives over the past few years. The changes in the external environment deriving from economic, technological and most importantly legislative changes have put pressure on the public sector calling for accountability and increase quality of service provided to the public. Furthermore, reduction in government budget for the public-sector development, organizations are competing for resources for their expenditure and are looking into possibilities of relying on sponsor and other financial support. This has led to find most effective ways to manage resources and enhance organizational performance. According to Ledimo (2014), one of the most effective ways to improve the performance is to improve organizational culture that binds people together in an organization.

According to Robbins (2003), when employees are accustomed to interact with each other for a continuous period of time, will lead to form a culture within the organization, which over time becomes the identity of the organization (Arijanto & Taufik, 2017). Whether good or bad, newly recruited employees also tend to follow an existing culture. According to Quinn and Cameron (1999), organizational culture cannot be characterized by a single culture type because each organization has subunits and levels that will have different cultures (Rinuastuti, Hadiwidjoji, Rohman, & Khusniya, 2014). However, organizations tend to develop a dominant culture that will be adapted by

employees over time while responding to the challenges and changes in the environment.

Due to lack of skills and management expertise, some of the organization like the Academy of Dhivehi Language's management was also facing challenges in spending adequate time in reshaping the organization culture and employee behaviour. Rather they spend more time in monitoring the organizational objectives. There seemed to be a mismatch between the existing and desired culture of the organization, although there was no study carried out on organizational culture in this sector. Following rules and regulations set by the Civil Service Commission for employee behaviour has become a huge challenge for the organizations as well as for the Civil Service Commission. Therefore, use of Competing Values Framework (CVF) in understanding the culture in the public sector is a note-worthy issue needed to be addressed to increase the performance of public sector organizations in Maldives.

1.3 Purpose of the project

The purpose of this research was to compare and evaluate the existing and desired culture of two organizations; Department of Heritage, the Academy of Dhivehi Language. The study will be carried out using the model developed by Quinn and Cameron (2011), (Rinuastuti, Hadiwidjoji, Rohman, & Khusniya, 2014). The study will also help to analyse the cultures in these two organizations; and find the similarities and differences of culture embedded in the organizations. Thus, gather evidence from the data to support previous studies on organizational culture and its influence on organizational performance. Coyer (2000) indicated that an analysis of organizational culture is the first step in measuring performance that will enforce organizational values, business objectives and goals that could be used to evaluate

organizational performances as standards (as cited in Choi et al., 2010).

There was no previous research done on organizational culture in these organizations and this paper also aimed to fill the gap in literature on how CVF worked in the public sector of the Maldives. Hence, it would provide certain implications for the public-sector reforms and the organizations' management to facilitate and reshape the organizations' cultural identity by understanding the preferred culture of employees thus contribute additional knowledge in the area of management.

1.4 Significance of the research

This study will help the management of these two organizations to formulate strategies to develop a cultural identity that is shared and desired by all employees of the organization for organizational effectiveness and gain public confidence. This would also help management to bridge the cultural gap that existed in the organizations that hinders organizational effectiveness and provide recommendations to entrench a positive cultural identity.

1.5 Research questions

The following questions were addressed in this study that helped the researcher to be more specific and narrow down the research area:

a) What are the existing cultures in both the organizations from employees' perspective?

b) What are the desired cultures in both the organizations from employees' perspective?

c) What are the differences and similarities in these organizations in terms of existing and desired culture?

2. LITERATURE REVIEW

2.1 Organizational Culture

Many definitions were given by researchers on the concept of organization culture. One of the first definition was given by Pettigrew (1979) who stated that the organization culture are the beliefs, ideologies, languages, rituals and myths that influences the behaviour of an organization. However, Schein (1985) defines organization culture as assumptions that are developed, invented or discovered by employees in an organization when they learn to cope with its internal and external problems. These are acceptable values within the organization and meant to be taught to new members of the organization as the correct way to perceive, think and feel when dealing with problems (Ledimo, 2014). A similar definition was given by Lawson and Shen (1998), who defines organization culture as values, and actions in a unifying pattern that are shared, learnt, aggregated at a group level and also accepted only by organizational members (Padma and Nair, 2009). However, Champoux (1996) defined organization culture as the dynamic values and deep aspect of an organization that shapes human behaviour (as cited in Choi et al., 2010). From these definitions, it can be understood that no matter what the definition of culture is, organization culture is a powerful means to induce desired behaviour and outcomes of an organization.

2.2 Influence of organizational culture on organizational performance

Most of the authors agreed to the fact that strong cultural values that are common and widely shared, improves the performance of the organization compared to those organizations that have weak cultures (Mushtaq et al., 2013). Providing a high-quality of service is also dependent upon cultural identity that is embedded in each and every member of the organization.

Many studies proved the importance of organizational culture on organizational performance. A study conducted by Armenaki and Shook (2009), indicated with empirical evidence that organizational culture is a powerful means to induce desired organizational outcomes (as cited in Botti & Vesci, 2018). On the other hand, a research focusing on behaviours of employees, O'Reilly III, Chatman and Caldwell (1991), showed that culture affects employees' behaviours beyond formal control systems, procedures and authority (as cited in Choi et al., 2010). This is evident in organizations especially when the internal formal control systems and procedures are weak even in the civil sector of the Maldives.

From these studies it is evident that organizational culture influences both the employee behaviour and organization performance. When there is weak organizational culture, the level of employee performance decreases and with that performance of the organization.

2.3 Concepts of Measuring Organizational Culture

When understanding the concepts of organization culture, various theories and models were presented by different researchers since the study of organization culture began during the 1980s. Researchers developed models to tailor existing problems that came with globalization of organizations and increased competitive advantages that organizations opted to acquire for success.

Table 1: Concepts for measuring organizational culture

Year	Author	Framework developed
1968 1983	Litwin & Stringer Wallach	Organization Culture Index
1989	Cooke & Lafferty	Organization Culture Inventory
1990	Handy	Power (Spider's web)0 Role (building supported by columns and beams) Task (net) Person (loose cluster/constellation of starts)
1991	O'Reilly, Chatman, & Caldwell	Organizational Culture Profile
1991	Hofstede	**National dimensions**: Individualism, Power distance, Uncertainty avoidance, Collectivism (Masculinity and Femininity)
2012	Trompenaars and Turner	Family, Eiffel Tower, Guided missile, Incubator
1991 1999 2011	Quinn & Spreitzer Quinn; Cameron	Competing Values Framework: Adhocracy, Clan, Hierarchy, Market.

Source: Choi et al., 2010 and Szabo, 2015

Among the first researchers who studied organizational culture was Hofstede and Gray based on the idea that organizations can be considered as symbols of greater cultural systems (as cited in Monzavi, Mirabi & Jamshidi, 2013). Based on this idea, a study was conducted among employees of IBM subsidiaries worldwide using the model developed by Hofstede and Gray (Suntrayuth & Sönmeztörk, 2017). They presented a four contrasting sets of cultural dimensions, power distance, uncertainty avoidance, individualism and masculinity that can describe similarities and differences of national cultures among IBM's subsidiaries around the world (as cited in Monzavi et al., 2013). The four dimensions are:

Power distance: that describes the extent to which members of the society accepted the inequality in power distribution. France, Spain, Japan, Indonesia and Singapore were said to be among the countries where powerful individuals were respected and believed that they were always right.

Uncertainty avoidance: that is measure of tolerance level for uncertainty and ambiguity. Hofstede claimed that people with strong uncertainty avoidance culture have high need for security, thus resits creative ideas and abnormal behaviour. While those with less uncertainty avoidance are individuals with creative ideas and abnormal behaviours. Greece and Japan are among those with higher uncertainty avoidance, while Singapore and Hong Kong and Sweden are among low uncertainty avoidance.

Individualism: This is associated with how a person intends to function. Whether independent from other members of the society or put group in first place.

Collectivism (Masculinity and Femininity): Collectivism are shaped on social networks and extended families, tribal life etc. On the other hand individualism have a high respect

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for themselves and their independence rather working in teams to achieve organizational objectives.

Hofstede dimensions were based on describing cultural differences in nationalities and how it relates to employee behaviours. But it ignores the fact that there could be cultural heterogeneity that may exist in the country. Hence, researchers like Cameron and Quinn (2011) developed a new concepts Competing Values Framework (CVF) to measure culture which was based on external and internal environment of the organization.

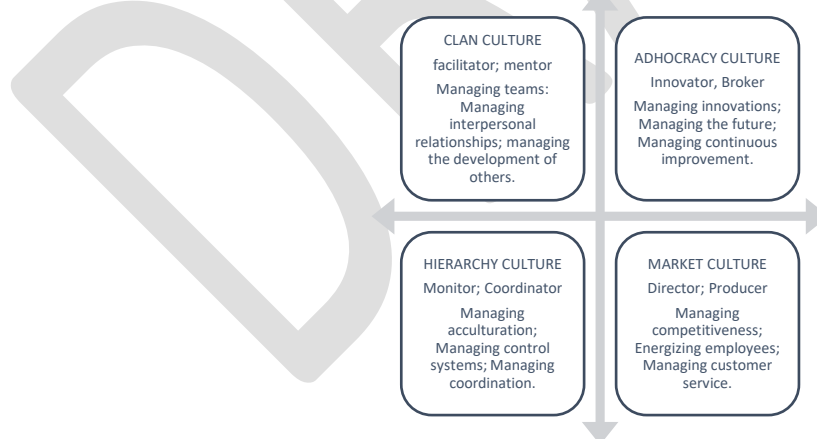## 2.4 Competing Values Framework:

Cameron and Quinn's (2011) framework called the "Competing Values Framework" (CVF), was considered to be a very important framework which was widely used for measuring the organization culture (as cited in Suppiah & Sandhu, 2010). This framework was originally developed by Quinn and Rohrbaugh (1981, as cited in Botti & Vesci, 2018). This model was basically based on the four culture types. In contrast to Hofsdete and Gray's model, these researchers believed that organization can have one or a combination of four culture types, namely, clan, adhocracy,

market and hierarchy. The dimensions in this framework include:

a) Dominant characteristics
b) Organizational leadership
c) Managing of employees
d) Organizational glue
e) Strategic emphasis
f) Criteria of success

A tool was developed to measure organizational culture using an instrument called Organizational Culture Assessment Instrument (OCAI) that consisted of six dimension mentioned above.

Unlike Hofstede and Gray; and Quinn and Cameron's (2011) framework was particularly useful when organization needs to asses types, congruence, and strengths of organizational cultures based on core values, assumptions, interpretations, that characterize organizations. It expresses the degree to which the organization focuses on internal environment and well-being and development of people versus the external emphasis on overall competitiveness of the organization in the changing environment.

Source: Datuon, 2015

Figure 1: Competing Values Framework

Table 1: Explanation of four quadrants of CVF

Clan Culture: management acts as facilitator and mentor for they are expected to have the skills of managing teams, interpersonal relationships, development of other in the organization.

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Hierarchy Culture: management practices are that of coordinator and monitor with the management skills of managing acculturation, control system, and coordination within the organization.

Market Culture: management practices are that of producer and director with the skills of managing competitive, customer service, and energizing employees of the organization.

Adhocracy Culture: management practices are that of broker and innovator with the management skills of managing innovation, future and the continuous improvement of organization.

Source: Datuon, 2015

Research on CVF indicated that every organization has one or more of these dimensions. Quinn, & Cameron (1983); and Zammuto & Krakower (1991) showed that some organizations emphasizes some of these dimensions more than others (as cited in Botti & Vesci, 2018). This framework was used by many researchers to evaluate public sector organizations.

3. RESEARCH METHODOLOGY

3.1 Method:

Researcher adopted mixed method approach to conduct the research. This assisted to maintain credibility and reliability of the research and gives a complete understanding of the research problem (Dorothy & Roslyn, 2015). In mixed method approach, qualitative research generally is assumed to be inductive in nature, in which the researcher builds abstractions, concept, hypothesis, and theories from details, while quantitative research tends to be more confirmatory and deductive (Atieno, 2009). According to Atieno (2009), qualitative data is an analysis through words while quantitative deals with numbers. But both can be combined and synchronized for better results.

Hence, the researcher used qualitative data to get a broader understanding of the strategies adopted by these organizations to manage organizational culture and quantitative gives the researcher a view of the perceived culture and expected culture of employees of these organization. Data was collected using the instrument developed by Quinn and Cameron (2011) for collecting quantitative data. This mixed method approach reduces the weaknesses and problems linked to mono methods, and increased the validity and reliability of the results and thus gave an emergence to new dimensions of the study that was being conducted (Bentahar & Cameron 2015).

This research was a multiple case study as it investigated a contemporary phenomenon within the real-life context of two organizations. Case study method helped to analyse the data using multiple methods, which was a major strength of case study method (Saunder, Lewis & Thornhill, 2007). According to Yin, case study helped to answer to questions such as who, what, where, how and why of the case studied (William & Bruns 1989). Thus this was an explanatory study of the organizational cultures of four organizations using CVF framework.

3.2 Data collection

3.2.1 Secondary data

Secondary data for this research was collected from internal sources such as websites. Information gathered from organizations' websites helped the researcher to get in information about the organizations background to some extent but relevant data was very limited.

3.2.2 Primary data

Primary data was gathered through self-administered questionnaires. The population for this research were all the employees in the civil service sector. However, due to constraints two organizations' culture was studied. A simple random sampling method was used to collect data from both organizations. 20 questionnaires were distributed in Department of Heritage and 10 to Academy of Dhivehi Language. 3 questionnaires that were sent to Heritage were rejected due to invalid data, and one was rejected from Academy.

This highly structured method of data collection had allowed the researcher to easily code and transfer it to computer using statistical data analysing procedure (Bryman & Bell, 2007). Same questionnaire was used to measure the management's perceptions. Questionnaires were divided into two sections. Section A contains demographic information such as questions relating to employees' educational background, years of service and employment details. While in Section B contained questions relating to the six key dimensions of organizational culture. Respondents were asked to divide 100 points among four alternative answers depending on the extent to which each alternative was similar to their own organization. If they believe that a specific answer was more related to their organization, they were asked to give higher number of points, making sure that the total equals to 100 points.

3.2.3 Research instrument

Organization Culture Assessment Instrument (OCAI) which was used in this research was an instrument developed by Quinn and Cameron

(2011) (Rinuastuti, Hadiwidjoji, Rohman, & Khusniya, 2014). This instrument was tested for reliability by many researchers to examine the organization culture in areas such as business, education, government and sports industry as well (Choi et al., 2010). OCAI was believed to have been used in more than 1,000 organizations (Suppiah & Sandhu, 2010). It is therefore considered one of the 50 most important models in management sciences.

The last three alternatives were modified because items under the dimension 'Criteria of Success' was not suitable to examine the culture in the public sector. Therefore, to minimize the confusion following changes were made:

Original items:

B. The organization defines success on the basis of having the most unique or newest products. It is a product leader and innovator.

C. The organization defines success on the basis of winning in the marketplace and outpacing the competition. Competitive market leadership is key.

D. The organization defines success on the basis of efficiency. Dependable delivery, smooth scheduling and low-cost production are critical.

Modified Items:

B. The organization defines success on the basis of having the most unique or newest services. It is a service leader and innovator in the public sector.

C. The organization defines success on the basis of winning in the public sector and outpacing the competition for resources. Competitive leadership in this sector is key.

D. The organization defines success on the basis of efficiency. Dependable service delivery, within minimum budget are critical.

3.3 Ethical procedures and consent

Approval was obtained from the Ministry of Education for conducting this research on the targeted departments. To avoid the discomfort careful consideration was given to manage it and to ensure that they were treated in an ethical manner. Individual research consent was obtained so that they had the opportunity to withdraw from the interview at any time. The questionnaire did not include any names to guarantee confidentiality of the respondents.

4. PRESENTATION OF FINDINGS

Data was analysed using simple arithmetic calculations. Percentages and averages were calculated to find the demographic and the scores of the dimensions of organizational culture in CVF model.

For demographic analysis percentages were calculated for educational background, year of service and position in the organization. Table 2 shows the demographic profile of the respondents from Department of Heritage and Table 3 shows that of the Academy of Dhivehi Language.

Table 2: Demographic profiles of the respondents in Department Heritage

Secondary Education	Higher Secondary Education	Tertiary Education	Professional Degree	1-5 yrs	6-10 yrs	more than 10 yrs	Support officer	Senior management	Middle management
0	9	1	7	5	10	12	14	1	2
0%	53%	6%	41%	29%	59%	69%	82%	6%	12%

Table 3: Demographic profiles of the respondents in the Academy of Divehi Language.

Secondary Education	Higher Secondary Education	Tertiary Education	Professional Degree	1-5 yrs	6-10 yrs	more than 10 yrs	Support officer	Middle management	Senior management
2	2	0	6	0	0	10	4	2	4
20%	20%	0%	60%	0%	0%	100%	40%	20%	40%

To find the scores for each dimension of culture, the result for all As were first added together in Now column and divided by six to find the average of As. Similarly, the results for B, C and D were also calculated and averages were calculated. All the averages were again added and divided by the number of respondents. This gives the averages for each culture style. Table 5 and Table 6 shows the results of the calculated averages for each culture style for both the organizations.

Table 5: Results for Dimensions of Culture of the Department of Heritage

Now	
A (Clan)	26
B (Adhocracy)	19
C (Market)	22
D (Hierarchy)	33
Total	**100**

Preferred	
A (Clan)	28
B (Adhocracy)	27
C (Market)	23
D (Hierarchy)	22
Total	**100**

Table 6: Results for Dimensions of Culture of the Academy of Dhivehi Language

Now	
A (Clan)	31
B (Adhocracy)	24
C (Market)	25
D (Hierarchy)	20

Preferred	
A (Clan)	39
B (Adhocracy)	28
C (Market)	21
D (Hierarchy)	12

Total	**100**	**Total**	**100**

Apart from calculating the averages for each culture style, averages were also calculated for each key dimension of organizational culture in CVF model. Table 7 and Table 8 shows the results of culture dimensions for Department of Heritage and the Academy.

Table 7: Means of Organizational Culture of Department of Heritage

Key Dimensions	Clan		Adhocracy		Market		Hierarchy	
	Now	Preferred	Now	Preferred	Now	Preferred	Now	Preferred
	Mean	Mean	Mean	Mean	Mean	Mean	Mean	Mean
Dominant Characteristics	30.29	28.17	20.88	23.12	16.47	28.71	32.35	20
Organizational Leadership	26.00	24.8	15.42	28.51	23.52	21.76	35.00	24.88
Management of Employees	27.10	27.1	17.35	25.71	24.70	20.12	29.70	27.12
Organization Glue	27.60	27.6	19.11	31.47	19.41	21.18	33.82	19.71
Strategic Emphasis	21.47	30.88	18.05	25.3	30.00	22.94	30.47	20.88
Criteria of Success	21.18	29.41	20.58	26.47	19.11	23.53	39.11	20.59

Table 8: Means of Organizational Culture of Academy of Dhivehi Language

Key Dimensions	Clan		Adhocracy		Market		Hierarchy	
	Now	Preferred	Now	Preferred	Now	Preferred	Now	Preferred
	Mean	Mean	Mean	Mean	Mean	Mean	Mean	Mean
Dominant Characteristics	38.89	46.1	27.22	23.89	21.67	20.56	12.22	9.44
Organizational Leadership	20.56	30.6	27.78	30.56	21.67	22.78	30.00	16.67
Management of Employees	40.56	44.4	28.89	27.22	18.89	18.33	11.67	10
Organization Glue	30.00	40	18.33	23.33	27.78	25.56	23.89	11.11
Strategic Emphasis	29.44	38.89	26.67	33.89	30.00	17.78	13.89	9.44
Criteria of Success	26.11	36.67	17.78	30	28.33	21.11	27.78	12.22

# 5. ANALYSIS OF DATA

5.1 Demographic analysis

As the table indicates, majority of the respondents (53%) from Department of Heritage were those who had completed higher secondary education while 6% had completed tertiary education. However, almost half (41%) had professional degree. More than half of the employees (59%) had worked in the organization for six to ten years, which indicated that majority of the respondents from Department of Heritage had a clear understanding of the existing organizational culture as they had spent adequate number of years in the organization although there were few (29%) of the employees who were trying to adapt to the present culture. Out of the total respondents, 12% had been working in the organization for more than 10 years. Out of these employees, majority (89%) were support officers indicating that organization culture analysed in this study were mostly from the perspective of lower level employees. There was only 1 senior management employee and 2 from middle management among the respondents.

On the other hand, in the Academy, 60% of the employees had professional degree in the field of Dhivehi Language and History while there were equal number of employees (20%) who had secondary and higher secondary education. Unlike Heritage, all the respondents (100%) in the Academy had worked in the organization for more than 10 years. It can be said that all the respondents clearly understood the existing culture adapted by the organization. Unlike Heritage, majority of the respondents in the Academy were from the lowest and the highest level in the organisation. There were equivalent number of respondents from support officer level and senior management level (40%). Only 20% represented middle management level. In contrast to Heritage, organizational culture studied in the Academy were mostly from highest and lowest level.

5.2 Analysis of Dimensions of organizational culture in Heritage

5.2.1 Perceived Culture of Heritage:
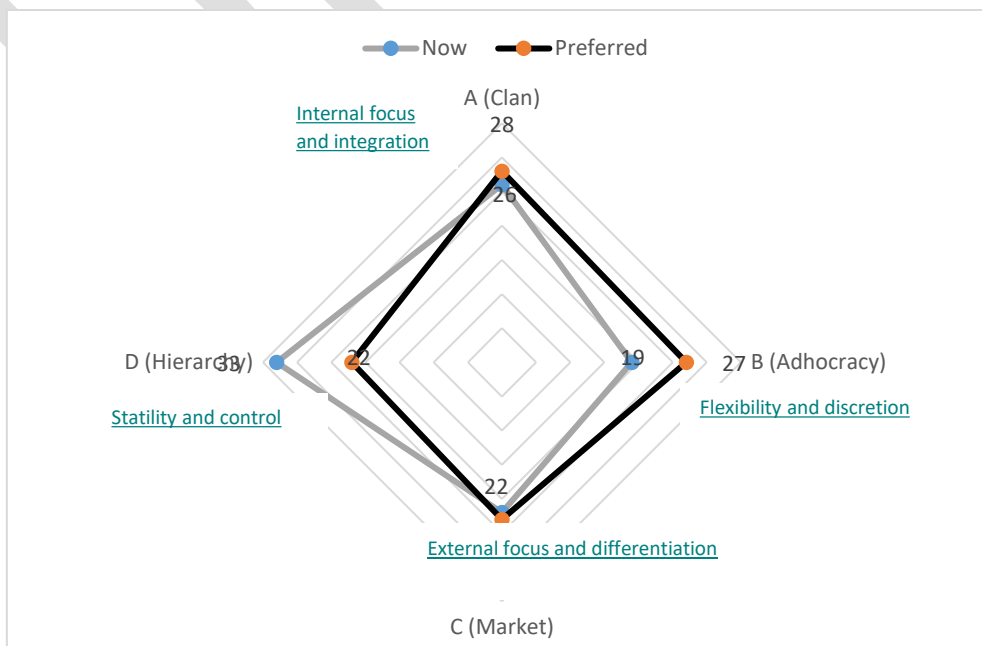
Figure 2: Perceived and desired Culture shown in four quadrants of organizational culture - Department of Heritage

When the respondents' scores of both the organizations for perceived and desired organizational culture was plotted on a radar graph consisting of four quadrants with a scale of 0-100 the results in figure 1 and figure 2 were obtained.

The culture at Department of Heritage currently reflected more on the hierarchical style representing 33% of the four quadrants studied. While 26% represented Clan culture which was the second most perceived culture that had a humane approach emphasizing on human relations, flexibility and internal focus, stressing on cohesion, morale, and human resource development as criteria for effectiveness. According to Heritage, management emphasizes on employee consent for important decision making although final decision-making authority was normally maintained by senior management (Department of Heritage, 2018). External focus and control was less prevailed compared to Clan and Hierarchy culture. Therefore, there is a possibility of less clarity of tasks and goals assigned to employees. Management had indicated that they were working very closely with cities, atolls, island councils, and other NGO's and external bodies. Ideas were sought during important decision making, and it treats them like they were part of the family. According to the perception of employees, 'Adhocracy' culture was less emphasized (19%), indicating that Heritage lacked external focus and flexibility, creativeness and innovativeness. However, according to Heritage, management gives high priority to employees' innovativeness and creativeness specially when it comes to preservation of cultural heritage. They were also trying to develop a culture that foster an independent thinking and sharing of ideas of employees. However, lack of human resources to create strategies that would help to create an innovative culture was a major challenge (Department of Heritage, 2018).

Desired culture of Heritage

The radar graph of desired culture showed completely a different picture. It showed that employees desired the organization to have a culture that balances all the four styles of organizational culture. The results showed that the mean of Clan, Adhocracy, Market and Hierarchy culture were 28%, 27%, 23% and 22% respectively. Employees desired to have a culture that was equally balanced with adequate emphasis on internal focus and integration and at the same time have an external focus with flexibility for creativeness and innovation. Market and Hierarchy received almost equal scores, as employees believed that the two culture styles can be equally emphasized. It can be seen that employees desired overall culture styles to be evenly divided among the four quadrants, however, Adhocracy styles of culture is the most preferable style of culture for Heritage employees.
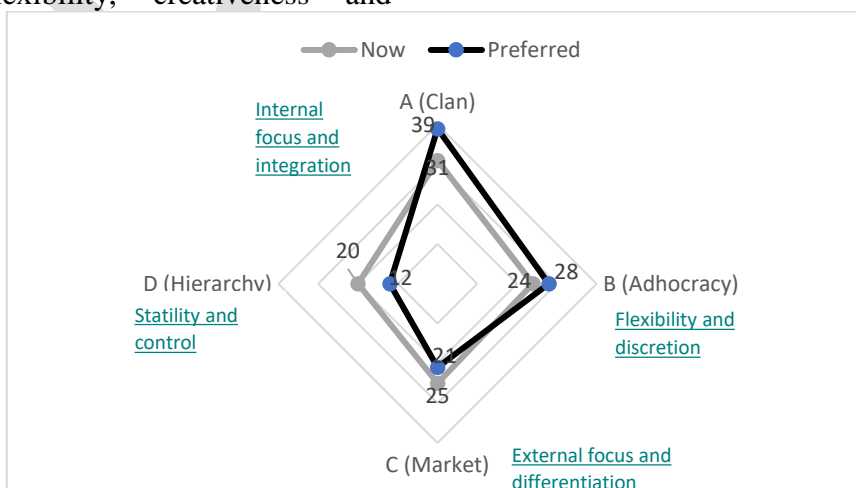
Figure 3: Perceived and desired Culture shown in four quadrants of organizational culture – Academy of Dhivehi Language

5.2.2 Perceived Culture of Academy:

The results of the Academy showed that the employees believed that the organization emphasizes Clan culture over other styles of culture receiving 31% of the four cultures studied. Figure 2 showed that organization had an internal focus with priority on integration between employees. This was evident from the information gathered from the management of the Academy. The management has a priority in sharing necessary policies and procedures with employees and share ideas before important decision making (Academy of Dhivehi Language, 2018). Strong Clan culture indicates that the management act as a facilitator, mentor, and good at managing employee interpersonal relationships (Datuon, 2015). Apart from focusing on internal integration, organization also had greater emphasis on market culture (21%) than Hierarchy and Adhocracy. Meaning that the organization had an external approach and differentiation was much more focused than having hierarchy and control over the matters of the organization. Hierarchy received the lowest percentage as it can be seen from the graph. When there is less Hierarchy, there is a possibility of less stability and control in the organization.

5.2.3 Desired Culture of Academy:

The results of desired culture styles scores of the respondents of Academy, showed that employees preferred Clan culture to be even more dominant culture than the existing level. Preferred Clan culture represents 39%. Employees also believed to have preferred a less market approach than it existed now. Instead they prefer to have a greater Adhocracy style of organization culture with flexibility and discretion. Currently Adhocracy style received 24% but employees' preference was 28%. However, most surprisingly, employees prefer hierarchy culture style to be least emphasized because it represented only 12% among the four culture styles even though Hierarchy seemed to score the lowest in the existing culture scores and the level of control and stability might deteriorate even further.

Dimensions of Organizational Culture:

Apart from analysing the four quadrants of CVF model, individual dimensions representing the four cultures were also analysed.

Dimensions of perceived culture in Heritage:

From the table 7, it can be observed that among all the key dimensions of organizational culture in Department of Heritage, Hierarchy culture dominates in all the dimensions. Results of dominant characteristics (mean = 32.35), organizational leadership (mean = 35.00), management of employees (mean = 29.70), organization glue (mean = 30.47), strategic emphasis (mean = 30.47), and criteria of success (39.11) were all Hierarchy focused. This meant that employees believed that organization was a very controlled and structured place and formal procedures generally govern what people do. Leadership generally considered to exemplify coordinating, organizing or smooth running for efficiency. At the same time organization emphasizes on security of employment, conformity, predictability and stability in relationships and the relationship with employees was based on rules and procedures for smooth running of the organization and success was based on dependable service delivery.

Dimensions of Desired culture in Heritage:

In the Department of Heritage, the expectations were different for each of the dimensions. For instance, the preferred culture for dominant characteristics was Clan culture (mean =28.17) where employees believed that organization should be like an extended family, and people need to share a lot for themselves. While the preferred culture for organizational leadership was expected to be more Adhocracy style with a mean score of 28.51, indicating that employees prefer to be innovative and risk taking. On the other hand, management of employees and organization Glue dimension showed equal mean score of 27.1, employees preferring Clan and Hierarchy style in organizational culture. They preferred to be risk taking, innovative and have the

freedom and uniqueness in their dealings. Strategic emphasis and Criteria for success scores showed 30.88 and 29.41 representing Clan culture for this dimension indicating that employees needed human development, high trust, openness, and participation. At the same time teamwork, employee commitment and concern for people should be highly emphasized.

5.2.4 Dimensions of preferred culture in Academy:

On the other hand, in the Academy, the current culture was mostly focused on Clan culture style for all the dimensions (dominant characteristic: 38.89, management of employees: 40.56 and organizational Glue: 30.00) except for organizational leadership, Strategic emphasis and criteria for success each showing mean scores of 30.00, 30.00 and 28.33 respectively (refer to the table 8). Interestingly, Academy Employees felt that organization is a very personal place and is like an extended family, and people seem to share a lot for themselves. It was characterized by teamwork, consensus and participation. The glue that holds the organization together was loyalty and mutual trust, and commitment was very high. However, they believed that organization leadership was based on Hierarchy culture, emphasizing on coordinating, and organizing for smooth running and efficiency. While strategic emphasis and criteria for success was currently focused on market culture. This showed that strategically, organization had more emphasis on permanence and stability, control and smooth operations were important, and success was very much depended on efficiency, dependable delivery of service with a minimum budget.

Dimensions of Desired Culture in Academy:

When it comes to preferred culture styles in the Academy, employees preferred to have a Clan culture style for all the dimensions. That is dominant characteristics, organizational leadership, management of employees, organizational glue, strategic emphasis and also criteria for success. As shown in the table hierarchy culture styles were less preferred in all the dimensions. The mean scores are extremely lower than other dimensions.

Family feeling in the organization was much more important and mentoring and nurturing was expected on the part of organizational leadership. At the same time, teamwork consensus and participation was equally important. Mutual trust, commitment and loyalty was highly preferred to hold the organization together, and at the same time strategic importance should be given to human development, high trust, openness and participation. They believed that success was dependent upon human resource development, teamwork, commitment and concern for people.

5.3 Answering the research questions

a) What are the existing cultures in both the organizations from employees' perspective?

From the analysis it can be seen that employees of Department of Heritage perceived that the organization had a culture that was more focused on hierarchy and there was little emphasis on Adhocracy and Market culture. They felt that the organization was a controlled and a structured place. Clan culture also received attention than market and Adhocracy. Employees of Heritage believed that there was greater emphasis on internal process control and stresses on the role of information management, communication, stability and control rather than innovation and creativity of employees.

On the other hand, the employees of the Academy perceived that they have Clan culture playing a dominant role in all the dimensions. Meaning that the organization gives great importance for internal integration. Organization was regarded as a personal place and like an extended family where people share a lot for themselves. However, there was weakness in Hierarchy. Which meant that they believed that there was less control and stability. Market culture was also dominant than Hierarchy culture.

Question b: What are the desired cultures in both the organizations from employees' perspective?

Department of Heritage employees believed that the organization culture should be equally

balanced. Clan and Adhocracy culture received almost equal scores while Market and Hierarchy also received almost equal scores. Which meant that employees believed that there should be an internal focus with employee integration and at the same time employee innovativeness and creativeness should be emphasized. However, market and Hierarchy styles received less importance than Clan and Adhocracy.

Unlike Heritage, Academy still prefers to have a Clan culture as a preferred style of organizational culture on all the individual dimensions of culture. But Hierarchy culture was even less preferred. They needed the organization to feel like a personal place although it was the dominant culture even now. Teamwork, consensus and participation was much more emphasized but strategic importance was required for human development.

Question c: What are the differences and similarities in these organizations in terms of existing and desired culture?

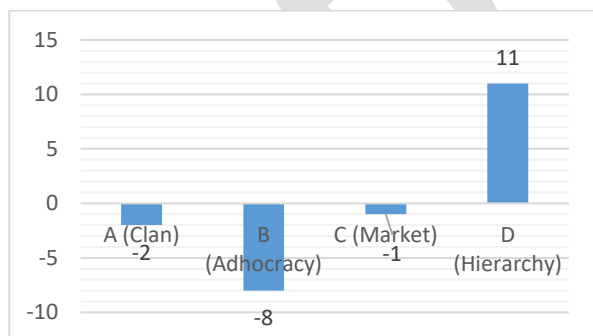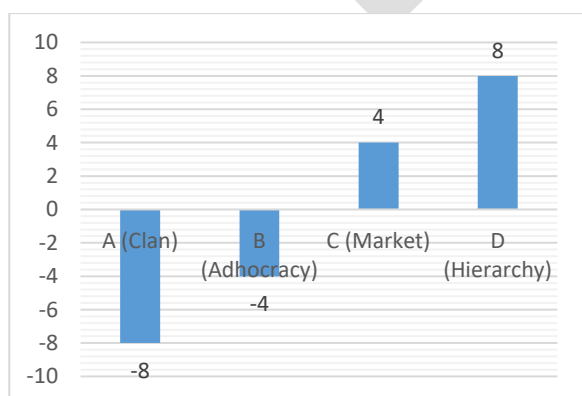Table 9: Difference between preferred and desired culture of Heritage

Table 10: Difference between preferred and desired culture of Academy

Firstly, the gap between the existing and desire culture can be identified from table 9 and 10. There was huge gap in the Adhocracy culture in Heritage and a huge gap in Clan culture in the Academy.

Employees of both the organizations had different perspective as preferred culture for the organization. For instance, Department of Heritage believed that currently the organization required a balance between cultures, while for the employees of the Academy, Clan was much more preferable than any other culture styles which was dominant in the organization. However, Clan culture was the highest scored culture in both the organizations. This implies that management's emphasis should be greater on teamwork, participation and empowerment of employees which would be beneficial for the organization and its employees.

Employees of both the organizations believed that Adhocracy should be emphasized. Which meant there was a need for creativeness and innovativeness to be emphasized. Peter and Waterman (1982) stated that successful companies had very few basic beliefs or values, and one of it was that most of the members should be innovators (Mushraq, Fayyaz S, and Tanveer, 2013).

Flexibility and discretion was highly regarded by employees of both the organizations. At the same time they also needed Hierarchy to be less prioritized. However, organizations emphasizing on internal focus or hierarchy cultures have a clear organizational structure, standardized rules and procedures, strict control and well defined responsibilities, and respect for formal hierarchy and adhere to rules (Botti & Vesci, 2017). However, compared to the percentage of the scores, Academy's employees Hierarchy scores were much lower than that of Heritage's scores indicating that for them Hierarchy was a bigger issue in terms of culture. This was consistent with the Kathy Hilyard's statement that in an increasing complex and ambiguous environment, government sector required collaborative culture than hierarchical or siloed approach (Arnold, 2017).

Unlike Department of Heritage, Academy employees required less of market style culture than it existed now. Heritage on the other hand wanted the organization to have an external focus and flexibility to display creativeness and innovativeness. Here, it indicates that Heritage had a greater emphasis to win in the public sector, and outpace the competition for resources unlike the Academy.

5.4. Implications and recommendations

The results of desired culture by employees of Heritage was consistent with the actual purpose of the CVF model, as it specifies that there was no preferred organizational culture. However, all the four culture types operate at an organizational level and remain relatively stable over time (Botti & Vesci, 2017). The most preferred culture for Academy is is Clan culture and everything seemed to depend on it.

- Heritage's management should strategize in balancing cultures depending on the dimensions of cultures.
- When looking into individual dimension of culture, Heritage should have Clan culture as a dominant characteristics. That is to say that organization need to be very result oriented and major concern should be with getting the job done, and employees need training to be competitive and achievement oriented rather than focusing on implementing formal procedures to govern what people do.
- Leadership should be more emphasized on bringing creativity and innovativeness of employees. While managing employees and binding them together, employees prefer to be risk taking, innovative and show uniqueness instead of being too hierarchical in their dealings.
- In order to manage employees, management need to continue its effort on developing human resource strategies for employee security, conformity, and stability in relationships but to a lesser extent than it is now.
- Management should find ways to hold the organization together by focusing on employee commitment to innovation and development and the emphasizing on cutting edge instead of focusing too much on formal rules and policies.

- At the same time the strategic emphasis should be to develop high trust, openness and participative styles to be able to sustain and attract the required resources without too much focus on stability, efficiency and control.
- Success depends on the management's ability to develop human resources emphasizing on teamwork, employee commitment and concern for people.

The management of the Academy is required to focus on finding ways to develop the relationship between the employees than it exists now. As per the result of the dimension scores:

- Extra work is required by the management to make organization a very personal place, and employees to work like an extended family.
- Organizational leadership also is required to work less on concentrating market culture and exemplify mentoring, facilitating and nurturing employees.
- While managing employees, there should be greater emphasis on building teamwork, consensus and participative style of leadership in important decision making.
- There should also be greater emphasis on togetherness, loyalty and mutual trust between employees and be more committed to the organization.
- Strategic emphasis is to bring about human development, high trust, openness, and participation.
- Criteria for success is to build employee commitment and concern for people.

According to the findings of Botti & Vesci (2017) top managers play a key role in promoting open innovative culture discouraging all the aspects of hierarchy culture, and showing a strong commitment towards the promotion of highly integrative culture in the organization.

However, to make this study more generalizable in the public sector in the Maldives, it would be necessary to extend this study in other public-sector organizations and

the limited number of sample does not show a clear picture of organizational culture in the public sector. Further, analysis should be undertaken by conducting this study for a larger sample and for different organizations in the public sector. Results gathered from a larger sample size would help the civil service to develop strategies to create a culture for organizational effectiveness and increase performance.

6. CONCLUSION

Cameron & Quinn (2006; 2011) stated that scholars had observed the powerful effect of organizational culture on the performance and long-term effectiveness of organizations. Hence, the aim of the research was to study the organizational culture of Department of Heritage and the Academy of Dhivehi Language and compare the cultures that existed in the organization now and identify employees' desired culture using the Competing Values Framework by Cameron and Quinn (2011).

The findings were consistent with what Quinn & Cameron (2011) who had proclaimed that every organization expresses each dimension to some degree, and different organizations emphasize some of the dimensions more than others. Significant differences were found in department of Heritage and Academy's organization culture. In Heritage, Hierarchy was the dominant culture and employees believed that the management practices were coordinator and monitor with control within the organization.

In Academy, Clan culture was much more dominant among the four cultures signifying that management practices were more of facilitator and mentor, expecting interpersonal relationships and the development of employees in the organization. In both the organizations, the most desirable culture was Clan culture and Hierarchy was less preferable but specifically Academy's employees preferred Hierarchy to be less dominant compared to Heritage although Hierarchy dominated is the current organizational culture.

Management is required to form strategies to balance four cultures in Heritage while in Academy, management needed to focus on employee relationships. This study is to be conducted using a larger sample in both the organizations in order to generalize these views. This CVF instrument could be utilized for evaluating organizational culture in the public sector for development of strategies to improve employee and organizational performance. However, additional studies needed to be carried out in other public-sector organizations for further evaluation of the instrument and the model.

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