



**INVESTIGATING THE IMPACT OF BUREAUCRATIC
FACTORS ON GOVERNMENT ORGANISATIONAL
PERFORMANCE IN THE KINGDOM OF BAHRAIN: A
MULTIPLE CASE STUDY APPROACH**

Thesis submitted for the degree of Doctor of Philosophy by

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بِسْمِ اللَّهِ الرَّحْمَنِ الرَّحِيمِ
(يَرْفَعُ اللَّهُ الَّذِينَ آمَنُوا مِنْكُمْ وَالَّذِينَ أُوتُوا الْعِلْمَ دَرَجَاتٍ وَاللَّهُ بِمَا تَعْمَلُونَ خَبِيرٌ)

(for Allah will raise the ranks of those among you who believe and of those among you who are erudite! Allah is aware of all that which you do!)

(المجادلة: 11)





PhD Abstract

This research is undertaken in response to the need to offer fresh insights to the number of models of organisational bureaucracy. The main aim of this thesis is to explore the bureaucratic factors related to governmental organisations that may influence their performance. Through conceptual and empirical research, several key factors have been identified which link organisational performance to social responsibility, job satisfaction, motivation, and decision quality. To support this research, Hofstede's cultural dimensions were used in connection with the performance dimensions and the bureaucratic factors. In this context, the case study design used multiple sources of evidence in a triangulation strategy to contribute to developing a perspective on bureaucracy and its impact to government organisations in the Kingdom of Bahrain. Thus, a conceptual framework has been developed and proposed as part of the study.

This research adopted a semi-structured interview research design in order to elicit the views of individuals and in-depth qualitative information. The findings in the context of this research confirmed that Bahrainis are highly rule-oriented, risk averse and do not readily accept change. In addition, they have a high preference for avoiding uncertainty thus they maintain rigid codes of belief and behaviour. The results of the empirical investigation have therefore enriched the growing literature of bureaucracy and performance of government organisations not only in the Kingdom of Bahrain but also in the global setting it used the Hofstede's cultural dimensions. The result of this research may be of help to a range of human resource managers, public administrators, employees and other stakeholders in bureaucratic organisational context.



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Any research endeavour is certainly not an individual effort but is a two-way process in nature. The research presented in this thesis is no exception and the support of a number of individuals is appreciatively recognised. Thanks can be stated in terms of amazing supervision, emotional and empirical support. First and foremost, I would like to thank Allah (The Almighty God) for the constant guidance and strength to complete this huge work.

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Dedication

This thesis is dedicated to my lovely wife and beloved children who have been a great source of motivation and inspiration.

It is my ardent hope that this work will serve an inspiration for you to continue striving for greater knowledge.

Finally, to my parents and sister whose dream I dreamt and without their constant encouragement and commitment, I would never have gone this far.



Declarations

This thesis gives an account of the research undertaken by Khalid Mohammed AlQahtani. Some of the material displayed herein has already been published:

PUBLICATIONS

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Table of Contents

| | |
|---|-------------|
| PHD ABSTRACT | I |
| ACKNOWLEDGEMENT | II |
| DEDICATION | III |
| DECLARATIONS | IV |
| TABLE OF CONTENTS | VI |
| LIST OF TABLES | XI |
| LIST OF FIGURES | XIII |
| CHAPTER 1: INTRODUCTION AND BACKGROUND | 1 |
| 1.1 INTRODUCTION | 1 |
| 1.2 PROBLEM STATEMENT | 3 |
| 1.3 RESEARCH AIM AND OBJECTIVES | 5 |
| 1.3.1 <i>Research Questions (RQ)</i> | 6 |
| 1.4 METHODOLOGY..... | 8 |
| 1.5 ORGANISATION OF THE STUDY | 8 |
| CHAPTER 2: LITERATURE REVIEW | 12 |
| 2.1 INTRODUCTION | 12 |
| 2.2 ORGANISATIONAL STRUCTURE: NATURE, DEFINITION AND TYPES | 12 |
| 2.2.1 <i>Coordinating Mechanisms</i> | 13 |
| 2.2.2 <i>The Elements of the Organisation</i> | 13 |
| 2.2.3 <i>Organisational Flow</i> | 14 |
| 2.2.4 <i>Organisational Design</i> | 15 |
| 2.2.5 <i>Centralisation vs. Decentralisation</i> | 15 |
| 2.2.6 <i>Factors and Situations Affecting Organisations</i> | 15 |
| 2.2.6.1 Age and Size..... | 15 |
| 2.2.6.2 Environmental Considerations | 16 |
| 2.2.6.1 Power Relationships | 16 |
| 2.3 BUREAUCRATIC ORGANISATIONAL MODEL: BRIEF HISTORICAL BACKGROUND..... | 17 |
| 2.3.1 <i>The Concept of Bureaucracy</i> | 17 |
| 2.3.2 <i>The Bureaucratic Structure</i> | 18 |
| 2.3.3 <i>Weber's Ideal Bureaucracy</i> | 20 |
| 2.3.3.1 Inefficiency of Bureaucracy | 21 |
| 2.4 ADVANTAGES AND DISADVANTAGES OF BUREAUCRATIC STRUCTURE | 23 |
| 2.5 PROBLEMS ASSOCIATED WITH BUREAUCRATIC STRUCTURE | 23 |
| 2.6 BUREAUCRACY AND RED TAPE IN PUBLIC AND PRIVATE SECTOR ORGANISATIONS ... | 24 |
| 2.6.1 <i>Causes of More Red Tape in Public Sector Organisations</i> | 24 |
| 2.6.2 <i>Sovereign Political Authority of the Government</i> | 25 |
| 2.6.3 <i>Breadth of Mission</i> | 25 |
| 2.7 BUREAUCRACY AND PERFORMANCE | 25 |
| 2.8 HISTORICAL OVERVIEW OF LEADERSHIP | 28 |
| 2.8.1 <i>Transformational and Transactional Leadership Behaviour</i> | 28 |

| | |
|--|-----------|
| 2.8.2 <i>Bureaucratic Leadership Style</i> | 30 |
| 2.9 NATIONAL CULTURE | 33 |
| 2.10 CULTURAL LENS | 34 |
| 2.11 IMPORTANCE OF HOFSTEDE’S (1980) EXTANT RESEARCH | 35 |
| 2.11.1 <i>Hofstede’s Five Dimensions of Culture</i> | 35 |
| 2.12 RELATIONSHIP BETWEEN THE ARAB CULTURE AND ORGANISATIONS | 37 |
| 2.13 BAHRAIN CULTURE | 39 |
| 2.13.1 <i>Social Stratification</i> | 39 |
| 2.13.2 <i>Political Life</i> | 40 |
| 2.13.3 <i>Gender Roles and Statuses</i> | 40 |
| 2.13.4 <i>Marriage, Family and Kinship</i> | 41 |
| 2.13.5 <i>Socialisation</i> | 41 |
| 2.13.6 <i>Etiquette</i> | 41 |
| 2.14 BRIEF OVERVIEW OF THE LITERATURE..... | 41 |
| 2.14.1 <i>Summary of the Gap Table</i> | 46 |
| 2.15 SUMMARY..... | 47 |
| CHAPTER 3: CONCEPTUAL MODEL | 49 |
| 3.1 INTRODUCTION | 49 |
| 3.2 SUMMARY OF FIVE PROPOSITIONS AND LINK WITH RESEARCH OBJECTIVES..... | 49 |
| 3.3 PROPOSED CONCEPTUAL FRAMEWORK | 52 |
| 3.3.1 <i>Rigid Rules and Procedures</i> | 55 |
| 3.3.2 <i>Hierarchical Position</i> | 55 |
| 3.3.3 <i>Impersonal Relationship</i> | 56 |
| 3.3.4 <i>Transactional Bureaucratic Leadership</i> | 56 |
| 3.4 ORGANISATIONAL PERFORMANCE BASED ON GOAL ATTAINMENT APPROACH..... | 57 |
| 3.4.1 <i>Feedback and Evaluation</i> | 60 |
| 3.4.2 <i>Social Responsibility</i> | 61 |
| 3.4.2.1 <i>Corporate Social Responsibility</i> | 61 |
| 3.4.2.2 <i>Job Satisfaction and Motivation</i> | 62 |
| 3.4.2.3 <i>The Meaning and Concepts of Job Satisfaction and Motivation</i> | 63 |
| 3.4.2.4 <i>Organisation & Management Perspectives on Job Satisfaction and Motivation</i> ... | 64 |
| 3.4.2.5 <i>Contemporary Views on Job Satisfaction and Motivation</i> | 65 |
| 3.4.3 <i>Decision Quality</i> | 66 |
| 3.5 BUREAUCRACY IN BAHRAIN | 67 |
| 3.6 BAHRAIN’S CULTURE AND HOFSTEDE’S CULTURAL DIMENSIONS | 72 |
| 3.6.1 <i>Definition of Culture and Studies on Hofstede’s Cultural Dimensions</i> | 72 |
| 3.6.2 <i>Relationship between Bahrain Culture and Hofstede’s Cultural Dimensions</i> | 76 |
| 3.6.2.1 <i>Power Distance as in Bahrain Context</i> | 76 |
| 3.6.2.2 <i>Individualism versus collectivism as in Bahrain Context</i> | 77 |
| 3.6.2.3 <i>Masculinity as in Bahrain Context</i> | 77 |
| 3.6.2.4 <i>Uncertainty Avoidance versus Risk Taking Propensity as in Bahrain Context</i> ... | 78 |
| 3.6.2.5 <i>Time Orientation as in Bahrain Context</i> | 78 |
| 3.7 SUMMARY..... | 79 |
| CHAPTER 4: RESEARCH METHODOLOGY | 81 |
| 4.1 INTRODUCTION | 81 |
| 4.2 RESEARCH METHODOLOGY | 81 |
| 4.2.1 <i>Qualitative Research Method</i> | 82 |
| 4.2.2 <i>Deductive Approach</i> | 83 |
| 4.3 RESEARCH PHILOSOPHY..... | 83 |
| 4.3.1 <i>Interpretive Case Study</i> | 84 |
| 4.4 RESEARCH DESIGN | 84 |
| 4.4.1 <i>Stage 1 – Background Theory: Development of the Conceptual Framework</i> | 86 |
| 4.4.2 <i>Stage 2 – Data Theory: Exploring the Conceptual Framework through Data Collection</i> | 86 |

| | |
|---|------------|
| 4.4.3 Stage 3 – Focal Theory: Validating the Conceptual Framework..... | 86 |
| 4.5 DEVELOPING CODES..... | 87 |
| 4.6 SELECTION OF THE CASE STUDY ORGANISATION..... | 87 |
| 4.6.1 Relevance..... | 87 |
| 4.6.2 Feasibility and Reliability..... | 88 |
| 4.6.3 Access..... | 88 |
| 4.6.4 Unit of Analysis..... | 88 |
| 4.7 SAMPLING PROCEDURE..... | 88 |
| 4.7.1 Sample Size..... | 89 |
| 4.7.2 Identifying Respondents..... | 90 |
| 4.7.3 Available Time and Resources..... | 90 |
| 4.7.4 Data Saturation..... | 91 |
| 4.7.5 Case Research Data Methods..... | 91 |
| 4.8 DATA COLLECTION..... | 91 |
| 4.8.1 Primary Data..... | 92 |
| 4.8.1.1 Expert Opinion..... | 92 |
| 4.8.1.2 Pilot Study..... | 93 |
| 4.8.1.3 Results of the Pilot Study..... | 93 |
| 4.8.1.4 Main Study..... | 94 |
| 4.8.1.5 Semi-Structured Interviews..... | 94 |
| 4.8.1.6 Case Study Protocol..... | 97 |
| 4.8.2 Secondary Data..... | 98 |
| 4.8.3 Observations and Archival Records..... | 98 |
| 4.9 DATA ANALYSIS..... | 99 |
| 4.9.1 Qualitative Content Analysis..... | 101 |
| 4.9.1.1 The Process of Qualitative Content Analysis..... | 103 |
| 4.9.2 Organising Data for Analysis..... | 105 |
| 4.9.3 Summarising Data..... | 105 |
| 4.9.4 Verification..... | 105 |
| 4.9.5 Validation..... | 106 |
| 4.9.6 Triangulation..... | 107 |
| 4.10 SUMMARY..... | 108 |
| CHAPTER 5: CASE ANALYSIS & PRELIMINARY FINDINGS..... | 109 |
| 5.1 INTRODUCTION..... | 109 |
| 5.2 INTERVIEW PROTOCOL..... | 110 |
| 5.3 CASE ORGANISATION ORGANISATIONS..... | 111 |
| 5.4 CASE_ORGANISATION_1 – THE MINISTRY OF EDUCATION (MOE)..... | 111 |
| 5.4.1 Organisational Structure..... | 112 |
| 5.4.2 Respondents from the Ministry of Education..... | 114 |
| 5.4.3 Summary of the Interview Key Respondents..... | 114 |
| 5.4.3.1 Case_Organisation_1 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance..... | 114 |
| 5.4.3.2 Case_Organisation_1 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance..... | 117 |
| 5.4.3.3 Case_Organisation_1 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance..... | 118 |
| 5.4.3.4 Case_Organisation_1 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance..... | 119 |
| 5.4.3.5 Case_Organisation_1 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance..... | 121 |
| 5.5 CASE_ORGANISATION_2 – THE MINISTRY OF ELECTRICITY AND WATER (MEW).... | 128 |
| 5.5.1 Organisational Structure..... | 128 |
| 5.5.2 Respondents from the Ministry of Electricity and Water..... | 129 |
| 5.5.3 Summary of the Interview Key Respondents..... | 130 |

| | |
|--|------------|
| 5.5.3.1 Case_Organisation_2 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance | 130 |
| 5.5.3.2 Case_Organisation_2 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance | 131 |
| 5.5.3.3 Case_Organisation_2 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance | 132 |
| 5.5.3.4 Case_Organisation_2 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance | 133 |
| 5.5.3.5 Case_Organisation_2 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance | 135 |
| 5.6 CASE_ORGANISATION_3: BAHRAIN ECONOMIC DEVELOPMENT BOARD (BEDB)..... | 141 |
| 5.6.1 <i>Organisational Structure</i> | 141 |
| 5.6.2 <i>Respondents from Bahrain Economic Development Board</i> | 142 |
| 5.6.3 <i>Summary of the Interview Key Respondents</i> | 143 |
| 5.6.3.1 Case_Organisation_3 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance | 143 |
| 5.6.3.2 Case_Organisation_3 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance | 144 |
| 5.6.3.3 Case_Organisation_3 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance | 146 |
| 5.6.3.4 Case_Organisation_3 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance | 148 |
| 5.6.3.5 Case_Organisation_3 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance | 149 |
| 5.7 CASE_ORGANISATION_4: MINISTRY OF LABOUR AND SOCIAL AFFAIRS (MLSA)..... | 155 |
| 5.7.1 <i>Organisational Structure</i> | 155 |
| 5.7.2 <i>Respondents from the Ministry of Labour and Social Affairs</i> | 156 |
| 5.7.3 <i>Summary of the Interview Key Respondents</i> | 157 |
| 5.7.3.1 Case_Organisation_4 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance | 157 |
| 5.7.3.2 Case_Organisation_4 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance | 158 |
| 5.7.3.3 Case_Organisation_4 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance | 160 |
| 5.7.3.4 Case_Organisation_4 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance | 161 |
| 5.7.3.5 Case_Organisation_4 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance | 162 |
| 5.8 RESULTS OF THE INTERVIEW SESSIONS WITH EMPLOYEES AND KEY RESPONDENTS. | 167 |
| 5.9 POSITIVE EFFECTS ON ORGANISATIONAL PERFORMANCE | 182 |
| 5.10 GAP ANALYSIS | 186 |
| 5.11 SUMMARY..... | 190 |
| CHAPTER 6: DISCUSSIONS & VALIDATION OF THE REVISED CONCEPTUAL FRAMEWORK | 191 |
| 6.1 INTRODUCTION | 191 |
| 6.2 CROSS-CASE ANALYSIS | 191 |
| 6.3 THE REVISED FRAMEWORK..... | 203 |
| 6.3.1 <i>Validation Process of the Revised Framework</i> | 207 |
| 6.3.2 <i>The Cultural Lens and Hofstede’s Cultural Dimensions</i> | 210 |
| 6.3.3 <i>Culture of Bahrain in Relation to Hofstede’s Cultural Dimensions</i> | 210 |
| 6.3.4 <i>Reflection of Hofstede’s Five Dimensions on the Bureaucratic Factors and its Impact on Organisational Performance</i> | 211 |
| 6.3.5 <i>The Five Dimensions of Cultural Attitude</i> | 211 |
| 6.3.5.1 Power Distance..... | 211 |
| 6.3.5.2 Uncertainty Avoidance..... | 212 |

| | |
|--|------------|
| 6.3.5.3 Individualism versus Collectivism | 213 |
| 6.3.5.4 Masculinity versus Femininity | 213 |
| 6.3.5.5 Time Orientation | 214 |
| 6.3.5.6 Summary of Hofstede’s Findings in the Arab World and the Current Research Findings | 214 |
| 6.3.6 <i>The Revised Conceptual Framework</i> | 216 |
| 6.4 ANALYSIS OF THE FINDINGS..... | 223 |
| 6.5 SUMMARY..... | 225 |
| CHAPTER 7: CONCLUSIONS..... | 227 |
| 7.1 INTRODUCTION..... | 227 |
| 7.2 CONTRIBUTIONS | 227 |
| 7.3 RESEARCH NOVELTY..... | 229 |
| 7.4 PRACTICAL IMPLICATIONS | 230 |
| 7.5 METHODOLOGICAL IMPLICATIONS | 234 |
| 7.6 LIMITATIONS OF THE STUDY | 235 |
| 7.7 RECOMMENDATIONS FOR FURTHER RESEARCH..... | 237 |
| 7.8 CONCLUDING REMARKS..... | 238 |
| REFERENCES | 239 |
| APPENDIX A: ACRONYMS..... | 257 |
| APPENDIX B: PARTICIPANTS INFORMATION..... | 258 |
| APPENDIX C: VALIDATING THE QUESTIONS DEVELOPED FROM THE EXPERT OPINION | 260 |
| APPENDIX D: VALIDATING THE QUESTIONS DEVELOPED BY THE PILOT STUDY | 262 |
| APPENDIX E: INTERVIEW GUIDE..... | 264 |
| APPENDIX F: THEMATIC CODING SCHEME..... | 266 |
| APPENDIX G: CASE STUDY ORGANISATIONS..... | 267 |
| APPENDIX H: LETTER FROM THE PROGRAM DIRECTOR (BRUNEL UNIVERSITY) – FOR VALIDATION OF THE INTERVIEW GUIDE..... | 273 |

List of Tables

| | |
|---|-----|
| TABLE 2.1: FOUR TYPES OF ORGANISATIONAL STRUCTURES..... | 16 |
| TABLE 2.2: SUMMARY OF SIX STUDIES OF BUREAUCRACY AND ORGANISATIONAL PERFORMANCE..... | 26 |
| TABLE 2.3: DECISION QUALITY AND JOB PERFORMANCE..... | 28 |
| TABLE 2.4: KEY RESEARCH RELATED TO BUREAUCRATIC CULTURE, BUREAUCRATIC FACTORS, ORGANISATIONAL PERFORMANCE, AND BUREAUCRATIC LEADERSHIP STYLES | 31 |
| TABLE 2.5: DEFINITIONS OF BUREAUCRATIC CULTURE, BUREAUCRATIC FACTORS, ORGANISATIONAL PERFORMANCE, AND BUREAUCRATIC LEADERSHIP STYLES | 32 |
| TABLE 2.6: KEY RESEARCH RELATED THEORIES | 33 |
| TABLE 2.7: THE ARAB WORLD FINDINGS BASED ON HOFSTEDÉ'S DIMENSIONS OF CULTURE | 38 |
| TABLE 2.8: BRIEF OVERVIEW OF THE RELEVANT LITERATURE..... | 45 |
| TABLE 3.1: SUMMARY OF THE FIVE PROPOSITIONS AND ITS RELATIONSHIP TO THE OBJECTIVES OF THE STUDY | 50 |
| TABLE 3.2: SUMMARY OF THE BAHRAIN'S CULTURE AND HOFSTEDÉ'S CULTURAL DIMENSION | 79 |
| TABLE 4.1: CODING AND THEMES | 87 |
| TABLE 4.2: LIST OF RESPONDENTS..... | 90 |
| TABLE 4.3: CASE STUDY PROTOCOL..... | 98 |
| TABLE 5.1: MOE'S LEVEL OF HIERARCHY AND DESCRIPTION OF ORGANISATIONAL STRUCTURE..... | 112 |
| TABLE 5.2: SUMMARY OF INTERVIEWS OF CASE_ORGANISATION_1 | 124 |
| TABLE 5.3: SUMMARY OF RELATIONSHIP WITH BUREAUCRACY AND PERFORMANCE AND HOFSTEDÉ'S (1980) CULTURAL DIMENSION OF CASE_ORGANISATION_1 | 126 |
| TABLE 5.4: THE MINISTRY OF ELECTRICITY AND WATER'S LEVEL OF HIERARCHY AND DESCRIPTION OF ORGANISATIONAL STRUCTURE..... | 128 |
| TABLE 5.5: SUMMARY OF INTERVIEWS OF CASE_ORGANISATION_2 | 137 |
| TABLE 5.6: SUMMARY OF RELATIONSHIP WITH BUREAUCRACY AND PERFORMANCE AND HOFSTEDÉ'S (1980) CULTURAL DIMENSION OF CASE_ORGANISATION_2 | 138 |
| TABLE 5.7: THE BEDB'S LEVEL OF HIERARCHY AND DESCRIPTION OF ORGANISATIONAL STRUCTURE..... | 141 |
| TABLE 5.8: SUMMARY OF INTERVIEWS OF CASE_ORGANISATION_3 | 152 |
| TABLE 5.9: SUMMARY OF RELATIONSHIP WITH BUREAUCRACY AND PERFORMANCE AND HOFSTEDÉ'S (1980) CULTURAL DIMENSION OF CASE_ORGANISATION_3 | 153 |
| TABLE 5.10: MLSA'S LEVEL OF HIERARCHY AND DESCRIPTION OF ORGANISATIONAL STRUCTURE..... | 155 |
| TABLE 5.11: SUMMARY OF INTERVIEWS OF CASE_ORGANISATION_4 | 164 |
| TABLE 5.12: SUMMARY OF RELATIONSHIP WITH BUREAUCRACY AND PERFORMANCE AND HOFSTEDÉ'S (1980) CULTURAL DIMENSION OF CASE_ORGANISATION_4 | 166 |
| TABLE 5.13: PERCEPTIONS OF THE RESPONDENTS ON RIGID RULES AND PROCEDURES (N=40) | 168 |
| TABLE 5.14: PERCEPTIONS OF THE RESPONDENTS ON HIERARCHICAL POSITIONS (N = 40). 171 | |

| | |
|--|-----|
| TABLE 5.15: PERCEPTIONS OF THE RESPONDENTS ON IMPERSONAL RELATIONSHIP (N = 40) | 175 |
| TABLE 5.16: PERCEPTIONS OF THE RESPONDENTS ON TRANSACTIONAL BUREAUCRATIC LEADERSHIP (N = 40) | 178 |
| TABLE 5.17: PERCEPTIONS OF THE RESPONDENTS ON TRANSACTIONAL BUREAUCRATIC LEADERSHIP (N = 40) | 181 |
| TABLE 5.18: FINDINGS FROM THE MINISTRY OF EDUCATION | 184 |
| TABLE 5.19: FINDINGS FROM THE MINISTRY OF ELECTRICITY AND WATER | 184 |
| TABLE 5.20: FINDINGS FROM THE BAHRAIN ECONOMIC DEVELOPMENT BOARD | 184 |
| TABLE 5.21: FINDINGS FROM THE MINISTRY OF LABOUR AND SOCIAL AFFAIRS | 185 |
| TABLE 5.22: FINDINGS FROM 40 INTERVIEWS BASED ON THE BUREAUCRATIC FACTORS AND ITS IMPACT ON ORGANISATIONAL PERFORMANCE USING HOFSTEDE'S (1980) CULTURAL DIMENSIONS | 189 |
| TABLE 6.1: CROSS-CASE ANALYSIS OF BUREAUCRATIC FACTORS AND ITS IMPACT ON ORGANISATIONAL PERFORMANCE USING HOFSTEDE'S (1980) CULTURAL DIMENSIONS (N = 40) | 193 |
| TABLE 6.2: CROSS-CASE ANALYSIS OF BUREAUCRATIC FACTORS AND ITS IMPACT ON ORGANISATIONAL PERFORMANCE BASED ON GOAL ATTAINMENT APPROACH OF THE CONCEPTUAL FRAMEWORK BY USING HOFSTEDE'S CULTURAL DIMENSIONS (N = 40) | 206 |
| TABLE 6.3: CULTURAL DIMENSION WITH HIGH POWER DISTANCE | 212 |
| TABLE 6.4: CULTURAL DIMENSION WITH HIGH UAI | 212 |
| TABLE 6.5: CULTURAL DIMENSION WITH LOW IDV | 213 |
| TABLE 6.6: CULTURAL DIMENSION WITH HIGH MAS | 214 |
| TABLE 6.7: ARAB WORLD FINDINGS BASED ON HOFSTEDE'S DIMENSIONS OF CULTURE AND RESEARCH FINDINGS | 215 |



List of Figures

| | |
|--|-----|
| FIGURE 2.1: FIVE PARTS OF AN ORGANISATION (<i>SOURCE: MINTZBERG, 2009; PP. 17-43</i>).... | 14 |
| FIGURE 2.2: TYPICAL ORGANISATIONAL CHART – PYRAMID STYLE (<i>SOURCE: ARMSTRONG AND STEPHENS, 2008</i>)..... | 17 |
| FIGURE 3.1: PROPOSED CONCEPTUAL FRAMEWORK..... | 53 |
| FIGURE 3.2: BUREAUCRATIC FACTORS, ORGANISATIONAL PERFORMANCE BASED ON GOAL ATTAINMENT APPROACH AND HOFSTEDE’S (1980) CULTURAL DIMENSIONS | 55 |
| FIGURE 4.1: RESEARCH DESIGN | 85 |
| FIGURE 4.2: DATA COLLECTION STRATEGY OF THE CURRENT RESEARCH | 91 |
| FIGURE 4.3: PROCESS OF CONDUCTING SEMI-STRUCTURED INTERVIEWS..... | 95 |
| FIGURE 4.4: TRIANGULATING THE DATA | 108 |
| FIGURE 5.1: MOE ORGANISATIONAL STRUCTURE (<i>SOURCE: MOE LEAFLETS, 2012</i>) | 113 |
| FIGURE 5.2: ORGANISATIONAL STRUCTURE OF THE MEW (<i>SOURCE: MEW LEAFLETS, 2012</i>) | 129 |
| FIGURE 5.3: BAHRAIN EDB ORGANISATIONAL STRUCTURE (<i>SOURCE: BEDB LEAFLETS, 2012</i>) | 142 |
| FIGURE 5.4: ORGANISATIONAL STRUCTURE OF THE MLSA (<i>SOURCE</i>)..... | 156 |
| FIGURE 6.1: VALIDATION PROCESS OF REVISED CONCEPTUAL FRAMEWORK AGAINST CASE STUDY FINDINGS..... | 209 |
| FIGURE 6.2: THE RELATIONSHIP BETWEEN BUREAUCRATIC FACTORS, ORGANISATIONAL PERFORMANCE AND HOFSTEDE’S CULTURAL DIMENSIONS..... | 220 |
| FIGURE 6.3: THE POSSIBLE OUTCOMES OF THE STUDY | 221 |
| FIGURE 6.4: THE REVISED FRAMEWORK..... | 222 |



CHAPTER 1: Introduction and Background

1.1 Introduction

Global economic competition has motivated many organisations to explore prospective opportunities for augmenting the delivery of their products or services. Such competitiveness has forced a number of organisations to enhance their internal structures and operations in order to meet the ever-increasing demands of the consumers and the rapidly transforming economic environment (Porter *et al.*, 2006). Organisational development focuses on the need to modify the structure and operations of government organisations in order to meet high service delivery expectations from citizens and other stakeholders. By considering the organisational chart of a government organisation, for instance, one can recognise the structure and operation of such an organisation. Further analysis of such structure and operation can greatly support in making decisions for the greater benefit of the organisation. Whether to continue adhering to the commonly used hierarchical structures or design a new one to suit a particular organisation's needs in today's highly competitive environment is a matter of great concern to managers and this requires careful consideration (Al-Yahya and Vengroff, 2004).

Most of today's organisations and administrations in some degree are increasingly and inevitably bureaucratic in nature (Robbins, 2006). Their structures have been conventionally based on a bureaucratic archetypal that emphasizes centralisation of authority, narrow span of control and specialism in an automated and pre-planned method. Furthermore, the decision-making process follows a specified chain of command. Cohen *et al.*, (1995) states that in most large organisations, bureaucratic hierarchy is often seen as functional – which is particular system of administration. They further explain that hierarchical organisations are characterised by designated individuals in a hierarchy that take the decisions; and the rights and duties of staff are governed by a set of explicit rules. Labour is divided into carefully prescribed jobs by specialty; dealing with work problems is governed by a set of prescribed procedures; relationships are impersonal, objective, and fair. Technical competence is regarded as the basis of selection and promotion; and work coordination is done through the

chain of command. Conflict resolution between units at the same level is referred up the chain and rewards tend to be formalised and uniform.

These latter conceptions are supported by Porter *et al.*, (2006), who cited Weber on power and authority. According to Weber (1947), power is the ability to get things done with threats of force. However in comparison with power, authority is the ability to get things done through a manager's instructions, which are seen as justified or legitimate. These findings led Weber to identify three types of authority: (a) traditional (by right of birth), (b) charismatic (from some perceived special quality), and (c) legal-rational (which comes by way of the laws of the land or an organisation's rules). In relation to these conceptions, Robbins (2006) pointed out that the primary strength of the bureaucratic organisations is their ability to do standardised tasks efficiently. Robbins further stressed that "positioning specialities together in functional departments can result in minimum duplication of personnel and equipment, and better communication among employees in the same department". On the other hand, he also uncovered some weaknesses of bureaucratic structures. For instance, *first*, specialisation can create sub-unit conflict; *second*, functional unit goals can override overall organisational goals and *third*, excessive concern with following the rules does not give enough room for modification. Overall, Robbins commented that bureaucracy is efficient especially in cases where employees encountered problems that are previously known.

In support of the efficiency of bureaucratic structures, Huse (1982) cited Weber's argument that bureaucracy is essential in keeping the organisation functioning and protecting its members from favouritism. It is because tasks are highly formalised and structured and staff work according to rules and regulations, organisations function efficiently and systematically under the direct leadership of top officials. In addition, due to the practices of impersonality, favouritism is avoided; instead, objectivity and fairness are achieved. To this end, the importance of bureaucracy in efficiency and integration of organisational efforts through division of work was supported by Newstrom and Davis (2002). They stressed that functional division and specialisation of tasks lead to work efficiency and optimal integration of organisational efforts for the accomplishment of tasks.

Moreover, Armstrong and Stephens (2008) pointed out that the advantage of the bureaucratic structure is that close control can be maintained over departmental activities, standardised procedures and systems can be applied, and guidance can be provided by functional specialists. According to them (*ibid*), a major disadvantage is that this type of structure restricts the scope of divisional management to handle their own affairs in the light of local knowledge, and lack of departmental authority. To further strengthen this notion, Eyre and

Pettinger (1999) point out that some form of bureaucracy is always essential since organisational decisions and progress have to be put on record and shape cultural values. However, they emphasised that over-reliance on procedures and the rule book inevitably results in slowness in decision-making and change. Bureaucratic structure assumes that most organisational problems can be foreseen and logically dealt with by rules and regulations. Additionally, it generally assumes that carefully spelled out the duties, hierarchical structures, procedures, rules, rewards, and controls will create a system, that can address most of the important decisions and problems inherent in the organisation (Cohen *et al.*, 1995).

As aforementioned, all the scholars pointed out that in today's global competitive environment, organisations must effectively and efficiently respond to uncertainties and problems, which cannot be achieved through bureaucratic procedures, centralised authority decision-making and hierarchical power. Consequently, a more responsive model is necessary in this context. Based on the author's observations and experience (*as a government employee*), to a certain extent bureaucracies tend to negatively impact the effectiveness of a number of government organisations. Hence, it was considered as vital to understand what specific aspects of bureaucracy are associated with this lack of effectiveness. This inquisitiveness stimulated the author's interest in the topic. Thus, this study ascertains its essence and significance in how bureaucratic factors affect government organisational performance.

1.2 Problem Statement

Based on extensive research investigation and literature analysis in the field of bureaucracy and organisational performance, this study has identified five major gaps:

- The studies on the relationship between bureaucratic factors and organisational performance are limited. For instance, some previous studies have investigated the relationship between bureaucratic factors and performance in some areas especially in financial performance and effects on customers and employees (Bozeman, 2000; Cordella, 2007). However, this research focuses on organisational performance issues such as: (a) social responsibility, (b) job satisfaction, and (c) motivation and (d) decision quality.
- According to Andrews *et al.*, (2005), there is an absence of validated models that evaluate the relationships between bureaucracy and organisational performance. For instance, previous frameworks/models have not covered the key factors of

bureaucracy and have not combined them in a holistic way to study the effect of bureaucratic factors and their effect upon organisational performance (Chubb and Moe, 1988; 1990). As a result, there is limited research conducted in the area of organisational performance elements, such as: (a) social responsibility, (b) motivation, (c) job satisfaction and (d) decision quality. This research, therefore, focuses on investigating the influential bureaucratic factors influencing the performance of government organisation.

- Previous research mainly focused on five main bureaucratic factors such as: (a) rigid rules and procedures, (b) hierarchical position, (c) impersonal relationship, (d) transactional bureaucratic leadership and (e) transformational bureaucratic leadership (Weber, 1947; Merton, 1940; Beetham, 1996). All such factors have been investigated individually in preceding research studies (see e.g. Al-Awaji, 1971; Alshalan, 1991; Ali, 1996; Al-Yahya and Vengroff, 2004). It is significant to include all of these factors together in one study. Thus, a comprehensive evaluation of bureaucratic performance can be made.
- According to the literature findings, bureaucratic factors have been researched in several contexts such as the private sector (Chubb and Moe, 1988; 1990) and education institutions (Smith and Meier, 1994). However, in the past little research has covered the context of government organisations with specific data focusing upon organisational performance issues. Therefore, this study of bureaucratic factors in government organisations is timely.
- Morgan (1997) argued that organisations must be viewed using a cultural lens and not merely considering them simply as bureaucracies or hierarchies. Consequently, the limited research studies conducted on the subject area (i.e. research in context) paved the way to this undertaking in order to bridge the gap. This may further support the government administrators, managers, policy makers, government practitioners and academics in developing an understanding on how bureaucratic factors influence the performance of government organisation. With this in mind, Hofstede's (1980) cultural dimensions have been selected primarily due to some similarities and possible connections. The main reason for using Hofstede's cultural dimensions is to reflect on the bureaucratic factors and its impact upon organisational performance. With a cultural perspective, academics and scholars can explore with better understanding the *how's* and *why's* of an organisation's way of life, how reality is created and how this reality is interpreted by various organisational stakeholders.

What is interesting is how Hofstede's cultural dimensions also touch on the way value systems are formed and how people in general carry these with them throughout the course of their day. How these values impact the leadership and organisational strategies where people are at the core is what links these research ideas together. Moreover, this understanding will lead to the interpretations of organisational life and organisational activities, thus leading to an understanding of organisations in their proper perspective so that stakeholders will have better informed choices (Darlington, 1996). According to the World Economic Forum (ESCWA, 2008), Bahrain is ranked 56th out of a total of 117 countries for ease for government officials to deal with, showed that there were stern issues to address. All these issues occurred because of the bureaucratic structure of Bahraini government organisations. Therefore, integrative efforts should be undertaken by the government to combat and limit the bureaucratic structure of the many public organisations in Bahrain (ESCWA, 2008).

Moreover, the government of Kingdom of Bahrain itself has identified the need to explore the bureaucratic factors that affect their country. For example, recently, the Prime Minister of Kingdom of Bahrain ordered an investigation of the bureaucratic structure so that modifications may be made to improve its performance in achieving desired goals (Akhbar Al-Khaleej, 2011; Al-Ayam, 2011). To date, there are limited research studies, which evaluate the relationships between bureaucracy and the government organisational performance in Bahrain (Al Wasat, 2012; Al Watan, 2012). Previous studies in Kingdom of Bahrain have only looked at other contexts such as, telecommunications, banking, universities, and oil and gas (e.g. Bahar, 2013). This study is a pioneering one in the Kingdom of Bahrain that blends theoretical and empirical evidence in the field of bureaucracy and performance. Finally this study, is important for exploring the bureaucratic factors that influence the performance of government organisations, including identifying the most influential factors that impact the organisational performance.

1.3 Research Aim and Objectives

The aim of this thesis is to:

“Explore the impact of bureaucratic factors on government organisational performance, in doing so, resulting in the development of a framework of effective bureaucratic factors for government organisations.”

This aim is achieved through the following research objectives:

- **Objective 1:** To critically review the literature and understand the area with a particular focus on the government organisations, in order to identify the bureaucratic factors.
- **Objective 2:** To investigate the relationship between bureaucratic factors and organisational performance through an empirical investigation.
- **Objective 3:** To identify the most influential factors that impact the organisational performance through empirical investigation.
- **Objective 4:** To explore the link between bureaucratic factors and organisational performance through the development of a conceptual framework based upon Weber's (1947) model.

In brief, *objective 1* is achieved by the identification of five main bureaucratic factors such as: (a) rigid rules and procedures, (b) hierarchical position, (c) impersonal relationships, (d) transactional bureaucratic leadership and (e) transformational bureaucratic leadership. *Objective 2 and 3* are achieved by the development of the research propositions leading to a framework through empirical investigation, including highlighting the most influential bureaucratic factors that affect organisational performance (i.e. social responsibility, job satisfaction, motivation, and decision quality). Finally, *objective 4* is achieved with the development of a new revised model that demonstrates the link between bureaucratic factors and organisational performance. This is attained by developing a framework based upon Hofstede's cultural dimensions in order to connect the performance dimensions and the bureaucratic factors established from the results of the empirical data analysis. Hofstede's research works has enabled this research in attaining a clear understanding of the internal organisational culture as well as in the ways in which management and employees change that culture depending upon agreed standards the organisations seek to maintain within a narrow structure. Culture plays a significant role in an organisational context and highlights the way leaders deploy their strategies for performance, as without understanding what makes individuals work better in collaboration, the organisations may end up in failure.

1.3.1 Research Questions (RQ)

Based on the four objectives as outlined above, three main research questions have been derived:

- **RQ 1:** What are the bureaucratic factors in government organisations that affect the organisational performance?

- **RQ 2:** What is the relationship between bureaucratic factors and organisational performance from the perspective of managers and employees, and what is their perception of the link between organisational culture and performance within the bureaucratic organisational structure?
- **RQ 3:** Which bureaucratic factors predominantly influence organisational performance?

There are several reasons why these three main research questions are important. For instance, these research questions help in providing fresh insights into modifying the framework based on the findings from both the empirical and secondary sources. Although, the five (5) propositions identified in the framework have been validated and confirmed, there are also sub-factors that are confirmed and validated for the first time. Each bureaucratic factor has corresponding problems inherent in the organisation. Identification of these problems may lead to organisational initiatives to modify the processes and structures in order to achieve the desired goal. In addition, a new framework emerged that deepens the understanding of the bureaucratic factors and their impact upon organisational performance. The revised framework utilised Hofstede's cultural theory to reflect on the bureaucratic factors and its impact on organisational performance, which aims to create a cultural lens.

This tool (i.e. cultural lens) could be helpful to government administrators, managers, policy makers and academics in clearly understanding how bureaucratic factors affect the performance of a government organisation. Also, these research questions helped the author to explore and analyse the phenomenon of bureaucratic structures, which led to a better understanding of the relationship between bureaucracy and organisational performance. Moreover, this framework supported in understanding and showing the most influential bureaucratic factors impacting organisational performance. This study discusses on the theories related to bureaucracy and how it affects organisational performance. Although, there are several bureaucratic organisational models developed and discussed in the literature, such as, the professional bureaucracy model (Mintzberg, 1979, p. 348–379); they fail to provide in-depth understanding of the phenomenon under investigation. Based on the description of bureaucracy and organisational relationship that is widely discussed and critiqued in the literature, the author selected the most important factors from the Weber's model and studied their effect on the organisational performance.

1.4 Methodology

This study employed an interpretive approach to collect the essential data that will respond to the research questions posed within the statement of the problem and prove or disprove the propositions underscored in this investigation. Furthermore, the qualitative research method is selected to develop a coherent methodology that seeks to answer the research aim and objectives. Qualitative data collection methods employed are: (a) multiple case study methods, (b) semi-structured interviews, (c) observation methods and (d) document review (Cavaye, 1996; Darke *et al.*, 1998; Gillham, 2000; Perry, 2001; Stake, 1995; Tellis, 1997; Yin, 1994).

1.5 Organisation of the Study

This section provides the outline of the remaining chapters of this thesis:

- **Chapter 1: Introduction and Background**

Chapter_1 begins by providing an introduction and background to the research in context and the main issues that this research will address by exploring the bureaucratic factors influencing the performance of government organisations in the Kingdom of Bahrain. This chapter also discusses on the problem statement based on the literature analysis in the areas of bureaucracy and organisational performance, along with a brief introduction to the methodology. Subsequently, the aim, four research objectives and three research questions are stated with an outline of the thesis in the end.

- **Chapter 2: Literature Review**

Chapter_2 provides a detailed analysis of the literature on existing theories related to organisation, bureaucracy and organisational performance. The literature analysed and presented in this chapter associates current research with past research studies and as a result, identified major gaps: *First*, the studies on the relationship between bureaucratic factors and organisational performance are limited within the proposed context. Limited research has been conducted on other organisational performance related issues such as: (a) social responsibility, (b) job satisfaction, (c) motivation, and (d) decision quality. *Second*, there is an absence of a validated model to evaluate

the relationship between bureaucracy and the organisational performance. *Third*, previous studies mainly focused on five main bureaucratic factors, such as: (a) rigid rules and procedures, (b) hierarchical positions, (c) impersonal relationships, (d) transactional bureaucratic leadership and (e) transformational bureaucratic leadership and these were studied and validated independently. Therefore, it is significant to include all of these factors together in one study. *Fourth*, there are still doubts about the relative bureaucratisation in the public and private sectors. Moreover, none of the previous research covered the context of government organisation in their studies on how bureaucratic factors have influenced organisational performance. Finally, Hofstede's cultural dimensions are discussed in this section.

- **Chapter 3: Conceptual Model**

Chapter_3 describes the propositions of the present investigation based on the aim and objectives of the study. The introductory part of this chapter provides the conceptual framework of the study based upon the most criticised elements of the Weber model and their effects on organisational performance. The conceptual model describes how the variables of the study can affect the expected outcomes of the level of organisational performance based on the goal attainment approach. Accordingly, the author assumed that there is a relationship between each of the factors and the expected consequences. To visualise the conceptual framework of the study, a diagram was drawn depicting the five propositions of the study. The five propositions based on the bureaucratic factors have an impact on organisational performance as expected from the goal attainment approach. These bureaucratic factors include: (a) social responsibility, (b) job satisfaction, (c) motivation, and (d) decision quality. Furthermore as discussed in this chapter, a cultural lens was used by applying Hofstede's (1980) five cultural dimensions. The use of a cultural lens might help government administrators, managers, policy makers and academics in clearly understanding how bureaucratic factors affect the performance of government organisations.

- **Chapter 4: Research Methodology**

Chapter_4 encapsulates the research methodology by describing an overall picture of the qualitative research. The research philosophy and approach are also discussed in this chapter, followed by a justification of why the author used the qualitative method and case study strategy. Moreover, this section offers an analysis of the empirical

methodology discussed in terms of research design, data collection and data analysis. The research design is segmented into three stages. The *first* stage discusses the literature review, conceptual model, philosophy, pilot study, case study protocol, key themes, interview guide, and validation of the interview guide by the expert opinion, refined pilot study, and the final study. Likewise, the sampling techniques are also discussed. The *second* stage discusses the data collection stage, data analysis, triangulation approach, individual case findings, verification, and validation. Finally, the *third* stage discusses on the final conceptual framework as a novel contribution of the present research.

- **Chapter 5: Case Analysis & Preliminary Findings**

In Chapter_5, the outcomes of several interviews conducted with the managers and employees of selected government ministries in the Kingdom of Bahrain are discussed. The key informants from the case study organisations are identified. The selection of the respondents was based on their positions, responsibilities in the government, and a good understanding of the problems to be explored. Moreover, the managers who acted as respondents have administrative responsibilities in the government organisation, or are experts in a particular field that they represent. This section extends the analysis of the cases by applying the Hofstede's model of cultural dimensions to reflect on the bureaucratic factors and its impact upon organisational performance.

- **Chapter 6: Discussion & Validation of the Revised Framework**

Chapter_6 discusses on the findings from the cases based on the extant research studies, interprets and offers possible explanations and implications of the empirical evidence. Moreover, this chapter validates and revises the conceptual framework to identify the key amendments and modifications that emerged from the empirical investigation. This was accomplished by analysing the four cases by using the Hofstede's five cultural dimensions model to reflect on the bureaucratic factors and its impact on organisational performance. Based on the findings from both the empirical (primary) and secondary sources, the present study offers a fresh insight into modifying the first conceptual framework. As a result, four out of five propositions identified in the framework have been validated and confirmed by using the Hofstede's (1980) cultural dimensions model. It is through these results that the

research can offer team leader's further tools to enhance organisational performance and instil stronger levels of trust and morale with employees.

- **Chapter 7: Conclusions**

Finally in Chapter_7 summaries the research presented in this thesis. Based on the research presented in this thesis, the research presents the contributions and implications, novelty, limitations and potential future research directions that may further advance research in the field. Also the contributions and implications are presented and grouped by starting and positioning the contribution within the background theory. Furthermore, the implications of the findings offer insights into the managerial implications and how public managers, policy-makers, and consultants adopt new methods and systems in a bureaucratic environment. To conclude the chapter and this thesis, the author highlights the novelty, provides the major conclusions regarding the possible limitations of the research and describes the potential areas of further research.



CHAPTER 2: Literature Review

2.1 Introduction

The aim of this chapter is to review extant theories in the area of organisation, bureaucracy and organisational performance. In doing so, this chapter begins by discussing on organisational structure – nature of organisations, definitions related to organisations, and types of organisations. The chapter moves on to discussing the different coordinating mechanisms, elements of the organisation, organisational flows, organisation design, and centralisation versus decentralisation. The next section examines the bureaucratic organisational model including a brief historical background, advantages and disadvantages of bureaucratic structures including the problems related to bureaucratic structures, comparing the degree of bureaucracy in public and private organisations. Moreover, Hofstede's cultural theory has also been reviewed in this chapter. This chapter ends by examining the relationship between Arab culture and organisations, Bahraini culture, and finally summarising the conclusions. The review of organisational structure, bureaucratic structure and organisational performance has established the baseline information, which highlights the importance of the present investigation.

2.2 Organisational Structure: Nature, Definition and Types

Organisations are made up of people (i.e. management, staff and other workforce) who ensure that the organisation's goals and objectives are achieved (Armstrong and Stephens, 2008). Individual staff members and teams are given responsibilities and arrangements are made to plan, direct, coordinate, and control them. Armstrong and Stephens (2008) pointed out that organisations are entities that exist for a purpose, and that is to get activities and tasks accomplished. In any formal organisation, relationships are described in the form of an organisational chart, which sets outlines of command and control. In contrast, in informal organisations, relationships can be described in terms of networks, which involve cooperation, communication, and exercise of power and authority (Armstrong and Stephens,

2008). Moreover, they defined and clarified the manner by which the activities required are grouped together into units, functions, and departments, lines of responsibility and power and authority emanating from the top of the organisation. The latter idea is supported by Child (1997) who suggested that organisational structures provide the framework for the activities required to achieve organisational goals. According to Henry Mintzberg (2009, pp.17-43) “*For organisations to be effective their subparts or components must be consistently structured and managed – they must approach a state of congruence*”. This indicates that the unique structure of each organisation supports in achieving the desired results. Nevertheless, it is always important to have the model or an exemplar to follow, but more importantly, there is a need to modify it to meet specific situations.

2.2.1 Coordinating Mechanisms

Identification of the types of coordinating mechanisms that an organisation uses provides a clear understanding of how that organisation internally communicates. Jarzabkowski *et al.*, (2012) report that coordinating mechanisms are vigorous societal practices that have been continuously under development. These are tools that make the organisation cohesive and allow various departments to interact with each other. According to Cordella (2007) the fundamental notion appears to be that democracy can simply endure by efficiently delivering quality services, implementing market-oriented regulated and coordination mechanisms i.e. reengineering the public sector organisations and their individual services. Thus, the coordinating mechanisms should be studied so as to facilitate the different elements of any organisation. According to Mintzberg (1993) there are five basic coordinating mechanisms: (a) mutual adjustment, (b) direct supervision, (c) standardised work processes, (d) standardised outputs, and (e) standardised skills. Since every organisation is unique and may use one mechanism more than other, these five coordinating mechanisms are of great benefit in specific situations.

2.2.2 The Elements of the Organisation

Every organisation, regardless of its type or size, consists of the same basic five parts. Figure 2.1 describes the five parts of an organisation, which consists of: (a) Strategic Apex, (b) Middle Line, (c) Techno-Structure, (d) Support Staff, and (e) Operating Core. On top is the Strategic Apex, which is the leadership that drives the organisation to its overall success. Among other responsibilities, one vital obligation is to develop a long-term strategy, meet the needs of the people and the organisation to achieve its goals (Mintzberg, 2009). The middle

lines are managers serve as the connection between the Strategic Apex and the Operating Core and usually, the Middle Line focuses on the daily tasks in line with the strategic plan and long-term objectives. The Operating Core comes under the Middle Line (Nadler and Tushman, 1980).

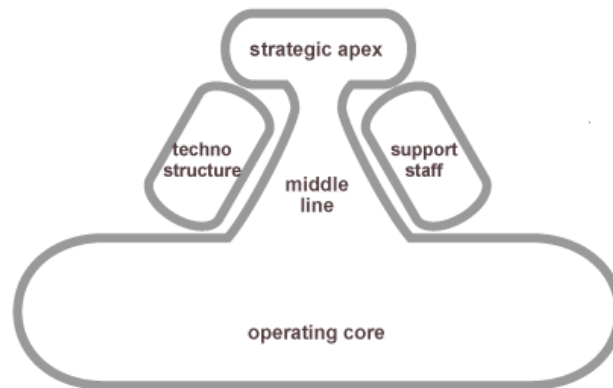


Figure 2.1: Five Parts of an Organisation (Source: Mintzberg, 2009; pp. 17-43)

2.2.3 Organisational Flow

The organisation may be understood as functioning by the interaction between different departments. There cannot be any progress if it is not understood where and how decisions are made. According to Mintzberg (1993), there are five basic systems of organisation i.e.: (a) formal authority, (b) regulated flows, (c) informal communication, (d) work constellations, and (e) ad-hoc decision-making processes. He continued that formal authority is parallel to the government structure and what most people would expect when examining such structures. Usually, the formal authority structure is signified by a top down, hierarchical organisation. The organisation chart has a printed version, which is given to every new employee in the organisation. Reporting relationships and responsibilities are spelled out but it often does not depict informal centres of power or “*corporate knowledge*” of individuals. Conversely, regulated flows are similar to the formal authority structure. A feedback loop is incorporated but it also places a larger emphasis on standardisation. Superior roles that offer vital feedback on the processes and flows of the organisation are provided by the Techno-Structure and Support Staff (Mintzberg, 1992; 2009).

The most important part in understanding how an organisation actually works and where the power centres exist is through informal communication. Often informal networks are not found on any formal organisational chart. Informal communications are the sources of both strategic and operational success within an organisation (Cross *et al.*, 2002). Informal power

centres have the potential to circumvent the official decision centres. Moreover, work assemblages group people into peer groups, which build up the scale of intricacy and may exist for long periods of time. The final grouping in the flow of the organisation, the ad-hoc decision process, is described as the “decision loop”.

2.2.4 Organisational Design

There are many factors that affect the design of an organisation structure. For example, these factors include the management hierarchy, the requirements of each job, and the specific tasks that must be carried out. The level of autonomy is by which an employee is determined by the span, depth of individual tasks and the number of tasks the employee is responsible for. The formalisation of behaviour determines how employees are supposed to act. Formalised behaviour is usually referred to as “*bureaucracy*”, which is needed in an organisation to ensure that there is order. Too much formalisation can suffocate inspiration, motivation and create a sanitised environment (Mintzberg, 1992, 2009).

2.2.5 Centralisation vs. Decentralisation

As an organisation increases in size, it becomes too complex for it to continue in a centralised operational environment. Thus, there is a need to understand what types of decisions can be made at different levels. When decisions are pushed down to lower levels, this is referred to as “*vertical decentralisation*”. It could be concluded that the more centralised an organisation, the more power rests with one person or a group. However, more power rests with the employees when the organisation is decentralised (Mintzberg, 1992; 2009).

2.2.6 Factors and Situations Affecting Organisations

There are several factors and situations that affect an organisation. For example, situational factors drive how an organisation must be structured. Such factors include age and size, environmental considerations and its power relationships and are described below.

2.2.6.1 Age and Size

The age and size of an organisation indicate an organisation’s information flow and personality. As organisations grow, the work performed becomes repetitive and the knowledge base grows. Usually, older organisations would be more behaviourally formalised. Governmental departments are a prime example of this tendency (Mintzberg, 1993).

2.2.6.2 Environmental Considerations

The environment can be considered as those aspects outside the organisation that can directly or indirectly affect the organisation. Environmental characteristics to consider are stability, complexity, market diversity, hostility and market or sector within which the organisation operates, or may represent cultural, societal, political or geographical conditions. If the environment is stable, the organisation is operating in a predictable environment. However, if there is uncertainty or unpredictability in the environment, it is said to be dynamic (Mintzberg, 1992; 2009). Thus, organisations conduct their operations within a certain environmental context i.e. organisations acquire inputs from the internal as well as external environment, respond to the demands and provide products or services in return. According to Damanpour and Schneider (2006) the external environment specifically offers prospects (such as information, resources, technology) as well as constrictions (such as instruction, constraints on capital or information).

2.2.6.1 Power Relationships

According to Mintzberg (1992; 2009), organisational structure can be understood by using two axis, one of which indicates the degree of stability and the other the degree of complexity. Stable environments tend to be more bureaucratic whereas, an organic structure can adapt more easily to a dynamic environment. This means that the simpler the environment, the more the organisation tends to centralise. In this type of environment, it is easier for one person at the strategic apex to make decisions. Table 2.1 highlights the different types of organisations.

| Description | Stable | Dynamic |
|-------------|--|---|
| Complex | Decentralised Bureaucratic (Standardisation of Skills) | Decentralised Organic (Mutual Adjustment) |
| Simple | Centralised Bureaucratic (Standardisation of work Processes) | Centralised Organic (Direct Supervision) |

Table 2.1: Four Types of Organisational Structures

Organisational structures can be classified as unitary, divisionalised, centralised, matrix, and process (Armstrong and Stephens, 2008). Organisations with unitary structures can be described as single and separate units without any divisions in which the heads of each major division directly reports to the top management. Such key functions may vary from one organisation to another. In a unitary structure, relationships are simple and clearly defined.

However, lack of cooperation between functions or departments may be present and this can be avoided, if the chief executive coordinates and directs the activities. Figure 2.2 below illustrates the typical pyramid style structure of an organisation.

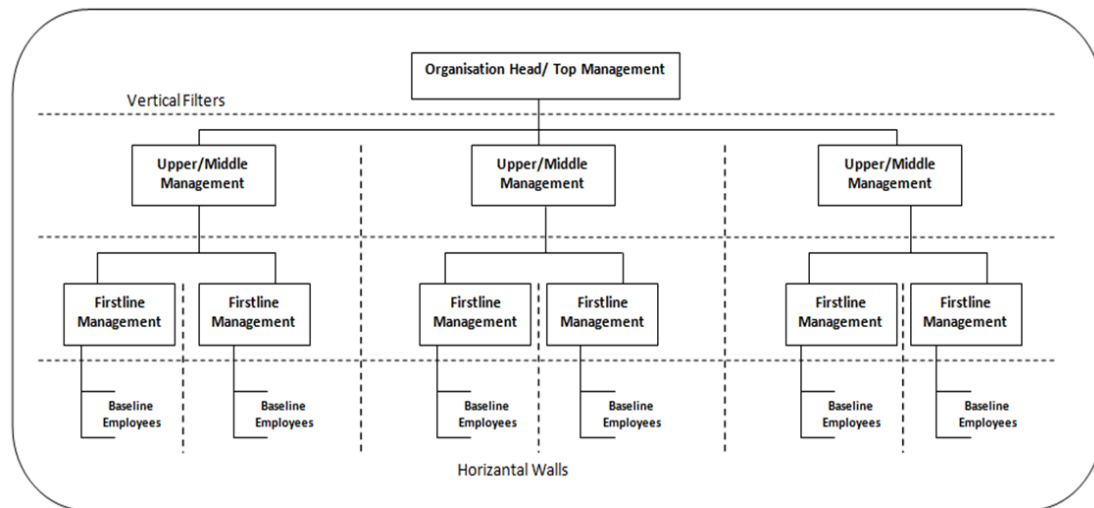


Figure 2.2: Typical Organisational Chart – Pyramid Style (Source: Armstrong and Stephens, 2008)

A centralised structure places authority at the centre, which totally controls the activities and decisions of any divisions, subsidiaries, or regionalised units. Such control is exercised by authority from the headquarters which defines policies, procedures, targets, and budgets to be followed and achieved (Armstrong and Stephens, 2008). The author proposes that in a centralised structure, close control can be maintained over divisional activities, standardised procedures and systems can be used, and guidance is provided by functional specialists at the headquarters. However, a drawback of this structure is that it restricts the scope of divisional management to handle their own affairs in the light of local knowledge and lack of autonomy in divisions can constrain initiative and innovation. A decentralised structure, also referred to as divisionalised structure, is one that gives operational autonomy to divisions, subsidiaries, or strategic business units under the overall direction of the centre.

2.3 Bureaucratic Organisational Model: Brief Historical Background

2.3.1 The Concept of Bureaucracy

A review of the literature revealed that there are various definitions of the term “bureaucracy”. Rabie *et al.*, (2004), for instance, defines bureaucracy “as a management system invented to handle state affairs and organise state relationships with its citizens”. As it developed further, the definition helped different types of organisations in managing their

internal and external affairs. Thus, standardisation of procedures, keeping records of transactions, and organising decision-making processes have become essential components of every management system. According to Bozeman (2000), “*bureaucracy*” was originally derived from the French word “*bureau*”, a desk with many compartments. Moreover, Hall (2010) who examined the dimensions of the bureaucratic concept drawn from Weber concluded that: (a) the bureaucratic dimensions are meaningful organisational attributes, (b) when measured quantitatively, the dimensions exist in the form of a continuum rather than as dichotomies, and (c) the magnitude of the dimensions varies independently among organisations. The study further concluded that the types of organisational activities are related to the degree of bureaucratisation on one or several dimensions.

2.3.2 The Bureaucratic Structure

The pyramid organisational structure originated from the traditional military organisation. During wartime, this structure was considered very effective for managing people and supplies. This organisational structure became conventional during the Industrial Revolution because of increasing specialisation among employees, which led to the need for an increasingly sophisticated way to organise them. In the bureaucratic structure, a direct vertical line connects the top management, extending through middle management, and then cascading down to the baseline employees. The top hierarchy makes the major decisions and then filters them down to the employees below. The top management usually provides direction to the next level, eventually communicating lower-level employees what to do without explaining the reason at any point in the downward movement. A recognised advantage of bureaucracy is that it can enhance efficiency, logic, and rationality in large organisations. However, it tends to lead to inflexibility and rigidity, which hampers decision-making and creates a general inability to respond to rapid changes or crises. According to Hall (1972) traditional bureaucratic organisations are quite formal, rigid, and mechanistic.

Bureaucratic organisations are inflexible, monolithic institutions with uncaring employees who create “*Red Tape*”. “*Bureaucracy*” and “*Red Tape*” are the most cited phrases in criticizing the inefficiency of government organisations. It seems that these two phrases are always linked with government organisations. Weber (1949) thought of things differently and viewed bureaucracy as the most efficient form of organisation. Its efficiency derives from its characteristics, which include a hierarchy of authority and a system of rules that takes control of the actions of individuals in the organisation. Furthermore, the employment of experts who have their specific areas of responsibility and access to professional knowledge can ensure an amalgamation of the best knowledge with the collective experience of the organisation.

However, there were still many other scholars criticising this form of organisation. They claimed that the rigidity and standardisation of bureaucracy is not suitable for the modern organisation as such organisations need the flexibility to adapt to a changing environment.

For example, Thompson (1961) claimed that bureaucracy is inherently pathological. Some scholars view bureaucracy in a more neutral way; they view bureaucracy as an efficient form of organising. However, if people place too much emphasis on achieving this form of organisation, this results in dysfunctions and inefficiencies. Thompson (1961) classified these dysfunctions and inefficiencies generated by bureaucracy as “*bureau pathology*”. “*Red Tape*” or excessive emphasis on prescribed procedures which have little or no practical purpose is one of the bureaucratic pathologies. The existence of red tape is regarded as a waste of resources and time. On the other hand, Kaufman (1977) discussed the origin of red tape that drives from the ribbon once used to tie up legal documents in England. However, at that point in time, as the communal law gave high significance to precedent, every judicial decision must have been preceded by a thorough search of the records of every previous judgment, which are thoroughly filed and cross-filed. The clerks and lawyers have to spend a good deal of their time tying and untying the red ribbon-bound folders. Meanwhile, citizens and administrative officers trying to obtain a judgment must have fretted and fumed while they waited for the meticulous minions to complete their patient unwrapping and rewrapping.

Red tape is generally used as a symbol of something to be despised. The ribbon has long since disappeared, but the hated conditions and practices it represents continue, as a result keeping the symbol alive. A recognised advantage of bureaucracy is that it can enhance efficiency, logic, and rationality in large organisations (Kaufman, 1977). The bureaucratic structure is grounded in the classical theory of management which mainly has the following characteristics: (a) work is divided into specialised tasks and standardised, (b) the hierarchy of authority (i.e. the right to give orders) and responsibility (the obligation to perform) is the chain of command, (c) authority is linear and derived from position and staff authority is an advisory relationship, (d) the arrangement of the workgroup or organisational structure is based on departmentalisation, and (e) the span of control refers to how many employees a manager can effectively supervise (Kaufman, 1977). In a bureaucratic structure, authority and communication flow downward through a rigid chain of command. The vertical structure represents many levels of supervision and indicates unity of command with a single individual. Thus, bureaucracy can enable large scale administration by directing the work of personnel. In traditional bureaucratic structures, there is a trend to increase task specialisation, as the organisation grows and jobs are grouped into departments by function with the decision-making authority vested in the highest level in the structured hierarchy.

The bureaucratic style has been criticised because of perceived disadvantages that are frequently considered as opposite to the perceived advantages, such as: (a) it encourages internal politics and conflict of aims, for example satisfying a boss is seen as more important than satisfying a customer, (b) separation of authority from responsibility and accountability can result from concern for power and control that can make many jobs simply empty tasks, (c) employees at the bottom of the hierarchy can become cynical about top managers who have become disconnected from them, (d) division and departmentalisation often confine employees to narrow task-oriented jobs that lead to boredom and stagnation, (e) failure to encourage inter-function understanding and work integration can lead to inefficiency, (f) sub-optimisation when departments set goals inconsistent with those of other departments, and (g) misuse of senior management time and energy especially in fixing avoidable problems between departments (Hall, 2010).

According to a recent article published online¹, some beliefs related with bureaucratic management and leadership tends to slow down business growth. For instance, (a) all planning and control functions have to be done by management, (b) managers and managing are more important than the people who achieve the quality or satisfy individual customers, and (c) the higher the person is on the organisation chart, the more important that person is. In an another study of bureaucratic structure and performance in Africa, Court (2010) indicated that better bureaucratic performance is related with: (a) agency power – greater influence of core economic agencies in formulating new policies; (b) autonomy – top civil servants have job security when political leadership changes, career opportunities – internal promotion, duration and civil service opportunities; (c) relatively good wages – public sector salaries compare well to private sector ones; and (d) merit-based entry procedures based on formal analyses and formal qualifications (African bureaucracies are guided by the same incentives). According to Wilson (1989) there are four types of bureaucratic agencies, namely: (a) production organisations where both outputs and outcomes are observable, (b) procedural organisations where outputs can be observed, but outcomes are vague or not apparent, (c) expert organisations where the outputs are hard to observe, but outcomes are easy to assess, and (d) coping organisations where neither outputs nor outcomes are observable.

2.3.3 Weber's Ideal Bureaucracy

A popular style of organisational structure is Weber's ideal bureaucracy that resulted from his observation of the changes taking place during the Industrial Revolution. Weber identified the

¹ <http://www.bustingbureaucracy.com/excerpts/management.html>

core elements of bureaucratic structure, namely: (a) Impersonality, (b) Efficiency, and (c) Rationality. Its key feature is the focus on authority based on published written rules and codes of practice. A bureaucratic organisation is structured into a continuous hierarchy whereby each position exists in its own right. Although the position is explicit, job holders have no rights to a particular position; each level has definite responsibilities that are clearly delineated with its own sphere of competence (Weber, 1947). Weber recognised the importance of the division of labour and specialisation. His bureaucratic theory accounted for how these could be organised with a hierarchical structure. Weber (1947) discussed three principles of legitimating defining three types of domination, such as:

- Charismatic domination – charisma means literally ‘gift of grace’, an exceptional quality by virtue of which one becomes the leader. The charismatic leader justifies his/her domination by his/her extraordinary capacities and deeds. His/her followers accept his/her domination as they have faith in him/her personally.
- Traditional domination where the legitimating of power comes from belief in the eternal past, in the rightness and appropriateness of the traditional way of doing things. The traditional leader is the master, who commands by virtue of his inherited status. His/her orders are personal and arbitrary but within the limits fixed by custom. His/her subjects obey out of personal loyalty to him or out of respect to his/her traditional status. When traditional domination, typical in the male-controlled household, is extended over many people and a wide territory the ensuing administrative apparatus can ideally take one of two forms.
- Legal domination – the belief in the rightness of law legitimates and sustains this type of domination. In this case, the people obey the laws because they believe that these rules are enacted by a proper procedure – a procedure considered by the ruler and the ruled as correct. Moreover, the ruler is considered as a superior who has come to hold a position by legal procedures. It is by virtue of his/her legitimate position that he/she exercises power within the limits set by legally sanctioned rules.

2.3.3.1 Inefficiency of Bureaucracy

Although Weber (1947) claimed that the bureaucracy is the most efficient form of organisation, this word has come to acquire negative connotations. However, the idea of Weber has been contradicted by various researchers who expound the inefficiency of bureaucracy. Beetham (1996) claimed that the adherence to bureaucratic norms can hamper efficiency. This is because the principles of bureaucratic organisation produce significant

dysfunctional effects, which become more accentuated the more rigorously the principles are applied. According to the later study adherence to rules can become inflexible; impersonality produces bureaucratic indifference and insensitivity; hierarchy discourages individual responsibility and initiative and officialdom in general promotes officiousness. Sanders (1997) who pointed out that modern bureaucracy can be characterised by three features, which all have negative effects on organisations. First, the structure usually depicted as a pyramid and this is likely to slow down communication. Another known critical commentary on Weber's theory of bureaucracy is Merton (1940) who used the term "*dysfunctional*" to describe bureaucratic behaviour. He viewed bureaucratic structures as generally conducive to efficiently conduct but prone to self-protective behaviour on the part of officials, which is often inefficient. He said that the bureaucratic practices designed to produce efficiency will yield ritualistic or extremely rigid behaviour that detracts from efficiency.

Bureaucratic regulations are written in far greater detail than is needed in most instances. For instance, Crozier (1964) constructed a general theory of bureaucratic process. Central to his theory is a "*vicious circle of bureaucratic dysfunctions*". The first element in this vicious circle comprises impersonal rules, which were put in place to remove discretion from officials, thereby giving the appearance of rationality in administration. Further, bureaucratic structures are understood as inherently inefficient rather than as productive instruments of administration. Crozier (1964) argued that modern bureaucracy embodies several values including the accomplishment of large-scale tasks, but also depersonalisation and removal of personal influence from human relationships. In the world of certainty sought by bureaucracy, rules could govern all contingencies, leaving little latitude for the exercise of personal decision. He further said that there are two types of rules existing in organisations: (a) those specifying work behaviours in minute detail and (b) those specifying how advancement and job allocation are to occur.

According to Crozier (1964) these rules leave little chance for developing contingencies for uncontrollable events like machine stoppages. The few choices that did remain were passed to the highest levels of management, so that persons making decisions could not have a personal interest in their own outcome. The second element of the vicious circle is the centralisation of discretionary decisions. The combination of detailed regulations and centralisation of the few matters not covered by the rules yields the third element – the isolation of hierarchical strata from one another. One of the anomalies of large organisations is that they construct elaborate administrative hierarchies, which remove from lower-level supervisors the possibility of influencing their subordinates. In another study, Thompson (1961) claimed that the modern government organisation, has exaggerated the characteristics of bureaucracy. He pointed out

that such exaggeration of the characteristics of bureaucracy is due to the personal insecurity and the need to control in order to achieve a sense of security. He further added that dependence upon specialisation imparts to modern organisations certain qualities, including reutilisation, strong attachment to sub-goals, impersonality, categorisation and resistance to change. He claimed that in our society, there are many people who have been unable to make this adjustment and therefore, find modern organisations as a constant source of frustration.

2.4 Advantages and Disadvantages of Bureaucratic Structure

In defence of bureaucratic structure, Cordella (2007) and Gay (2000) assert that bureaucracy still remains as a sustainable and successful way of structuring large organisations, particularly in a context of steady repetitive tasks. In the study of the NHS using domain theory, Mark and Scott (1992) pointed out that an NHS-based organisation typically consists of a political, managerial, and professional domain responsible for policy, administration, and service and that their inherently different tasks will require different structures, even at the expense of organisational domain friction. Furthermore, Aberbach and Christensen (2005) claimed that a bureaucratic organisation ensures equal and impartial action by Public Administration and hence enforces democratic values. This was supported by Chris (2006) who acknowledges the role of bureaucracy in managing the processes for the implementation of policies and procedures pointing out that they are an essential aspect of all organisations. On the contrary, he stresses that when bureaucracy becomes self-serving and self-perpetuating, it creates problems in the organisation such as; inefficiency, consumption of unnecessary resources, slow process response time and slow adaptation to innovation and change. Rabie *et al.*, (2004) points out that the advantages of bureaucratic management which include: (a) facilitating people and situation management, predicting outcomes of actions, and reducing chances for unpleasant surprises; (b) undermining employees' ability to take initiatives and be creative; (c) creating a mind-set that lacks curiosity and with limited functions; and (d) hindering organisational transformation and undermining the organisation's ability to adapt to changes and respond to challenges.

2.5 Problems Associated with Bureaucratic Structure

Bureaucratic structure tends to create problems for innovation in organisations. Autier (2001) stated that bureaucratic management systems impede innovations within established companies. Bureaucratic organisations rely on individuals' specialisation of tasks, fixed operative rules, task-focused control, and hierarchical authority. These systems hinder

employees' ability to innovate and may generate deviant behaviour from innovative people since innovation can only come from the top management in the organisation. Hence, a bureaucratic form may be appropriate for organisations mostly orientated towards routine tasks but not for innovation (Perrow, 1986; Souder, 1987). Thompson (1969) and Autier (2001) identified six basic limitations of the bureaucratic system such as:

- It does not encourage individuals to be innovative, in fact, initiative is discouraged;
- Individuals have no time to innovate because their time is devoted to doing what they are expected to do and is tightly controlled by supervisors;
- Individuals have no access to general and relevant information on the organisation's goals and only have access to a restricted view of the organisation's aims;
- Initiative has no place in the organisation since individuals have narrow and exclusive mission assignment;
- Individuals and departments are not used to working together as there is no chance for alliance, hence, established boundaries impede communication exchange; and
- The decision-making process is institutionalised and is ill-adapted to innovation.

Considine and Lewis (2003) stated that a good number of business and political reformists aspire to end bureaucracy in public service agencies because it is too costly, huge, rigid, standardised, and insensitive to individual identities. The authors also cited Fournier and Grey (2000) who particularly described public bureaucracy as outmoded and functionally and morally bankrupt. Commenting on the problems with bureaucracy, Courpasson and Reed (2004) cited Bennis (1966) who views bureaucracy as a "*prosthetic device, irrelevant to a brave new world of dynamic technologies, markets, and values*". Cordella (2007) describes bureaucratic accountability as cumbersome, inefficient, and unproductive. In the business context, bureaucracy seems to have a destructive effect on customers and employees.

2.6 'Bureaucracy' and 'Red Tape' in Public and Private Sector Organisations

2.6.1 Causes of More Red Tape in Public Sector Organisations

Bozeman (2000) proposed that when organisations have a high degree of external control and a large number of stakeholders, they have a greater likelihood of red tape. This implies that red tape is not an inevitable consequence of government ownership but when these factors are present in any organisation. There are inherent attributes of public organisations that lead to higher degrees of external control and larger number of diverse stakeholders so a higher

propensity for red tape results. The inherent attributes are the government's sovereign political authority, and governments' breadth of mission.

2.6.2 Sovereign Political Authority of the Government

Political sovereignty denotes to a quality of a region where a state has autonomous authority and power to make rules, laws, and regulations autonomously without being liable to any other party, for instance, a foreign region or organisation. In general, political sovereignty is questioned in the present days, since the laws that a region develop and legislate are destined to administer citizenry; so if the laws violate any transnational rulings that are related with citizenry rights, external authorities and organisations may come and border this political sovereignty. Bozeman (1987) asserted that the only absolute difference between government organisations and private organisations is the high degree of public presence of government. He pointed out that sovereignty carries with it the legitimate power of such force that citizens inevitably demand sharp constraints on government officials and safeguards. Kaufman's (1977) analysis of red tape notes that the procedural safeguards lead to the spread of rules, regulations and procedures.

2.6.3 Breadth of Mission

According to Bozeman (2000), another inherent attribute of government that leads to more red tape is the nature of government policy missions. He noted that the inter-organisational linkage is associated with red tape. In private sector, inter-organisational linkages typically occur among autonomous organisations seeking mutual economic advantage. In government sector, inter-organisational linkages often seek to achieve broad policy missions that transcend the linked government organisations.

2.7 Bureaucracy and Performance

At present, large public sector organisations are confronted with the challenges of organisational performance. Since the related problems are hard to overcome, managers and leaders must seek to achieve positive results. Obvious problems include: the organisational structure and the political, social, economic and technological environment (Chew *et al.*, 2010). On the other hand, Hecht and Ramsey (2001) stated that some government organisations have organised themselves into centralised bureaucracies to collect real-time information on operations. Table 2.2 presents the summary of six studies of bureaucracy and organisational performance, which are related to the current research investigation.

| Indicator/s | Study 1 | Study 2 | Study 3 | Study 4 | Study 5 | Study 6 |
|-----------------------------------|---|--|--|---|---|--|
| Title | Bureaucracy and Organisational Performance: Causality Arguments About Public Schools. | Politics, Markets and America's Schools. | The Human Equation: Building Profits by Putting People First | Power-Influence in Decision Making, Competence Utilisation, and Organisational Culture in Public Organisations: The Arab World in Comparative Perspective | Transparency and Performance in Bureaucracies | Representative Bureaucracy, Organisational Strategy, and Public Service Performance: an empirical analysis of English local government |
| Author / Year | Kenneth <i>et al.</i> , (2000). | Chubb and Moe, (1990). | Jeffrey (1998) | Al Yahya (2008) | Rossen Valchev, BSBA Duquesne University (2008) | Anon (2005) |
| Publication | American Journal of Political | The Brookings Institution. Washington, D.C | Harvard Business School Press | Oxford University Press on behalf of the Journal of Public Administration Research and Theory | Midwest Decision Sciences Institute Conference | Journal of Public Administration Research and Theory |
| Organisational Performance | Student Achievement and School performance | Student Achievement and School Performance | Profitable state-owned enterprise, efficient services | Decision quality, job satisfaction and motivation | Social Benefits and high performing agencies on their budgets | Customer Satisfaction and Service Outputs |
| Summary of Journal | The hypotheses suggest that bureaucracy could lead to poor performance or that poor performance can lead to greater bureaucracy. Granger causality (Granger 1969; Durrat, 1988) tests two contrasting hypotheses. | Top-down hierarchical management results in conflict: The authors pointed out that good education and the behaviours conducive to it are inherently difficult to measure in an objective, quantifiable, formal manner. | The adoption of new designs and practices are needed by organisations which could be decentralised | Participative practices are significant predictors of effective utilisation of competence (knowledge, skill, and ability). | A theoretical model was proposed that incorporates the inability of individual politicians to perfectly judge the social benefit bestowed by the actions of any given agency. | The literature revolves on representative bureaucracy and organisational strategy that are relevant to performance. |

Table 2.2: Summary of Six Studies of Bureaucracy and Organisational Performance

Moreover, for organisational performance some studies propose a theoretical model that incorporates the inability of individual politicians to effortlessly judge the social benefits bestowed by the actions of any given agency. The empirical results support the conclusions of the theoretical model: transparency is found to have a significant effect on agencies' budgets. This idea was supported by Meier *et al.*, (2000) who tested the hypotheses that bureaucracy could lead to poor performance or that poor performance can lead to greater bureaucracy using Granger's (1969) causality tests. Chubb and Moe (1990) also report that reliance by bureaucracies on top-down hierarchical management inevitably results in conflict. Accordingly, the root cause of poor performance in schools is to be found in their governance. On the other hand, Pfeffer (1998) found that the new public management calls for the adoption of new designs and practices, which are decentralised, flat, perhaps smaller organisations, organised around sets of generic value-creating processes. Furthermore, Al-Yahya (2009) suggested that participative practices are significant predictors of effective utilisation of competence (knowledge, skill, and ability).

According to Anon (2004), these participative practices have an impact on perceptions of Work Related Outcomes (WRO). The study has profound implications for organisational development and leadership, particularly in bureaucracies in transition. Anon (2004) focused on the aspects of the literatures on representative bureaucracy and organisational strategy that are relevant to performance. The study revealed that the two performance variance measure different dimensions of performance and do not produce a high enough inter-correlation to create a single scale. This study further revealed that variations in service need are also likely to affect organisational performance. Table 2.3 presented the decision quality and job performance. Social responsibility focuses on customer satisfaction and a composite indicator that covers a range of service outputs and outcomes (Pfeffer, 1998). This further explained that the two performance variables measure different dimensions of performance and do not produce a high enough inter-correlation to create a single scale. This implies that public service is a social responsibility and links to organisational performance based on a goal attainment approach along with social responsibility, job satisfaction and motivation, and decision quality (Anon, 2005).

| Organisational Performance | References | Summary |
|------------------------------|--|--|
| Financial Performance | Pfeffer (1998) profitable owned enterprise Pfeffer (1998) in his book, "The Human Equation: Building Profits by Putting People First" Rossen Valchev, 2008 | The new public management calls for new designs which decentralise, flatter, perhaps smaller organisations, organised around sets of generic value-creating processes. |
| Social Responsibility | Anon (2005) Journal of Public Administration Research and Theory | Two measures of organisational performance were used: customer satisfaction and a composite indicator that covers a range of service outputs and outcomes |

Table 2.3: Decision Quality and Job Performance

2.8 Historical Overview of Leadership

Leadership has been studied in different ways, depending on the researchers' methodological preferences and definition of leadership. Much of the leadership research covers leader traits, behaviour, power, influence, and situational approaches (e.g. McClelland, 1985; McClelland and Burnham, 1976; Miner, 1986; Bray *et al.*, 1974; Kirkpatrick and Locke, 1991; Mahoney *et al.*, 1965; Page and Tornow, 1987; Mintzberg, 1973; Hemphill and Coons, 1957; Likert, 1961; 1967). Likewise, several academic researchers have attempted to streamline and integrate these approaches including many studies focusing on identifying the characteristics and value of transformational leadership styles, and transactional leadership styles (e.g. Podsakoff *et al.*, 1990; Yammarino *et al.*, 1993; Dubinsky *et al.*, 1995; Ross and Offermann, 1997; Bass, 1997; Hult *et al.*, 2000).

2.8.1 Transformational and Transactional Leadership Behaviour

According to Burns (1978), the leadership process can occur in one of two ways i.e. transformational or transactional. The transformational leadership concept was originally proposed by Burns (1978) and House (1977) and then expanded by Bass (1985 and 1990). Transformational leadership is defined in terms of the leader's effect on followers. They feel trust, admiration, loyalty, and respect towards the leader and they are motivated to do more than they originally expected to do (Yukl, 1997). There are five characteristics of transformational leadership, such as:

- **Charisma:** Charismatic leaders provide a vision and a sense of mission, instil pride, and gain respect and trust (Bass, 1990).

- ***Idealise Influence:*** Leaders behave as role models for their followers; they become admired, respected, and trusted. The leader's behaviour is consistent rather than arbitrary, and the leader shares in any risks taken. The leader demonstrates high standards of ethical and moral conduct and avoids using power for personal gain (Bass and Avolio, 1994).
- ***Inspiration Motivation:*** Transformational leaders are inspiring and motivating in the eyes of their subordinates by providing meaning and challenge to their followers' work. They are able to energise employees' responses (Yammarino *et al.*, 1993; Bass and Avolio, 1994). They communicate high expectations, use symbols to focus efforts, and express important purposes in simple ways (Bass, 1990).
- ***Intellectual Stimulation:*** An intellectually stimulating leader arouses in subordinates an awareness of problems, recognition of their own beliefs and values, and an awareness of their own thoughts and imagination (Yammarino *et al.*, 1993).
- ***Individualised Consideration:*** The leader with individualised consideration will give personal attention, treat each employee individually, and coach and advise him or her (Bass, 1990). Such leaders provide continuous follow-up and feedback and more importantly, link an individual's current needs to the organisation's mission, and elevate those needs when it is appropriate to do so (Bass, 1985; 1990; Bass and Avolio, 1989). They promote intelligence, rationality, and careful problem solving (Bass, 1990). The result is that the followers are encouraged to try new approaches, and their ideas are not criticised when they differ from the leader's ideas (Bass and Avolio, 1994).

Transactional leadership is characterised by two factors of contingent reward, management-by-exception and laissez-faire (Bass, 1985; 1990). Transactional leadership motivates followers by appealing to their self-interest, whether it subsidises, lucrative government contracts, campaign contributions, bonuses, or status. According to Howell and Avolio (1993) both leader and follower reach an agreement concerning what the follower may receive for achieving the negotiated level of performance. Bass summarises several different types of behaviour inherent in transactional leadership (Bass, 1990, 1985; Yammarino *et al.*, 1993). For example, these behaviours include:

- Contingent Rewards which are for good effort, good performance and to recognise accomplishments, and
- Management by Exception (active) which involves monitoring subordinates and correcting action, when necessary, to ensure that the work is carried out effectively.

2.8.2 Bureaucratic Leadership Style

According to Mercer Consulting (2005) “*Bureaucratic leadership*” is an oxymoron like: military intelligence. One does not need to be a leader in the classical sense to run a bureaucracy. In 2005, a survey of over 1,100 UK employees by Mercer Human Resource Consulting, employees revealed a high level of distrust in their management. The survey found that fewer than 4 in 10 employees (i.e. 36%) trusted senior managers to communicate honestly, while 75% of the executives in large organisations reported that leadership development was an extremely high priority, only 29% of these organisations bothered to properly prepare their expatriates for the leadership side of their overseas assignments (Mercer Consulting, 2005). In other words, it is the nature of bureaucracy that usually stifles many types of leadership. Bureaucracies commonly assume that external environments do not change; and therefore, internal organisational structure does not have to change either. Bureaucratic leadership is often characterised by individuals avoiding making a decision. This occurs when there are too many rules and controls, and no way to change them. Usually, the primary measure of a person’s success becomes how well the rules are obeyed.

The route to advancement becomes conformity. Risk takers who break the rules are often penalised. Compared to smaller, entrepreneurial organisations, decision-making in large organisations occurs at a glacial pace. In slow changing environments, this is not a problem (Mercer Consulting, 2005). However in environments undergoing rapid change, bureaucracies tend to adapt too slowly and miss new opportunities. There are “*Approval Straight Jackets*” where the issue is that for every good idea, three infertile minds have to say “yes” but only one need to say “no”. When one considers all the above factors together, one creates a certain bureaucratic style of leadership. This includes the following observations, i.e. (a) proficiency is of secondary importance as compared to the use of authority for bureaucratic leaders, (b) authority is a major form of influence defining the bureaucratic leadership nature, and (c) good ideas are secondary as compared to following the rules.

The status-quo is preferred so change will be resisted. Transactional influence tends to work better than transformational influence (Weber, 1947). The characteristics of the bureaucratic style include: (a) leaders impose strict and systematic discipline on the followers and demand business-like conduct in the workplace, (b) leaders are empowered via the office they hold - position power, (c) followers are promoted based on their ability to conform to the rules of the office, and (d) follower should obey leaders because authority is bestowed upon the leader as part of their position in the company. Table 2.4 next pages present the key previous research related to bureaucratic culture, bureaucratic factors, organisational performance, and

bureaucratic leadership styles. It could be noted that workers under the Democratic leadership style do not experience higher job related tension than workers under autocratic leadership style. However, a culture with a strong trend towards organisational excellence and a reduced bureaucracy, which are basic ways to improve the performance of public organisations (Roşca and Moldoveanu, 2010).

| Author | Type of Research | Key Factors (Dimensions) and Concepts | Key Findings |
|-------------------------------|------------------------------|---|---|
| Rosca and Moldoveanu (2010) | Quantitative and Qualitative | The Tandem Culture – Organisational Bureaucracy in Public Sector. | A culture with a strong trend towards organisational excellence and a reduced bureaucracy are two basic ways to improve the performance of public organisations. |
| Lieberson and O'Connor (1972) | Quantitative | Leadership and organisational performance: A Study of Large Corporations. | It appears that the importance of external restrictions, and hence the maximum possible leadership influence, may range widely between specific performance criteria. |
| Bunmi (2007) | Quantitative | Effect of Leadership Style on Job-Related Tension and Psychological Sense of Community in Work Organisations: A Case Study of Four Organisations in Lagos State, Nigeria. | Results show that workers under democratic leadership style do not experience higher job-related tension than workers under autocratic leadership style. |
| Mohr <i>et al.</i> , (2003) | Quantitative | Organisational Culture and Hospital Performance in Veterans Hospital Affairs. | Study results suggest that VA managers should work toward moving away from a bureaucratic culture toward one that emphasises teamwork as a means to improve patient satisfaction. |

Table 2.4: Key Research related to Bureaucratic Culture, Bureaucratic Factors, Organisational Performance, and Bureaucratic Leadership Styles

Table 2.5 presents the definitions of bureaucratic culture, bureaucratic factors, organisational performance, and bureaucratic leadership styles. It could be noted that the dominant culture in the public sector is the row type typical of most organisations of central or local administration. On the other hand, bureaucratic leadership style is based on normative rules and adhering to lines of authority. The present study focuses on the impact of bureaucratic

factors on government organisational performance. It was revealed that the Arabs are highly rule-oriented, risk averse and do not readily accept change; centralisation is popular, and they have a high preference for avoiding uncertainty.

| | Definition | Reference |
|--------------------------------|---|---------------------------------|
| Bureaucratic Culture | The dominant culture in the public sector is the role type one (temple type), typical for most organisations of central or local administration (government). These types of culture define an identical status. The culture, defined by the two dimensions, is impersonal with a communication between roles, not between people, and the organisation represents a set of interconnected rules, so that the bureaucratic machine in Weber's conception should work. | Weber (1947) |
| Bureaucratic Factors | Hall (2010) examines the dimensions of the bureaucratic concept drawn from Weber's model as follows: division of labour based on functional specialisation, well-defined hierarchy of authority, system of rules and procedures covering the rights and duties of positional incumbents, system of procedures for dealing with work situations, the impersonality of interpersonal relations, promotion and selection for employment based upon technical competence. | Hall (2010) citing Weber (1947) |
| Bureaucratic Leadership | The bureaucratic leadership style is based on following normative rules and adhering to lines of authority. The characteristics of the bureaucratic style include: leaders impose strict and systematic discipline on the followers and demand business-like conduct in the workplace. Leaders are empowered via the office they hold – position power. Followers are promoted based on their ability to conform to the rules of the office. | Weber (1947) |

Table 2.5: Definitions of Bureaucratic Culture, Bureaucratic Factors, Organisational performance, and Bureaucratic Leadership Styles

Table 2.6 highlights the key research theories related to leadership and organisational performance. As presented in the table, it can be noted that majority of the past researches have utilised the descriptive method whilst investigating the dimensions of leadership and organisational performance. As revealed, the key findings were noted: *“a culture with a strong trend towards organisational excellence and a reduced bureaucracy are two basic ways to improve the performance of public organisation”*. Moreover, it was also concluded that *“workers under democratic leadership style do not experience higher job-related tension than workers under autocratic leadership style”*.

| Research | Method | Key Factors (Dimensions) and Concepts | Key findings |
|---|---------------------------|--|---|
| Leadership and organisational performance: A Study of Large Corporations. | Descriptive | Leadership and Organisational Performance | It appears that the importance of external restrictions, and hence the maximum possible leadership influence, may range widely between specific performance criteria. |
| The Tandem Culture Organisational Bureaucracy in Public Sector. | Descriptive, Case Studies | Organisational culture, Bureaucracy, and Performance | A culture with a strong trend towards organisational excellence and a reduced bureaucracy are two basic ways to improve the performance of public Organisation. |
| Organisational Culture and Hospital Performance in Veterans Hospital Affairs. | Descriptive | Organisational Culture Bureaucracy and Organisational Performance. | A culture with a strong trend towards organisational excellence and a reduced bureaucracy are two basic ways to improve the performance of public organisations. |
| Effect of Leadership Style on Job-Related Tension and Psychological Sense of Community in Work Organisations: A Case Study of Four Organisations in Lagos State, Nigeria. | Descriptive | Leadership style and Performance | Results show that workers under democratic leadership style do not experience higher job-related tension than workers under autocratic leadership style. |

Table 2.6: Key Research related Theories

2.9 National Culture

Although Morgan (1986) pointed out that “*many of the major cultural similarities and differences in the world today are occupational rather than national*” (Morgan, 1986, 113-114), there many researchers trying to identify the way in which national culture could have an effect on the behaviour of people in the organisation. As pointed by Child (1981) that cultural variability exists in every nation, stated that scholars and practitioners view organisational cultural differences, and the scholar’s perspective is unique. He further stated that national cultures vary along dimensions of orientation to time, authority or power, communication, community, formality, goal-orientation, performance orientation, space, structural dimensions that would influence business practices (Dickson *et al.*, 2000; Hofstede, 2001; Stohl, 2001; Triandis, 1983). Scholars using multiple theoretical and methodological lenses can illuminate the complexity of organisational culture. Scholars focus on the way in which culture is developed, maintained, or changed can identify frames or scripts that managers can credibly use to bridge the different assumptions held by organisational members. Thus, organisational culture is popular with both scholars and practitioners, and enjoys both academic respectability and practical relevance (Alvesson and Berg, 1991).

2.10 Cultural Lens

Heye (1992) describes corporate culture into three kinds, such as: (a) bureaucratic culture, (b) supportive culture, and (c) effective culture. Heye (1992) further points out that bureaucratic culture often appears with the rank-type organisation, which comparatively concerns procedures for handling affairs. The rank-type organisation of bureaucratic culture does not encourage innovation. Generally, corporations with bureaucratic culture are comparatively stable, mature and cautious in handling affairs; for example, most of governmental organisations and large-scale corporations with long history show these features (Frohman, 1998). In contrast, he further stresses that the organisations with supportive culture can provide their staff with the opportunities of learning from one another and makes them enjoy a warm family feeling. This kind of organisation attaches importance to employee participation and team spirit and lays stress on the orientations of human relations (Brink, 1991; Goffee and Jones, 1998). The organisations with the effective culture attach importance to work attainments and efficiency, where competition exists amid employees and divisions.

Morgan (1997) argued that organisations must be viewed using a cultural lens and not just looking at them as simply bureaucracies or hierarchies. With this in mind, this study aims to bridge the gap, which is the lack of cultural lens that could be of help to government administrators, managers, policy makers and academics to understand clearly how bureaucratic factors affect the performance of government organisation. In support of this view, Hofstede's (1980) cultural dimensions have been selected primarily because some similarities and possible connections were noticed between the dimensions that explain cultural variance and the bureaucratic factors that affect organisational performance. This thesis research explores the link between bureaucratic factors and organisational performance by developing a framework based on Hofstede's cultural dimensions in order to connect the performance dimensions and the bureaucratic factors, therefore creating a lens that can become a powerful tool for leaders in any organisation. In addition, this thesis research also uses the Weber model of bureaucracy (Weber, 1947). However, this study extends this model with Hofstede's cultural dimension in the Bahraini context to apply the results from Hofstede's dimensions in order to provide a baseline for cultural findings.

With a cultural perspective, researchers can explore with a better understanding 'the how's and why's' of an organisation's way of life; how reality is created and how this reality is interpreted by various organisational stakeholders. Moreover, this understanding will lead to the interpretations of organisational life and organisational activities, thus leading to understanding organisations in their proper perspective so that stakeholders will have more

informed choices. The research proposes the lens inspired by Hofstede's cultural dimensions also can be considered as a tool to be used by teams and groups to control cultural impression, evolution of organisational standards and values as they apply to performance factors. This cultural lens can also create a dialogue between leaders and employees for the benefit of the firm, to uphold the firm's value systems.

2.11 Importance of Hofstede's (1980) Extant Research

Darlington (1996) through his research highlights the importance of Hofstede's research works. Hofstede identified specific cultural differences between nations, but his research also demonstrated that organisational culture is an entry point for societal influence on organisations, thus seeing national culture traits as part of the web of meaning that constitutes organisational culture. Hofstede's research has been reassessed by various researchers, who found it to be largely validated (e.g. Darlington, 1996). For instance, Hofstede (2001) has undertaken valuable surveys of over 50 countries, including the Arab World, such as: Egypt, Iraq, Kuwait, Lebanon, Libya, Saudi Arabia and United Arab Emirates. In spite of its rapid economic development, Bahrain remains in many respects, essentially Arab in its culture. So, the five dimensions of cultural attitudes are discussed considering the fact that Bahrain is generally an Arab nation.

2.11.1 Hofstede's Five Dimensions of Culture

- ***Power Distance Index (PDI)***: Hofstede (2010) pointed out that Power Distance Index is a dimension of culture that measures the extent to which power is distributed equally within a society and the degree that society accepts this distribution. A high power distance culture prefers hierarchical bureaucracies, strong leaders and a high regard for authority. A low power distance culture tends to favour personal responsibility and autonomy. In this respect, the Arab world scores high on this dimension (a score of 80). This means that people accept a hierarchical order in which everybody has a place. Hierarchy in an organisation is seen as reflecting inherent inequalities, centralisation is popular, and subordinates expect to be told what to do.
- ***Uncertainty Avoidance Index (UAI)***: Hofstede (2010) pointed out that Uncertainty Avoidance Index is the degree to which individuals require set boundaries and clear structures. Within this context, a high uncertainty culture enables individuals to cope better with risk and innovation, whereas, a low uncertainty culture emphasizes a higher level of standardisation and greater job security. This dimension has to do with the way that a society deals with the fact that the future can never be known or

“*should we try to control the future or just let it happen?*” This ambiguity brings with it anxiety and different cultures have learned to deal with this anxiety in different ways. The extent to which the members of a culture feel threatened by ambiguous situations and have created beliefs institutions that try to avoid this is reflected in the UAI score. The Arab culture scores 68 on this dimension and thus has a high preference for avoiding uncertainty.

- ***Individualism versus Collectivism (IDV)***: According to Hofstede (2010), Individualism is the degree to which individuals base their actions on self-interest versus the interests of the group. In an individualistic culture, free will is highly valued. In a collective culture, personal needs are less important than the group’s needs. This dimension influences the role government is expected to play in markets. The fundamental issue addressed by this dimension is the degree of interdependence a society maintains among its members. It has to do with whether people’s self-image is defined in terms of “I” or “We”. The Arab culture, with a score of 38 is considered a collectivistic society.
- ***Masculinity versus Femininity (MAS)***: Hofstede (2010) also pointed out that Masculinity is the measure of a society’s goal orientation: (a) a masculine culture emphasizes status derived from wages and position and (b) a feminine culture emphasizes human relations and quality of life. A high score (masculine) on this dimension indicates that the society will be driven by competition, achievement and success, with success being defined by the winner / best in the field – a value system that starts in school and continues throughout organisational behaviour. The Arab world scores 52 on this dimension, this is defined as a masculine society Hofstede (2010). Bahrain in general is a masculine country where people “*live in order to work*”, “*managers are expected to be decisive and assertive*”, “*the emphasis is on equity, competition and performance and conflicts are resolved by fighting them out*”. Since these cultural qualities are inherent to Bahrainis, the findings of the current research revealed that this cultural manifestation “*affects decision-making negatively and there is a fear of rejection leading to slow decision-making*” (Al-Faled, 1987).
- ***Time Orientation (TO)***: According to Hofstede (2010), Time Orientation is the degree to which a society does or does not value long-term commitments and respect for tradition. Long-term traditions and commitments hamper institutional change. When Hofstede’s first results were criticised by Asian scholars, he added time orientation as a fifth dimension thereby raising doubts about whether the typology was exhaustive. Culture is far too complex and multifaceted to be used as a straightforward organisational change control. Long term orientation versus short-term orientation or this fifth dimension was found. It can be said to deal with virtue

regardless of truth. Values associated with long term orientation are thrift and perseverance; values associated with short term orientation are respect for tradition, fulfilling social obligations, and protecting one's face.

2.12 Relationship between the Arab Culture and Organisations

In studying the impact of societal culture on organisations, Hickson and Pugh (1995) identified some cultural influences on Arab management in the Arab Middle East countries, particularly the Gulf region. They argue that the (a) Bedouin tradition of tribal inheritance, (b) Islam with its moral and legal guidance, and (c) rapid Westernisation, shape modern Arab management culture. Al-Faled (1987) summarises the paradoxes and dualities of the Arab Gulf region as follows:

- Authorisation management style,
- Formal hierarchy is respected with reverence and obedience,
- The environment is one centralisation and little delegation,
- Aptitude and performance is less important than status, position and seniority,
- Decision-making is based on paternalistic and familial patterns are influenced in lieu of democratic processes,
- Decision-making is at the highest level of the organisation,
- Decision and agreements are regularly renegotiated,
- Decision-making practices are unstructured and informal,
- Crisis management and reactive management are the norm,
- Affiliation and power need are a main motivation force of employees,
- Social formalities and obligations are crucial to organisational members,
- Innovation, initiative and risk taking are badly perceived and the impression is one of low trust among employees,
- The environments are high in political gamesmanship,
- Information systems are closed with low information sharing,
- The work environment continually changes,
- There are high levels of uncertainty at work,
- Subordinates are obedient and avoid opposition and confrontation,
- Management style is person orientated as opposed to task oriented.
- Kinship ties and nepotism is expected and loyalty is significantly valued over competence,

- There is less value and emphasis placed on punctuality and time commitment than in the west, and
- The use of family ties and connections is an integral part of performing the work of the organisation.

Moreover, Hofstede (2010) identified large Power Distance (80) and Uncertainty Avoidance (68) for the Arab World, where the society is highly rule-oriented, risk averse and does not readily accept change. Hierarchy in an organisation is seen as reflecting inherent inequalities. Centralisation is popular, subordinates expect to be told what to do and the ideal boss is a benevolent. The Arab world has a higher preference for avoiding uncertainty. This type of culture maintains rigid codes of belief and behaviour and is intolerant of unorthodox behaviour and ideas. In these cultures, there is an emotional need for rules (even if the rules never seem to work). Moreover, innovation may be resisted, and security is an important element in individual motivation. Furthermore, according to Hofstede (2001), the high Masculinity index (52) may be more a result of the Muslim religion than culture. In masculine countries people “*Live in order to work*”. Finally, the relatively low Individualism (38) indicates, a society where loyalty and close long-term commitment to groups such as family is paramount. This is manifested in a close long-term commitment to the member ‘group’, be that a family, extended family, or extended relationships. Table 2.7 next pages present the Arab world findings based on Hofstede’s dimensions of culture.

| Dimension | Score | Description | Implications |
|-----------------------------------|----------------|-------------|---|
| Power Distance Index (PDI) | 80 | High | Hierarchy in an organisation is seen as reflecting inherent inequalities. Centralisation is popular, subordinates expect to be told what to do and the ideal boss is a benevolent autocrat. |
| Individualism (IDV) | 38 | Low | Considered a collectivistic society. This is manifest in a close long-term commitment to the member 'group', be that a family, extended family, or extended relationships. Loyalty in a collectivist culture is paramount, and overrides most other societal rules and regulations. |
| Masculinity (MAS) | 52 | High | In masculine countries people “live in order to work.” Managers are expected to be decisive and assertive; The emphasis is on equity, competition and performance. Conflicts are resolved by fighting them out. |
| Uncertainty Avoidance Index (UAI) | 68 | High | A high preference for avoiding uncertainty. Maintain rigid codes of belief and behaviour and are intolerant of unorthodox behaviour and ideas. In these cultures there is an emotional need for rules (even if the rules never seem to work) Innovation may be resisted, Security is an important element in individual motivation. |
| Time Orientation (LTO) | Not Applicable | None | None |

Table 2.7: The Arab World Findings based on Hofstede’s Dimensions of Culture

2.13 Bahrain Culture

The culture in Bahrain is derived not differently from other Arabian Gulf countries such as: Iran, Oman, United Arab Emirates, Saudi Arabia, Qatar, Kuwait and Iraq. Furthermore, Islam is the state religion and the Islamic culture is the inevitable part of Bahraini culture. However, the country is popularly known for religious tolerance and home to many religions and beliefs. This trait within the country allows people to live in harmony. Many expatriates, such as the Filipino community in Bahrain, consider the Kingdom as the most hospitable and friendliest country in the Middle East. In view of this, the Bahraini maintained that image to the Asian people that Bahrain is a friendly country that is-very religious, value oriented, and knows how to respect the culture and traditions of a foreign country². Moreover, Bahrainis self-identify as part of the Arab world. There are tensions between the Sunni and Shiite Muslims, and religious affiliation is of primary importance in defining one's identity. Expatriates constitute 54 per cent of the population. They come mainly from other non-Arab nations, such as: India, Pakistan, Southeast Asia, Europe, and America. While relations are not unfriendly, foreigners generally are not integrated into Bahraini society. The vast majorities are temporary workers and thus constitute a transient population³.

2.13.1 Social Stratification

Social stratification exists in the region and can be described as follows:

- **Classes and Castes:** Bahrain is one of the wealthiest Gulf States where there are a number of well-to-do families, who are well educated and who live in Manama or Muharraq. However, the foreigner's staffs take most of the jobs, and there has been an unemployment rate of 15 per cent among Bahrainis.
- **Symbols of Social Stratification.** The majority of men wear a traditional long robe called a "*Thobe*". Wealthier people tend to wear Thobes tailored in a more Western style with side and breast pockets and with collars and French cuffs. Men also wrap their heads with a scarf called a "*Gutra*". Women cover their clothes with the traditional black cloak, which goes over the head and wear a veil of thin black gauze over the face. Some younger women in the cities leave their faces or even their heads uncovered but this is rare⁴.

² Source: everyculture.com (2012)

³ Source: <http://www.everyculture.com/A-Bo/Bahrain.html>

⁴ Source: everyculture.com (2012)

2.13.2 Political Life

- Bahrain's Government is a traditional monarchy in which the King is the Chief-of-State and he appoints the Prime Minister, who will protect the interests of the State, check out the general policy of the government, follow up its implementation and supervise the progress of work in the government apparatus. The President of the Council of Ministers supervises the performance of the Council in carrying out its tasks and proceedings implement its decisions and coordinate and integrate its work with other Ministries. The cabinet has legislative powers with the assistance of an advisory (Shura) council established in 1992, whose members are appointed by the monarch. Hence, monarchy is hereditary, passed down to the oldest son⁵.
- Leadership and officials in Bahrain are prohibited, but there are several small underground leftist and Islamic fundamentalist groups. The main opposition consists of Muslim groups that have been active since 1994, protesting against joblessness and the dissolution in 1975 of the National Assembly, an elected legislative body⁶.
- Social Problems and Control: The legal system in the Kingdom of Bahrain is based on a combination of Islamic law and English common law. The Shura Council discusses most potential laws before being put into effect⁷.

2.13.3 Gender Roles and Statuses

- Division of Labour by Gender: Bahraini women are responsible for all domestic work with small number of women employed in organisations i.e. 15% of workforce is female. This is beginning to change as more females are gaining access to education with foreign influence modifying the traditional views of women's roles. There were no women involved in the government in the past. But now, there are women representing the government offices. This means education has mainly changed the traditional views of the Bahraini people and this is part of a global change.
- Relative Status of Women and Men: In the Islamic tradition, women have a lower status than men and are considered weaker and in need of protection. Bahrain has been more liberal than other Arab nations in its treatment towards women. The first school for girls was inaugurated in 1928, nine years after the first boys' school. Now there are colleges and universities, which admit women in the Kingdom of Bahrain⁸.

⁵ Source: everyculture.com (2012)

⁶ Source: everyculture.com (2012)

⁷ Source: everyculture.com (2012)

⁸ Source: everyculture.com (2012)

2.13.4 Marriage, Family and Kinship

Arranged marriage is common but the couple have a chance to meet before they wed. It was traditional for girls to be married at 12 or 13 years of age but now tend to wait until they have finished their education and have a job. Upon marriage the groom pays a sum of money to the bride. Weddings are huge often with 500-600 guests. A wedding involves large meals, religious ritual, and a henna party in which the bride's attendants decorate her with elaborate patterns. Sometimes celebrations are mixed, but usually they are divided along gender lines⁹.

2.13.5 Socialisation

Boys and girls are raised separately and according to different standards. From an early age, girls have much more responsibility than their brothers, who have more freedom to play and amuse themselves. The Bahrain government provides free education. Primary school is for six years, intermediate school is for three years, and secondary school is for another three years. The literacy rate is approximately 85 percent: 89 percent males and 79 percent females¹⁰.

2.13.6 Etiquette

Traditional greetings in Bahrain are generally lengthy and involve asking about each other's health and family, although a man does not ask about another man's wife. Everyone stands when someone enters the room, and that person then makes the rounds, shaking hands. After shaking, one touches the hand to the heart in a gesture of affection. However, women and men can shake hands, but only if it is initiated by the woman. It is traditional upon visiting someone to be served coffee or tea. This custom includes visits to shops or offices. However, failure to make such an offer or failure to accept it is considered rude. This means that the Bahrainis also observed the old-fashioned or traditional greetings as part of their culture¹¹.

2.14 Brief Overview of the Literature

In Table 2.8, there is a brief overview of the literature, which presents findings on the factors of bureaucracy and organisational performance. It should be noted that researchers on bureaucracy and performance had contradictory findings (Crozier, 1964). This table presents the research gap between the extant research reviewed and the present research undertaking.

⁹ Source: everyculture.com (2012)

¹⁰ Source: everyculture.com (2012)

¹¹ Source: <http://www.everyculture.com/A-Bo/Bahrain.html>

| Previous Research | Present Research | Summary of the Gap |
|---|---|--|
| <p>Researchers on bureaucracy and performance had contradictory findings (Weber, 1947; Crozier, 1964).</p> | <p>Intends to develop a new conceptual framework and a thorough understanding of bureaucratic structures.</p> | <p>Some authors believed that the bureaucracy evokes the slowness, the ponderousness, the routine, the complication of procedures and the maladapted responses. However, they failed to underscore the needed reforms to improve performance.</p> |
| <p>The authors failed to underscore the needed reforms to improve performance (Crozier, 1964; Smith, 1994; Bohte, 2000).</p> | <p>This research explores the understanding of the phenomena on bureaucratic structures and its effect on organisational performance.</p> | <p>Bureaucracy is an adaptation to poor performance, so that when organisations recognise their failures, they often take action that, at least in the short run, generates more bureaucracy. This study will offer a framework based on the empirical evidence to be gathered.</p> |
| <p>Many researchers did not mention the impact of their findings on the performance level (e.g. Al-Awaji, 1971; Ali, 1996; Alshalan, 1991; Abualjadail, 1990; Al-Yahya and Vengroff, 2004; UNDP, 2002; 2003). Previous research focused mainly on five main bureaucratic factors which are: Rigid rules and procedures, hierarchical position, impersonal relationship, Transactional Bureaucratic Leadership and Transformational Bureaucratic Leadership (Weber, 1947; Beetham, 1996; Merton, 1940). All these factors have been investigated separately in the extant research (e.g. Al-Awaji, 1971; Ali, 1996; Alshalan 1991; Al-Yahya and Vengroff, 2004).</p> | <p>The present research will delve into five identified variables: bureaucratic structures, identified as:</p> <ul style="list-style-type: none"> • Rigid rules and procedures; • Hierarchical positions; • Impersonal relationship; • Bureaucratic Leadership. | <p>It is significant to include all of these factors together in one study. Thus, a comprehensive evaluation of bureaucratic on performance can be made.</p> |
| <p>Many authors did not contrast their finding in large private companies (Rabie <i>et al.</i>, 2004; Bozeman, 2000; Hall, 2010; Weber, 1947; Mouzelis, 1975; Bozeman, 2000).</p> | <p>Identification of the various implications of bureaucratic structures and their effect on performance will also be uncovered by the present study.</p> | <p>The relevant studies on the large government organisation were mostly focused on bureaucracy and problem associated with the collective organisation structure, procedures, protocols, and setting regulation in order to manage activities, however, they did not compare their findings with large private companies.</p> |
| <p>Successful private companies, such as McDonald's proved that bureaucracy could lead to better financial performance (Cordella, 2007; Knott's, 1993).</p> | <p>This study will also point out empirical evidence for how bureaucracy affects performance and how to improve it via recommendations in the government organisation.</p> | <p>Although bureaucracy seems to have a destructive effect on customers and employees, successful private companies, such as McDonald's proved that bureaucracy could lead to better financial performance. The present study will direct its focus on government organisations.</p> |

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| <p>Developed a model to minimise the negative impact of bureaucracy on organisation performance; however the model fails to meet the purpose of the study, the description of bureaucracy and organisation relationship was widely described in the literature. The absence of a valid model to evaluate the relationships between bureaucracy and organisation performance still exist (Smith and Meler, 1994; Andrews <i>et al.</i>, 2005). For instance, previous frameworks have not covered all the key factors of bureaucracy and have not combined them in a holistic way to study the effect of bureaucratic factors and their effect upon organisational performance (Chubb and Moe, 1988; 1990)</p> | <p>The present study will help improve organisational performance by introducing a new conceptual framework of bureaucratic structures as a result of empirical investigation.</p> | <p>Through extensive literature review, it was discovered a scarcity of research in this specific area of organisational performance elements like social responsibility, motivation, job satisfaction and decision quality. Thus, the main focus of this research is to explore the bureaucratic factors of government organisation that affect their performance and identify the most significant bureaucratic factors that influence them. Some authors have developed a model to minimise the negative impact of bureaucracy on organisational performance. However, the model fails to meet the purpose of the study, the description of the bureaucracy and organisation relationship, which was widely described in literature. The absence of a validated model to assess the relations between bureaucracy and the organisation performance still exists.</p> |
| <p>Studied the institutional feature of the public school system particularly its bureaucratic structure and democratic governance and found that the implementation has resulted in an ineffective organisation that depresses students' performance and leads to poor performance on the part of public schools, Thus, the remedy was to convert schools into more market based institutions with less bureaucratic and less democratic control (Chubb and Moe, 1988; 1990).</p> | <p>Identification of the various implications of bureaucratic structures and its effect on performance will also be uncovered but the present study will also propose conceptual framework to improve organisational performance in government organisations.</p> | <p>Researchers studied the institutional features of the public school system, particularly, the bureaucratic structure and democratic governance. It was found that the implementation has resulted in an ineffective organisation that depresses students' performance, which leads to overall poor performance of public schools. Thus, the remedy was to convert schools into more market based institutions with less bureaucratic and less democratic control. The present study aims to uncover this relationship based on bureaucratic factors and organisational performance.</p> |
| <p>Bureaucracy is an adaptation to poor performance, so that when organisations recognise their failures, they often take actions that, at least in the short run, generate more bureaucracy (Smith and Meier, 1994).</p> | <p>This study will generate a model that will form a basis for long run adaptation based on the loopholes and gaps identified by the present investigation.</p> | <p>The confluence of external restrictions, and maximum possible leadership influence, may range widely between specific performance criteria.</p> |
| <p>Based on Leadership Styles, critical organisational outcomes, such as satisfaction, organisational performance, group performance and commitment, have been associated with leadership styles (Weber, 1948; Burns, 1978; Goleman, 1995; Kirkpatrick and Locke, 1996).</p> | <p>The study will see the impact of bureaucratic leadership at the performance level.</p> | <p>The present study aims to validate the relationship between leadership styles and organisational performance. It takes the view that leaders should exhibit transformational and transactional behaviours to maximise their effectiveness.</p> |
| <p>Bureaucratic, Transformational and Transactional Leadership.</p> | <p>The study will see the impact of bureaucracy leader</p> | <p>The present study aims to validate the relationship between</p> |

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| <p>Empirical evidence offers support to the view that to exploit their efficiency. Leaders should show transformational and transactional behaviours (Al-Dmour and Awamleh, 2002; Javidan and Waldman, 2003; Bass and Avolio, 1990; 1994; Conger and Kanungo, 1987; House 1977).</p> | <p>based on Transformational and Transactional Leadership on the performance level.</p> | <p>leadership styles and organisational performance. It takes the view that leaders should exhibit transformational and transactional behaviours to maximise their effectiveness.</p> |
| <p>The Organisational Culture Out of a strong organisational culture, with a network of rules, standards, values, events, preconditions, regarding the way in which activities are carried out and people are treated (Hill and Jones, 2001; Ravasi and Schultz, 2006; Rosca and Moldoveanu, 2009; Bouchikhi and Kimberly, 2003; Dutton and Dukerich, 1991). Morgan (1997) argued that organisations must be viewed using a cultural lens and not just by looking at them simply as bureaucracies or hierarchies. Consequently, the limited researches on the subject paved the way to this undertaking in order to bridge the gap in the lack of a cultural lens, which might probably help government administrators, managers, policy makers and academics to help them to understand how bureaucratic factors affect the performance of government organisation (Darlington, 1996).</p> | <p>The study will see the impact of a bureaucratic Organisational Culture on the performance level. With this in mind, Hofstede's (1980) cultural dimensions have been selected primarily because some similarities and possible connections</p> | <p>Culture and organisational bureaucracy was perceived to be separate dimensions. The main reason for using Hofstede's cultural dimensions is to reflect on the bureaucratic factors and its impact upon organisational performance. With a cultural perspective, researchers can explore with better understanding the how's and why's of the organisation's way of life, how reality is created and how this reality is interpreted by various organisational stakeholders.</p> |
| <p>Claimed that the adherence to bureaucratic norms can hamper efficiency. It claimed that a strict hierarchical structure could hinder information flow, due to the direction of emphasis, from the top downwards. The transmission of information also requires effective channels of communication upwards from the grass roots of the organisation. They claimed that modern bureaucracy can be characterised by three features which all have negative effects on the organisations (Hierarchy, Depersonalisation, Bureaucratic rules) – Theoretical Framework of Beetham (1996), Sanders (1997), Merton (1940); Crozier (1964), and Thompson (1961).</p> | <p>The author has chosen the most prevalent features of Bureaucratic structures: Rigid rules and procedures, Hierarchical position and Impersonal relationships and combined them with two other variables (leadership and Bureaucratic organisational culture) that usually affect organisational performance.</p> | <p>This research focuses on impact of Bureaucratic factors on the governments' organisational performance issues such as: social responsibility, job satisfaction, and motivation and decision quality.</p> |
| <p>In the above criticisms on the bureaucracy, we can see that most of them argued the inefficiency produced by adherence to rigid rules and procedures. However, these studies failed to identify other empirical evidence that commonly leads to</p> | <p>The author has chosen the most prevalent features of Bureaucratic structures: Rigid rules and procedures, Hierarchical position, Impersonal relationship ,Transformational and Transactional Leadership</p> | <p>Adherence to bureaucracy can hamper efficiency hinder the information flow, whereas the transmission of information requires effective channels of communication upwards from the grass roots of the organisation. Most of the studies</p> |

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| <p>inefficiency and poor performance (Beetham, 1996; Sanders, 1997; Merton, 1940; Crozier, 1964; Thompson, 1961).</p> | | <p>argued the inefficiency produced by adherence to rigid rules and procedures. However, these researchers failed to identify other empirical evidence that commonly leads to inefficiency and poor performance.</p> |
| <p>To date, there are limited specific studies, which evaluate the relationships between bureaucracy and the government organisational performance in Bahrain (Al Wasat, 2012; Al Watan, 2012). Previous studies in Bahrain have only looked at other contexts such as, telecommunications, banking, universities, and oil and gas (Bahar, 2013).</p> | <p>This study is a pioneering one in the Kingdom of Bahrain that blends theoretical and empirical evidence in the field of bureaucracy and performance.</p> | <p>This study is important for exploring the bureaucratic factors that affect performance and identify the factors that are most significant in the overall government organisational performance and for proposing an effective bureaucratic factors framework for government organisations.</p> |

Table 2.8: Brief Overview of the Relevant Literature

2.14.1 Summary of the Gap Table

In this extensive literature review of the field of bureaucracy and organisation, this research thesis identified the following major gaps:

- **First**, the studies on the relationship between bureaucratic factors and organisational performance are limited. For example, the previous study has shown the relationship between bureaucratic factors and performance in some areas especially on financial performance, customers and employees (Bozeman, 2000; Cordella, 2007). However, no research has been done on the other government organisational performance dimensions such as social responsibility; job satisfaction and motivation and decision quality (Smith and Meler, 1994; Andrews *et al.*, 2005).
- **Second**, there is an absence of a validated model to evaluate the relationships between bureaucracy and organisational performance (Smith and Meler, 1994; Andrews *et al.*, 2005). For instance, previous frameworks have not covered all the key factors of bureaucracy and have not combined them in a holistic way to study the phenomenon of bureaucratic factors and their effect on organisational performance (Chubb and Moe, 1988; 1990).
- **Third**, previous studies focused mainly on five main bureaucratic factors, such as: (a) rigid rules and procedures, (b) hierarchical position, (c) impersonal relationship, (d) transactional bureaucratic leadership and (e) transformational bureaucratic leadership were studied separately (Al-Dmour and Awamleh, 2002; Javidan and Waldman, 2003; Bass and Avolio, 1990; 1994; Conger and Kanungo, 1987; House, 1977). Therefore, it is significant to include all of these factors together in one study.
- **Fourth**, the necessity to study bureaucratic factors in government organisations is timely. To further strengthen these ideas, the report that Bahrain ranked 56th out of a total of 117 countries in terms of being favoured by government officials was taken into account by the World Economic Forum (ESCWA, 2008). All these issues occurred because of the bureaucratic structure, which seriously affects government organisations. Therefore, integrative efforts should be undertaken by government to combat and limit the bureaucratic structure of the many government organisations in Bahrain (ESCWA, 2008). Moreover, the government of Bahrain has identified the need to explore the bureaucratic factors that affect their country. Sheikh Khalifa, the Prime Minister of Bahrain ordered an investigation of the perennial problems encountered by the government with bureaucratic structure. The re-engineering of organisational structures was recommended to improve their performance (Akhbar

Al-Khaleej, 2010; Al-Ayam, 2010). The findings revealed that there is a lack of studies, which evaluate the relationships between bureaucracy and government organisational performance in Bahrain (Al Wasat, 2012; Al Watan, 2012). However, the extant research studies undertaken in telecommunication, banking, higher education and oil and gas companies show negative results (Bahar, 2013). Therefore, this study explores the bureaucratic factors that affect their performance and identify the factors that greatly influence the overall government organisational performance. This is done because this is important so that a new effective bureaucratic factor model of government organisations can be proposed.

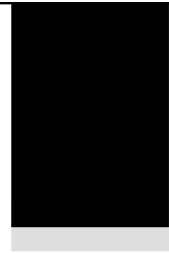
- **Finally**, Morgan (1997) argued that organisations must be viewed using a cultural lens, not just by looking at them as simply bureaucracies or hierarchies. However, limited research has been done to bridge the gap which is the lack of a cultural lens that could be of help to government administrators, managers, policy makers and academics to understand clearly how bureaucratic factors affect the performance of government organisation. With this in mind, this study aims to support this view and Hofstede's (1980) cultural dimensions have been selected primarily because some similarities and possible connections were noticed between these dimensions and the bureaucratic factors that affect organisational performance, and how this model reflected in the bureaucratic factors and its impact upon organisational performance.

With a cultural perspective, researchers can explore with a better understanding 'the how's and why's' of an organisation's way of life, how reality is created and how this reality is interpreted by various organisational stakeholders. Moreover, this understanding will lead to the interpretations of organisational life and organisational activities, thus leading to understanding organisations in their proper perspective so that stakeholders will have more informed choices. Furthermore, the research proposes the lens inspired by Hofstede's cultural dimensions also can become a tool to be used at the team level to control cultural impression, evolution of organisational standards and values as they apply to performance factors. This lens can also create a dialogue between leaders and employees for the benefit of the firm, to uphold the firm's value systems.

2.15 Summary

This chapter reviewed the extant literature on the concepts of organisations, their elements, design, characteristics, and structures. The specific themes that have been analysed are: Organisational Structure, Nature, Definition, and Types; Coordinating Mechanisms; The Elements of the Organisation; Organisational Flows; Organisation Design; Centralisation

versus Decentralisation; Factors and Situations Affecting Organisations; Types of Organisations; Bureaucratic Organisational Model: Brief Historical Background; The Bureaucratic Structure; Comparison of the Degrees of Bureaucracy in Public and Private Organisations; Advantages and Disadvantages of Bureaucratic Structure, and Bureaucratic leadership. The next chapter focuses on the propositions to be tested as regards to the bureaucratic structure: the impact of the bureaucratic factors on government organisational performance.



CHAPTER 3: Conceptual Model

3.1 Introduction

The previous chapter discussed and reviewed literature including empirical studies to present a clearer understanding of the research in context. Several major research studies related to the research in context have been identified that provide a clear picture of the research problems and its relevance to the present setting. This chapter presents the proposition of the present investigation based on the aim and objectives of the study. Based on the description of bureaucracy and organisation relationship, which is widely described in the literature, led the author towards developing a conceptual model. To achieve the aim and objectives of this thesis, the author takes forward the research gap developed earlier in Chapter_2.

3.2 Summary of Five Propositions and Link with Research Objectives

The conceptual framework of the study is based on the most important factors of the Weber (1947) model and their effects on organisational performance. The author selected the most important factors from Weber's model and studied their effect on organisational performance – this exercise was undertaken as previous research studies individually focused on five bureaucratic factors (Weber 1947; Beetham 1996; Merton 1940), whereas, this thesis research combined all the five factors into one study. These factors constitute the variables of the study, identified as: (a) rigid rules and procedures, (b) hierarchical position, (c) impersonal relationship, (d) bureaucratic transactional leadership, and (d) bureaucratic transformational leadership. The conceptual framework is a set of coherent concepts organised in a manner that makes them easy to communicate to others. It is a set of assumptions, values, and definitions under which the research is headed. Moreover, the studies on the relationship between bureaucratic factors and organisational performance are limited. For example, the previous studies have shown the relationship between bureaucratic factors and performance in some areas especially on financial performance, customers and employees (Bozeman, 2000; Cordella 2007).

However, to-date no research has been conducted on other government organisational performance dimensions such as: (a) social responsibility, (b) job satisfaction and motivation and (c) decision quality. Thus, the main focus of this research is to explore the bureaucracy factors related to the government organisation that affect their performance and identify the bureaucratic factors that mainly influence the overall performance of government organisations. In addition, there are limited specific studies, which evaluate the relationships between bureaucracy and the government organisational performance in the Kingdom of Bahrain (e.g. Al Wasat, 2012; Al Watan, 2012). Some of these research studies mainly focused on telecommunications, banking, universities, and oil and gas sector in the Kingdom of Bahrain (Bahar, 2013). The proposed conceptual framework utilised Hofstede's (1980) cultural theory to reflect on the bureaucratic factors and its impact on organisational performance, which aims to create a cultural lens. Schwartz (1994) identified similarities and connections between these dimensions and the bureaucratic factors that affect organisational performance. Table 3.1 illustrates the five propositions and their relationship to the objectives of the study. All propositions are developed from the extensive literature review in the field of culture, bureaucracy, organisations and performance.

| Proposition | Detail | Literature Basis | Research Objective |
|---------------|--|--|---|
| Proposition 1 | Rigid rules and procedures have an impact on the level of organisational performance of government organisations | Weber, (1949); Beetham, (1996); BTI, (2006); ESCWA, (2008) | - To critically review the literature and understand the area with a particular focus on the government organisations, in order to identify the bureaucratic factors. - To investigate the relationship between bureaucratic factors and organisational performance) via an empirical investigation. - To identify the most influential factors that impact the organisational performance through empirical investigation. - To explore the link between bureaucratic factors and organisational performance through the development of a conceptual framework based upon Weber (1947) model. |
| Proposition 2 | Hierarchical position has an impact on the level of organisational performance of government organisations | Merton, (1940); Weber, (1947); Beetham, (1996) | |
| Proposition 3 | Impersonal relationship has an impact on the level of organisational performance of government organisations | Merton, (1940) | |
| Proposition 4 | Transactional Bureaucratic Leadership has an impact on the level of organisational performance of government organisations. | Weber, (1947); McLelland, (1985); Kirkpartick and Lock (1991); Mahony <i>et al.</i> , (1965); Page and Tronow, (1987); Mintzberg, (1987) | |
| Proposition 5 | Transformational Bureaucratic Leadership has an impact on the level of organisational performance of government organisations. | Podsakoff <i>et al.</i> , (1990) | |

Table 3.1: Summary of the Five Propositions and its Relationship to the Objectives of the Study

- The *first* proposition proposes that the rigid rules and procedures affect the level of organisational performance of the Bahrain's government organisations. The

performance dimensions include: (a) social responsibility, (b) job satisfaction and (c) motivation and decision quality. Previous research studies identified that the rigidity and standardisation of bureaucracy have a negative impact on performance (e.g. Beetham, 1996; Hall, 2010). One of the reasons given by Beetham (1996) is that the negative impact is due to adherence to the rules that lead to inflexibility and red tape. Therefore, since the Bahraini government is adapting the bureaucratic structure, the author assumed that the rigid rules and procedures have a significant impact on performance.

- **Second**, hierarchical positions are proposed to have an impact on the level of Bahraini government organisational performance. This expectation is based on research by Beetham (1996) that identified a strict hierarchical structure can hinder the information flow, due to the direction of emphasis being from the top downwards. This situation affects the job satisfaction and motivation of employees. Thus, the hierarchical nature of the organisation does affect the performance (as discussed in Section 3.2.2).
- **Third**, impersonal relationships are proposed to have an impact on the level of organisational performance. Bureaucrats generally communicate from an impersonal position, not for them personally. They adopt a self-protective position towards official behaviour which is always inefficient (Merton, 1940). This behaviour affects the performance of the organisations especially in low job satisfaction and motivation and less of a sense of social responsibility among the leaders.
- **Fourth**, transactional bureaucratic leadership is about having an impact on the level of organisational performance of government organisations. Bureaucratic leadership is often characterised by individuals avoid making a decision when a decision is required. It affects the quality of decision-making among the leaders especially in critical situations. Moreover, the wrong decision also makes employees dissatisfied and demotivated. Therefore, based on this argument transactional bureaucratic leadership is expected to have an impact on the performance (Bass and Avolio 1990; Howell and Avolio, 1993).
- **Fifth**, this study proposes that transformational bureaucratic leadership has an impact on the level of organisational performance. This proposition is based on the five characteristics of Bass and Avolio (1994), which include transformational leadership. These characteristics include (a) charismatic, (b) idealised influence, (c) inspiration, (d) motivation, (e) intellectual stimulation and (f) individualised considerations. Several researchers (e.g. Bass and Avolio 1990; Howell and Avolio, 1993) supposed that transformational leadership has a positive impact on performance. This

characteristic leads to better decisions from the leader in order to increase job satisfaction and motivation among the employees.

All these propositions are based on Hofstede's (1980) cultural dimensions, which correspond to each relationship. In this way, a cultural dimension offers a link that illustrates how structure relates to operations and performance issues because it highlights not just individual behaviour but also how it becomes a collective behaviour to create organisational culture. Hofstede's theory was selected because some similarities and possible connections were noticed between the cultural dimensions and the bureaucratic factors that affect organisational performance. The research proposes the lens inspired by Hofstede's cultural dimensions that can also become a tool to be used at the team level to control cultural impression, evolution of organisational standards and values as they apply to performance factors. This lens can also create a dialogue between leaders and employees for the benefit of the firm, to uphold the firm's value systems. This view supported the author in exploring and better understanding the how's and why's of an organisation's way of life. The details of the objective of this study have been stated in Chapter_1.

3.3 Proposed Conceptual Framework

The conceptual framework for this research is developed as a result of the discussions carried out so far, and further validated during the empirical fieldwork. This framework serves as a roadmap to explain the phenomenon in context. The visual representation of the conceptual framework is shown in Figure 3.1. As shown in the figure, the outcome of the five propositions from the bureaucratic factors is the organisational performance based on goal attainment approach, such as: (a) social responsibility, (b) job satisfaction and motivation, and (c) decision quality. To deepen the understanding of bureaucracy and its impact upon organisational performance, the Hofstede's cultural dimensions were applied in order to discover how culture defines the bureaucratic structure. Hofstede's work offers a powerful place to start analyses from which the lens can form and become a tool for management to use and enhance strategies toward upholding the values of the firm (Brink, 1991; Goffee and Jones, 1998). This is in line with Morgan's (1997) recommendation that organisations must be viewed using a cultural lens, not just looking at it as simply bureaucracies or hierarchies because they are organic, living collectives, focused upon one goal of business success.

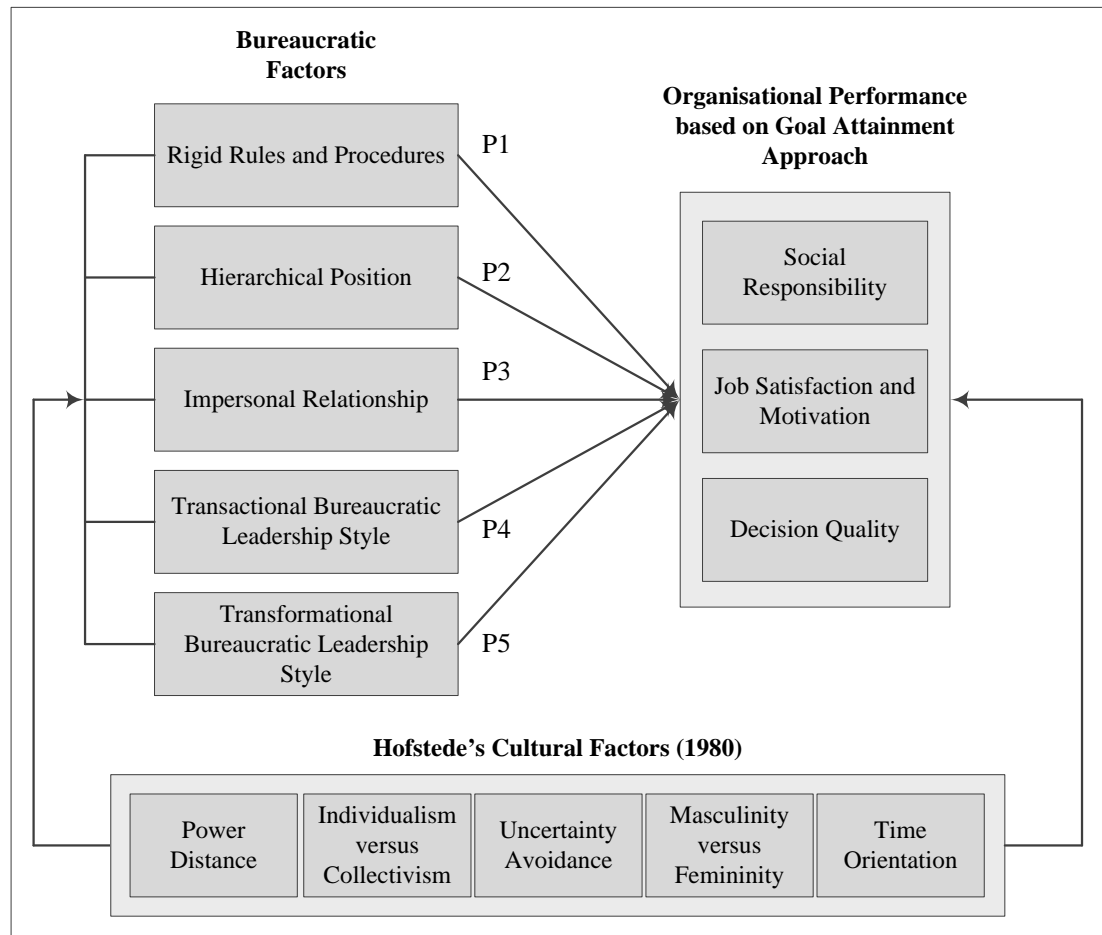


Figure 3.1: Proposed Conceptual Framework

The cultural dimensions of Hofstede's model (1980) were selected because of some similarities and possible connections between the dimensions and the bureaucratic factors that affect organisational performance. These connections start when the dimensions are explored within the cultural context needed by the business. Further analyses or cultural lens can be developed to offer leaders a better view of their direct environment but more so, how the organisation behaves because of its people and their culture (Brink, 1991; Goffee and Jones, 1998). This view supported the author in better understanding '*the how's and whys*' of *Bahrain's organisations*' way of life is. Thus, the main reason for using Hofstede's cultural dimensions is to reflect on the bureaucratic factors and its impact upon organisational performance.

The paradigm in Figure 3.1 depicts the conceptual framework of the study.

- **Proposition 1:** Rigid rules and procedures have an impact on the level of organisational performance of government organisations base on (social responsibility; job satisfaction and motivation; decision quality).

- **Proposition 2:** Hierarchical position has an impact on the level of organisational performance of government organisations base on (social responsibility; job satisfaction and motivation; decision quality).
- **Proposition 3:** Impersonal relationship has an impact on the level of organisational performance of government organisations base on (social responsibility; job satisfaction and motivation; decision quality).
- **Proposition 4:** Transactional Bureaucratic Leadership has an impact on the level organisational performance of government organisations base on (social responsibility; job satisfaction and motivation; decision quality).
- **Proposition 5:** Transformational Bureaucratic Leadership has an impact on the level organisational performance of government organisations base on (social responsibility; job satisfaction and motivation; decision quality).

Figure 3.2 illustrates the bureaucratic factors, namely: (a) rigid rules and procedures, (b) hierarchical position, (c) impersonal relationship, (d) transactional bureaucratic leadership style, and (e) transformational bureaucratic leadership style. As claimed by Weber (1949), bureaucracy is the most efficient form of organisation. The efficiency is derived from the characteristics including the hierarchy of authorities, and the system of rules and control of the action of individuals in the organisation. As presented in Figure 3.2, the first box represents rigid rules and procedures, and other bureaucratic factors as variables of the study. In the literature, bureaucratic organisations are described as inflexible, monolithic institutions with uncaring employees who create red tape. Furthermore, the employment of experts, who have their specific areas of responsibility and the use of files, can ensure an amalgamation of the best knowledge and a record of past behaviour of the organisation. However, there were still several other scholars criticising this form of organisation. They claimed that the rigidity and standardisation of bureaucracy is not suitable for the modern organisation, which needs the flexibility to adapt to changes in the environment. They also claim that bureaucracy is inherently pathological; some scholars view bureaucracy in a more neutral approach and believe that bureaucracy is an inherently efficient form of organisation.



Figure 3.2: Bureaucratic Factors, Organisational Performance based on Goal Attainment Approach and Hofstede's (1980) Cultural Dimensions

3.3.1 Rigid Rules and Procedures

A number of researchers and scholars have criticized this form of organisation. They claim that the rigidity and standardisation of bureaucracy is not suitable for the modern organisation, which needs the flexibility to adapt to the change of environment. For example, Hall (2010) examined the dimensions of the bureaucratic concept drawn from Weber's model as follows: (a) division of labour based on functional specialisation, well-defined hierarchy of authority, system of rules and procedures covering the rights and (b) duties of positional incumbents, system of procedures for dealing with work situations, the impersonality of interpersonal relations, promotion and selection for employment based upon technical competence. Moreover, Beetham (1996) pointed out that the principles of bureaucratic organisation produce significant dysfunctional effects, which become more accentuated when more rigorous principles are applied.

3.3.2 Hierarchical Position

The literature analysis revealed the fact that the bureaucratic organisation is structured into a continuous hierarchy where each level is controlled by the level above it. Each hierarchical position exists in its own right and job holders have no rights to a particular position.

Responsibilities within each level are clearly delineated and each level has its own sphere of competence. An appointment to an office, and the levels of authority that goes with it, are based solely on the grounds of technical competence (Weber, 1947). Beetham (1996) also claimed that a strict hierarchical structure can hinder information flow, due to the direction of flow being from the top downwards. Clearly the transmission of information also requires effective channels of communication upwards from the grassroots of the organisation. A further defect of hierarchies is that they are constructed in a pyramidal fashion, narrowing as they approach the summit. This shape can create potentially enormous problems of overload and blockage in processing information in the opposite direction.

3.3.3 Impersonal Relationship

The literature analysed highlights different views on the characteristic of modern bureaucracies, which is the separation of the bureaucrat's person from the position or office he/she holds. The depersonalised bureaucracy can be traced to the attempts by central governments to strengthen their power by appointing new bureaucrats. However, depersonalisation can be easily degraded into dehumanisation. It frequently leaves the bureaucracy with the appearance of an unfamiliar, inhuman machine that is frightening to the customer or citizen. Since such bureaucrats speak from an impersonal position, not for themselves personally, they are more likely to be callous and unfriendly. The best known critical commentary on Weber's theory of bureaucracy is Merton (1940)'s essay titled, "*Bureaucratic Structure and Personality*". Merton (1940) used the term "*dysfunctional*" to describe bureaucratic behaviour. He viewed bureaucratic structures as conducive to efficiently conduct general but prone to self-protective behaviour on the part of officials, which is often inefficient. According to Merton (1940) bureaucracy requires people to strictly adhere to rules and procedures so as to achieve its effectiveness. This means that it can easily transform rules into absolute or meaningless requirements, as it makes the people adapt to the change of environment. As a result, the original goal of the rule may be adapted after a change of environment and this rule may become an end in itself.

3.3.4 Transactional Bureaucratic Leadership

The term "*bureaucratic leadership*" is an oxymoron like: military intelligence, compassionate conservative and constant change. One does not need to be a leader in the classical sense. In fact, it is the absence of effective bureaucratic leadership that bedevils some large organisations today (Weber, 1947). Much of the leadership research covers leader

traits, such as: behaviour, power, influence, and situational approaches (e.g. McClelland, 1985; McClelland and Burnham, 1976; Miner, 1986; Bray *et al.*, 1974; Kirkpatrick and Locke, 1991; Mahoney *et al.*, 1965; Page and Tornow, 1987; Mintzberg, 1973; Hemphill and Coons, 1957). In recent years, academic researchers have attempted to streamline and integrate these approaches, and many studies are focusing on identifying the characteristics and value of transformational and transactional leadership styles (Podsakoff *et al.*, 1990; Yammarino *et al.*, 1993; Hult *et al.*, 2000). Based on the analysis of these studies, the author claims that these studies support the proposed propositions 4 and 5.

3.4 Organisational Performance Based on Goal Attainment Approach

Goals and objectives provide organisations with a blueprint that establishes a course of action and supports in preparing for forthcoming changes. A goal can be defined as a future state that an organisation or individual strives to achieve. For each goal that an organisation sets, it also sets objectives. An objective is a short-term target with measurable results. If there are no clearly defined goals and objectives, the organisation will have trouble coordinating activities and forecasting future events. According to Barney and Griffin (1992), organisational goals serve four basic functions, e.g.: (a) they provide guidance and direction, (b) facilitate planning, (c) motivate and inspire employees, (d) help organisations evaluate and control performance. Organisational goals inform employees where the organisation is moving towards and how it plans to get there. If the employees need to make difficult decisions, they can refer to the organisation's goals for guidance. Employees often set goals in order to satisfy a need, thus, goals can be motivational and increase performance. Evaluation and control allows an organisation to compare its actual performance to its goals and then make any necessary adjustments.

According to Locke and Latham (2002) goals affect individual performance through four mechanisms, such as:

- **First**, goals direct action and effort toward goal-related activities and away from unrelated activities.
- **Second**, goals energise employees. Challenging goals lead to higher employee effort than easy goals.
- **Third**, goals affect persistence. Employees exert more effort to achieve high goals.
- **Fourth**, goals motivate employees to use their existing knowledge to attain a goal or to acquire the knowledge needed to do so.

Research suggests that individual differences play a role in determining goal effectiveness. Individuals may differ in their goal orientations, priorities, and self-regulation ability. Barney and Griffin (1992) suggest that an individual's goal orientation may influence goal effectiveness. Employees with a learning orientation desire to acquire knowledge and skills, whereas employees with a performance goal orientation focus on the outcome rather than the achievement process. While employees with a learning goal orientation view goals as a challenge, employees with a performance goal orientation may view goals as a threat. According to Locke and Latham (2002), goals are more effective for individuals with a learning goal orientation. Personal and organisational goals are not always congruent. For example, as the number of two-income families' increases, work-family conflicts increase. Employees now have to balance professional and personal goals. An employee's desire to achieve personal goals may affect his or her motivation to achieve organisational goals. When organisations and personal goals are not aligned, it may have a detrimental effect on performance. Self-regulation training can provide employees with an opportunity to set specific high goals, to monitor ways the environment may hinder goal attainment, and to identify and administer rewards for making goal progress, as well as punishments for failing to make progress (Locke and Latham, 2002).

When choosing goals and objectives, there are several approaches an organisation can take. Three common approaches are the: (a) top-down approach, (b) bottom-up approach, and (c) interactive approach. In the top-down approach, goal setting begins at the top of the organisation. Management by Objectives (MBO) is a commonly-used a top-down approach. This approach focuses on coordinating the goal setting, incentives, and feedback. Studies suggest that approximately 50 per cent of large organisations currently use or have used MBO. First, upper level managers (such as the CEO and other executives) establish the organisational mission and then determine strategic goals. The strategic goals determine the tactical goals and objectives as they are passed down to the next level of management. The tactical goals in each department dictate the operational goals and objectives to individual employees. On the lowest level, the supervisor and the employee agree upon performance objectives, as well as how goal attainment will be measured. This gives the supervisor a chance to address employee concerns or potential obstacles to goal achievement. When the next evaluation occurs, the supervisor and subordinate meet to assess to what extent performance objectives have been met.

The top-down approach has several advantages. It helps guarantee that the goals and objectives of the organisation are directly tied to and support the mission statement. It increases the likelihood that ambitious goals set by upper-level managers will trickle down to

lower levels of the organisation. Ambitious goals will be set for everyone in the organisation. However, the top-down approach has several disadvantages. Oftentimes, members of upper-level management are so far removed from the day-to-day activities of the employees that the goals may be overly ambitious and unrealistic. Goals set at the top of the organisation do not change as quickly with the organisation, so they are not as flexible as the goals set at the bottom of the organisation. Finally, the top-down approach does not always involve employee participation in the goal-setting process. Thus, employees may not have a sense of ownership (Locke and Latham, 2002).

The bottom-up approach begins at the lower levels of the organisation. Individuals at the bottom of the organisation chart set the goals and objectives for members directly above. The operational goals and objectives determine the tactical objectives, which in turn determine the strategic goals and objectives. Finally, the organisational mission is defined according to the guidelines set by the employees. Goals determined by bottom-up goal setting are likely to be more realistic than those set at the top of the organisation. They are more flexible and reflect the current situation of the organisation (Locke and Latham, 2002). Finally, goals created by all levels of the organisation, and by all types of employees, are more likely to encourage employee commitment. There are disadvantages to bottom-up goal setting. Goals and objectives formulated by bottom-up goal setting are not always in line with the organisation's mission. Often, organisations that use a bottom-up approach lack clear direction and focus. There is no hierarchical alignment with the goals of the organisation. Another disadvantage of this type of goal setting is that the goals created by employees are not always challenging and ambitious. According to Locke and Latham (2002) the, studies on goal setting have shown that challenging (yet realistic) goals are more motivational.

The third approach to goal setting is interactive. It is a process by which employees at different levels of the organisation participate in developing goals and objectives. The top level of the organisation begins by developing a mission statement. Managers at different levels and departments of the organisation then come together and determine the strategic goals. Subsequently, discussions regarding the tactical goals and objectives decide upon by including lower-level managers and supervisors. Finally, individuals contribute to the process of defining their own operational goals and objectives. This approach to goal setting involves the consensus of many different levels of management and frontline employees. The interactive goal setting involves discussion and cooperation between management and employees. The interactive approach enjoys the same advantages as bottom-up goal setting without many of the disadvantages. The goals are more realistic and current than in the top-down approach (Locke and Latham, 2002). This involves cooperation at all levels, employees

feel valued and important. Employee commitment towards the organisation, as well as the goals is increased. Input from upper management helps to ensure that the goals are challenging and ambitious. This increases motivation. There are however, a few disadvantages to the interactive approach. It is very time-consuming because of the cooperation and consensus involved. It is also difficult to manage and maintain. If managers do not stay actively involved, it can quickly turn into a top-down or bottom-up approach with the disadvantages of each.

3.4.1 Feedback and Evaluation

Employees should be provided with specific performance-related feedback to help them determine if they are achieving their goals. Frequent feedback is beneficial because it allows employees to adjust their level of effort to achieve their goals. Feedback from management should consistently be provided. However, feedback can also come from co-workers or customers. It may be in the form of tallies, charts, or graphs that depict performance over time. Feedback not only allows employees to assess their accomplishments, but it also provides them with the continued motivation to achieve their goals. Not only the employees are evaluated, but goals should be evaluated periodically. As organisations face many changes, goals need to be flexible enough so that organisations can respond to dynamic environments. Goals that were set at the beginning of the year may not be realistic at the end of the year. When organisations set goals that are unattainable or unrealistic in the long or short run, employees become unmotivated. When evaluating the appropriateness of a goal, managers should determine whether or not the goal covers the most important aspects of performance.

Objectives should be measurable and specific. They should be linked to rewards that are valued by employees and associated with specific time periods. Goal setting is a commonly used motivational approach. Numerous studies have shown that that goal setting is related to profit and performance. Organisations that set goals experienced higher levels of annual profit than those that did not. Therefore, goal setting is a powerful way to increase organisational effectiveness and employee performance. While goal setting is advantageous to organisations, as well as employees, it is not an easy process to undertake. Managers sometimes underestimate the difficulty involved in setting goals. They are attracted to the benefits without understanding the limitations. Often the benefits are training courses on how to set goals, as well as a continuous follow-up process that involves all areas of the organisation. Follow-up and refresher courses are often necessary to keep employees and managers focused on the goal-setting process. By offering courses that involve both

managers and Frontline employees, organisations are able to increase the level of consensus when it comes time to define goals.

3.4.2 Social Responsibility

3.4.2.1 Corporate Social Responsibility

The majority of research on Corporate Social Responsibility (CSR) is based on financial performance, consumer behaviour and its effects on the environment. Researchers such as Alexander and Buchholz (1978), Cochran and Wood (1984), Stanwick and Stanwick (1998), and Arx and Ziegler (2008) studied the relationship between CSR and corporate financial performance. Many studies have supported the positive effects of CSR on consumer behaviour including Brinkman and Peattie (2008) and Ali *et al.*, (2010). Heslin and Achoa (2008) also emphasized the strategic significance of CSR for corporate success. However, little research so far has focused on employee's perceptions towards CSR and its influence on their organisational commitment. On the other hand, companies are also worried about high employee turnover, employee absenteeism and low employee motivation towards work and loyalty to the organisation. Research studies on employee behaviour and CSR have suggested that CSR builds strong employee bonds with corporations to achieve better employees and organisational performance (Alexander and Buchholz, 1978; Cochran and Wood, 1984; Stanwick and Stanwick, 1998; McWilliams and Siegel, 2001; Arx and Ziegler, 2008). Moreover, Heslin and Achoa (2008) also emphasized that the strategic significance of these studies have also confirmed the positive effects of employee commitment to organisational performance. Committed employees are considered as Critical Success Factors (CSF) for any organisation.

However, to develop sound relationships with employees organisations are using CSR as a strategic tool. CSR is being utilised to establish a good association not only with external stakeholders, but also internal stakeholders as well as, for example, the employees. Likely several other studies have supported the positive effects of CSR on consumer behaviour (e.g. Brinkman and Peattie, 2008; Ali *et al.*, 2010). Heslin and Achoa (2008) also emphasized the strategic significance of different variables including organisational performance, consumer behaviour, investor behaviour and employee behaviour. Moreover, researchers also focused on the effects of the disclosure of CSR on various stakeholders. This thesis research introduced a model which combines CSR, employee organisational commitment and organisational performance. Studies have proven that CSR supports employee organisational

commitment, but not as much as employee job satisfaction. According to Stawiski *et al.*, (2010) good deeds of corporations motivate employees to discuss with others outside organisations and feel a strong sense of belonging to the organisation.

Stawiski *et al.*, (2010) also proposed that in order to yield maximum benefits of CSR, employees should be involved in decision-making e.g. which actions should be undertaken relating to the environment, community and employees themselves. The more employees are influenced by CSR actions, the higher their organisational commitment. This will enhance their productivity. If the majority of employees are committed to the organisation and performing at a higher level, there will be a positive influence on organisational performance. Moreover, CSR itself is having positive effects on organisational performance by building a positive reputation for the corporation with other stakeholders including: customers, investors, suppliers, government, which results in favourable decisions with these stakeholders in respect of the corporation. The ‘doing good’ reputation also provides many competitive advantages to the corporations, which again impacts positively on organisational performance. The nexus between CSR and employee commitment, CSR and organisational performance and organisational commitment and organisational performance has been investigated by many researchers in different studies.

3.4.2.2 Job Satisfaction and Motivation

Job satisfaction is a positive feeling an individual has towards his or her job (Daft, 2003). It is an inherent feeling that one’s talents are being fully utilised and that his/her contribution is impacting society, while at the same time, personal growth-needs are being met. Job satisfaction has also been defined by Mullins (2005) as being “*more of an attitude, an internal state it could be associated with a personal feeling of achievement, either quantitative or qualitative*”. Mullins further stated that the concept of job satisfaction is regarded as complex and multifaceted phenomenon. Mullins (2005) has also explained job satisfaction as “*a complex construct and is often measured as a global attitude of an employee toward his or her work*”, i.e. the employee is either satisfied or dissatisfied with the job. On the other hand, Spector (1997) articulated the belief that an employee’s level of satisfaction can differ with specific aspects of the job. He (*ibid*) identified a number of variables that underlie this construct. These elements have been classified into five distinct dimensions: (a) satisfaction with work attributes (the nature of the work, autonomy, responsibility), (b) rewards (pay, promotion, recognition), (c) other people (supervisors, co-workers), (d) organisational context (policies, promotion opportunities, procedures, working

conditions), and (e) self or individual differences (internal motivation, moral values) (Spector, 1997).

Motivation has been defined as “*a decision making process through which the individual chooses desired outcomes and sets in motion the behaviours appropriate to acquiring them*” (Huczynski and Buchanan, 1991). Motivation has also been considered from a theoretical perspective that has been proposed by Maslow and Herzberg. The assumptions and perspectives that managers have about the concept of motivation are likely to affect how they are able to employ it to motivate and reward their employees. Daft (2003) distinguishes some perspectives on employee motivation e.g. (a) human relations approach, (b) human resource approach and (c) the contemporary approach.

3.4.2.3 The Meaning and Concepts of Job Satisfaction and Motivation

From the 1960's through to late 1980's, management theorists have studied the subject of job satisfaction from several different angles and have tried to find ways to create a contented labour force or “*one less concerned with money rewards and less inclined to unionise*” (Beardwell *et al.*, 2004). Job satisfaction is a psychological concept that refers to job related attitudes and characteristics such as pay and rewards, policies, leadership behaviour, management styles and co-workers. These characteristics are influenced to a large extent by a person's disposition. For example, extroverted individuals have been found to experience greater job satisfaction. This was evident in the work done by Boudreau *et al.*, (2001) who examined the role of personality and cognitive ability on the job search process of 1900 high-level United States business executives. On the other hand, motivation according to Daft (2003) refers to the “*mainspring of behaviour; it explains why individuals choose to expend a degree of effort towards achieving particular goals*”. Studies on motivation are therefore concerned with why people behave in a certain way. Motivation is considered a complex subject that is also influenced by numerous variables. It is considered very personal and internally driven by a variety of changing and often conflicting needs. Davidman (2004) on the subject of motivation advances that “*motivation views the commitment of the individual to work and to his work place from the point of view of factors originating within himself, from the point of view of individual needs, likes and preferences*”.

According to Daft (2003) motivation refers to “*the forces either within or external to a person that arouse enthusiasm and persistence to pursue a certain course of action*”. He goes on further to explain that people have basic needs like food, security and achievement, which translate into an internal tension that motivates the individual to exhibit specific behaviours to

fulfil these needs. The satisfaction derived from the behaviour that produced that desired outcome is considered the reward. Daft (2003) further explains the nature of the rewards as being two fold, intrinsic and extrinsic rewards. Unsurprisingly understanding how motivation fully works is a challenge for managers because it differs for each individual. Although different theories have been postulated on motivation, it remains elusive but it is still essential that managers, and organisations for that matter, pay attention to its workings and applications if they are to get the best out of their employees. Even though various arguments have been made by authors like McKenna (1999) as to the relevance of such motivational theories, Linstead *et al.*, (2004) viewed the word 'motivation' cannot easily be dropped from the management lexicon. These theories have helped to demonstrate many motives influence the behaviour of people at work.

In addition, these theories provide a framework that managers can draw upon to motivate and reward their staff in order for them to work willingly and effectively. Spector (1997) positions circumstances affecting job satisfaction into two categories: (a) the job environment and (b) factors related to the job. This includes the nature of the job, relationships among people in the work place and how people are treated by their supervisors and reward systems. Arvey *et al.*, (1989) also provided supporting evidence that emotionally stable people who are able to view their environment in a positive way are likely to be more satisfied with their jobs and vice versa. Arvey *et al.*, (1989) studied work which involved using 34 sets of twins, who were reared apart from an early age. They concluded that the way individuals view their work environment can affect their attitude and motivation, hence level of satisfaction. Furthermore, the individual factors that a person brings to the job including the individual's personality and experiences influenced people's behaviour. The notable list is: other people, the presence and quality of management control systems and types of reward systems and their effectiveness. Additionally, the type of work a person does, the working environment, the size of the organisation and the culture prevailing within the organisation can also affect people's behaviour with relationship to other people and it is considered a critical factor (Arvey *et al.*, 1989).

3.4.2.4 Organisation & Management Perspectives on Job Satisfaction and Motivation

In early 1900s, most manufacturing companies followed the scientific management approach proposed by Taylor where mental work is separated from physical work. Taylor therefore advocated training workers in a standard way. This however, fails to recognise the individuality of people and how to satisfy their needs. In practice, organisations match their strategies to their goals (Buchanan and Huczynski, 1991). For example, managers are faced

with the dilemma of how to satisfy and motivate their staff and which motivational theories employ to suit their individual employees and at the same time ensuring that organisational policies and boundaries are not over stepped. On the other hand, employees are also expecting that the organisation satisfies their needs or expectations for which they have joined the organisation. Daft (2003) referred to this psychological contract that exists between employees and their organisations when he stated that different groups within an organisation have different goals and aspirations. Management therefore requires skills and understanding of these diverse goals to bring about a coordinated approach and to realise organisational goals through employees. This coordination will ensure that both workers and management expectations are not compromised. Providing job satisfaction is one of the functions of management that is essential in ensuring total commitment to the organisation.

The traditional views of job satisfaction and motivation were based on the traditional management practices popularly known as “*scientific management*”. In the twentieth century, Taylor was believed to be very instrumental in this practice of management (Daft, 2003). The termed theory X by McGregor in later writings, Taylor blamed inefficiencies in organisations on poor management who did not know the best method of working. Taylor also believed that it was rational for individuals to restrict their output (termed soldiering) to a minimum, but seeking maximum reward. He therefore, advocated the separation of mental work and physical work. Taylor believed that people were ‘economic’ beings whose only source of satisfaction and motivation was working for money. He therefore proposed the use of financial economic incentives, which was then referred to as “*Pay Based Reward (PBR)*”, currently referred to as Performance Related Pay (PRP). This meant that workers have to work hard and depend on their skills and abilities to achieve greater economic reward. Although the scientific management ideology has received criticisms, aspects are still employed in most organisations (Cole, 1996).

3.4.2.5 Contemporary Views on Job Satisfaction and Motivation

Current contemporary views on job satisfaction and motivation were those proposed by the human relations movement, most were written in the 1920s and 1930s. They took a more humanitarian approach by looking at man as a ‘social’ being who deserves to be treated fairly. Hence managers needed to promote a good relationship with their subordinates at the same time endeavouring to meet their material, social and financial needs. There was a second wave of writers known as the ‘Neo-human relations writers’. Notable among them were Argyris and McClelland. Their theories were classified into two main groups: content and process theories. There were however, individual contributions that did not fall under

either group. McClelland puts forward a critique of Taylorism, which he called “*Theory Y*”. He criticised autocratic management styles. This stated the following: (a) there is no inherent dislike of work, although an established way of doing work may be found to be not appropriate, and (b) people are able to direct and control themselves when they are committed to particular objectives. The extent of people’s commitment to work is believed to be linked to reward expectation. McClelland’s view was that rewards people expected are not only monetary, but also relates to the satisfaction of higher order needs such as self-esteem, which is emphasized in Maslow's hierarchy of needs.

3.4.3 Decision Quality

Performance measures shall enhance the performance of companies by directing the attention of decision makers towards the achievement of organisational goals. Therefore, goal congruence is regarded in the literature as a major factor in the quality of such measures. As reality is affected by many variables, in practice one has tried to achieve a high degree of goal congruence by incorporating an increasing number of these variables into performance measures. However, a goal congruent measure does not lead automatically to superior decisions, because decision makers’ restricted cognitive abilities can counteract the intended effects. Performance measures shall ensure a high level of decision makers’ decision quality by directing their attention and actions towards aspects of reality, which are relevant to organisational goals (Neely *et al.*, 1997; Amaratunga and Baldry, 2002). In this context, the literature addresses the following three problem areas:

- The *first* area encompasses the congruence between performance measures and economic reality (e.g. Kerr, 1975; Prendergast and Topel, 1993). There is consensus that in order to achieve a useful performance measure, congruence between this measure and the relevant parts of reality (however defined) should be as high as possible (Baker, 2002; Bouwens and van Lent, 2006). Since reality is affected by many variables, a large number of them should be incorporated into performance measurement systems. The Balanced Scorecard is a prominent example of this trend (Kaplan and Norton, 1992; 1996; Bessire and Baker, 2005). Second, more and more information is condensed into a single measure. The shareholder value discussion is a recent example of this development (Stewart, 1991; Stern *et al.*, 1995), as measures like the economic value added to incorporate many elements. In general, the literature accepts this increase in complexity of performance measurement as an inevitable side-effect of its improvement.

- The *second* area addresses the user of performance measures. From this behavioural point of view, the influence of complexity on the efficiency of performance measurement is regarded as ambiguous. A user's limited information-processing capabilities might counteract the intended positive effect of goal congruence on decision quality. The simultaneous presentation of many measures can cause information overload. The mentioned rise of information condensation increases the need for interpretation that in the case of cognitively-restricted decision makers can lead to misinterpretation (Hopwood, 1974). In essence, according to this body of literature, complexity in performance measurement can compromise decision quality considerably.
- Finally, the *third* area concentrates on the linkage between performance measures and incentive systems (e.g. Otley, 1978). This aspect is mainly addressed in the agency-theoretical literature (Araya *et al.*, 2006). This virtually ignores the effect of complexity? This neglect is reasonable with respect to rational decision makers, who are free of cognitive restrictions. In contrast, in the case of cognitively restricted decision makers, complexity affects the usefulness of performance measures.

Therefore, it might also become an important obstacle to the effectiveness of incentive systems that are linked to these measures. In summary, a high degree of goal congruence is accepted as important to achieve effective performance measures. Yet, goal congruence is accompanied with a certain degree of complexity, which in turn might counteract the positive effects of goal congruence due to decision makers' cognitive restrictions. Conversely, as the discussion of the literature with respect to the second area of problems exhibits, this tension has already been analysed, yet from a rather static point of view. Decision makers are engaged in long-term decision processes using the same performance measures repeatedly. This fact raises the question, how the tension between goal congruence and complexity might influence decision makers' learning and the improvement of their decision quality over time? As the discussion on the third area of the problems shows, the influence of the tension on the long-term effectiveness of incentive systems linked to performance measures needs further analysis with special emphasis on cognitive-restricted decision makers.

3.5 Bureaucracy in Bahrain

As mentioned in Chapter_1, competition in today's global economy has changed the structure and operation of various organisations to meet the new demands of the fast evolving economic environment (Porter *et al.*, 2006). Organisational development focuses on the need to modify the structure and operation of government organisation in order to meet the high

expectation from the citizens towards the government services. Consequently, this kind of problem is manifested in the government organisations for the Kingdom of Bahrain, which remains rooted in their cultural i.e. the Arab heritage. This was evident in the bureaucracy Transparency Index (2006) that made a report on shaping change strategies in Bahrain. The King of Bahrain initiated an ambitious reform process that introduced policies of political and economic liberalisation. The reform process helped to end years of civil unrest that had plagued the island state in the 1990s. The speed of reforms was impressive, exiled political activists were invited to return and political prisoners released. The “*National Action Charter*”, a document outlining the re-institution of constitutional and parliamentary life, was submitted to a general referendum in 2001.

The voting process included women for the first time. Political societies were permitted as party substitutes and civil society was allowed to flourish. The BTI (2010) reports further that Bahrain maintains a functioning administrative structure throughout the country. Its staleness is not questioned by any group, nor is the state’s control on the use of force contested. The concept of Bahraini citizenship, however, still causes political controversy. Parliamentarians and civil society actors raise complaints about the granting of citizenship to nationals of Arab and Asian countries who have served in the armed forces (Bertelsmann Stiftung, BTI 2010). For the past twenty years, distrust between Islamist actors of both sects has been prevalent. One of the positive effects of parliamentary life is that both sides have engaged in debates over questions of general interest. Moreover, even actors in sectarian-religious associations generally emphasise moderation and dialogue. The political leadership is pursuing a program of democratisation in principle, but their understanding of democratisation seems to differ somewhat from general usage. In fact, the reform process aims at allowing for a higher level of pluralism and participation, modernising state institutions’ effectiveness, enhancing the rule of law, accountability and transparency. This means, it will deal with issues of good governance in the Kingdom of Bahrain, even within that general framework.

A lack of consensus within the ruling family limits the leadership steering capability. Members of the political elite occasionally embark on contradictory policies, which sometimes end in stalemate. This problem is pronounced when it comes to civil liberties. In 2004, the “*old guard*” has attempted to use opportunities to further curb civil liberties, as proven by the government campaign against a human rights activist (Bertelsmann Stiftung, BTI 2010). Furthermore, Khalifa Bin Salman Al Khalifa, the Prime Minister of Bahrain, tried in vain to curtail the rights to public demonstrations. The King stepped in indirectly; he ordered the release of detained activists from custody and he has dismissed some anti-reformists. A way of circumventing the prime minister-led government has been the tool of

the “*National Dialogue*” on contentious questions. The King has delegated the economic policy largely to the crown prince who acts as his deputy in the national dialogue on economic reforms.

The crown prince also heads the Bahrain Economic Development Board (BEDB), an institution that has increasingly gained authority on all economic development issues. The last change in the make-up of the BEDB was by royal decree in May 2005. In 2004, the Minister of Labour and Social Affairs, a former opposition activist who had been exiled, and the boycotting political societies conducted a dialogue on the question of constitutional amendments but could not reach a consensus. As a rule, the limits of the national dialogues are defined by the King and the contesting parties are compelled to adjust. Political actors outside the government – deputies and activists – are currently in a learning process. Most have gained flexibility and skill in coalition building in the past two years. As is common in the gulf region, Bahrain’s bureaucracy is inflated. This is due to political reasons; the provision of administrative jobs has been traditionally used to confer legitimacy to the government. A cautious debate on rationalisation began in 2004. To improve coordination between ministries and directorates, some inter-ministerial working committees have been set up, e.g. a housing committee and the BEDB, both headed by the crown prince. The BEDB is the first body whose board is made up of Chief Executive Officers (CEOs) of private companies and government officials alike.

While some decentralisation projects began with the introduction of municipalities in 2002, the results have not lived up to expectations. This is due to less focus on the municipal laws, and lack of experience and commitment of some individuals involved. Most of the societies did not file their best candidates for the municipal elections; figuring municipalities would only deal “*in garbage*”. Due to its insignificant size, the effectiveness of decentralisation processes is not crucial for the efficiency of Bahrain’s administration. Corruption, especially petty corruption is not endemic in Bahrain. Its corruption index by Transparency International is 5.8, compared with a value of 3.4 in the Kingdom of Saudi Arabia. Corruption within elite circles is not being dealt with. However, Bahraini business people perceive corruption within the ruling family as declining. Parliament is authorised to supervise government spending. It is limited in this capacity by a decree allowing investigations to take place only at the time following the establishment of Parliament in 2002. Exceptions to this rule are granted arbitrarily, such as the investigation into the pension fund mismanagement (Bertelsmann Stiftung, BTI 2010). Recently, an enormous debate in Bahrain took place due to the report on bureaucracy and corruption. The Prime Minister of Bahrain ordered an investigation into the

reasons for the bureaucracy and modification of government organisations to improve their performance (Akhbar Al-Khaleej, 2010; Al-Ayam, 2010).

According to the World Economic Forum, Bahrain, ranked 56th out of a total of 117 countries in terms of being favoured by 15 government officials, a clear indication that government officials are not providing fair and equal treatment for all. This report, prepared by the Economic Development and Globalisation Division of the United Nations Economic and Social Commission for Western Asia (ESCWA), focuses mainly on the performance of member countries in terms of attracting Foreign Direct Investment (FDI). This report not only reviews the latest developments in the institutional framework governing the activities of FDI enterprises, but also provides readers in general and policy makers in particular with an overview of the most recent large-scale FDI activities in ESCWA member countries. Numerous and lengthy government procedures, inconsistent interpretation of Government regulations and favouritism in decisions of government officials often constitute an additional burden for foreign investors.

With respect to the burden of government regulations and to compare, Kuwait, Egypt and the Syrian Arab Republic were ranked 73rd, 74th and 86th respectively out of 127 countries. Yemen also suffers from high levels of bureaucracy and investors frequently report that government regulations constitute a heavy burden. Despite serious efforts undertaken by governments to combat and limit corruption, resulting in some notable achievements, corruption remains present in many business activities in the ESCWA region. Transparency International, a civil society organisation dedicated to curbing both national and international corruption, ranks countries according to the degree of public sector corruption. The index ranges between 10 and 0, with 10 implying a highly clean public sector and 0 a highly corrupt public sector (ESCWA, 2008). Bahrain also has been undergoing a challenging transition to greater openness and transparency and more visibly since early 2011. Compared to many other countries, Bahrain performs quite well in many of the four pillars of economic freedom and represents the MENA region among the world's 20 freest economies. However, enhancing the foundations of economic freedom through improvements in property rights and corruption will be critical to ensuring success in the country's on-going evolution.

Despite the challenging environment, Bahrain continues to be a financial hub for dynamic economic activity. The Kingdom's openness to global commerce is sustained by its competitiveness and efficient regulatory environment. On the downside, the higher public spending driven mainly by social spending, risks eroding traditional fiscal restraint. To date, there is a lack of studies that evaluate the relationships between bureaucracy and the

government organisational performance in Bahrain (Al Wasat, 2012; Al Watan, 2012). Previous studies considering matters from a different context such as at telecommunications, banking, university, oil and gas highlight negative results (Bahar, 2013). Beetham (1996) claimed that the adherence to bureaucratic norms can hamper efficiency and further pointed out principles of bureaucratic organisation produce significant dysfunctional effects, which also become more accentuated when more rigorously applied. The following are the dysfunctional effects of bureaucracy: (a) adherence to rules can become inflexible and red tape, (b) impersonality produces bureaucratic indifference and insensitivity, (c) hierarchy discourages individual responsibility, and (d) initiative and officialdom in general promotes officiousness.

The foregoing section that discusses on Bahrain culture, social stratification, political life, gender roles and statuses, marriage, family, and kinship, socialisation and etiquette – all are contributory factors to Bahrain's bureaucracy. These are in consonance with Hofstede's (2001) ideas that cultural variability exists in every nation. Likewise, he further said that national cultures vary along dimensions of orientation to time, authority or power, communication, community, formality, goal-orientation, performance orientation, space, structure all dimensions that would influence business practices (Stohl, 2001). Scholars, using multiple theoretical and methodological lenses, can illuminate the complexity of organisational culture. Scholars can focus on the way in which culture is developed, maintained, or changed. This can identify frames or scripts that managers can credibly use to bridge the different assumptions held by organisational members. Thus, organisational culture is popular with both scholars and practitioners, and enjoys both academic respectability and practical relevance (Alvesson and Berg, 1992).

Based on the above discussion, Hofstede identified large PDI (80) and UAI (68) for the Arab world where the society is highly rule-oriented, risk averse and does not readily accept change. These results for these two dimensions remain telling in the sense of what type of culture Bahrain represents in terms of values and standards. Essentially, it is not a surprise that many organisations in Bahrain follow a bureaucratic organisational structure. This is because Bahrain is considered a part of the Arab world and scores high in this dimension with a score of 80. This means in Bahrain, people accept a hierarchical order in which everybody has a place and needs no further justification. These views work well for a bureaucratic structure as the leadership is conservative and authoritative, a top down scheme works well with communication performance expectation. More interesting is in the many ways the Bahraini culture defines the organisational culture due to its standards and value systems. For an organisation to be more flexible, it would be difficult to survive the environment because

people may have a hard time accepting their freedom and ability to express their needs and ideas. However, it is vital to understand how culture is constantly evolving and when more diverse people enter the culture, there will be change involved, to meet the constraints. Sometimes, these changes meet with little resistance because they are desired for the sake competitive advantage and global exposure to products or services but for Bahraini organisations change will be handled with kid gloves. Nevertheless, repeated exposure has the ability to allow cultural influence to change operational strategies and therefore leaders must be prepared to meet the needs of new realities within this context. An enhanced Hofstede model should be used to create a lens that can remain flexible to the needs of any firm in culture. In this respect such knowledge from the lens is powerful for performance but also communication strategies amongst teams.

3.6 Bahrain's Culture and Hofstede's Cultural Dimensions

Bahrain's bureaucracy is the context of the current investigation. A cultural lens inspired from Hofstede's cultural dimensions is used in this study to draw conclusions about how findings reflect in relation to culture. Moreover, this will translate over to organisational culture in a way that becomes an issue for leaders. This is in line with Morgan's (1997) belief that organisations must be viewed not merely as bureaucracies or hierarchies but as organic, changing and thriving environments. Such organisations are exposed to external competitive forces that impact its people, values, standards of operations and performance on a whole. To deepen the understanding of Bahrain's bureaucracy including its culture, the Hofstede's (1980) cultural dimensions were integrated because of the identified similarities and possible connections between the cultural dimensions and the bureaucratic factors that affect organisational performance. With the use of a cultural lens, this thesis research aims to bridge the gap as identified in Chapter_2, moreover, provide a tool for leaders who may use whilst managing and communicating to a team's performance ideology and expectations of their role in the firm. Cultural values and how the firm defines the organisation becomes critical but the Hofstede model only offers a launching pad from which these notions can be explored. To expand on it and make a new lens also remains ground-breaking but in dire need for many organisations to take full advantage to stay competitive within their own environment to seek global presence.

3.6.1 Definition of Culture and Studies on Hofstede's Cultural Dimensions

Salacuse (1998) mentioned that there are several definitions of culture. There are scholars who define the concept of culture to the realm of ideas, feelings, and thoughts. For example,

the definition offered by two experts is that “*culture refers to a set of shared and enduring meanings, values, and beliefs that characterise national, ethnic, and other groups and orient their behaviour*” (Faure and Sjøstedt, 1993). Others researchers also define culture to encompass behaviour patterns and institutions common to a given group or community. E. Adamson Hoebel, a noted anthropologist, defined culture as “*the integrated system of learning behaviour patterns which are characteristic of the members of a society and which are not the result of biological inheritance*” (Hoebel, 1972) The importance of culture may reside in the mind, however, it is pointed out that an individual gains understanding about their culture and others’ cultures mainly from their minds and not exclusively, but from observing the behaviour of an individual or a particular group (Solomonov, 2009).

Wu (2006) studied Hofstede’s cultural dimensions 30 years later in Taiwan and the US. He extended Hofstede’s original four dimensions to five work-related cultural values, e.g.:

- Power distance,
- Uncertainty avoidance,
- Masculinity-femininity,
- Individualism-collectivism, and
- Confucian work dynamics.

His work has been used effectively, though his data were collected 30 years ago and have become dated. By collecting data from an eastern culture region i.e. Taiwan and a western culture region i.e. United States, the study by Wu (2006) has updated and re-examined Hofstede’s (1984, 2001) cultural dimensions within these two cultural regions. This study extended Hofstede’s work by investigating occupational culture in the higher education setting. The results of this study suggested that work-related cultural values in a specific culture are not static and can be changed over time. Wu (2006) further explained that when the political, societal, and economic environments change, publics’ cultural values also change. Therefore, many cultural theories should be updated and re-evaluated periodically. Solomonov (2009) studied the relationship between Hofstede’s cultural dimensions and negotiation strategies between Danish and Russian companies. This study identified and described relationships between: (a) masculinity-femininity, (b) individualism collectivism, (c) uncertainty avoidance, and (d) power distance and integrative and distributive negotiation strategies in the field of Danish-Russian intercultural negotiations. However, this study is merely described the differences in Danish and Russian negotiating behaviour and identified the different tendencies in use of negotiation strategies.

The findings of this study discovered positive relationships between:

- Femininity and integrative negotiation strategy,
- Masculinity and distributive negotiation strategy,
- Low power distance and integrative negotiation strategy,
- High power distance and distributive negotiation strategy, and
- Uncertainty avoidance and integrative strategy in terms of linking the cultural dimensions of the Bahraini bureaucratic organisational teams.

Finally, the results of this study add to theoretical knowledge about the relationships between Hofstede's cultural dimensions and negotiation strategies but also more so into how leaders can construct strong teams and compliment team member talents according to traits found within the cultural dimensions. In this way, the leader can effectively communicate the role of each member but also balancing the team to meet specific needs of the firm in terms of performance and creating competitive advantage for the market. Solomonov (2009) reported the results of this study and contributed towards knowledge on particular behavioural variables' relations to each other during Danish-Russian negotiations. Nevertheless, the essence of extending Hofstede's model to a cultural lens tool is that it does have flexibility for use within any organisational context.

This allows the lens to become a powerful tool for any organisation that wants to further understanding of its workforce, how they are meeting the needs of operation expectation but also how leaders can create morale and trust with the employee. The lens suggests a two way street where not only can the leader's address issues but the employee, should they chose to do so can have an impact upon the team in terms of innovation and creating higher performance standards. Within the Bahraini context, there will be the need for competitive spirit and the leader can use this to address standards set into place to meet goals. The cultural lens can work to pinpoint where values and standards balance the team so that leaders can take advantage of the employee's desire to live to work. But it should be said that this focus upon culture is needed regardless of how different the Bahraini culture may be compared to others, it really must embrace the idea of understanding diversity. As some firms move toward the global stage, they will need diversity to remain competitive. Huettinger (2008) conducted a study of cultural dimensions in business life using Hofstede's indices for Latvia and Lithuania. The findings revealed that respondents from both countries score likewise for all five dimensions of the Hofstede model, such as (a) moderate too low for power distance, (b) moderate for uncertainty avoidance, (c) very low for masculinity, (d)

moderate to high for individualism, and (*e*) very low for long-term orientation. However, the empirical research is limited to participants who classified themselves as belonging to the dominating ethnic class.

The ethnic minorities were excluded; however, they might have a considerable influence in daily business life. A second weakness might be that the students sample represents the values of young Lithuanians and Latvians, the future society of the countries. An examination of the majority of the population who grew up with communist ideology might have shown different results. For practical implications, the results of the study have shown that the three Baltic countries score uniformly and much more similarly to Scandinavia than to Russia or to Poland. Hence, international business actors should therefore include the Baltic countries in their Nordic strategy rather than adding them to the central and Eastern Europe group. Malinoski (2012) studied culture and income inequality using regression analysis of Hofstede's international cultural dimensions and the Gini coefficient. This study explores the relationship between international cultures and income inequality using data from 75 countries. The findings further revealed that two of Hofstede's dimensions of culture, *individualism* and *long-term orientation*, exhibit a negative relationship with the Gini coefficient of a country. Therefore, the relationship between culture and income inequality has significant policy and international business implications, because it suggests that some nations are culturally inclined to live in a less economically egalitarian environment.

Bontis (2009) studied the relationship between culture and corruption. This study investigates the relationship between the GLOBE (Global Leadership and Organisational Behaviour Effectiveness) project national cultural dimensions of values and practices and the Corruption Perception Index (CPI). It is noted that most empirical research on cultural dimensions and corruption is based on Hofstede's data set of culture conducted more than 25 years ago. The GLOBE project is based on the perceptions of 18000 individuals. The results provided empirical support for the influence of uncertainty avoidance values, human orientation practices, and individual collectivism practices on the level of corruption after control of economic and human development. This adds to the efforts to build a general theory of the cultural perspective of corruption. Study findings offer valuable insights into why cultural values and cultural practices should be distinguished as they relate to corruption. Hence, the practical implication is that the international policy makers as well as managers of multinational corporations can benefit from the findings of this research study.

At-Twajri and Al-Muhaiza (1996) studied the Hofstede's cultural dimensions in the Gulf Cooperation Council (GCC) countries. They explained that multinational corporations may

be making costly decisions if they assume that corporate policies will receive the same attention, understanding or acceptance in their branches all over the world. They emphasized the concept that ethnocentric management theories have been untenable. This study applied Hofstede's four cultural dimensions to the GCC countries. It also compared Hofstede's results with regard to these four cultural dimensions and their findings. The results of this study showed that countries change. This implied the necessity that multinational corporations should study the culture of the country they plan to do business with before starting the negotiation process that precedes the operations in that country, and also to monitor changes in the life style of these countries over time. However, when multinational corporations became aware of the differences between different cultures, they can save themselves costly troubles, loss of qualified personnel as well as losing international customers. Hence, it is important for multinational corporations to utilise management theories available to them through research and experience.

3.6.2 Relationship between Bahrain Culture and Hofstede's Cultural Dimensions

To better understand the underlying motivations of the organisation's behaviours and strategies, the present thesis research integrates a cultural perspective using the Hofstede's (1980) cultural dimensions to reflect on the bureaucratic factors and its impact upon organisational performance. Since Bahrain's bureaucracy is the context of the investigation, the investigator used a cultural lens but the flexibility of this lens has numerous applications. For instance, as Bahraini firms move toward global status they are exposed to diversity as a challenge to cultural values. To deepen the understanding of bureaucracy, the Hofstede's (1980) cultural dimensions are selected due to some similarities and potential connections were noticed between the dimensions and the bureaucratic factors that affect organisational performance. Hofstede's (1991) five dimensions of culture were based on the definition, such as: "*collective programming of the mind, which distinguishes the members of one category of people from another*", including four categories of components: symbols, heroes, rituals and values. According to Hofstede values represent "*the deepest level of a culture*".

3.6.2.1 Power Distance as in Bahrain Context

For Bahrain to be considered as a high scorer in power distance, culture must be defined by masculine traits and collectivistic culture. A pattern develops that becomes clear into how well Bahrain fits into a bureaucratic form. Bahrain is high in power distance because it remains powerful in its paternalistic decision-making style where male authority figures are

taken seriously, others do not question this system and adaptations flourish even during outside exposure to more liberal and open cultures (Li *et al.*, 2009). A high power distance environment requires command and respect where there are connections between power-wealth-capacity and privileges and the power is based on relationships (family, friends etc.). Religion or different types of hierarchies and bureaucracies are strong. There is no middle class, and political change is expected to be achieved by revolution.

3.6.2.2 Individualism versus collectivism as in Bahrain Context

Bahrain is an emerging economy, however, at the same time; it is also maintaining its rich heritage. Though this indicates that Bahrain is embracing the outside world and exposure to Western culture, it also means remaining focused within the paternalistic structure of authority. This is inherent in the collective culture, where many are grouped together with clear focus on the whole as compared to individual will, freedom and expression. The group creates the social order and the standards based on which everyone lives. By maintaining these standards, also means that people need to focus on that goal and not their individual desire (Li *et al.*, 2009). Bahrain, while it remains on the edge of change also remains strong in its paternalistic value system based on moral values where family is the core. What is interesting here is the Kingdom's desire to be competitive as a global leader in the Middle East, it has had to embrace from western ideologies but make them specific to Bahrain's needs. The Kingdom still holds onto masculine, strong leadership but also embraces the idea of humanity to nurture and allow people to grow through knowledge (Al-Faled, 1987).

3.6.2.3 Masculinity as in Bahrain Context

The third dimension overlaps with that of power distance and collectivism as these concepts are largely paternally based on male leadership. Masculine traits are assertive, competitive while the feminine are nurturing and humanistic. Bahrain scores high on the masculine side because of it scoring high in power distance and collective culture. Values are strong toward these concepts and functioning social frameworks for human behaviours (Li *et al.*, 2009). There is authority and control that aids in creating strong and rigid boundaries, as these cultures need to survive. Bahrain has clear gender roles and expectations of both men and women of varying status. What remains important is the sense of authority which is seen as male dominant but what is changing is the need for innovation and this refocuses authority back to the needs of the collective.

3.6.2.4 Uncertainty Avoidance versus Risk Taking Propensity as in Bahrain Context

According to Hofstede's Uncertainty Avoidance versus Risk Taking Propensity that measures the degree of risk aversion in a society, Bahrain ranks among the cultures with one of the highest for this dimension. Cultures with a high score will refrain from taking risks. What defines Bahrain as an uncertainty avoidance culture is the desire to remain competitive through the action of hard work. The society has many rules and regulations that command respect and allow for control. There is little room for flexibility and nonconformity but also individual expression. Much of this in Bahrain is controlled by the ideology and belief systems put into place by religion and laws stemming from these practices are strong (Li *et al.*, 2009). Uncertainty avoidance is the degree to which individuals require set boundaries and clear structures: a high uncertainty culture allows individuals to cope better with risk and innovation; a low uncertainty culture emphasizes a higher level of standardisation and greater job security. When high uncertainty avoidance users do not avoid ambiguous situations, they will seek easy rules, in order to decrease the ambiguity (Li *et al.*, 2009).

3.6.2.5 Time Orientation as in Bahrain Context

Table 3.2 summarises and supports in developing an understanding in how the five cultural dimensions can be applied to leadership strategies and building teams within the bureaucratic organisation. This summary also inspires performance factors to work positively and this relies on how the dimensions are interpreted and applied to the context of Bahrain. In order to understand (a) how power distance relates to collectivist values and masculine traits found in the environment, (b) how the Arab culture of Bahrain is characteristically inherent of these traits and (c) how this defines and shapes the culture externally and internally as employees brings their values and personalities to work, it is vital for a firm to have a lens. Understanding how uncertainty avoidance, power distance, masculinity and collectivist traits overlap to define certain behaviours will also allow leaders to create strategies that employees understand, that they can attach to, finally a sense of collaboration and loyalty. In this respect, once the cultural dimensions are discovered, a further understanding and working towards maintaining the standards of operations and important performance goals will allows the leaders to communicate strategy in a way that remains clear and precise.

The lens will also change as the environment changes but it will also incorporate a standard for organisational culture so that employees are clear about their role, clear about how the firm works within these standards. This not only extends about the cultural dimensions define

the lens but allows for the tool to be applied within any context. What is most fascinating is how employees begin with belief in the organisational culture despite their own value systems because they want to remain a valued member.

| Bahrain's Organisational Culture | Hofstede's cultural dimensions (1980) | Reference |
|---|--|---|
| In Bahrain people accept a hierarchical order in which everybody has a place and which needs no further justification. Moreover, Bahrain is a paternalistic decision-making style society where the employee or the subordinate is petrified to manifest his/her disagreement with the superior and is rather ready to accept the superior's decisions. | The first dimension power distance measures the way in which different cultures approach and accept inequalities between individuals of a society. | Li <i>et al.</i> , (2009) Al-Faled (1987) Hickson and Pugh (1995) |
| Bahrain with predominantly Arab culture has a score of 38, which is considered a collectivistic society. This is manifest in a close long-term commitment to the member 'group', be that a family, extended family, or extended relationships. Loyalty in a collectivist culture is paramount, and overrides most other societal rules and regulations. | The second dimension refers to individualism versus collectivism and is meant to assess the role of the individual and of the group in a given society. | |
| Bahrain, which belongs to the Arab world scores 52 on this dimension and is thus a masculine society. In masculine countries people "live in order to work", managers are expected to be decisive and assertive, the emphasis is on equity, competition and performance and conflicts are resolved by fighting them out | The third parameter takes into account gender roles: masculine is equated with assertiveness while the feminine is synonymous with modesty. | |
| Bahrain, which is predominantly Arab culture scores 68 on this dimension and thus has a higher preference for avoiding uncertainty. This means Bahrainis exhibit high uncertainty avoidance and maintains rigid codes of belief and behaviour. | Uncertainty Avoidance versus Risk Taking Propensity which measures the degree of risk aversion in a society Denmark ranks among the cultures with the lowest score of uncertainty avoidance. | |
| Not valid to Bahrain with Arab cultural origin. | Time Orientation. | |

Table 3.2: Summary of the Bahrain's Culture and Hofstede's Cultural Dimension

This is important for any organisation to understand and embrace, especially as business moves towards global competitive environment. Despite strong, engrained culture and bureaucratic structures to match, change is an inevitable force and business organisations must appreciate and not fear.

3.7 Summary

This chapter presents the propositions of the present investigation based on the aim and objectives of the study. This study aims to develop a new framework and a thorough

understanding of bureaucratic factors and their effect on organisational performance. This chapter gives an overview of the following topics: (a) bureaucratic factors in terms of rigid rules and procedures, (b) hierarchical position, (c) impersonal relationship, (d) bureaucratic transactional leadership style, and (e) bureaucratic transformation leadership style. This chapter also discusses the organisational performance based on goal attainment approach, social responsibility, job satisfaction and motivation, and decision quality as these factors are defined by the organisational standards for operations. This connection between structure, operations and internal behaviour remains critical for leadership strategies for communicating goal setting and team activities. It also includes the bureaucracy in Bahrain that describes the change strategies of development and political change in the country in the respect that moving towards power dominance on the global scale – all this expose Bahraini firms to new experiences that they need to be prepared for. Studying aspects of culture within the Hofstede view allows for further application of ideologies within the context. The five dimensions of culture, according to Hofstede (1980) were also discussed, namely only four for the purpose of this study: (a) power distance, (b) individualism vs. collectivism, (c) masculinity vs. feminine, and (d) uncertainty avoidance.

Chapter_4 presents the methodology employed in this study.



CHAPTER 4: Research Methodology

4.1 Introduction

This chapter explains the research methodology adopted to validate the conceptual framework proposed in Chapter_3. In doing so, this chapter describes an overall picture of the qualitative research methodology, the research philosophy and approach, followed by a justification for using the qualitative method and the case study strategy. Moreover, it offers an analysis of the empirical methodology discussed in terms of research design, data collection, and data analysis. The empirical work is related with: (a) validation from the expert opinion, (b) pilot study, (c) data collection, (e) triangulation approach, (f) semi-structured interview, and (f) cross case study. Likewise, the author employed the sampling techniques and documentary analysis, respectively. While laying the foundation for this methodology, the author highlights the light the link between (a) what is known about bureaucratic organisations and their structures, and (b) how leaders work within those structures to guide employees – including defined by the culture of the existing environment. This environment reflects the values and leadership choices of the organisation and its leaders. While there may be some external influence due to technology and globalisation, there is also some trace of how the organisation will function within its constructs. In order to explore the latter angle more thoroughly, it is important to lay the foundation for understanding the organisational culture. By applying Hofstede's (1980) model of cultural dimensions to reflect on the bureaucratic factors and its impact on organisational performance may shed some light on how this link is captured and remains important to this research. This chapter discusses how theoretical foundations also develop into methodology in a way that can explain bureaucratic structures and leadership decisions.

4.2 Research Methodology

The purpose of a research method is to investigate particular phenomena, and therefore choose appropriate methods for the specific research problem. This study selected the qualitative research method, which is deemed appropriate for the current research

investigation. The author adopted semi-structured interviews rather than survey, as the benefit of the structured interview is to get respondents' views and get in-depth rich qualitative information. In addition, the semi-structured interviews enable the researchers in exploring issues that are not possible to collect through the survey instrument. Moreover, survey based research method does not allow enough flexibility for respondents to communicate their views in-depth. According to Pathak and Intratat (2012), semi-structured interview approach supports researchers in exploring the potential of collaborative learning for sharing the cognitive load of the learning task. Considering the latter fact, the author valued the semi-structured interview (open-ended questions and discussion) approach. Furthermore, while conducting interviews with the respondents, the researchers are also able to make notes to capture respondents' answers and follow-up questions. These notes can be used later for clarification purposes. However, a digital-recorder was used as a tool and later, the author transcribed these recordings for analysis. A dialogue process is essential in the semi-structured interviews, so that the interviewer can establish a rapport with the respondents.

4.2.1 Qualitative Research Method

The qualitative research method was adopted in this thesis research study to achieve the overall purpose, which aimed to develop a new framework including providing a thorough understanding of bureaucratic structures and their effect on organisational performance. This method supported the author in understanding people, their social and cultural contexts. However, the author asserts that some part of the problem i.e. applying a cultural aspect of organisational behaviour remains a daunting task including defining the concept. There are several of definitions of culture; nevertheless, almost all of them refer to culture as a set of shared values, beliefs, and practices. For example, according to Hofstede (1991), culture is *“the collective programming of the mind which distinguishes the members of one group from another”*. There are a number of studies in the area of organisational culture that have combined qualitative approaches investigating cultural phenomena. For instance, Siehl and Martin (1988) and Morgan (1997) argue that organisations must be viewed using a cultural lens and not just simply considering them as bureaucracies or hierarchies. The aim of this methodology is to focus on the qualitative assessment and in the context of this thesis, to explore the link between bureaucratic factors and organisational performance. The foundation for developing a framework is based upon the Weber (1947) model of bureaucracy, including Hofstede's five cultural dimensions to reflect upon how these bureaucratic factors impact upon organisational performance.

Moreover, this method is considered most appropriate for this study as it provides information to understand the processes behind observed results and supports in assessing changes in individual's perceptions of their own well-being (Yin, 1989). In this case, this research explored the links between bureaucratic factors and organisational performance by means of developing a framework based on the empirical data analysis. From this framework, a foundation for the lens as a tool is sought as a result of this study. According to Pathak and Intratat (2012), a semi-structured interview approach supports researchers in exploring the potential of collaborative learning for sharing the cognitive load of the learning task. They faced interesting challenges while interpreting the qualitative data as stated. Crabtree (1999) also pointed that the semi-structured interview guide provides a clear set of instructions for interviewers and that this could provide reliable and comparable qualitative data. He further explained that semi-structured interviews are often preceded by observation, informal and unstructured interviewing, in order to allow the researchers to develop an understanding of the topic. This remains crucial for developing relevant and meaningful semi-structured questions.

4.2.2 Deductive Approach

This thesis employs a deductive approach i.e. a type of social research based on deductive reasoning. The deductive approach employed in this thesis is for developing and proposing a conceptual model and a theme to develop interview questions for the fieldwork. Hussey and Hussey (1997) also used this approach in their conceptual and theoretical developments and tested their conceptual findings through empirical observations. They defined deductive research as “*a study in which a conceptual and theoretical structure is developed which is then tested by empirical observation; thus particular instances are deducted from general influences*”. In this study, conceptual and theoretical models are used in the multiple case studies deploying interviews and research observation methods.

4.3 Research Philosophy

The present study used an interpretive approach which provides “*in-depth insights into the complex world of living experience from the point of view of those who live it*” (Schwandt, 1994, p. 118). Interpretive research assumes that reality is socially constructed and the researcher becomes the vehicle by which, this reality is revealed (Cavana *et al.*, 2001). As a social scientist, any investigator interprets the empirical reality in terms of what value and validity it has for the observed people. In this context, the present study adopted an interpretive approach to collect the essential data that can support in answering the research questions posed in the statement of the problem (Chapter_1) and prove the proposition

underscored in this investigation. Denzin and Lincoln (2000) pointed out that data gathered within the interpretive research paradigm is primarily descriptive, although it may be quantitative. This occurs; for instance, in sites of living areas, coded questionnaires or documentary analysis. The interpretivist research paradigm is essentially qualitative. The emphasis is on exploration and insight rather than experimentation and the mathematical treatment of data. In this type of research, the interpretivist research paradigm could address questions about ‘*how*’ and ‘*why*’ an event or activity is taking place. It can also address questions about ‘*what*’ is happening in a wider context and ‘*what*’ is likely to happen in the future. This method can seldom accomplish this with statistical confidence, because the truth is not grounded in mathematical logic. The truth has to be a conclusion in the mind of a reader (or listener); this is based on the author’s power of argument.

4.3.1 Interpretive Case Study

This study adopts an interpretive case study approach. Interpretive research focuses on the full complexity of human reasoning as the situation emerges (Kaplan and Maxwell, 1994). The implementation of this research project is based on the guidelines reported by Myers (1997) including the following four stages:

- *Determining the current situation* – this stage is achieved through the semi-structured interviews with selected respondents from government organisations.
- *Gathering information on background of the current situation* – this stage is achieved through interviews, observation, referring to official documentation, and other sources available from the case study organisation.
- *Gathering more specific data* – this stage is achieved through in-depth exploration of the bureaucratic organisations by conducting interviews and observations.
- *Presenting an analysis of findings and recommendations for future actions* – this stage is achieved through the feedback provided on an interim and final basis for the case study organisation, as well as the development of the final research report.

4.4 Research Design

The purpose of research design is to support the researchers in responding to the research questions and fulfil all the research objectives. Figure 4.1 illustrates the research design of the thesis. As noted from figure, the design type used by the author is a “*Case Study Research Design*”. The data collection methods (e.g. semi-structured interviews, observation, documentary analysis, triangulation approach, and cross-case analysis of data) are employed

to determine the impact of bureaucratic factors on government organisational performance. The research design is associated with qualitative research methods; while, case studies are prime examples of qualitative research that adopt an interpretive approach to data and studies a ‘phenomenon’ within their context (Yin, 2003). The case study research design is useful for testing whether or not scientific theories and models essentially work in the real world (Shuttleworth, 2008). This thesis, therefore, followed a three stage of research design process with the aim to investigate the impact of bureaucratic factors on the organisational performance of government organisations.

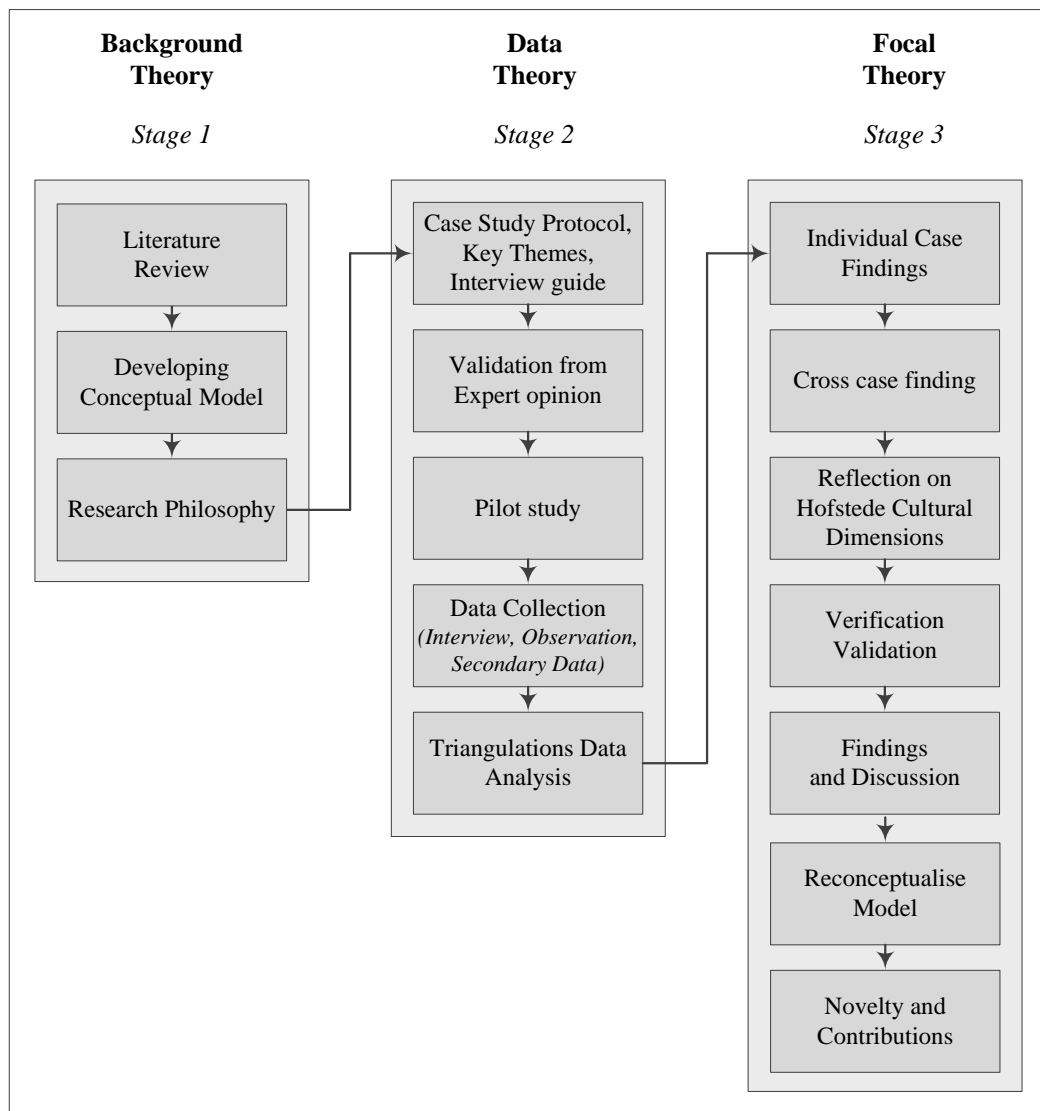


Figure 4.1: Research Design

The above three stage methodological design process is explained below (as proposed by Phillips and Pugh, 2010):

4.4.1 Stage 1 – Background Theory: Development of the Conceptual Framework

The background theory consists of critically reviewing the literature. The literature serves as a framework in which the development of the conceptual model is anchored. This foundation formed the basis for crafting interview questions and led to a determination of the main aim and key research objectives. The aim and objectives were translated into the initial conceptual framework and the five key propositions. The next box, in the model, contains the research design appropriate for the current investigation. The succeeding box contains the constructs and measures of the conceptual model. This is a set of coherent ideas or concepts organised in a manner that makes them easy to communicate with others.

4.4.2 Stage 2 – Data Theory: Exploring the Conceptual Framework through Data Collection

The second stage of data theory includes key themes and a case protocol in order to collect and analyse data individually. This protocol corroborates the propositions but also looks for evidence that may misrepresent them for each case. The propositions are used to collect and analyse data in order to generate insights. Data are also collected from observations and archival records. Findings from the analysis are used to allow rich exploration of the topic and the phenomenon of interest. Participants from the case study organisations reviewed the contents of the empirical findings in order to ensure content validity and research reliability.

4.4.3 Stage 3 – Focal Theory: Validating the Conceptual Framework

This stage is related to interpreting the empirical findings across all the case study organisations. The final conceptual model is a novel contribution of the present research. The research connects the qualitative methodology to a new theory. Key findings from the cross-analysis are explained to guide the development of this final conceptual framework or the creation of the cultural lens as a valid tool for managers to use within the organisation. When associations are supported, the qualitative data often provides a good understanding of the dynamics underlying the association. The latter takes place to ascertain the underlying theoretical reasons for why the key association (the valid framework) exists. Hofstede's cultural model seeks to explore the link between culture, bureaucratic structure and leadership decisions for performance factors. However, cases that do not support the relationship can bring an opportunity to improve and extend the generated theory. The validity of qualitative findings involves processes collectively described as 'triangulation methods'. Clearly, the use

of a multi-layered methodology or the use of three different methods (as above) supports in validating the data sources.

4.5 Developing Codes

Coding is a process of categorising data. The set of codes used are based on the predefined codes, categories, and themes that emerged from research questions. The codes are derived from the conceptual framework of the study. Table 4.1 presents the coding and themes. The table further highlights the example used in coding and themes. This table explains the sub-propositions, which come from the main proposition in Chapter_3. Hence, the conceptual framework is a set of coherent ideas or concepts organised in a manner that makes them easy to communicate to others. The first draft of the conceptual framework is explained in general and the new draft includes an explanation of each proposition.

| Code | Model Component | Proposition |
|------|----------------------------|---------------|
| RP | Rigid Rules and Procedures | P1a, P1b, P1c |
| HP | Hierarchical Position | P2a, P2b, P2c |
| IR | Impersonal Relationships | P3a, P3b, P3c |
| TSL | Transactional Leader | P4a, P4b, P4c |
| TFL | Transformational Leader | P5a, P5b, P5c |

Table 4.1: Coding and Themes

4.6 Selection of the Case Study Organisation

The four factors (such as relevance, feasibility and reliability, access, and unit of analysis) related to the selection of the case study organisation are discussed in the following sections:

4.6.1 Relevance

Yin (1994) described relevance as the extent to which an organisation selected for the case study research also relates with the purpose of the study. Organisational design plays a vital role in productivity and performance of public sector organisations. Confusion within roles, a lack of coordination among functions, and failure to share ideas are the results of poor organisational design. In this thesis, the identification of the case study organisations is based on organisational structure i.e. bureaucratic in nature, the size, allied authorities, work flow, and the type of services provided by the organisation as well as the vision and mission of the government organisations.

4.6.2 Feasibility and Reliability

This thesis research followed Darke *et al.*, (1988) research for selecting case study organisations. This includes: (a) defining the research project, (b) planning the project development, and (c) gathering empirical data and feedback from the research participants.

4.6.3 Access

As reported by Yin (1994), securing support and cooperation of the organisation as well as its management for the duration of the research is one of the major concerns. For the purpose of this thesis research, the author managed to secure full support and cooperation of the case study organisations for the duration of the research. The practical aspects of the research determined what the case study organisation should be i.e. accessible in the sense that the nature of the business organisation needs to be non-security sensitive and willing to participate in the research. The latter approach included support at both the executive and operational level for approval of participation in the research. In this study, a research protocol is followed to ensure the participation of the respondents.

4.6.4 Unit of Analysis

The unit of analysis in this research is an organisation. This means one case equals one organisation. In this study, four cases are identified representing the four government ministries, namely: (a) Ministry of Education (MOE), (b) Ministry of Electricity and Water Affairs (MEWA), (c) Bahrain Economic Development Board (BEDB), and (d) Ministry of Labour and Social Affairs (MOLSA). These government ministries are chosen for their responsibility, significance and key role in developing the Bahrain's economy and their use of the bureaucratic structure – this organisational structure is a widely used by several organisations in Bahrain (Al-Khaleej, 2010; Al-Ayam, 2010).

4.7 Sampling Procedure

This thesis research focused on utilising the non-probability sampling technique, specifically the purposive sampling. In this sampling technique, respondents are selected based on their experience relevant to the context of the study. As with other non-probability sampling technique, purposive sampling does not produce a sample that is representative of a larger population. However, this type of sampling can be used in research studies conducted in organisations, community, or clearly defined and relatively limited group (Powell, 1997). In

the context of this thesis, managers and employees of the case study government ministries in the Kingdom of Bahrain were selected. In this research, Powell's classification was followed. Powell (1997) identified that non-probability sampling includes: (a) the accidental sample, (b) the quota sample, (c) the purposive sample, (d) the self-selected sample, and (e) the incomplete sample. The current research followed non-probability sampling and used different techniques to choose the samples, based upon the author's subjective judgment. Self-selection and convenience is based on choosing samples quickly when generalisation in a statistical sense is not necessary. Therefore, the author intentionally selected the four government ministries as the main cases of this study. Thus, the sampling technique used by the author is purposive sampling and determines the impact of bureaucratic factors on government organisational performance. Twenty (20) managers and twenty (20) government employees in selected government offices in the Kingdom of Bahrain are selected as respondents. A number of interpretations by various researchers (such as Hussey and Hussey, 1997; Jankowicz, 2005; Miles and Huberman, 1994; Powell, 1997) on the subject of non-probability sampling are identified during the investigation. It is noted that not all of these views use the same terminology and classifications for the non-probability sampling method.

4.7.1 Sample Size

For the purpose of this thesis research, forty (40) semi-structured interviews were conducted within four government ministries for Bahrain (with ten interviews from each case organisation). Cohen *et al.*, (2001) states that in large organisations bureaucratic hierarchy is frequently applied. Recently, an enormous debate in Bahrain took place due to the results of a report on bureaucracy and corruption. Sheikh Al-Khalifa, the Prime Minister of the Kingdom of Bahrain, ordered an investigation into the reasons for corruption and asked for recommendations for modifications to government organisations to improve their performance (Akhbar Al-Khaleej, 2010; Al-Ayam, 2010). Bureaucratic organisations are seen as stiff, rigid organisations as they base activities on rules and laws. These rules and laws come from a value system, a foundation for social acceptance and behaviour of people on a whole. This thesis research seeks to identify whether the bureaucratic organisation is simply a result of its environment and the value system of that environment. While this may seem a simple idea, values also imply a system of morals from which decisions are made, heritage is gained and honored.

This implies a need for understanding culture at a level where more profound insight can be seen in order to allow leadership to flourish (Brink, 1991; Goffee and Jones, 1998). To apply a cultural filter, a means of examining how culture is also thriving alongside the environment,

but also how groups of people may mean different cultures working and living together, warrants a framework for examining the implications. Hofstede's five cultural dimensions offered a strong, well enhanced, and validated framework from which a cultural lens can be devised. This mainly occurs because each dimension covers and overlaps on each other to an extent where many variations, demographics that impact culture are addressed in detail. The number of the interviewees from each government ministry is presented in Table 4.2.

| Case Study | Number of Respondent | |
|---|----------------------|-----------|
| | Manager | Employees |
| Ministry of Education | 5 | 5 |
| Ministry of Electricity and Water Affairs | 5 | 5 |
| Bahrain Economic Development Board | 5 | 5 |
| Ministry of Labour and Social Affairs | 5 | 5 |
| Total | 20 | 20 |

Table 4.2: List of Respondents

The length of each interview was approximately 90 minutes and the meeting with all respondents was scheduled earlier. An interview guide was prepared as an essential component for conducting the interviews. This guide includes a list of questions, topics, and issues with regard to the bureaucratic structure and performance of government organisations. It is essential that the interview guide remains clear and must avoid uncertainty, and it must not confuse the interviewee.

4.7.2 Identifying Respondents

Yin (1994) reported that the key informants must be identified from the case study organisations. These key informants chosen to participate in the study have good standing in their profession. They also represent specific government organisations with administrative responsibilities and expertise in a bureaucratic field. A checklist of potential respondents was written down before the interviews were conducted.

4.7.3 Available Time and Resources

The author anticipated that two days were needed to prepare, conduct, and transcribe a semi-structured interview. The number of interviews scheduled was taken into account with the available time and resources. The key informants are vital stakeholders of the organisation and therefore, were not always readily available.

4.7.4 Data Saturation

Data saturation is a situation in which data is repeated or simply refers to when interviews do not provide any new or additional information or insights to the research phenomenon in context (Yin, 2009). Interviews in this study were halted when enough data was collected.

4.7.5 Case Research Data Methods

A basic choice in formulating the approach to data sampling exists between probability sampling (which includes: simple random sampling, systematic sampling, stratified random sampling, and cluster sampling) and non-probability sampling. Given the nature of the research problem outlined in Chapter_1, it is clear that non-probability data sampling methods is appropriate for this research study. Due to the qualitative nature of this research, probability sampling was deemed not suitable and hence it is employed (Powell, 1997).

4.8 Data Collection

This study used semi-structured interviews and documents to gather the data needed to answer the research questions. Most of the interview questions sought information about attitudes and opinions, perspectives and insights of managers and employees. Moreover, this study sought to understand how managers and employees react and adjust to bureaucratic structures. This data collection technique is presented in Figure 4.2.

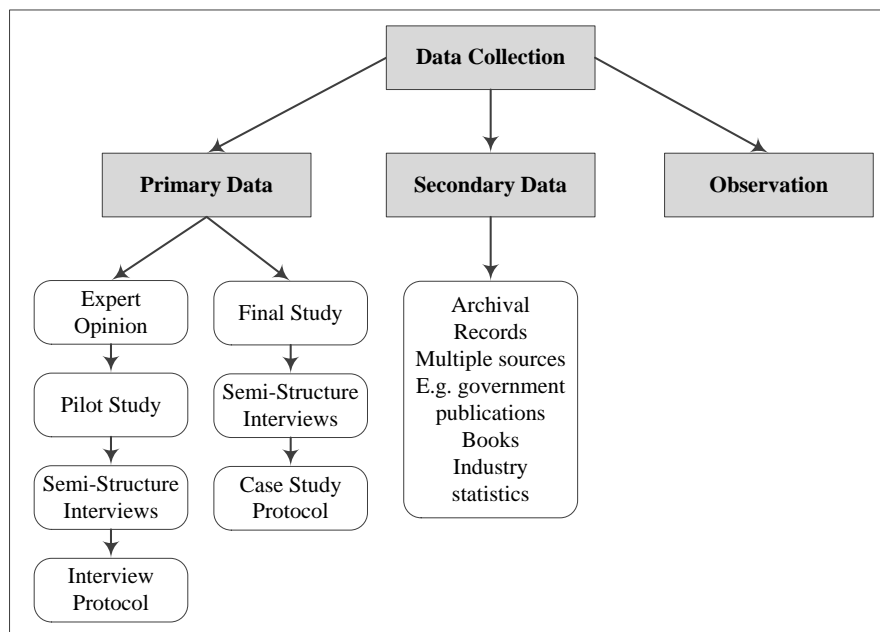


Figure 4.2: Data Collection Strategy of the Current Research

4.8.1 Primary Data

Primary data are “*new data collected for the purpose and the problem solving of present research*” (Saunders *et al.*, 2007, p. 36). Primary data can be gathered through interviews and observations. Interviews can be structured, semi-structured or in-depth (Saunders *et al.*, 2007). This leads to information about the topic from key informants, managers, employees and other individuals involved in the exporter-producer relationships. Observation covers events in real time and takes place in a natural environment where most of the time, the respondents do not know that they are being observed (Malhotra and Birks, 1999). This research follows data collection techniques such as interviews and observation.

4.8.1.1 Expert Opinion

According to Saunders *et al.*, (2007, p. 53), “*experts’ opinion is a principal way of conducting exploratory research to clarify our understanding of topics and problems*”. After conducting a thorough analysis of the literature (based on the objectives of the study), the first draft of the interview guide was produced. The first draft of the interview guide was shown to a group of six (6) social science professors of Brunel University (United Kingdom), University of Bahrain, Ahlia University, AMA International University, and New York Institute of Technology, (Bahrain Branch) and six (6) supervisors from different Ministries, namely; Bahrain Defense Force (BDF), Ministry of Industry and Commerce, Ministry of Transportation, Ministry of Health, Ministry of Works and Housings, and Ministry of Information. These groups of experts (academics and practitioners) are qualified to verify the interview questions based on their individual knowledge, experience and expertise. For instance, the academics have experience in developing the interview questions and doing qualitative research. While on the other hand, supervisors of government ministries are currently working in government departments and thus are part of the bureaucratic structure of the government organisations.

In order to reduce the bias in data collection of this research, all of the experts who participated in the pilot stage were not included in the main interview. The interview guide was rephrased and revised as recommended by the experts. Comments and suggestions given by these experts were therefore included in the revised interview guide. This interview guide was used for the main empirical data collection. This is aligned as suggested by Yin (2009) and Miles and Huberman (1994). Expert opinion is used to further improve the interview questions in order to make sure the interviewee understands what the question is. Also, the interview guide helped find out, if the research instrument was valid or invalid. Hence, the

interview guide was developed through the use of expert opinion. The recommendations given by the experts were also included in the sub-questions formed from the major questions (see Appendix B). Thereafter, the questions were tested and piloted to ensure that they were suitable for the context of this research.

4.8.1.2 Pilot Study

A pilot study, or also referred to as a feasibility research study or explanatory case research, is a small investigative study designed to examine logistics and collect relevant and important information prior to a larger study, in order to enhance the quality and efficiency of the research in context (Perry, 1998). A pilot study can identify and illustrate insufficiencies in the design of a proposed research and these can then be addressed before time and resources are expended on large scale studies. In the context of this thesis, the pilot study was conducted on the selected four case organisations. These cases were selected as the author was able to get necessary information required to validate the current research propositions.

4.8.1.3 Results of the Pilot Study

In this thesis, pilot testing employed an in-depth interview to establish the issues to be addressed during the process of conducting all other interviews with the respondents. This pilot interview was conducted during July 2012. The draft of the interview guide was piloted with a group of three social science doctors from Brunel University and three managers from the government ministries of Royal Court i.e. Ministry of Health, Ministry of Works and Housings and Ministry of Information. Likewise, the author also conducted a pilot study in the United Kingdom after seeking the approval of his supervisor and experts' opinion (see Appendix C). All the participants in this pilot case were not included in the main interview and the findings from this pilot study were not included in the final data set. The main reason is to ensure that the respondents understood the case issues and the protocol questions. The pilot cases also enabled the author to ensure the reliability of the questions. This was a follow-up process on the case development and implementation in order to fill in any gap for the case study protocol and the case study strategy. The group of experts recommended adding more questions related to bureaucracy and organisational performance issues. They also added that clarifying questions should be asked during the interviews. The reason for this was to ensure the content validity of the protocol and that any critical variables cannot be ignored. Hence, the pilot study was conducted to ensure that the final agenda of the protocol is appropriate. The interview guide was revised based on the outcomes of the pilot study (see Appendix C).

4.8.1.4 Main Study

After revising some of the interview questions based on the pilot study, the main interviews followed. Besides analysing interview data, the author also focused on analysing archival data and observing different perspectives of the managers and employees, who acted as respondents of the study. Prior to conducting each interview, the protocol questions were shared with the interviewees in order to gather and prepare the needed information. This interview guide was used for main empirical data collection. This is aligned with the research works of Yin (2009) and Miles and Huberman (1994), whereby, rich information was collected and to cross check the data from the other four interviewees. Each interview lasted 60 to 90 minutes and was digitally recorded including taking pertinent notes. The transcript was shown to the interviewees to ensure the accuracy in terms of both content and language. The author used the initial conceptual framework as a guide in order to analyse the data. This research reflects an appropriate format linked to each question in the protocol to present the findings in a meaningful way. Therefore, the findings from the interviews may support in clarifying the initial framework and the propositions needed.

4.8.1.5 Semi-Structured Interviews

Interviews are considered as an important research instrument for data collection in the qualitative research and moreover, a main source of evidence in the case studies (Gray, 2009; Yin, 2009). Interviews are more appropriate when interpretations of actions, events, aspirations and opinions are necessary to be analysed in the research (Walsham, 1995). The three major types of interviews are structured, semi-structured and un-structured interviews (Saunders *et al.*, 2007). In the context of this thesis, the author selected one type of research instrument for primary data that is semi-structured interviews. Semi-structured interviews are frequently employed in the context of qualitative analysis such as this research study (Saunders *et al.*, 2007). Interviews are deemed as the best at examining the information but they are a time consuming method as it takes too much time to arrange meeting with top management executives. Moreover, interviews require almost 7 to 8 hours for transcribing the answers (Gray, 2009). As reported earlier, this study used the semi-structured interview and documentary material to gather the data needed to answer the research questions.

Moreover, this study sought to understand how managers and employees react and adjust to bureaucratic structures. The cultural dimensions can also ease the pressure that exists between the team members but at the same time, also gives the leader the power to guide the employees as leaders have a greater understanding and experience in dealing with employees

and their issues. Figure 4.3 illustrates the process of conducting semi-structured interviews with each of stage explained below.

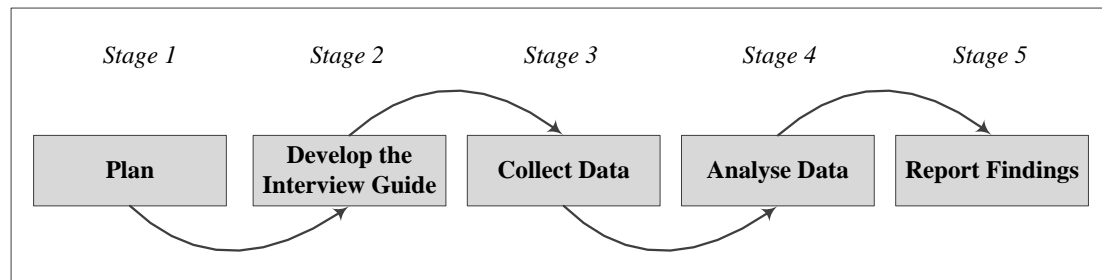


Figure 4.3: Process of Conducting Semi-Structured Interviews

- **Plan:** According to Boyce and Neale (2006), the process of conducting in-depth interviews follows the same steps as presented in Figure 4.3 such as: plan, develop instruments, collect data, analyse data, and disseminate findings. In doing so, initially all the interviewees included in the empirical research were listed.
- **Develop the Research Guide:** In this step the interview guide is revised. The interview guide provides the list of questions or issues to be explored during the interviews and also includes an informed consent form. The pilot cases enabled the author to ensure the reliability of the questions. This was a follow-up process of the case development. The group of experts recommended to add more relevant questions related to the bureaucracy and organisational performance issues. They also suggested enquiring about clarifying questions during the interviews. Hence, the pilot study was conducted to ensure that the final agenda of the protocol is appropriate. At this stage, the interview guide is revised based on the pilot study.
- **Collect Data:** This step involves collecting relevant data based on the interview guidelines set in the previous step. The actual interview sessions were set up with the selected stakeholders (i.e. respondents). At this point, the purpose of the interview is explained, why the stakeholder has been chosen, and the expected duration of the interview session. The informed consent of the interviewee was requested (written or documented oral). The purpose of the interview is explained again, why the stakeholder was selected, expected duration of the interview, whether and how the information will be retained as confidential, and the use of a note taker and/or digital recorder was present. After the interviewee agreed, the interview session was conducted.
- **Analyse the Data:** After conducting the interview, important data was summarised. Thereafter, the data was transcribed and reviewed. Although, there are several qualitative data analysis methods available (e.g. see Saunders and Lewis, 2007), but

in this study, the NVivo software was used. The theoretical lens from which the author approached the phenomenon, the strategies that the author used to collect or construct data, and the understanding that the author has about what may be important data in answering the research question are all analytic factors that influence the data. According to Yin (1994) and Miles and Huberman (1994), examination and interpretation of informants' words, behaviours and actions exist in this research; the qualitative data are analysed based on the research objectives and the associated framework. Perry (1998, p. 796) concludes that "*prior theory from the literature review, pilot cases and convergent interviews are linked to the cases through practices of data collection and analysis*". Using the transcripts, categorising key dimensions of associations and summarising data are also strategies to analyse the data (Saunders *et al.*, 2007).

- **Report Findings:** After analysing the data, a report is developed. A stimulating and comprehensible report "*provides sufficient description to allow the reader to understand the basis for an interpretation, and sufficient interpretation to allow the reader to understand the description*" (Patton, 2002; p. 503-504). The main reason why there is a need to monitor and report the analytical procedures, processes as completely and truthfully as possible is to make the study replicable (Patton, 2002). Qualitative research is fundamentally interpretive, and interpretation represents the personal and theoretical understanding of the phenomenon under study. More so and in this type of research, one uncovers patterns, themes and categories important to understanding a social reality.

The semi-structured interview method of data collection is conducted with a fairly open framework that is focused, conversational, and exhibits two-way communication. This method is used to acquire feedback and provide the opportunity to explore an issue. It allowed the interviewee to express their individual perspectives, concerns and feelings. Relevant topics are initially identified, the possible relationship between these topics and the issues become the basis for more specific questions, which need not be prepared in advance. The majority of questions were created during the interview, allowing both the interviewer and interviewee the flexibility to probe for details or discuss issues further. The major benefit of the semi-unstructured interview is that it is less intrusive to those being interviewed as it encourages two-way communication. Those being interviewed can ask questions of the interviewer. In this way, it can also function as an extension tool. It also confirms what is already known and provides the opportunity for learning. Often, the information obtained from semi-structured interviews not just provides answers, but the reasons for the answers. As the activity builds in considerable flexibility about how and when these issues are raised, a

considerable amount of additional topics can be built in response to the dynamics of conversational exchange. The benefits of semi-structured interviews are: (a) they can obtain relevant information, (b) the audience is specifically targeted, (c) they can be structured so as to allow comparisons, and (d) gives freedom to explore general opinions in detail.

It is necessary for the researchers to prepare themselves before the actual interview takes place. Once the interview is conducted the researcher needs to make sure that the respondents have: (a) a clear idea of why they have been asked, (b) basic information about the purpose of the interview and the research project of which it is a part, (c) some idea of the probable length of the interview, (d) that there is a need to record it (explaining why), and (e) a clear idea of precisely where and when the interview will take place. In the context of this thesis, an interview guide was developed as an essential component for conducting the interviews, which included a list of questions, topics, and issues with regards to the bureaucratic structure and performance of government employees. The author states that an interview guide must be clear and avoid ambiguity, so as not to confuse the interviewee.

4.8.1.6 Case Study Protocol

The case study protocol is explained in Table 4.3. The interview protocol includes eight sections, each of which contains multiple questions linked to empirical enquiries and propositions in the interview guide (Appendix D). This protocol is a guide for helping the author to collect the data to generate a theory (Perry, 1998).

| Section | Aim |
|---|--|
| General Respondent Information | To collect data regarding the interviewees. |
| The impact rigid rule and procedures for organisational performance | To identify the rigid rule and procedures that affects the level of performance of government organisations i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 1a, 1b, 1c). |
| The impact of hierarchical position on organisational performance | To identify the impact of hierarchical position that affects the level of performance of government organisations i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 2a, 2b, 2c). |
| The impact of impersonal relationship to organisational performance | To identify the impersonal relationship that affects the level of performance of government organisations i.e. Social responsibility; job satisfaction and motivation; decision quality (Proposition 3a, 3b, 3c). |
| The impact of transactional leadership on organisational performance | To explore the relation between transactional leadership and the level of performance of government organisations i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 4a, 4b, 4c). |
| The impact of transformational leadership on organisational performance | To examine the relationship between transformational leadership and the organisational performance of the government organisations i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 5a, 5b, 5c). |

| | |
|--|--|
| To reflect upon factors and how they impact performance in terms of cultural dimensions, as defined by Hofstede (1980) | <p>To define and discuss Hofstede’s five cultural dimensions, even though for these research purposes only four dimensions apply. Hofstede’s five cultural dimensions are:</p> <ul style="list-style-type: none"> • Power distance, e.g. the degree of freedom in decision-making a superior leaves to their subordinate (Schwartz, 1994). • Uncertainty avoidance, e.g. the strictness of rules used to deal with uncertain and ambiguous situations (Schwartz, 1994). • Individualism–collectivism, e.g. the degree to which people have freedom to adopt their own approach to their job (Triandis, 1994). • Masculinity–femininity. The extent to which highly assertive values predominate (e.g., acquiring money and goods at the expense of others) versus showing sensitivity and concern for others’ welfare (Schwartz, 1994). • Long-Term vs. Short-Term Orientation. This dimension was first identified in a survey among students in 23 countries around the world, using a questionnaire designed by Chinese scholars (Chinese Culture Connection, 1987). |
| General Issues | To collect general explanations and comments across the cases about the relationship between bureaucracy and organisational performance and to show the bureaucratic factors, which have the most influence that affect the organisational performance (social responsibility; job satisfaction and motivation & decision quality) via empirical research. |

Table 4.3: Case Study Protocol

4.8.2 Secondary Data

Secondary data are “*data that have already been collected and published for some reason other than solving the current research problem*” (Saunders *et al.*, 2007, p. 35). In simple words, secondary data is all the information gathered for purposes other than the accomplishment of a research assignment and it is employed to achieve preliminary understanding of the research problem. It is categorised in terms of its source i.e. either internal or external. Moreover, this data can be in written or in digital form and collected from archival records (e.g. firms’ emails, websites and reports), and found in multiple sources (e.g. Government publications, books and industry statistics). The secondary data supports the researchers in conducting multiple cases. The secondary data supports this research with different indicators at the different stages: speed of gathering, comparative data and unforeseen discoveries. It has potential drawbacks as well e.g. no match with the purpose of the study in context, costly data, no control over data quality and not being well presented (Saunders *et al.*, 2000).

4.8.3 Observations and Archival Records

Observation has been recognised as a valuable data collection method in a case study setting by several research scholars (such as: Jankowicz, 2000; Saunders *et al.*, 2000; Yin, 1994). This method complements interviews as a valuable source of additional data. In the context of

this thesis research, the author had access to archival records related to the case organisations – these archival records provided more information that supported in the interviews. On the other hand, observation in each case organisation was undertaken in order to gain trust and confidence towards ministries involved in this research study. These observations lasted for four hours in each ministry, involving attending meetings with various individuals' managers and employees. The archival records were examined based upon annual reports, proposals, media and websites. Reports related to the relationship, networks, transactions and deliverables of previous projects were analysed. The analysed data of archival records and observations were used to corroborate the findings.

4.9 Data Analysis

Empirical data resulting from case organisations were analysed to draw pragmatic deductions. According to Miles and Huberman (1994) a difficulty in using qualitative data is that the methods of analysis are often poorly developed. As a result, it appears that although the process of qualitative data analysis takes numerous forms but essentially it is non-mathematical. During this study, data analysis has entailed investigating the denotation of individual's arguments, behaviours and actions. Alike to other research studies (e.g. Ramanath, 2000) the research findings of this thesis are extracted from the empirical data. Empirical evidences were then used to draw conclusions and resulted in the formulation of a conceptual framework. On the other hand, using the transcripts, categorising key dimensions of associations and summarising are also strategies to analyse the data (Saunders *et al.*, 2007). Moreover, a qualitative content analysis (thematic analysis) can be aided by and presented as, "*thematic networks that summarise the key themes constituting a piece of text*" (Attride-Stirling, 2001, p. 386). The thematic analysis enhances understanding of the phenomenon and promotes explanation of the data collected, leading to explorations and explanations.

In theory building research, the research must apply two key steps: (a) within the case analysis and (b) the cross-cases analysis in order to capture the novel findings, which may exist in the data (Eisenhardt, 1989). This is in order to comprehensively generate and display the evidence and procedures when the findings are provided, so that the researchers can examine each case and provide replications across the cases. In the context of this research, the latter is discussed in Chapter_6 where the comparison between the four cases is analysed and presented. At this stage, the similarities and differences between cases can be captured and significant conclusions can be drawn. According to Eisenhardt (1989, p. 541), within case analysis, the research "*allows the unique patterns of each case to emerge and then gives the author a rich familiarity with each case which, in turn, accelerates cross-case*

comparison". Within the cross-cases analysis, the research follows three tactics (Eisenhardt, 1989), such as:

- **First**, select key themes suggested by the existing literature (the author looks for within-group similarities coupled with intergroup differences).
- **Second**, to look for the subtle similarities and differences between cases (this can lead to more sophisticated understanding).
- **Third**, to divide the data by data sources (this exploits the unique insights possible from different types of data collection)".

Yin (1994) identified patterns matching and explanation building, as dominating analytic techniques used in case study analysis. Pattern matching is used for assessing the match between practice and theory in order to link empirical evidence in a partial way with theoretical propositions (Yin, 2009). The technique of pattern matching helps predicting a pattern of outcomes based on propositions to explain expected findings (Saunders *et al.*, 2007). The qualitative analysis research proceeds by the interaction of inductive and deductive processes (Hyde, 2000). On the other hand, Miles and Huberman (1994) discuss the model of data analysis in qualitative research. This model concerns three major activities: data reduction, data display and conclusion drawing. Attride-Stirling (2001) explains that a thematic network includes three types of themes:

- *First-order themes* (lowest-order premises evident in the text),
- *Second-order themes* (categories of first-order themes grouped together to summarise more abstract principles) and
- *Overarching themes* (super-ordinate themes encapsulating the principal metaphors in the text as a whole).

These themes have different explanations but similar general concepts of analysis, which provide guidelines to support this research.

As a result, many parts of the data analysis processes are evident in the literature. Nevertheless, at the same time, there is significant confusion about how to combine them, which type of techniques to use, how to ensure a chain of evidence and how to use them as logical analysis in order to provide valid and reliable findings. Therefore, this research relies upon thematic analysis and the propositions as general analytic strategies and selects the most appropriate analysis techniques from the available sources. The techniques of data reduction (coding), a data matrix, a thematic network and pattern-matching are followed to explore and

explain the cases. This analysis aims to provide analytical generalisation by looking at multiple actors, codes, themes, patterns and by trying to consider each configuration as a replication of the topic. Case studies have to be selected based on theoretical sampling and not on random sampling (Eisenhardt, 1989; Perry, 1998). The analytical generalisation (matching findings for theory) is applied to case research and not statistical generalisation as in quantitative research, which deals with large randomly selected samples (Yin, 2009). This analysis stage allows concepts and relationships to emerging from the data analysis to result.

4.9.1 Qualitative Content Analysis

Content analysis is a widely used qualitative research technique. Rather than being a single method, current applications of content analysis demonstrate three distinct approaches: (a) conventional, (b) directed, or (c) summative. All these three approaches are used to interpret the meaning of the content of text data and, hence, adhere to the naturalistic paradigm. The major differences among the approaches are coding schemes, origins of codes, and threats to trustworthiness. In conventional content analysis, coding categories are derived directly from the text. Qualitative content analysis involves a process designed to condense raw data into categories or themes based upon valid inference and interpretation. This process uses inductive reasoning, by which themes and categories emerge from the data through the author's careful examination and constant comparison. Still qualitative content analysis does not need to exclude deductive reasoning (Patton, 2002). Generating concepts or variables from theory and previous studies is also very useful for qualitative research, especially at the inception of data analysis (Berg, 2001).

This thesis research adopted the approach of Qualitative Content Analysis because of the fact that data can be any kind of recorded communication, e.g. transcripts of interviews or conversations, protocols of observation, video tapes, or written documents in general. Moreover, the qualitative results from both types of interviews are used to strengthen the findings of the study. In order to ensure the validity of the data, the author recorded the interview with a digital recorder during the interview session. This process increased external validity. The case study protocol also increases the validity of this study. With these facts in mind and due to the qualitative value for opinion, this conclusion easily justifies the use of the interview process to gain valid insights and data to prove the connection at the organisational structural level. Conversing with the individuals who know best about the situation is probably the only way to gain valid insight. However, not only the apparent content of the material is analysed, but also so-called 'latent content' as well as, formal aspects of the material (Mayring, 2000; 2001). Given this background, Mayring (2000a)

offers the following definition of qualitative content analysis as “*an approach of empirical, methodological controlled analysis of texts within their context of communication, following content analytical rules and step by step models, without rash quantification*”.

Evidently, the strength of qualitative content analysis is that it is strictly controlled methodologically and that the material is analysed step-by-step. Central to this idea is a category system, which is developed from the material itself employing a theory-guided procedure. By using this category system, the aspects that are to be filtered from the material are defined (Mayring, 2001; Titscher *et al.*, 2000) as:

“The core and central tool of any content analysis is its system of categories: every unit of analysis must be coded, that is to say, allocated to one or more categories. Categories are understood as the more or less operational definitions of variables.”

Mayring (2001) emphasises the following central points:

- **First**, there is fitting the material into a model of communication as it should be determined on what part of the communication inferences shall be made, to aspects of the communicator (his experiences, opinions, feelings), to the situation of the text production, to the socio-cultural background, and finally, to the text itself or to the effect of the message. This also includes the following within its reasoning. First a systematic, rule-based analysis of the material is to be analysed step by step, following rules of procedure, and devising the material into content analytical units.
- **Second**, the categories in the centre of analysis build on aspects of textual explanation, following the research questions, and then are put into categories, which are carefully founded and revised within the process of analysis or feedback loops.
- **Third**, there is the subject-reference instead of technique which means that instead of being a set of techniques for text analysis, the connection to the concrete subject of analysis is a very important point for qualitative content analysis. This implies that the procedures of content analysis cannot be fixed but have to be adapted depending on the subject and its context.
- **Four**, there is verification of the specific instruments through pilot studies and this issue to the subject-reference and fully standardised methods are abstained from. That is why the procedures need to be tested in a pilot study. Inter-subjective verifiability is a case in point here.

- *Lastly* is the theory-guided analysis or the technical fuzziness of qualitatively oriented research needs to be balanced by theoretical stringency.

This means that the state-of-the-field of the respective research subject, as well as subjects closely related, are required to be taken into account and integrated into the analysis. Inclusion of quantitative steps of analysis also means quantitative analyses are especially important when trying to generalise results. As a matter of fact, this notion of triangulation to argue in favour of an integration of qualitative and quantitative methods is not limited to content analysis but has been raised by many researchers (Kelle, 2001; Mayring, 2001). Quality criteria of reliability and validity also means the procedure has the pretension to be inter-subjectively comprehensible, to compare the results with other studies in the sense of triangulation and to carry out checks for reliability. This rule-based approach of qualitative content analysis is supposed to guarantee that the whole empirical basis is systematically dealt with and that the analysis is reproducible to a certain extent. As a matter of fact, it is this kind of systematic that distinguishes content analysis from more interpretive, hermeneutic processing of text material (Mayring, 2001).

4.9.1.1 The Process of Qualitative Content Analysis

In the process of conducting a qualitative content analysis, the author followed eight steps by Zhang and Wildemuth (2006). The reason for undertaking this method is because it is more flexible or more standardised, but generally it can be divided into the following steps that begin with preparing the data and proceeding through writing up the findings in a report. The following steps are undertaken in this study:

- ***Step 1: Analysis of Interview Transcripts*** – Qualitative content analysis can be used to analyse various types of data, but generally the data needs to be transformed into written text before analysis can start. If the data derived from existing texts, the choice of the content must be justified by what the author wants to know (Patton, 2002). In this study, the first step of qualitative analysis is to analyse interview transcripts from both the managers and employees in order to reveal the respondents' information related behaviours and thoughts.
- ***Step 2: Identification of Individual Themes*** – This step identifies the themes such as the unit of analysis which includes; words, sentences, or paragraphs. Each theme is expressed in a single word, a phrase, a sentence, or a paragraph. Codes are assigned to a text portion of any size, as long as that portion represents a single theme or issue of relevance to the research question(s). According to Schilling (2006), a researcher

may assign a code to a text chunk of any size as long as that chunk represents a single theme or issue of relevance to the research.

- **Step 3: Coding Schemes** – The third step is a coding scheme derived from three sources: The data, previous related research studies, and theories. In this thesis research, the categories are generated inductively from the data categories and their properties through the development of interpretive memos. In this research, the development of categories and a coding scheme is based on the open interview guide developed earlier (Miles and Huberman, 1994; Bryman and Bell, 2007). Developing categories inductively from raw data are encouraged, so as to use the constant comparative method since it is not only able to stimulate original insights, but also able to make differences between categories apparent.
- **Step 4: Testing the Coding Consistency** – The fourth step is coding consistency. If the level of consistency is low, the coding rules must be revised. In the context of this thesis, sample data were coded to the clarity and consistency of the category definitions. The author is expected to test the coding scheme on a sample of text. This can be done manually. At this stage, the coding consistency needs to be checked moreover, any problem with regard to category definition, coding or categorisation should be dealt with by the researcher (Schilling, 2006).
- **Step 5: Application of Coding Rules** – This could be achieved after consistency has been checked. Coding of themes was checked repeatedly to avoid drifting. This happens because coding will proceed while new data continued to be collected, there is a possibility that new themes and concepts may emerge and need to be added to the coding manual afterward. During the coding process, the author checked the coding repeatedly. This is important to prevent “*drifting into an idiosyncratic sense of what the codes mean*” (Schilling, 2006).
- **Step 6: Rechecking of Coding Consistency** – The sixth step is about coding the complete data set. Again, there is a need to recheck the consistency of coding. It is not safe to assume that, if a sample is coded in a consistent and reliable manner, the coding of the whole corpus of text is also consistent. Patton (2002) claims that in order for a study to be replicable, the researcher needs to check and report their analytical approach and processes as completely and truthfully as possible. Qualitative content analysis is an alternative for a report not based on counts, numbers or statistical significance, but instead a deep insight and interpretation of the findings. However, this does not limit the author to present the research findings with typical quotations to justify the conclusions.
- **Step 7: Developing Inferences** – This step includes making sense of the themes or categories identified, and their properties. At this stage, inferences may be made and

reconstructions of meanings derived from the data. This involves exploring the properties and dimensions of categories, identifying links between categories, finding patterns, and testing categories against the full range of data (Bradley, 1993).

- **Step 8: Reporting** – This step is about reporting the coded data. This thesis research used a qualitative content analysis also known as “*thematic analyses in analysing the qualitative data. It is an interpretative method for qualitative text data*” (Kohlbacher, 2006). All the interviewee data will be first transcribed in a document (text) from the audio file. This is followed with a development of coding or theme based on the initial proposed model in Chapter_3. The entire interview transcript will be viewed on a case by case basis in order to define the effect of findings. This involves a back and forth process (Miles and Huberman, 1994). After that, the author analyses the data based on cross-case analysis whereby, the author would see the differences and similarities between the cases (Miles and Huberman 1994; Eisenhardt 1989). The author will also considered checking and reporting the analytical approach for processes as completely and truthfully as possible.

4.9.2 Organising Data for Analysis

The qualitative data is collected from the transcripts from each individual interview. The data is separated question-by-question using common themes, categories and patterns. Analysis of qualitative data can be facilitated by organising the data into tables that can be organised by the respondents, question, and other characteristics such as, different ministries. A four-column table is created that reflected common themes, categories and patterns. The interview questions are sorted according to the name of the government organisation.

4.9.3 Summarising Data

After coding the data, such as transcripts of interviews with the managers and employees, a summary of the coded data is created question-by-question to illustrate key themes in each question. Quotations are also included that are considered significant for each theme. With data coded and summarised, the findings are synthesised across multiple data sources. Then, the final report is prepared.

4.9.4 Verification

Verification strategies supported the author identify when to continue, stop or modify the research process in order to achieve reliability and validity, but to also ensure rigour.

Verification is the process of checking, confirming, making sure, and being certain. These mechanisms are woven into every step of the inquiry to construct a solid product (Creswell, 1997; Kvale, 1989) by identifying and correcting errors before they are built into the development model and before they support the analysis. If the principles of qualitative inquiry are followed, the analysis is self-correcting (Yin, 2009). In this thesis research, verification is done by moving back and forth designs and while data is systematically checked, focus maintained, the fit of data and conceptual work of analysis and interpretation are monitored and confirmed. The data from the interviews are verified from the interviewees before the final analysis using the NVivo software.

4.9.5 Validation

This thesis research followed the activities recommended by Lincoln and Guba (1985) that may support the author in improving the credibility of the results, such as:

- Prolonged engagement in the field,
- Persistent observation,
- Triangulation,
- Case analysis,
- Checking interpretations against raw data,
- Peer debriefing, and
- Member checking.

To improve the credibility of qualitative content analysis, the author designed transparent processes for coding and drawing conclusions from raw data. Transferability refers to the extent to which the author's working hypothesis can be applied in another context. Dependability refers to *"the coherence of the internal process and the way the author accounts for changing conditions in the phenomena"* (Bradley, 1993, p. 437). Conformability on the other hand refers to *"the extent to which the characteristics of the data, as posited by the author, can be confirmed by others who read or reviews the research results"* (Bradley, 1993, p. 437).

The main technique for establishing dependability and conformability is through audits of the research processes and findings. Dependability is determined by checking the consistency of the study processes, and conformability is determined by checking the internal coherence of the research product. This is namely defined as; the data, the findings, the interpretations, and the recommendations. In this thesis research, two sets of respondents are selected to provide

data for the study and two types of qualitative data are obtained through interviews. One of them provided through the semi-structured interviews aimed at gaining opinions of the managers. The other type of data came from the employee respondents. The qualitative results from both types of interviews were used to strengthen the findings of the study. In order to ensure the validity of the data, each interview was recorded with the use of a digital recorder during the interview session. This process increased the external validity, and the use of case study protocol supported to increase the validity of this study.

4.9.6 Triangulation

This study utilised triangulation to validate data through cross verification from more than two sources. The data triangulation technique is adopted by using a combination of data sources to the effect that the strengths and weaknesses in each source are corroborated when used together. Triangulation is essentially a strategy that aided in the elimination of bias and allows the dismissal of plausible rival explanations such that a truthful proposition about some social phenomenon can be made (Denzin, 1989). Triangulation has arisen as an important methodological issue in the evaluation of literature as well. Denzin (1989) outlines four types of triangulation: (a) data triangulation including time, space, and person, (b) investigator triangulation, (c) theory triangulation, and (d) methodological triangulation (Denzin, 1978, p. 294-307). In this thesis research, the author triangulates the data such as: the primary source of data and secondary source of data, coupled with the observation of the respondents from the selected Ministries in the Kingdom of Bahrain.

The author also uses data from expert opinion, academics, managers, and other professionals and from the pilot study, respectively. This signifies that the current research may be manageable within the constraints of student time frames, abilities and budgets. This supported the author's work with the depth required by qualitative inquiry and thereby gained the grounding experience necessary for the investigation. In this aspect, the case study design used multiple sources of evidence in a triangulation strategy to contribute to developing a perspective on bureaucracy and its impact to government organisations in the Kingdom of Bahrain. In this thesis research, triangulation has been completed in order to ensure the sources of data during data collection, which consists of semi-structured interviews, documents from participants, and observation that explained and described in the next chapter. Figure 4.4 illustrates the triangulation of data.

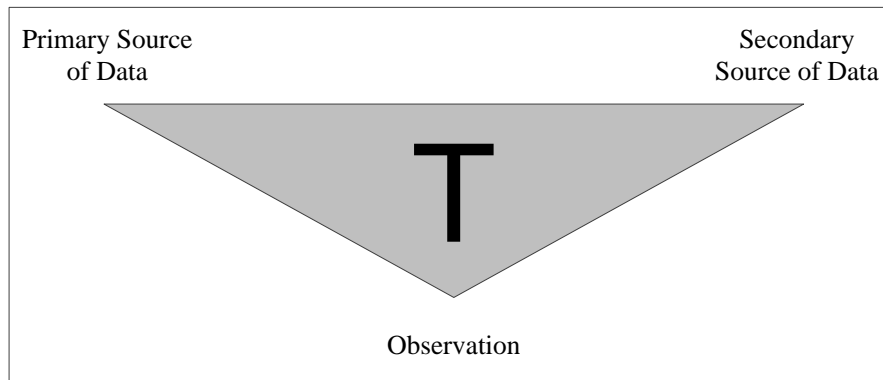


Figure 4.4: Triangulating the Data

4.10 Summary

This chapter discussed the methodology used in this thesis research. The research design follows three stages: The first stage discusses the literature review, conceptual model, philosophy, pilot study, case study protocol, key themes, interview guide, and validation of the interview guide by the expert opinion refined pilot study and the final study. Likewise, the sampling technique, sample size with forty (40) respondents is also discussed. In addition, the four case organisations, which represent the government ministries in Bahrain, namely: MOE, MEW, BEDB, and MOLSA are described. The second stage discusses the data collection stage, data analysis, triangulation approach, individual case findings, verification, and validation. The final stage presents the findings, discussion, introduction of the re-conceptualised model and the novelty and contribution of the research in the academic and the world in general.



CHAPTER 5: Case Analysis & Preliminary Findings

5.1 Introduction

In the previous chapters, the author warranted the research context (i.e. Chapters_1 and Chapter_2), proposing a conceptual framework (Chapter_3), and justified and analysed the research methodology (Chapter_4) employed in this thesis research. Chapter_4 provided detailed analysis of the research philosophy and approach, qualitative method and case study strategy, research design, and data collection and data analysis. The latter approaches extend the analysis of case organisations by applying the Hofstede's model of cultural dimensions to reflect on the bureaucratic factors and its impact on organisational performance. The research work carried out up till now needs to be further corroborated to establish its reliability in the academic literature. Therefore, this chapter employs the research methodology to test the proposed conceptual framework (Chapter_3). In doing so, Chapter_5 discusses the findings on the interviews conducted with the managers and employees (as respondents of this empirical research) of selected government ministries in the Kingdom of Bahrain.

The author selected the key respondents from the case study organisations based on their positions, responsibilities in the government departments, and overall understanding of the research problem in context. Those managers who acted as respondents in this empirical research have administrative responsibilities in the government organisation and are experts in their respective areas. All the interviews lasted from 60 to 90 minutes and this interviewing exercise was ended when data saturation was achieved at 40 interviews. All interviews were recorded with the permission of the respondents. After the interviews, the recordings were transcribed and encoded into NVivo software. The author assured the respondents that this thesis research activity is undertaken with the utmost confidentiality and will be used for academic purposes only. As the author conducted four case studies from the government ministries in the Kingdom of Bahrain, this was found to provide sufficient information that supported the author in justifying and validating the research presented in this thesis.

5.2 Interview Protocol

An appropriate interview protocol is indispensable to acquiring the best possible information from the respondents in a research study; nevertheless, an appropriate protocol does not guarantee that the author will have an effective and constructive interview. In the context of this thesis research, the author ensured to have the interviews conducted smoothly without any disruption. Following precautionary steps was undertaken before and after conducting the interviews:

- *First*, each respondent was methodically explained on the objective of the interview session and the purpose of the overall thesis research after the initial contact. After seeking permission from each respondent, an appointment was scheduled confirming the date, time and place of the interview. It was ensured that the interview site selected is unbiased, confidential, comfortable, free of distractions, and easily accessible to both parties. After confirming the meeting schedule, both parties agreed upon the interview. It was reiterated that the interview will last for a maximum of 90 minutes to ensure that neither the interviewer nor the interviewee lose their concentration.
- *Second*, after a short introduction by the author, the interview objective, the expected time of the interview and the topics covered in the interview were explained to the respondent. After requesting the verbal consent from the respondent, the author notified the respondent of the confidentiality of the interview and that the information collected is exclusively used for research purpose only. Each interview session was tape recorded to be transcribed after the activity. When all the questions were covered during the interview session, the respondents were further asked to add any supplementary (but essential) information initially overlooked by the author. After each interview session, the author showed his appreciation by acknowledging the respondent for their participation in this thesis research.
- *Finally*, the coding scheme was derived from three sources: data, previous related studies, and theories. In this thesis research, the categories were generated inductively from the data categories and their properties through the development of interpretive memos. In this thesis research, the development of categories and a coding scheme is based on the open guide interview developed earlier from which the author developed new categories/themes (Miles and Huberman, 1994; Bryman and Bell, 2007). Developing categories inductively from raw data is encouraged, so as to use the constant comparative method since it is not only able to stimulate original insights,

but also able to make differences between categories apparent (Appendix E). Finally, a summary of the interview is transcribed to analyse later.

5.3 Case Organisation Organisations

The selected case study organisations represent four Ministries, such as:

- *Case_Organisation_1*: Ministry of Education (MOE),
- *Case_Organisation_2*: Ministry of Electricity and Water (MEW),
- *Case_Organisation_3*: Bahrain Economic Development Board (BEDB), and
- *Case_Organisation_4*: Ministry of Labour and Social Affairs (MLSA).

These ministries are selected due to their key roles in boosting Bahrain's economy and more importantly, these ministries are primarily structured as bureaucratic in nature.

5.4 Case_Organisation_1 – The Ministry of Education (MOE)

The first case study is conducted in the Ministry of Education. This ministry aims is to develop an educational system that may support the Kingdom of Bahrain in acquiring a high level of excellence and creativeness. The MOE provides educational opportunities for every citizen to develop intellectually, physically including developing agility, appropriate skills through drawing on the development plans. The implementation and evaluation plan is designed to achieve the requirements of quality and to enhance the quality and effectiveness of education in line with international standards. At present, the Ministry of Education is focusing on providing better educational services to all students, developing the educational system in form and content, which covers all categories of learners. To keep pace with global changes and technological advancements, the MOE also seeks to upgrade and review this system by conducting internal and external audits. This evaluation is currently accompanied by the expansion in implementing the initiatives of the National Project to Develop Education and Training. Curricular improvement is now directed to the student's cultural, intellectual and spiritual development. This is in line with a new reform project led by King Hamad bin Isa Al Khalifa and his government.

Figure 5.1 presents the level of the hierarchy and description of the organisational structure of the Ministry of Education. This figure is developed with the intent to outline and formulate a

clear picture of the organisation's structure including the important players and decision makers within the organisation.

| Case_Organisation_1 | Name of Organisation | Level of Hierarchy | Description of Organisational Structure |
|---|---------------------------|---|--|
| The Ministry of Education in Bahrain administers the government's educational institutions and supervises private educational institutions in the country. | The Ministry of Education | <p>A. On top is the Minister of Education.</p> <p>B. There are four Directorates under the Minister's Office.</p> <p>C. There is three Undersecretaries Under the Minister's Office.</p> <p>D. There are two or more offices under each Undersecretary's Offices.</p> | Bureaucratic – This type of organisational structure has numerous layers of management. As shown in Figure 5.1 the top layer is the Minister of Education cascading down to four directorates to undersecretaries, departmental managers, all the way down to supervisors who work alongside Frontline employees. |

Table 5.1: MOE's Level of Hierarchy and Description of Organisational Structure

5.4.1 Organisational Structure

The Ministry of Education is bureaucratic in nature. In today's time, a bureaucratic organisation is anticipated to have a pyramidal structure to help achieve the most rational and efficient operation at the lowest cost. As illustrated in the Figure 5.1, the organisational structure of the Ministry of Education highlights several layers of management. The level of hierarchy is described as follows:

- At the top level is the Minister of Education.
- Then there are four Directorates under the Minister's Office.
- Further down there are three Undersecretaries under the Minister's Office and two or more offices under each Undersecretary's Office.

The Ministry of Education follows a hierarchical organisation with the layout of a pyramid. The layout consists of multiple entities that descend into the base of staff level employees. At the bottom of the pyramid are staff employees. In this type of structure, authority is generally concentrated at the top and encourages a company culture focused on rules and standards, where operational processes are rigidly controlled with best-practice methodologies and close supervision.

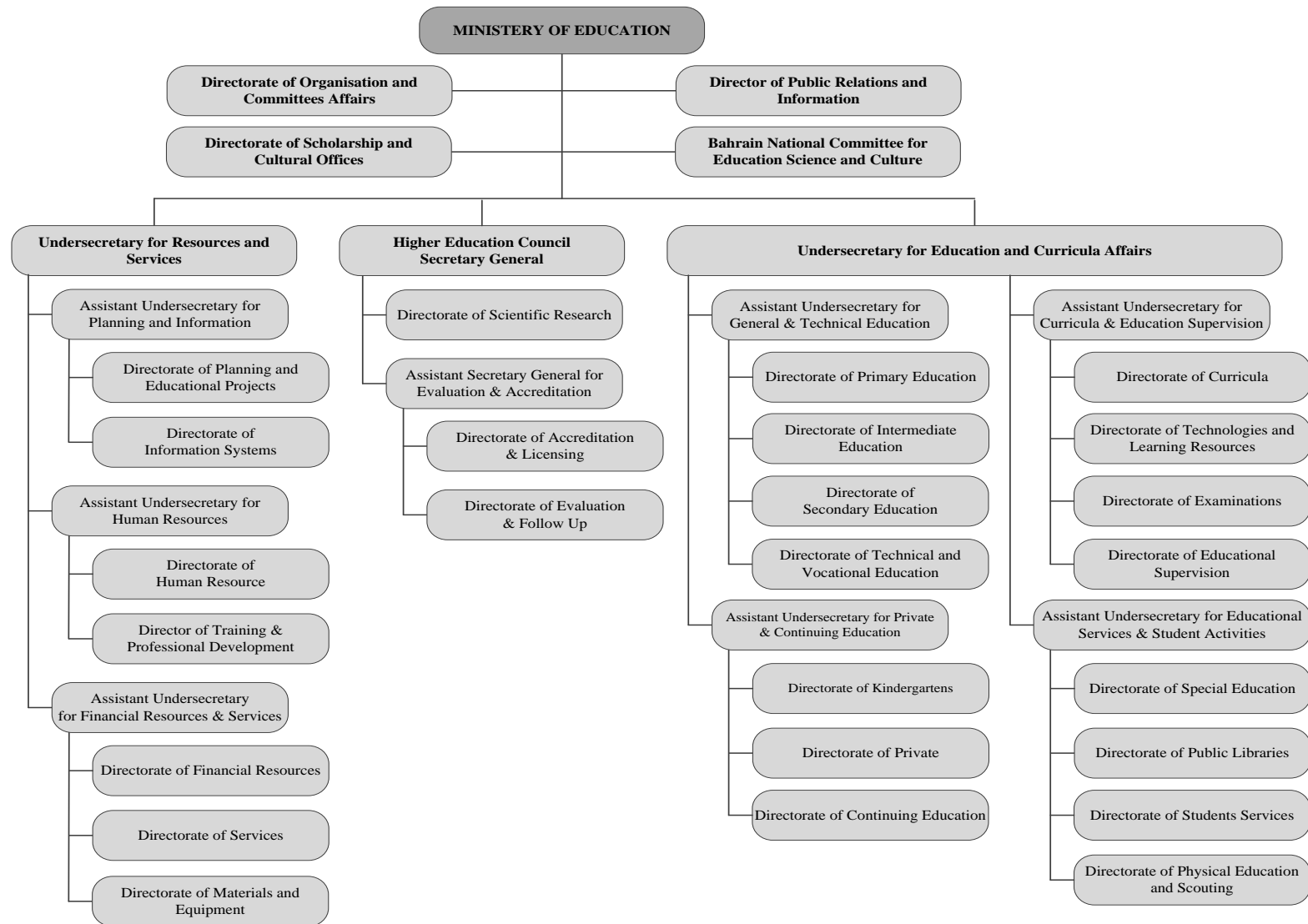


Figure 5.1: MOE Organisational Structure (Source: MOE Leaflets, 2012)

5.4.2 Respondents from the Ministry of Education

For the case study conducted in this organisation, all the respondents selected are based on different positions such as:

- Directorate of Organisation and Committees Affairs,
- Directorate of Planning and Educational Projects,
- HR Department, Directorate of Technologies and Learning Resources, and
- Directorate of Physical Education and Scouting.

The sampling technique used by the author is purposive sampling, which determines the impact of bureaucratic factors on government organisational performance. In total ten respondents i.e. 5 managers and 5 government employees were selected for interviews. A number of views by various authors (e.g. Hussey and Hussey, 1997; Jankowicz, 2005; Miles and Huberman, 1994; Powell, 1997) on the subject of non-probability sampling were identified during the investigation. All of these views did not use the same terminology and classifications for the non-probability sampling method. In large organisations (such as MOE), usually the organisational structure has numerous layers of management. As presented in Figure 5.1 the top layer is the Minister of Education cascading down to four directorates to undersecretaries, departmental managers, all the way down to supervisors who work alongside frontline employees. The key respondents (i.e. 5 managers) were selected from different layers from top to bottom, in order to understand the significance and the impact of factors on the performance of the regulatory bureaucracy in the ministry. All these managers administer the departments below in the hierarchy. The author visited all these departments as these departments provided necessary and valuable information that supported in understanding the operational activities of this ministry.

5.4.3 Summary of the Interview Key Respondents

The following are the results of the interviews with the managers.

5.4.3.1 Case_Organisation_1 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance

General public in the Arab culture tend to avoid the uncertain and unacquainted situations that they find unethical. They prefer a structured way of life and this is much where the Arab

culture falls, as also supported by Hall (2010). Socio-cultural factors play a significant role in the diplomacy. Every Arab region, particularly, the Kingdom of Bahrain has its own distinct individual magnetism, domestic customs and rituals for foreign officials, who travel to Arab region. Specifically, those Arab regions that have experienced the revolution can easily perceive that all of their business practices reflect their culture. The Ministry of Education is interested in following the development steps advised by the King of Bahrain in order to achieve the targets that are in line of global development. Nevertheless, there is lack of required knowledge in how to deal with the regulations and laws in the ministry and the lack of understanding and characterising the effect of strict laws which may lead to organisational performance decrease in the ministry. This clearly implies that the MOE is not ready to embrace the bureaucratic structure and more specifically the rigid rules and procedures.

For example, when asked if rigid rules and procedures may affect the performance of civil servants, the key informant said:

“Yes it will affect the overall performance of any organisation for sure, with rigid rules indicates that there’s no flexibility when dealing with issues and that will affect finding solutions for problems and also dealing with everyday situations, because some situations needs flexibility and exceptions. So when we say rigid rules that mean no democracy no discussion of issues of work and that’s because of lack of flexibility atmosphere.”

Key informants mentioned that in general, rigid rules and procedures overall affects the performance in the MOE due to of lack of a flexibility atmosphere. This leads to divergence of ideas among staff in the ministry and causes lack of flexibility and democratic environment for employees who can work in a vibrant culture. Commenting on the problems with bureaucracy, Courpasson and Reed (2004) cited Bennis (1966) who views bureaucracy as a *“prosthetic device, irrelevant to a brave new world of dynamic technologies, markets, and values”*. Cordella (2007) describes bureaucratic accountability as cumbersome, inefficient, and unproductive. In the business context, bureaucracy seems to have a destructive effect on customers and employees.

The majority of the key informants in Case_Organisation_1 had negative results on the perception of rigid rules and procedures and the effects of rigid rules and procedures for organisational performance. In terms of social responsibility, an interviewee stated:

“As I mentioned previously, that with rigid rules the organisation, employees will lack flexibility when dealing with any situation and will find difficulties when dealing with social issues and responsibilities there will be a very formal atmosphere and everybody will feel tied and has no authority to do anything or to decide of doing anything.”

In terms of job satisfaction and motivation, the interviewee stated:

“Yes, for sure rigid rules will affect my job satisfaction and will affect my motivation, with lacking flexibility when dealing with any person that will lower his/ her satisfaction and motivation and for sure that will affect the employee performance in doing his/her job in an appropriate way. When an employee feels that all the doors are closed for him or her and people will not care for his job performance and will not be motivated. I feel that nobody would hear my word or opinion; I would be careless and will not care for put effort on myself to do a better job.”

Beetham (1996) stated that bureaucratic structures and government roles together with administration make the government extremely distressing to citizens that a large number of people avoid contacting these ministries. In addition, the employees and agencies have conflicts that work at cross purposes with each other. In this thesis research, for organisational performance an interviewee gave his insights how rigid rule and procedures affect decision quality:

“I would not have the freedom and the good atmosphere to take good right decision and by having rigid rules that means there is no space for the employee to think right and there will not be chance for discussing work problems and find solutions. So the quality of my decision will be bad for sure and I might take wrong decisions.”

The empirical evidence (i.e. the interviews) exhibited that limitations of the bureaucratic system are as follows:

- It does not encourage individuals to be innovative, in fact, initiatives are discouraged,
- Individuals have no time to innovate as their time is devoted to exploiting what they are expected to do and is tightly controlled by supervisors,

- Individuals have no access to general and relevant information on the organisation's goals and only have access to a restricted view of the organisation's aims,
- New initiatives have are not given any importance in the organisation since individuals have narrow and exclusive mission assignment,
- Individuals and departments are not used to working together as there is no opportunity for collaboration, hence, established boundaries impede communication exchange, and
- The decision-making process is institutionalised and is ill-adapted to innovation as also suggested by Thompson (1969) and Autier (2001).

The latter points are also explained in the study by Teofilovic (2002). According to the latter study, the notion of bureaucratic structure is most of the time viewed as a state of inertia and inefficiency. Whereas, several modern governments are bureaucratic, these governments should not forget that this structure has been an initiative of the private sector, which was designed for the maximisation of productivity and efficiency in private sector organisations.

5.4.3.2 Case_Organisation_1 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance

All key informants in this ministry declared that hierarchical positions have a negative impact on the level of organisational performance, as described by an interviewee:

“Employees lacked decision making authority and they are not permitted to do even simple things without going back to authorised people, and couldn't do anything without taking permission. Everything must go through the hierarchal channels even for simple decision.”

The interviews indicate that adherence to bureaucratic norms can hamper efficiency, and a strict hierarchical structure can hinder the information flow. This is due to the direction of emphasis from the top-to-bottom, whereas the transmission of information also requires effective channels of communication upwards i.e. from the grass roots of the organisation. In his study, Autier (2001) states that bureaucratic management systems impede innovations within established companies. Bureaucratic organisations rely on individuals' specialisation of tasks, fixed operative rules, task-focused control, and hierarchical authority.

5.4.3.3 Case_Organisation_1 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance

The Bahraini culture prefers hierarchical bureaucracies, which in turn create “*the wasta system*”. To lessen bureaucracy, the key informant answered positively when asked if impersonal relationships will have an impact on organisational performance. His insights on this subject are:

“yes it will impact the organisational performance negatively if there is no appreciation and care for the employees, by being rigid, and the quality of performance will not be superb. In a way it might affect the performance when not thinking of other peoples circumstances and when not appreciating employees, That will make a gap between the employees and there will not be cooperation and will affect the team or group work.”

The interviewee further revealed that impersonal relationships may affect their individual productivity and satisfaction if they feel that there is no appreciation or understanding on what they are doing in the organisation. When asked whether the interviewee considers impersonal relationship (formal relations) to affect decision quality in his own organisation, the interview replied:

“yes, it will affect if I don't know the employees well, there will not be understood from me for them. And I will not know well their social characteristics and that will affect decision making and I will be not fair when taking a decision related to their work or when writing appraisal and judging about their performance in doing their job.”

The author observed that there are contradictory notions among the interviewees on the perceptions of respondents of impersonal relationships and its impact on the level of organisational performance. The best known critical commentary on Weber’s theory of bureaucracy is Merton’s (1940) essay titled, “*Bureaucratic Structure and Personality*”. Merton (1940) used the term “*dysfunctional*” to describe bureaucratic behaviour. He viewed bureaucratic structures as conducive to efficiently general conduct but they are prone to self-protective behaviour on the part of officials, which is often inefficient.

5.4.3.4 Case_Organisation_1 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance

During the interview sessions, the author also noticed further conflicting notions in relation to transactional bureaucratic leadership. For example, one of the interviewee was when asked to describe his leader, he stated that:

“The leader usually shares the risk because most of the time he doesn't take the decision unless he consults the head of sections who also discuss issues with their employee. Again it depends on how big or serious is the issue. But mostly he shares the risks and listens to everyone but he takes a decision within his authority.”

Furthermore, the author also observed that there are contradictory notions among the interviewees on the perceptions of respondents of Transactional Bureaucratic Leadership and its impact on the level of organisational performance. On the rewards system and recognition of accomplishments, the interview stated that:

“We have a reward system and in my opinion it's a fair system in my organisation. Any candidate who applies for a reward must have all the evidences and there are some criteria to choose and to get rewards. Most of the time, the head of the department chooses candidates and list their accomplishments and attach evidence for their outstanding job performance to get rewards.”

Organisations with bureaucratic structures need a dynamic leadership that is able to understand the relationships and is able to unite with people to communicate different tasks of monitoring jobs – in this context, an interviewee narrated that:

“My leader monitors and supports me in improving my work and this is done in almost in every task I do so that the tasks are done in a proper way. Sometimes when the leader comments on my work, I discuss with him to get more understanding and we manage to convince each other. In my opinion, he has all the right to correct my work and similarly I have the right to explain and discuss his comments between us, but at the end, I do what he says as he is my leader.”

Moreover, the interviewee stated that:

“Yes I have the freedom to accomplish the work my way, but usually before starting any mission I meet the leader and discuss what should I do exactly, but also I have the freedom to do it in my own way or style and he will not interfere unless I have done something wrong.”

Another interview stated that:

“I have responsibilities given to me by my leader that I have to follow up with my employees work, to distribute the work and to decide the right employee to do a specific task, and follow my employees' accomplishments and write reports on their performance and to give them approvals for annual leaves, and follow up with the objectives of my employees and if they achieve them or no. And also I decide which training course is suitable for my employees.”

The respondent perceived that the organisational performance has both negative and positive impact on the perception and the effects on transactional bureaucratic leadership on organisational performance. The author asked the interviewee on how these leadership styles affect organisational performance; in this case, the interviewee stated that:

“With no doubt all the styles will affect my organisation either positively or negatively. The active manager may lead the employees to master the work by being aware of everything and correct the work in the way that should be that if he is a fair manager and does not abuse the power given to him, but that may affect the employee job satisfaction in a negative way and affect the employee's motivations. On the other hand, the passive manager who gives trust for the employee may positively lead the employees to do the job in a creative way with no restrictions, but if he faces bad employees that may affect the performance and the quality of work.”

Anaba *et al.*, (2012) studied the bureaucratic factors as mentioned above and their research echoes great effects on the organisational performance. This supports the assessment of office bureaucracy and its effects on the performance of organisations. The latter study has shown that the bureaucracy is a mechanical organisational structure in which the prevailing mechanism of coordination is standardisation of processes.

5.4.3.5 Case_Organisation_1 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance

In terms of Transformational Bureaucratic Leadership, all the empirical findings indicate positive views among the interviewees. Accordingly, it was also noted that in this type of leadership, the leader has a clear sense of purpose, which is expressed in simple ways, persistent and value driven. When asked to describe their leader, one interviewee stated:

“He is a well-organised leader, who has a clear vision with clear plans and specific objectives and indicators of successes. Actually, we have such leaders in my organisation. We work according to a plan with specific objectives to achieve and we measure our success every year by finding the percentage of the accomplishment.” “I respect my leader and his position, and because if I were not loyal to my organisation I may not be able to do my best work. The leader always sends us for training courses and encourages us to attend vocational training courses. They accept suggestions and opinions from the employees.”

According to the Bahrain Economic Development Board, Transformational leadership is defined in terms of the leader’s effect on followers: they feel trust, admiration, loyalty, and respect towards their leader, and the employees are motivated to do more than they expected to do (Yukl, 1997). On the role of transformational leadership, another interviewee reported:

“It may affect the organisation and can make a radical change in the organisation, this leadership will refresh the employees minds, that if this management has a clear specific plan with objectives to achieve and indicators to fulfil. By having transformational leaders, employees will do better, and will motivate them to achieve their objectives.”

In line with this vision, the Kingdom of Bahrain’s e-Government strategy is focused on ensuring the effective delivery of government services to citizens, residents, businesses and visitors. To implement this vision, strong and dynamic leadership is a prerequisite. For example, this vision can be achieved through an authority that has the span of control and depth of capabilities to guide the country. The author enquired on the bureaucratic factors that influence organisational performance, in response to this enquiry one of the interviewee reported:

“Rigid rules and procedures and transactional leadership are factors that affect organisational performance, negatively, on the other hand, transformational leadership will positively influence the organisational performance and will positively lead to job satisfaction and will enhance cooperation and good relationships between employees. While rigid rules will build and put barrier not to achieve satisfaction and motivation will be fading.”

In a bureaucratic structure, authority and communication flows from top-to-bottom through a rigid chain of command. In addition, the vertical growth represents many levels of supervision and indicates a single boss philosophy (unity of command). According to one of the interviewees, there are other influential factors that can be considered important in order to achieve positive performance in government organisations, such as:

“Consultations of the heads of sections, which will also get feedback from their employees and share the decision making with them, seem an important behaviour. Also best use of the power and encouraging the team work because as it says, two minds are better than one.”

There is an absence of a validated model to evaluate the relationships between bureaucracy and organisational performance (e.g. Smith and Meler, 1994; Smith and Meler, 1994; Andrews *et al.*, 2005). The author enquired about the validity (including the match between the framework and needs of the organisation) of the proposed conceptual framework and in this context the interviewee reported that:

“Yes, it matches the needs of any organisation, by keeping in mind these factors mentioned above previously and work to enhance the positive influence on the organisation and avoid the negative influence resulted from these factors that will build up a great organisational performance and will reach the employee job satisfaction and will motivate the employees.”

The latter view from the interviewee gave more evidence to explore the link between bureaucratic factors and organisational performance, thereby developing a framework based on Weber’s (1947) model of bureaucracy and Hofstede’s five cultural dimensions, in order to reflect on these bureaucratic factors and their impact on organisational performance. Morgan (1997) argued that organisations must be viewed with respect to cultural aspects and not just by looking at them simply as bureaucracies or hierarchies. It is important to explore the

relationship between bureaucratic factors and organisational performance from the perspective of managers and employees, and identifying their perception of the link between organisational culture and performance within the bureaucratic structure.

The interviewee was asked to briefly explain the overall culture in their organisation:

“I think the overall culture is becoming more flexible with the introduction of clearer leadership and communication of strategies to the employees because education wants to be innovative and align with the needs of the growing state, the exposure to global culture has changed the need for this greatly. Overall, I would say the culture still remains stalled and defined by the leaders of the organisation that have conservative values but this also allows education to be defined by similar collective traits found in our overall culture. Still it is noticed that change is taking place and many employees who are older have a harder time with this than the younger employees are. Still the practice to believe that outside influence should be defining the culture of the organisation is frowned upon. The leader or developer is not apparent while decision makers are challenged by changes hitting the overall culture, these changes will not be introduced as flexibility agents for a while. However, the need for innovation means the future is not written. Staying in alignment with value systems that match with the Arab view remains important, critical to moving forward. To blend this into the culture will take time but it is cutting edge to even consider it.”

Empirical evidences from the interviews illustrate that Bahrain has a paternalistic decision-making style where the employees or the subordinates are petrified to manifest their disagreement with the superior and willing to accept superior’s decisions (Li *et al.*, 2009). Critical organisational outcomes, such as job satisfaction, motivation, decision quality and social responsibility have been associated with leadership styles. This argument is supported by the study of Li *et al.*, (2009). The innovative and supportive culture and leadership places positive effects on job commitment and satisfaction. This is an important effect of such leadership style i.e. leaders strongly influencing their employees and other workforce.

Empirical evidence also offers support for the view that to maximise their effectiveness; leaders should exhibit transformational behaviours. An interviewee reported that:

“I think the issue in this interview is a major serious issue either will build up positive and lead to super organisational performance, if we directed it the right

way, or will ruin the organisation, if we misuse power and didn't get an advantage and avoid the negative influence of the bureaucratic factors."

The interview sessions conducted in this case organisation were extensive and rich in content. However, to gain a clearer view of all the interview data and its alignment with the conceptual findings, the author formulated a table to present the overall findings of this case organisation (as presented in Table 5.2).

| Indicator | Case_Organisation_1 | Organisational Performance | | |
|--|---------------------|----------------------------|------|----|
| | | SR | JSAM | DQ |
| Dimension | Results | | | |
| Perception on Rigid Rules and Procedures | N | N | N | N |
| Effects of Rigid Rules and Procedures on Organisational Performance | N | N | N | N |
| Perception on Hierarchical positions | N | N | N | N |
| Effects of Hierarchical Positions on Organisational Performance | N | N | N | N |
| Perception of Impersonal relationships | N | N | NP | NP |
| Effects of impersonal relationships on Organisational Performance | N | N | NP | NP |
| Perception on Transactional Bureaucratic Leadership | NP | NP | NP | NP |
| Effects of Transactional bureaucratic Leadership on Organisational Performance | NP | NP | NP | NP |
| Perception on Transformational Bureaucratic Leadership | P | P | P | P |
| Effects of Transformational Bureaucratic Leadership | P | P | P | P |

Legends:

P – Positive

N – Negative

NP – Negative and Positive

SR – Social Responsibility

DQ – Decision Quality

JSAM – Job Satisfaction and Motivation

Table 5.2: Summary of Interviews of Case_Organisation_1

The following Table 5.3 illustrates the findings of the study and the perception of the respondents related to five variables such as: rigid rules and procedures for organisational performance, hierarchical positions on organisational performance impersonal relationships on organisational performance, transactional bureaucratic leadership on organisational performance and transformational bureaucratic leadership in organisational performance. These findings indicate that the outcome of the interviews was either positive or negative, or else the respondents did not respond to the questions probed. The present thesis research integrates a cultural perspective using Hofstede's (1980) culture dimensions in order to

identify how it is reflected in the bureaucratic factors and organisational performance. As highlighted in the Table 5.3, all the variables either positively or negatively affect organisational performance. All these variables have a significant relationship with the four cultural dimensions, such as: power distance, uncertainty avoidance, individualism versus collectivism, masculinity versus femininity, however, there is no relation reported on time orientation. On the other hand, a more profound level of analysis indicates on how the research is linked i.e. how cultural dimensions reflect on the value system found within the Bahraini context and this can be applied in different other situations by other organisational leaders. Moreover, what is important is to see how cultural perceptions link and define the environment in which everyone operates. An organisation develops and persists to thrive based on certain values and rules and due to this culture employees within the organisation continue to work hard for the benefit of the organisation.

The author identified that within the Ministry of Education that there is a myriad of information in relation to how this organisation functions and sustains different activities within an organisational structure. The interviews conducted in this case organisation including the corresponding investigation served to justify as a connection between the organisational structure and its cultural makeup. At the same time, the latter conceptions have also been drawn from the perceptions made from the cultural dimensions that seek to attribute certain behaviours to certain aspects of cultural traits, values and standards. Based on the motivating empirical findings from Case_Organisation_1, an effective form of the organisation comes into perspective i.e. this case organisation has a resilient environment and aims to fulfil its vision and mission. This MOE case also reflects the fact that Bahrain is based on a paternalistic decision-making style of society where the employees or the subordinates frightened to manifest their disparity with their superiors but contentedly accept what their superiors intend to do. The author asserts that it is also easy to apply the Hofstede's model to dig deeper into understanding how behaviours take place due to these standards.

In line with the current research findings, because of the “*whom you know syndrome*”, basic services have become slow and this has created mistrust with clients of the organisation – this rationale seems to support “**Proposition 2 – Hierarchical Position**”. The culture of Bahrain prefers hierarchical bureaucracies, which in turn create “*the Wasta System*” to reduce bureaucracy; nevertheless on the other hand, cultural implications are vast in terms of how rigid the culture remains to preserve its heritage and well-being. Nevertheless, this seeks to emulate the loyalty found in a collectivist culture, where a value of groups and community is more defined than that of the needs of the individual. The results predict how the participants

| Indicator | Case_Organisation_1 | Relationship With Hofstede's (1980) Cultural Dimensions | | | | |
|--|---------------------|---|-----------------------|-----------------------------------|-------------------------------|------------------|
| Relationship with Bureaucracy and Performance | Results | Power Distance | Uncertainty Avoidance | Individualism versus Collectivism | Masculinity versus Femininity | Time Orientation |
| Perception of Rigid Rules and Procedures on Organisational Performance | N | NS | S | S | S | None |
| Perception of Hierarchical Positions on Organisational Performance | N | S | NS | S | S | None |
| Perception of Impersonal Relationships on Organisational Performance | NP | NS | NS | NS | S | None |
| Perception of Transactional Bureaucratic Leadership on Organisational Performance | NP | NS | NS | S | NS | None |
| Perception of Transformational Bureaucratic Leadership on Organisational Performance | P | NS | NS | NS | NS | None |

Table 5.3: Summary of Relationship with Bureaucracy and Performance and Hofstede's (1980) Cultural Dimension of Case_Organisation_1

LEGEND:

PDI – Power Distance Index

IDV – Individualism

UAI – Uncertainty Avoidance Index

MAS – Masculinity

LTO – Time Orientation

None – (No Answer)

P – Positive

N – Negative

NP – Negative and Positive

S – Supported

NS – Not Supported

react to peers and leadership, who they wish to please (Li *et al.*, 2009). These findings support “**Proposition 1 – Rigid Rule and Procedures**,” “**Proposition 2 – Hierarchical Position**” and “**Proposition 4 – Transactional Bureaucratic Leadership**”, thereby implying that:

“By using “Wasta”, people get benefits they are not eligible to, due to mal-administration or faulty governance, so “Wasta” can help them obtain their rights.”

This is also supported by Cunningham and Sarayrah (1993) who state that under Wasta System the promotional opportunities of employees are improved due to better access of groups with restricted options of work into the labour markets. As a masculine culture, such employees focus on work as the primary goal of life but also seek competition and performance as motivators to drive outcomes (Lin *et al.*, 2009). Leaders need to focus on how these cultural traits define teams. With this quality in mind, decision-making becomes crucial as there is fear of rejection, at the same time; it also leads to slow innovation and risk avoidance. Current findings promote: “**Proposition 1 – Rigid rules and Procedures**,” “**Proposition 2 – Hierarchical Position**,” and “**Proposition 3 – Impersonal relationships**”. This also leads to further issues where uncertainty drives fear and employees lack the competitive edge, as they need to find coping sources in rigid rules to remain in control. Uncertainty avoidance users do not avoid ambiguous situations; they seek easy rules in order to decrease the ambiguity (Li *et al.*, 2009). This finding supports “**Proposition 1 – Rigid Rules and Procedures**”. The findings of the current research indicate that:

“Over conformity to the rigid rules and procedures hinders personal growth, low morale and quells ambition or satisfaction.”

Summarising Case_Organisation_1 – Hofstede’s cultural dimensions uncover many issues as a means to understand the interworking of the MOE as empirical findings compare and contrast what is known about the MOE in relation to what Hofstede’s dimensions reflect about the culture of Bahrain in general. However, this serves to suggest a greater connection between how culture is formed, as a certain structure and organisations emulate these structures in terms of leadership and operations. This finding allows the organisations to communicate standards for education in a way that is clear to the mass population, but also instils pride in employees. Many issues stem from the need for education that allows growth to embrace the changing needs of the people, their ability to obtain employment, and the country to remain sustainable while also holding onto traditional Arab cultural values.

5.5 Case_Organisation_2 – The Ministry of Electricity and Water (MEW)

The Ministry of Electricity and Water aims to provide an excellent, cost effective and high quality supply of electricity and water to different sectors. In order to do so, MEW has developed plans and conducted several studies to complete existing projects, a future projects for the expansion of the Ministry's services to consumers. MEW also aims to maintain, develop and improve the existing transmission and distribution network to ensure the highest standards of operational efficiency and minimum energy loss to meet the ever-increasing demands for electricity and water consumption. At present, the MEW is utilising information technology and other advanced systems such as: Geographical Information System (GIS), Customer Services System (CSS) and Resource Planning Project (RPP) to provide excellent customer services. MEW also aggressively promotes public awareness for conservation of electricity and water through best possible methods and tools. To further enhance its human resource, the MEW provides training programmes to develop employee skills and abilities.

5.5.1 Organisational Structure

Table 5.4 presents c level of hierarchy and description of organisational structure.

| Case_Organisation_2 | Name of Organisation | Level of Hierarchy | Description of Organisational Structure |
|---|---|---|--|
| The main objective of the MEW is to provide excellent, reliable, cost effective and quality supply of electricity and water to different sectors of consumers. | The Ministry of Electricity and Water (MEW) | <p>A. On top is the Chief Executive Officer.</p> <p>B. There are four vice Chief Executives under the Chief Executive's Office.</p> <p>C. There are three to six Directors under the Vice-Chief Executives' offices.</p> | As shown in Figure 5.2, The Ministry of Electricity and Water can be described as a bureaucratic organisational structure. Fewer people at each higher level often describe these types of organisational structures. Authority is generally centred at the top, in this case, the Chief Executive Officer. Information generally flows from the top down. This usually encourages a company culture focused on rules and standards, where operational processes are rigidly controlled with best-practices methodologies and close supervision. |

Table 5.4: The Ministry of Electricity and Water's Level of Hierarchy and Description of Organisational Structure

Strategic decision-making spell can be shorter in extensive organisational structures (Hill and Jones, 2011). Since, the MWE is considered as having a broad organisational structure; it ensures that work is efficiently and effectively completed. Standardisation and best-practices are regularly being practiced by the organisation. Although highly structured, an organisation with a narrow span of control, it is likely to benefit from the following advantages: (a) there is

rapid communication between smaller teams and feedback from subordinates must be more effective, (b) clear lines of communication between the different layers of management and in this context, smaller teams are easier to control and manage, (c) greater specialisation and division of labour can help increase efficiency and productivity, and (d) there are greater opportunities to earn promotions as more levels exist in the hierarchy. However, bureaucratic structures can discourage creativity and innovation throughout the organisation. Front-line employees may receive less satisfaction from their jobs in a rigidly bureaucratic organisation. Organisations bound by rigid controls can also find themselves less able to adapt to changing conditions in the marketplace, industry or legal environment (Hill and Jones, 2011). As shown in the Figure 5.2, the Chief Executive Officer (CEO) is at the top of the hierarchy. The CEO exercises a great deal of control over organisational strategic decisions. Figure 5.2 seeks to formulate a more accurate picture of the organisation's core activity and general structure to gain understanding toward functions, sustainability and activities there.

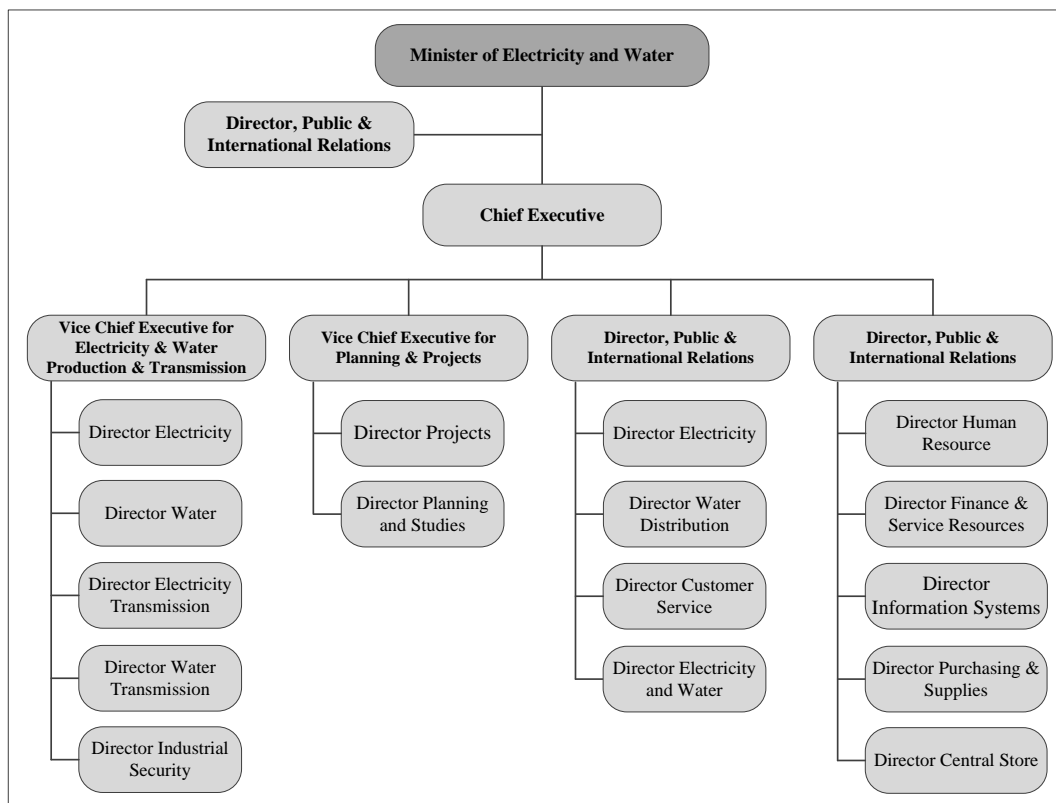


Figure 5.2: Organisational Structure of the MEW (Source: MEW Leaflets, 2012)

5.5.2 Respondents from the Ministry of Electricity and Water

From this case organisation, ten respondents were selected i.e. five managers and five government employees. All the respondents were selected from different positions such as:

- Vice Chief Executive for Electricity, Water Production & Transmission,
- Director HR Department,
- Director Information Systems,
- Director Planning & Studies and,
- Director Electricity & Water Conservation.

The sampling technique used by the author is purposive sampling, which determines the impact of bureaucratic factors on government organisational performance. On the subject of non-probability, sampling was identified during the investigation. Not all of these views used the same terminology and classifications for the non-probability sampling method as shown in Figure 5.2, The Ministry of Electricity and Water can be described as a bureaucratic organisational structure. Fewer people at each higher level often describe these types of organisational structures. Authority is generally centred at the top, in this case, the Chief Executive Officer. Information generally flows from top-to-bottom. This usually encourages a company culture focused on rules and standards, where operational processes are rigidly controlled with best-practices methodologies and close supervision. The selection of the key respondents was undertaken from top-to-bottom, in order to understand their importance and the impact of factors on the performance of the regulatory bureaucracy in the individual ministry. Moreover, this approach supported the author in understanding how they manage all the departments and workforce down the hierarchy. This research extends the analysis of the finding in this case by applying the Hofstede's model of cultural dimensions and reflects on the bureaucratic factors and its impact upon organisational performance.

5.5.3 Summary of the Interview Key Respondents

The following are the results of the interviews with the key respondents:

5.5.3.1 Case_Organisation_2 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance

According to the interview responses, respondents highlighted that rigid rules and procedures place negative impact on organisational performance, as also confirmed by five interviewees:

“Red tape exists in a large organisation when complex rules and procedures must be followed to get something done. This can lead to one part of the

organisation to operate out of step with another. Duplication can occur when two parts of an organisation seem to be doing the same thing.”

The majority of the key respondents in Case_Organisation_2 had negative results on the perception of rigid rules and procedures; effects of rigid rules and procedures for organisational performance: On rigid rules and procedures, the interviewee explained that:

“Excessive regulation could hinder or prevent action and decision making. The time and multiple people required to approve decisions can affect performance.”

The rigid rules affect decision-making in a negative way, and it can prevent making any kind of decisions. Bahrain’s vision focuses on the country’s future economic success. In fairness to be nurtured, all transactions made by both the public and private sectors must be transparent. Furthermore, key respondents said that:

“Rigid rules in the vertical organisation affect the level of communication between management and worker and affect the team spirit. Centralised decision making affects any decision quality but in a large organisation like our organisation, small teams allow some control over management at a horizontal level, although final approval had to go through the same path.”

5.5.3.2 Case_Organisation_2 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance

In Case_Organisation_2, one of the key respondents asserted that hierarchical structure has positive results on perception of hierarchical positions, effects of hierarchical positions on organisational performance. The key respondent positively identified the good aspects about hierarchical structure and stated that:

“I think organisation with a clear hierarchy of authority and specific job titles and descriptions will regulate performance and this is crucial for large organisations. A clear line of authority is critical for large organisations to operate, however some freedom in arranging budget and resources at a local departmental level will improve performance.”

On the other hand, the key respondent also identified the disadvantages, such as:

“Vertical hierarchical structure reduces the connectivity with worker and this will lead to lack of creativity and motivation. Limited decision authority leads to reduced job satisfaction. The lack of freedom to manage our department independently will affect the team's ability to suggest changes or improvements as it will take time to be approved.”

On the effects of hierarchical positions on organisational performance, the key respondent identified negative issues about hierarchical structure:

“There is a clear management structure with clear lines of command and control. Functional responsibilities are well-defined, clear path and clear procedures. As a small unit, we have a good communication system between different levels of workers. Feedback and suggestions acted on immediately but any decision had to go through the approval system vertically upward.”

The key findings from the respondents are in line with the research works of Eyre and Pettinger (1999) who reported that some form of bureaucracy is always essential since organisational decisions and progress have to be placed on record in order to shape cultural values. However, Eyre and Pettinger (1999) emphasized that over-reliance on procedures and the instructions inevitably results in sluggishness in decision-making and change.

5.5.3.3 Case_Organisation_2 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance

According to the respondents, impersonal relationship is characterised by formal or rational regulation of inferior-superior relationships. The loyalty of the bureaucrat is orientated to an impersonal order, (i.e. to a superior position) not to the specific person who holds it. Perceptions of almost all the respondents on impersonal relationships and its impact on the level of organisational performance demonstrated contradictory notions. In the latter context, an interviewee stated that:

“An organisation that does not focus on people leads to individuals responding to each other according to the role they are currently playing. This system will lead to less productivity, as workers are less flexible.”

In terms of perceptions of respondents on impersonal relationships and its impact on the level of organisational performance, several contradictory notions were observed. It can be noted that formal relationships have a positive effect on quality. In the context of latter, if there are good personal relationships between the management and the employees, this will further lead towards positive work atmosphere. The key respondent informed that:

“Formal organisations dictate less influence of workers in the decision making process. This will lead to the possibility of them working under certain rules or procedures, which they know it will not improve work but have less means to change it.”

The author also noted contradictory notions among the respondents on impersonal relationship and decision quality. For instance, a respondent stated that:

“Our unit is a small part of a large organisation. Locally, it has an informal system; individual members of the team can be more flexible and more reactive to outside influences.”

From the above quotes, it can be noted that formal relationships have a positive effect on quality if there are good personal relationships between the management and the employees, which further leads to a positive working atmosphere. The formal relationship between the staff creates an atmosphere of hard and serious work.

5.5.3.4 Case_Organisation_2 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance

Respondents perceived that the organisational performance has both negative and positive impact on the perception and the effects on transactional bureaucratic leadership on organisational performance. In the context of rewards system and recognition of accomplishments, an interviewee was asked to describe their leader. The interviewee stated that:

“Decision-making takes place on higher authority levels with less communication with workers regarding the pros and cons of any decision. In our unit as a small part of a large organisation, we discuss locally the impact of any decision on our work but this might not translate to higher levels.”

Bahrain scores high on the masculine side and as a result it also scores high in power distance and collective culture. Values are strong toward these concepts and functioning social frameworks for human behaviours (Li *et al.*, 2009). Bureaucratic structure needs leader to understand that how this is linked and how they can connect with people to communicate this task on a rewards system and accomplishments, he said:

“There is a clear reward system that exists in our organisation to reward the hard working people. This can be on departmental level or organisational level such as the employee of the month.”

Leaders need to understand the bureaucratic structures, how it is interconnected, and how they can connect with people to communicate the task on monitoring work. In this context, the interviewee said:

“Yes, there is a regular audit to monitor our adherence to local protocols and procedures. There is regular feedback with corrective action and re-audits.”

In line with the latter context, another interviewee stated that:

“We do have clear procedures and protocols to control our work. In special circumstances, work can be done outside protocol and this has to be justified. The leader monitors all out of protocol activities.”

“Our unit as part of a large organisation requires special management, as special expertise is required to plan and control the work. This gives us the opportunity to have some responsibilities and active decision-making. This process is still controlled centrally by monitoring key performance indicators.”

Respondents perceived that the organisational performance has both negative and positive impact on the perception, including the effects of transactional bureaucratic leadership style on organisational performance. The author further enquired that how many of the above styles can affect organisational performance and in this with this enquiry, an interviewee said:

“All of the above styles affect our organisation performances; decision quality is improved under the laissez-faire style. Motivation and job satisfaction is improved with the passive style of management.”

From the above interview discussions, top management and/or the leader heading the Ministry of Electricity and Water must find ways and means to improve organisational culture to change the public perceptions of bureaucracy, as it has adverse effects on the public's perception regarding the organisational performance of the ministry.

5.5.3.5 Case_Organisation_2 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance

Organisational outcomes such as job satisfaction, motivation, decision quality and social responsibility have been associated to bureaucratic factors, specifically transformational bureaucratic leadership. A respondent from this case organisation reported on the role of a transformational leader:

“The leader is a strong role model unwilling to believe in failure with a strong sense of public need. Transformational leaders arouse emotions in their followers lead them to act beyond the framework. They motivate followers to work for goals that are of self-interest.”

Another respondent reported:

“Transformational leader enhances motivation and improve job satisfaction. This leadership creates learning opportunities for worker which stimulate them to solve problems and be creative and more proactive in the decision making process.”

All the respondents highlighted the significance of bureaucratic organisations and success criteria in modern democracies. Moreover, further observation of the interviews indicates that there may be some accuracy to the assertions that bureaucratic organisation have endured due to its functional necessity (Meier and Hill, 2005). This is mainly due to the fact that society has yet to determine something that works better in coordinating complex action (Kettl, 2006). In order to understand the relationship between bureaucratic factors and organisational performance from the perspective of managers and employees, and their perception of the link between organisational culture and performance within the bureaucratic structure, the interviewee was asked to briefly explain the overall culture in their organisation:

“The culture of our unit found within a larger organisation may be more actively defined as a community of employees who come from differing areas of expertise and education. The issue here is the need for innovation and creativity does not fit this notion of rigidity. We will not go against the grain of the overall organisational mission but also we will not look to ‘rock the boat’ by creating our own team culture but instead look for our leader for communication and procedures to continually define our strategies. This requires a certain attitude and those employees not willing to fit into this culture, do not last long on the team or elsewhere. I believe this has to work in order for the organisation to continue to offer quality service, but to also minimise risk and safety issues for our teams.”

From the five interviews conducted with the respondents, a clear association can be seen between different factors defining organisational performance and that communication is vital for these groups. Al-Khaleej (2010) and Al-Ayam (2010) suggest that the connection between the education of staff and the rigid rules that set the standards within the hierarchical approach is about managing teams of different sizes and how performance is directly related to positive outcomes.

The interview sessions conducted in Case_Organisation_2 were extensive and rich in content (similar to Case_Organisation_1 empirical findings). However, to gain a clearer view of all the interview data and its alignment with the conceptual findings, the author formulated a table to present the overall findings of Case_Organisation_2 (as presented in Table 5.5). This table serves to discuss the link between the cultural dimensions, the perceptions of the Bahraini culture found within bureaucratic organisations and how this translates to leaders managing, guiding teams to reflect the standards of the organisation, including high performance outcomes. It is interesting how powerful culture can be in this respect to offer many foundations for behaviour and competition.

| Indicator | Case_Organisation_2 | Organisational Performance | | |
|--|---------------------|----------------------------|------|----|
| Dimension | Results | SR | JSAM | DQ |
| Perception on Rigid Rules and Procedures | N | N | N | N |
| Effects of Rigid Rules and Procedures on Organisational Performance | N | N | N | N |
| Perception on Hierarchical positions | NP | N | N | N |
| Effects of Hierarchical Positions on Organisational Performance | N | N | N | N |
| Perception of Impersonal relationships | PN | NP | NP | NP |
| Effects of Impersonal Relationships on Organisational Performance | NP | NP | NP | NP |
| Perception on Transactional Bureaucratic Leadership | NP | NP | NP | NP |
| Effects of Transactional bureaucratic Leadership on Organisational Performance | NP | NP | NP | NP |
| Perception on Transformational Bureaucratic Leadership | P | P | P | P |
| Effects of Transformational Bureaucratic Leadership | P | P | P | P |

Legends:*P – Positive**N – Negative**NP – Negative and Positive**SR – Social Responsibility**DQ – Decision Quality**JSAM – Job Satisfaction and Motivation***Table 5.5:** Summary of Interviews of Case_Organisation_2

Table 5.6 on the other hand presents the summary of the relationship between bureaucracy and performance and Hofstede's (1980) cultural dimension for Case_Organisation_2. The results of the study highlights that the perception of the respondents on the five variables namely rigid rules and procedures for organisational performance, hierarchical positions on organisational performance impersonal relationships on organisational performance, transactional bureaucratic leadership on organisational performance and transformational bureaucratic leadership in organisational performance. These findings indicate that the outcome of the interviews was either positive or negative, or else the respondents did not respond to the questions probed.

| Indicator | Case_Organisation_2 | Relationship With Hofstede's (1980) Cultural Dimensions | | | | |
|--|---------------------|---|-----------------------|-----------------------------------|-------------------------------|------------------|
| | | Power Distance | Uncertainty Avoidance | Individualism versus Collectivism | Masculinity versus Femininity | Time Orientation |
| Relationship with Bureaucracy and Performance | Results | | | | | |
| Perception of Rigid Rules and Procedures on Organisational Performance | N | NS | S | S | S | None |
| Perception of Hierarchical Positions on Organisational Performance | N | S | NS | S | S | None |
| Perception of Impersonal Relationships on Organisational Performance | NP | NS | NS | NS | S | None |
| Perception of Transactional Bureaucratic Leadership on Organisational Performance | NP | NS | NS | S | NS | None |
| Perception of Transformational Bureaucratic Leadership on Organisational Performance | P | NS | NS | NS | NS | None |

Table 5.6: Summary of Relationship with Bureaucracy and Performance and Hofstede's (1980) Cultural Dimension of Case_Organisation_2

LEGEND:

PDI – Power Distance Index

IDV – Individualism

UAI – Uncertainty Avoidance Index

MAS – Masculinity

LTO – Time Orientation

None – (No Answer)

P – Positive

N – Negative

NP – Negative and Positive

S – Supported

NS – Not Supported

In summarising the findings in Case_Organisation_2, the author stated how the Ministry of Electricity and Water fits into its own individual structure, how different departmental groups function within this structure and carry forward the mission of the organisation. Hofstede's dimensions support in defining how the organisation functions within its own environment but also in turn, creates its own. Every organisation is found to have similar structures including similar missions. However, their approach towards communicating and interactions differs significantly. The empirical findings in relation to the MEW clearly indicate rigidity of the organisation and it's functional but also defined by rules, laws and regulations of its product and service. The empirical investigation reflects on the findings that are characteristic of traditional cultural values of the region. What remains interesting at this stage of analysis is how the links are evident and how culture impacts business decisions, operations and different leadership styles.

An organisation like MEW aims to thrive on chain of command, tradition, groups that are collective and masculine in structure. Decision-making must remain in line with traditional values. Similar to the previous case organisation, the MEW also fits with the paternalistic decision-making style where the employees or the subordinates are petrified to manifest their individual disagreement with their superiors and are glad to accept superior's decisions. The Bahraini culture prefers hierarchical bureaucracies, which in turn create "*the Wasta System*" to lessen bureaucracy. Within the collectivist society, rules are maintained to save face and the needs of the group are placed above those of the individual to allow the rules to remain intact. They are more impacted by their peers and superiors, by satisfying their opinions (Li *et al.*, 2009). In this dimension, Bahrain subscribes to the use of "wasta" to foster strong relationships with fellow members of the group. This promotes the masculine drive to work harder and live to work instead of working to live that can be found in many western cultures.

In the context of Case_Organisation_2, these findings support "**Proposition 1 – Rigid Rule and Procedures**, "**Proposition 2 – Hierarchical Position**" and "**Proposition 4 – Transactional Bureaucratic Leadership**". The findings of the current research infer that "*with the use of "Wasta", people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; "Wasta" can help them obtain their rights*". Since these cultural qualities are inherent, the findings of the current research revealed that such top-down organisations may develop fear or stunt innovation within the chain as relationships are impersonal and this is also inherent of patriarchal groups. This idea and dimension support: "**Proposition 1 – Rigid Rules and Procedures, Proposition 2 – Hierarchical Positions, and Proposition 3 – Impersonal Relationships**".

However, it also generates tension and inability to take risks. The organisation does not want to ‘rock the boat’ but remain fixed within the structural regulations represented. However, this does not account for change and its uncertainty from outside forces. Unfortunately, business is not done in a vacuum and external exposure may develop anxiety unless leadership creates powerful messages as to why the mission must remain the same. When high uncertainty avoidance users do not avoid ambiguous situations, they will seek easy rules, in order to decrease the ambiguity (Li *et al.*, 2009). This finding supports “**Proposition 1 – Rigid Rules and Procedures**”. The findings of the current thesis research indicate that over conformity to the rigid rules and procedures hinder personal growth, low morale, and quell ambition or satisfaction. As highlighted from the interview sessions, the Ministry of Electricity and Water is a rigid organisation that is defined by conformity and it is the need to remain strictly within its values and rules because of the nature of its product and service. There is very little room for creativity and flexibility rather such organisations seek order and precision. Leadership must be strong and accurate but employees must also be strong and loyal as the Ministry has to respond to a higher authority.

The empirical analysis and interviews present much of the issues supported by such business-taking place within the context of higher authority, masculine collectivist culture, as it is generally attributed to the Arab world. The Ministry of Electricity and Water seeks to remain competitive in providing the best service and superior product in the country, at the same time, it also understands how its mission is defined by protocols, safety and regulations for such products and services that are derived from laws written by the Bahraini government. In this way, culture defines operations and leadership for the organisation. There is a direct link between culture and organisational style. Ideology and standards are very well communicated throughout the organisation and its culture is based on these two aspects. Respondents are aware of such constructs and have realised that such issues may arise but Case_Organisation_2 must remain controlled in order to have operational activities in place. Such controls and rules have a reason for existence and leadership seeks to address culture within these limits. For Case_Organisation_2, such dominant cultural traits, as related to Hofstede and five cultural dimensions, complement the strategies being used as they also reflect the rules needed to continue the business.

5.6 Case_Organisation_3: Bahrain Economic Development Board (BEDB)

The Bahrain Economic Development Board is a dynamic public agency with an overall responsibility for formulating and overseeing the economic development strategy of Bahrain, and for creating the right climate to attract direct investment into the Kingdom. The role of the B EDB is to provide leadership by uniting all of the Kingdom's shareholders through a unified vision, and to develop key strategies for growth. The B EDB also acts as a facilitator, helping all of Bahrain's stakeholders to understand and adopt the changes necessary for progress. In addition, the BEDB provides sound project management to ensure that all agreed reform initiatives are implemented in an effective and timely manner. The BEDB is chaired by Salman bin Hamad Al Khalifa, The Crown Prince. The BEDB's Board of Directors consists of 18 key ministers, two government officials and nine leading executives from the private sector. The Board's composition is designed to enable both the public and private sectors to work closely together to achieve Bahrain's strategic objectives for change and growth. These are protected in a three-pillared reform program that addresses the economy, labour market, and education.

Table 5.7 depicts the Case_Organisation_3, brief information, with the explanation of the organisational level of the hierarchy and description of the organisational structure.

| Case_Organisation_3 | Name of Organisation | Level of Hierarchy | Description of Organisational Structure |
|--|--|--|---|
| The (BEDB) is a dynamic public agency with an overall responsibility for formulating and overseeing the economic development strategy of Bahrain, and for creating the right climate to attract direct investment into the Kingdom. | The Bahrain Economic Development Board (EDB) | A. On the top is the Chief Executive Office. | The Bahrain Economic Development Board (EDB) is a dynamic public agency with an overall responsibility for formulating and overseeing the economic development strategy of Bahrain, and for creating the right climate to attract direct investment into the Kingdom. |

Table 5.7: The BEDB's Level of Hierarchy and Description of Organisational Structure

5.6.1 Organisational Structure

The BEDB represents a matrix structure. This type of structure combines the traditional departments seen in functional structures with project teams. In a matrix structure, individuals work across teams and projects, as well as within their own department or function. In this type of structure, individuals are grouped by both function and product. The product by

function structure forms a matrix, giving this organisational structure its name. As the matrix structure is a combination of other structures, matrix structures can range from a matrix structure closer to the functional structure to one closer to the project structure. In matrix management, team members share information more readily across task boundaries. Furthermore, matrix structures allow for specialisation that can increase depth of knowledge of the members and it allows individuals to be chosen according to project needs. A disadvantage of the matrix structure is the increased complexity in the chain of command because employees are assigned to both functional and project managers. This can mean a higher manager to worker ratio, which can possibly increase costs, as well as possibly lead to conflicting loyalties of employees.

Figure 5.3 shows the Organisational Chart of the Economic Development Board.

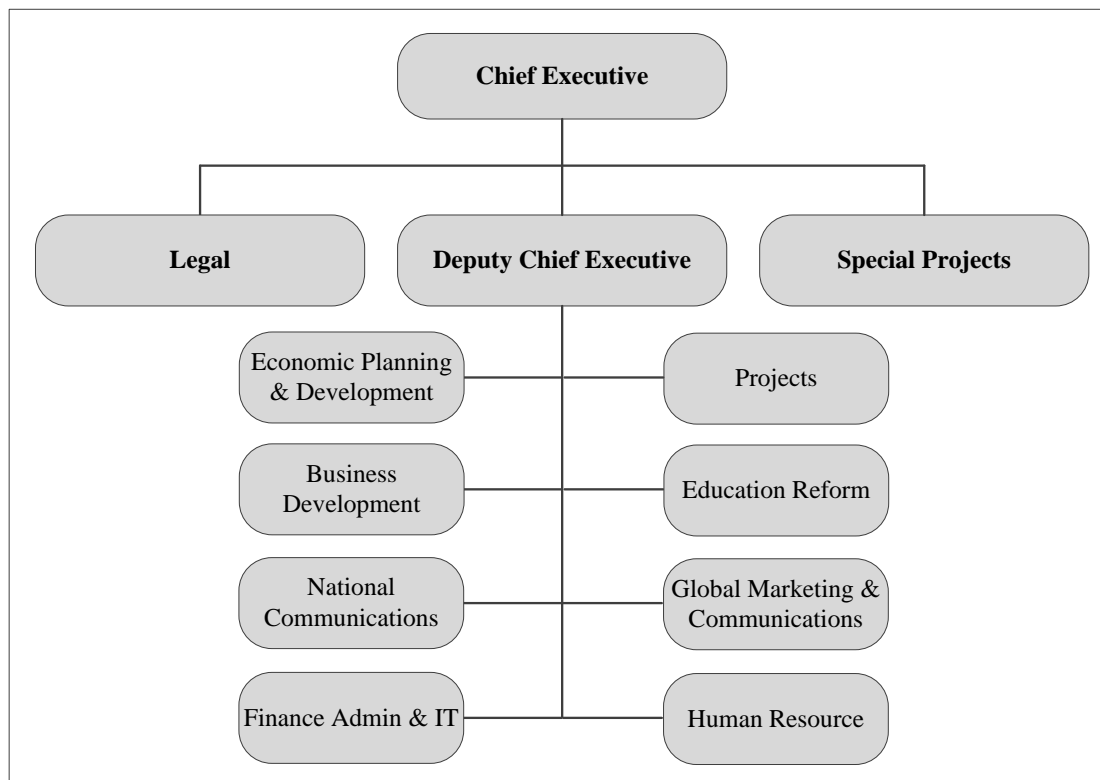


Figure 5.3: BEDB Organisational Structure (Source: *BEDB Leaflets*, 2012)

5.6.2 Respondents from Bahrain Economic Development Board

From this case organisation, ten respondents with five managers and five government employees are selected as empirical research respondents. All the respondents were selected from different positions such as:

- Director of Deputy Chief Executive Officer,
- Director of Education Reform,
- Director of National Communications,
- Director of HR department, and
- Director of Economic Planning and Development.

The sampling technique used by the author for this case organisation is purposive sampling and determines the impact of bureaucratic factors on government organisational performance. On the subject of non-probability, sampling was identified during the investigation. Not all of these views used the same terminology and classifications for the non-probability sampling method as shown in Figure 5.3. The BEDB represents a matrix structure. This type of structure combines the traditional departments seen in functional structures with project teams. In a matrix structure, individuals work across teams and projects as well as within their own department or function. Similar to the previous two case organisations, the key respondents (i.e. 5 managers) were selected from different layers from top to bottom, in order to understand the significance and the impact of factors on the performance of the regulatory bureaucracy in the BEDB ministry. All these managers administer the departments below in the hierarchy. The author visited all these departments as these departments provided necessary and valuable information that supported in understanding the operational activities of this ministry.

5.6.3 Summary of the Interview Key Respondents

Following are the empirical findings from the interviews with the managers:

5.6.3.1 Case_Organisation_3 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance

The majority of respondents from this case organisation had negative views on the perception of rigid rules and procedures, and effects of rigid rules and procedures for organisational performance. According to the respondents, rigid rules and procedures will affect the organisation performance. When asked what bureaucratic factors affect the organisational performance, the respondent replied:

“Bureaucratic factors that affect the organisation’s performance are resistance to change, workforce rigidity, slow and/or ineffective decision making, long and

complex administrative process, organisational rigidity, unwillingness to take risks.”

The respondent further linked rigid rules and regulations to the tendency to hold on to the old and set ways in running the organisation. Holding onto the rigid rules and regulations is the recipe for resisting relevant and strategic change in the organisation, which greatly affects its performance. According to another respondent:

“Rigid rules and regulations will generate ‘red tape’ that greatly affects society in general. It is the excessive regulation or rigid conformity to formal rules that is considered redundant or bureaucratic and hinders or prevents action or decision-making.”

The rigid rules affect decision-making in a negative way, and it can prevent making any kind of decisions. Rejection leads to slow decision-making to review as also spelled out in the “*Economic Vision 2030*”. Bahrain’s vision focuses on the country’s future economic success the respondent stated that:

“Over conforming to the rigid rules and regulation will stifle personal growth, decreases morale and quells ambition or satisfaction, which consequently affects the organisation performance. It also limits the decision making since the decision is based on the discretion of top managers.”

Bureaucratic structure tends to create problems for innovation in organisations. Autier (2001) stated that bureaucratic management systems impede innovations within established companies. Bureaucratic organisations rely on individuals’ specialisation of tasks, fixed operative rules, task-focused control, and hierarchical authority. This also indicates that staff members in this type of culture will avoid the risk and unfamiliar situations that they find corrupt.

5.6.3.2 Case_Organisation_3 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance

The respondent was asked whether hierarchal position has an influence on organisational performance in their organisation:

“While the hierarchical position generates a clear chain of command and a clear path of advancement, this can also lead to a poor flexibility, communication barrier within the organisation and disunity among others that will greatly affect the overall performance of the organisation.”

These findings are in support of the commentary given by the World Economic Forum, according to which Bahrain is ranked 56th out of a total of 117 countries in terms of favouritism shown by Government officials. This indicates that government officials are not providing fair and equal treatment for all (ESCWA, 2008). Furthermore, the numerous and lengthy government procedures, inconsistent interpretation of government regulations and favouritism in decisions of government, officials often constitute an additional burden for foreign investors. In terms of the impactful notions of hierarchical positions on organisational performance, the interviews revealed the following negative remarks. For example, on hierarchical position and social responsibility, the respondent stated:

“Work positions will manoeuvre your everyday social activities in one group. If you are on the upper class team, your social responsibility is to give instructions and orders. Then the support team shall submit to the commands given by the superior. If the superiors do not attend to the social needs of the general working team, arguments and conflicts may occur.”

On hierarchical position, satisfaction and motivation in the job, the same respondent explained that:

“In every organisation, there is a hierarchy among the employees based on position, title, role, and function. In some sense, hierarchical positions create a class system in the workplace. Hierarchy can cause some employees to feel like ‘somebody’ and others feel like ‘nobody’. While rank is a necessary tool in the management of organisations, rank-based mistreatment can result in lower levels of job satisfaction and performance, and lower levels of loyalty and commitment to the organisation.”

Beetham (1996) reported that a strict hierarchical structure can hinder information flow, due to the direction of flow being from the top downwards. Clearly the transmission of information also requires effective channels of communication upwards from the grassroots of the organisation. A further defect of hierarchies is that they are constructed in a pyramidal

fashion, narrowing as they approach the summit. This shape can create potentially enormous problems of overload and blockage in processing information in the opposite direction. On hierarchical position and decision quality, the respondent explained:

“Less communication with the superior means my ideas in a certain project will have little opportunity to be entertained and recognised. Hierarchical system can be described as self-appointed, lacking concerns to the majority and centralised power. Decisions come from selected official on a close door communications.”

Bureaucracy results in a line structure, a chain of command or leader-follower relationship, which can facilitate large scale administration by coordinating the work of many personnel. The results of the interview revealed that the use of ‘Wasta System’ is prevalent in Bahrain, whereas, in the west it is referred to as nepotism or occasionally racism and cronyism.

5.6.3.3 Case_Organisation_3 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance

The interview sessions highlighted that formal impersonal relationships have a positive effect on quality if there is good personal relationship between the management and the employees, and this also lead to a positive working atmosphere. The respondent discussed about impersonal relationships in his organisation and stated that:

“Impersonal relationship means your interaction with your organisation is based upon your work description and duties. No personal thing shall come in between every transaction you’re dealing with your colleagues. This also pertains to the popular phrase ‘purely business’. Yes there is this so called formal relationship in our organisation.”

Merton (1940) used the term ‘dysfunctional’ to describe bureaucratic behaviour. He viewed bureaucratic structures as conducive to efficient conduct general but prone to self-protective behaviour on the part of officials, which is often inefficient. On enquiring to what extent impersonal relationships impact organisational performance, the respondent replied:

“Impersonal relationship pertains to formal interaction, standardised procedure, formal divisions and abiding by the rules and regulations regardless of any other personal beliefs and situations. This is strict but will somehow set discipline to

the people to perform their task well. However negative effect may occur if one member of the organisation sees injustice over set rules and having this feeling of lack of consideration over personal matters. This will weaken his interest towards his job and will result to less quality performance.”

There are contradictory notions among the respondents on impersonal relationship and social responsibility. For example, one of the respondents argued that:

“Since the formal relationship with an organisation exists, close communication is taking place at the Boss and subordinate relationship level. The social interaction was merely based on the work description and the working relationship. The leader doesn’t attend to the follower’s needs and demands. The discipline to complete the task is there but the motivation is lacking.”

This means that it can easily transform rules into absolute or meaningless requirements, as it makes the people adapt to the change of environment. As a result, the original goal of the rule may be adapted after a change of environment and this rule may become an end in itself on impersonal relationship and job satisfaction, he responded:

“I prefer to have a working team with an open communication. This will build strong relations in an organisation to fully understand each other identity and status. In this way, one will feel his worth in a team. Sometimes people tend to stay in one company or a group not because of compensation but because of his colleagues. One should feel the support of his team specially his leader.”

There are contradictory notions among the respondents on impersonal relationship and decision quality, e.g. one of the respondents noted that:

“Organisation is a team or a group. A group that shares and exchanges ideas and beliefs with its members. If close communications will exist like in a formal relationship, this will result in incompetent decisions. Decisions need help from detail oriented partners. If one leader or one member of a team pursues on a certain decisions lacking support, the result will be risky or perhaps can be unsuccessful.”

From the above interview sessions, it appears that impersonal relationships have an impact on the level of organisational performance of government organisations. According to Merton (1940), that bureaucracy requires people to strictly adhere to rules and procedures so as to achieve its effectiveness. This means that it can easily transform rules into absolute or meaningless requirements, as it makes the workforce to adapt to the change of environment.

5.6.3.4 Case_Organisation_3 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance

Regarding transactional bureaucratic leadership and its impact on organisational performance, the author identified conflicting notions. For example, when asked to describe their leader, respondent reported that:

“I can say that our leader is performing his role well especially when it comes on tough decision making and motivating the organisation. Yes, definitely he will share it because he is also asking suggestions and opinions from his subordinates and advisers. The decision is shared as a team or as an organisation.”

Leaders need to understand the bureaucratic structures, how it is interconnected, and how they can connect with people to communicate the task on monitoring work. In this context, the interviewee said:

“There are performance assessments and evaluations followed by the recognition. Recognition comes in the form of promotion and increase in compensation. This is one typical effective means of motivating each and every one to perform their responsibilities to their fullest.”

Another response regarding transactional bureaucratic leadership:

“Yes, he is checking our work and see to it that the task assigned were being done and the output is with good quality. He is hands-on when it comes to controlling of work performance.”

In line with the above response, another respondent reported that:

“Our leader tells us if there is something wrong with the output of our work. When the instructions and corrections are already given to the member, he gave us time to concentrate with a certain task and finish it without his supervisions.”

Moreover, according to another response from a respondent:

“Our leader gave us our responsibilities according to each individual capabilities and skills. He is confident enough with those credible and experienced members to participate in a particular decision making.”

According to Bass (1985; 1990) transactional leadership is characterised by two factors of contingent reward, management-by-exception, and laissez-faire. Transactional leadership motivates followers by appealing to their self-interest, whether it is subsidies, lucrative government contracts, campaign contributions, bonuses, or status.

5.6.3.5 Case_Organisation_3 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance

In the BEDB, transformational leadership is defined in terms of the leader’s effect on followers, e.g. they feel trust, admiration, loyalty, respect toward the leader, and they are motivated to do more than they originally expected to do (Yukl, 1997). When asked if the respondent shows trust, admiration and loyalty to leader, he said:

“Yes, the member needs to be valued and recognised in an organisation just as how one leader needs to be trusted and admired. Loyalty and the respect must be given to the leader. This is important to their existence and role as the one manoeuvring the group and it will boost confidence in him especially on his decision making.”

In line with the above response, another respondent replied:

“One of the important roles of an effective leader is to motivate his members for high quality performance to achieve a certain organisation task and goal with excellence. They are encouraging us to be more productive and helpful.”

He further said:

“The transformational leader set examples of the followers with his brilliant ideas and decisions. He shares the decisions and not solely looking at his own interest but the needs of the member.”

From among the bureaucratic factors all the respondents stated that transformational leadership could lead to a positive performance in government organisations. Many of the respondents testified to the genuine nature of their leader’s effective management of teams through transformative activities. This was validated and confirmed from both the secondary and empirical studies. When asked which of the following bureaucratic factors most influences organisational performance, the respondent stated:

“In my opinion, almost all mentioned factors above do have great influence on the organisational performance. The one will stand out is the job satisfaction and motivation. Sometimes people choose to stay in one group not merely for compensation. If the role of one member in an organisation is being given with values, which will identify him to the group, this will establish ‘belongings’.”

In terms of the bureaucratic structure, this fits perfectly and also suggests how traits in culture serve to define certain value systems firm want to base business upon. Understanding this link will allow the leader to remain focused upon how to connect with people to communicate this task. When asked what other factors should be considered in order to achieve positive performance in government organisations, the respondent stated:

“Reinforcement of team building will develop unity, cooperation, confidence and trust of one member to another. This could also mean ‘energising relationships.’”

He further said that there must be:

“Performance evaluation and excellence recognition to motivate member to work hard and render their individual tasks at their best; develop high culture performance so as to identify the member’s existence, role and contribution to their work, to their team and to their organisation.”

Public policy makers must focus on the limited attention span of bureaucracies, the use of heuristics and assumptions to simplify the task environment, but also the distribution of issues across different sub-units within the bureaucracy (Workman *et al.*, 2010). The respondents

were also asked to briefly explain the overall culture in their organisation. The following mutual comment was given:

“Culture overall, for the Ministry remains conservative and defined by the leaders that govern it. What remains interesting is how smaller cluster groups can gain a voice through the strong leadership of their direct superiors, but in creates this a dialogue that is important to final decision making. Still the opposite can happen and their groups ignore people. What remains outstanding is the sense of loyalty the culture seems to be creating because of the leadership and employees feeling important to the organisation and these to me remain closely tied to my nation culture that puts the group first. Belonging and desire to stay with the team directly influence the culture because it also aligns the value system and strategies for the leaders in terms of increasing motivation and praise. To can work really well for people to feel like they belong to something greater than themselves. Recognition may not be apparent to outsiders but those in the group have an understanding and this remains expressed as a cultural value. The individual role directly relates to the whole of the firm and this also strengthens cultures and leadership within.”

Through a cultural perspective, the study was able to explore ‘the how’s and why’s’ of an organisation’s way of life with a better understanding of what defines reality but also how this reality is defined by people having an impact due to their actions. This factor pertains to how one member truly feels his belongings to the organisation and how his part is being valued for the work. According to another respondent, others factors that need further elaboration are:

“In my opinion, organisation in a certain company or in the government sector can be compared to the basic unit of one community which is the ‘family’. The relationship in order to be strong and successful shall be worked on. Attending to each other’s needs and demands must be given importance.”

In summarising the findings in Case_Organisation_3, the author states that the BEDB ministry remains resilient due to its willingness to place the power of control and authority in the hands of right leadership. Each department in the ministry has its own constitutional rights but also balance to the system of communication, decision-making and motivation of employees. This is directly related to leadership style and choices made to allow the employees to have their collaborative say in the processes. This enables the ministry to

remain resilient in terms of creativity, leadership and innovation because all levels of management effectively communicate and share information. It seems that sharing of information and the willingness to facilitate the people to work together also creates a structure that fits its objectives for development of the economy. This allows many of the ministry's employees to feel a level of belonging and trust, so that they desire to stay after leaving. Table 5.8 illustrates the summary of the interviews among the respondents of the Bahrain EBD. This table was created to provide a more precise picture of how the matrix structure works for the organisation, but also to allow further organisations of the interviews and content in relation to the idea of cultural dimension.

| Indicator | Case_Organisation_3 | Organisational Performance | | |
|--|---------------------|----------------------------|------|----|
| Dimension | Results | SR | JSAM | DQ |
| Perception on Rigid Rules and Procedures | N | N | N | N |
| Effects of Rigid Rules and Procedures on Organisational Performance | N | N | N | N |
| Perception on Hierarchical positions | N | N | N | N |
| Effects of Hierarchical Positions on Organisational Performance | N | N | N | N |
| Perception of Impersonal relationships | NP | NP | NP | NP |
| Effects of impersonal relationships on Organisational Performance | NP | NP | NP | NP |
| Perception on Transactional Bureaucratic Leadership | NP | NP | NP | NP |
| Effects of Transactional bureaucratic Leadership on Organisational Performance | NP | NP | NP | NP |
| Perception on Transformational Bureaucratic Leadership | P | P | P | P |
| Effects of Transformational Bureaucratic Leadership | P | P | P | P |

Legends:

P – Positive

N – Negative

NP – Negative and Positive

SR – Social Responsibility

DQ – Decision Quality

JSAM – Job Satisfaction and Motivation

Table 5.8: Summary of Interviews of Case_Organisation_3

The following Table 5.9 illustrates the findings i.e. summary of the relationship between bureaucracy, performance and Hofstede's (1980) cultural dimensions in relation to Case_Organisation_3. The findings illustrate the link between culture, values and how the environment defines the organisation because of its people. It is clear from the scoring of Hofstede's model that this organisation focuses on the cultural norms of Bahraini culture and also highlights how its people impact the organisational behaviour. The findings in Table 5.9 illustrate that all the respondents perceived all the variables negatively except transformational bureaucratic leadership. Clearly, some negative change has occurred in this organisation where the employees

| Indicator | Case_Organisation_3 | Relationship with Hofstede's (1980) Cultural Dimensions | | | | |
|--|---------------------|---|-----------------------|-----------------------------------|-------------------------------|------------------|
| | | Power Distance | Uncertainty Avoidance | Individualism versus Collectivism | Masculinity versus Femininity | Time Orientation |
| Relationship with Bureaucracy and Performance | Results | | | | | |
| Perception of Rigid Rules and Procedures on Organisational Performance | N | NS | S | S | S | None |
| Perception of Hierarchical Positions on Organisational Performance | N | S | NS | S | S | None |
| Perception of Impersonal Relationships on Organisational Performance | NP | NS | NS | NS | S | None |
| Perception of Transactional Bureaucratic Leadership on Organisational Performance | NP | NS | NS | S | NS | None |
| Perception of Transformational Bureaucratic Leadership on Organisational Performance | P | NS | NS | NS | NS | None |

Table 5.9: Summary of Relationship with Bureaucracy and Performance and Hofstede's (1980) Cultural Dimension of Case_Organisation_3

LEGEND:

- PDI* – Power Distance Index
IDV – Individualism
UAI – Uncertainty Avoidance Index
MAS – Masculinity
LTO – Time Orientation
None – (No Answer)
P – Positive
N – Negative
NP – Negative and Positive
S – Supported
NS – Not Supported

feel some sense of tension, lack of leadership and they are voicing an opinion despite the constraints of the current environment. They also know there are certain aspects of the culture they have grown complacent with and they accept these traits. Although the results are negative, they still accept the bureaucratic culture, which is inherently ingrained in their Arabic culture.

Basic services became so slow that resulted in developing mistrust with clients of the organisation. The latter conception supports “**Proposition 2 – Hierarchical Position**”. On the other hand, the Bahraini culture favours hierarchical bureaucracies, which in turn create “*the Wasta System*” to lessen bureaucracy. Therefore, the matrix formation of the BEDB seems to work in alignment with the organisation’s objectives of many departments working in collaboration. This reflects collective, masculine culture where group loyalty takes care of the whole organisation. For this organisation and its participants, the group Matrix structure works to satisfy the need to please leaders. These findings support “**Proposition 1 – Rigid Rule and Procedures, Proposition 2 – Hierarchical Position and Proposition 4 – Transactional Bureaucratic Leadership**”. The findings of the current research implied that (as also in the case of the previous case organisations): “*With the use of “Wasta”, people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; “Wasta” can help them obtain their rights*”. The Matrix structure does not intrude on masculine control and desire to perform because of this organisation, investigation suggested that controls are enforced to allow leaders to remain clear in their missions and responsibilities. Conflicts do exist but interaction proves vital in providing a solution. Such leadership can create fear; however, it is clear that such issues reflect cultural traits found in the Arab region. This may lead some people to think that relations are impersonal and risk is avoidable. This dimension supports: “**Proposition 1 – Rigid Rules and Procedures, Proposition 2 – Hierarchical Positions, and Proposition 3 – Impersonal Relationships**”.

In *summarising Case_Organisation_3*, the Bahrain Economic Development Board seeks to enable information flow and investigative interviews support such activities with resistance to change. Leadership is still in control of how much change and communication can be shared with employees. There is some flexibility in the matrix structure that remains conformed to the collective groups found in high order, masculine culture with regard to functioning within the present environment. Interviews suggest sometimes employees are not completely positive about this condition but also remain understanding on how to allow their voice to be heard through their direct leaders. The organisation seeks clear communication and looks to groups for creative solutions within reason and strict rules set into place by culture.

5.7 Case_Organisation_4: Ministry of Labour and Social Affairs (MLSA)

The Ministry of Labour and Social Affairs has undertaken the responsibility of providing employment opportunities for Bahrainis of both sexes, and taken the initiative of establishing the directorate and sections that are concerned with work and workers matters. This group serves in preparing plans and programmes in order to improve the abilities and efficiencies of the Bahraini worker so that these workforces can be able to effectively participate in social development plans. Owing to the unlimited support from the state department since the 1980s and 1990s, a significant amount of improvements and developments in different sectors is witnessed. Due to the increasing changes and demands from the consumers, it is necessary to give the developmental and social work more attention in response to meet the expansion of the society's requirements. Such developments necessitated cooperation between governmental departments and civil society organisations with the aim to find the best possible means to quality services to citizen, to rehabilitate and prepare the people to become more active and productive members of the society¹².

5.7.1 Organisational Structure

Table 5.10 presents the information about the fourth case organisation, briefly describing about the organisation, the level of hierarchy and short description about the structure of the organisation.

| Case_Organisation_4 | Name of Organisation | Level of Hierarchy | Description of Organisational Structure |
|--|---|---|--|
| The Ministry of Labour and Social Affairs pursued to work on the dissemination of social welfare and social rehabilitation to a large group of citizens who are in need of these services, and prepared different programmers that contribute in the improvement of the living level of needy families through self-work opportunities that ensure munificent living for the Bahraini individual in society. | The Ministry of Labour and Social Affairs | <p>A. On top is the Minister.</p> <p>B. Next layer represents the three undersecretaries: Welfare and Rehabilitation, Human and Finance, and Community Development.</p> <p>C. Then under Undersecretaries are three more specific departments related to their offices.</p> | The Ministry of Labour and Social Affairs has a bureaucratic type of organisation. This type has numerous layers of management, cascading down from senior executives to managers to departmental managers, all the way down to supervisors who work alongside frontline employees. Due to the many layers of management, decision-making authority has to pass through a larger number of layers. |

Table 5.10: MLSA's Level of Hierarchy and Description of Organisational Structure

¹² http://www.social.gov.bh/theministry/historical_backg

Similar to the previous three case, the Ministry of Labour and Social Affairs also has a bureaucratic type of organisation. The traditional organisational structure of MLSA is like a hierarchy – signifying that power flows from top-to-bottom. Though MLSA is structured, an organisation with a narrow span of control is likely to benefit from the following advantages:

- Quicker communication between smaller teams,
- Effective feedback from subordinates,
- Clearer lines of communication between the different layers of management,
- Smaller teams are easier to control and manage,
- Greater specialisation and division of labour can help increase efficiency and productivity, and
- There are more opportunities to earn promotion as more levels exist in the hierarchy.

A detailed organisational chart is illustrated in Figure 5.4

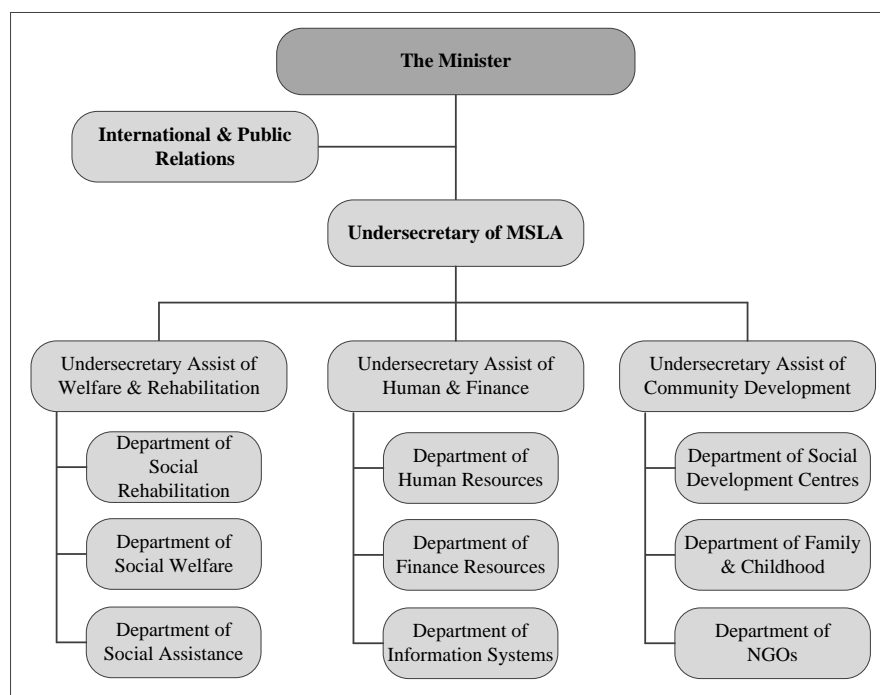


Figure 5.4: Organisational Structure of the MLSA (Source¹³)

5.7.2 Respondents from the Ministry of Labour and Social Affairs

Similar to the previous four cases, this case organisation also selected ten respondents i.e. five managers and government employees each, all were selected from different positions such as:

¹³ http://www.social.gov.bh/en/theministry/organizational_structure

- Director of International & Public Relations,
- Director of HR Department,
- Department of Social Assistance,
- Department of Information Systems, and
- Undersecretary Assist of Community Development.

Similar to the previous case organisations, the sampling technique used by this case organisation is purposive sampling and determines the impact of bureaucratic factors on government organisational performance. On the subject of non-probability, sampling was identified during the investigation. Not all of these views used the same terminology and classifications for the non-probability sampling method as shown in Figure 5.4. The MLSA is a bureaucratic type of organisation. There are several layers in this type of organisation such as: management, cascading down from senior executives to managers to departmental managers, all the way down to supervisors who work alongside frontline employees. Due to the many layers of management, decision-making authority has to pass through a larger number of layers. Similar to the previous three case organisations, the key respondents (i.e. 5 managers) were selected from different layers from top to bottom, in order to understand the significance and the impact of factors on the performance of the regulatory bureaucracy in the BEDB ministry. All these managers administer the departments below in the hierarchy. The author visited all these departments as these departments provided necessary and valuable information that supported in understanding the operational activities of this ministry.

5.7.3 Summary of the Interview Key Respondents

Following are the empirical findings from the interviews with the managers:

5.7.3.1 Case_Organisation_4 – Perceptions on Rigid Rules and Procedures and its Impact on Organisational Performance

Similar to the previous three case organisations, the majority of respondents from Case_Organisation_4 also had negative views on the perception of rigid rules and procedures, and effects of rigid rules and procedures for organisational performance. According to the respondents, rigid rules and procedures will affect the organisation performance, e.g.:

“Having the closed system, the absence of flexibility environment will make the working atmosphere rigid. If there is no flexibility, atmosphere and have no

feeling of being a member of the organisation as a result, there will not be any social responsibility towards the organisation and the members of the organisation.”

All the key respondents mutually highlighted the negative remarks about job satisfaction and motivation in the organisation, e.g.:

“When the employee loses a sense of affiliation with the work due to the rigid rules and procedures, and does not have the ability making change in creating a positive work environment, it is obvious that there will not be any sense of job satisfaction and lack of motivation.”

Moreover, following the above joint response, all the respondents also reported negative remarks about decision quality in the organisation and stated that:

“The rigid rules affect decision-making in a negative way, the decision of the leader will affect if it comes from one way without sharing the decision I mean the (shora) that word came from the Holy Quran, and if we not follow the instruction from this book it will not reach the objective life and advantage goals in the work.”

Bureaucratic organisations generate significant dysfunctional effects, and these effects become more stressful when more rigorous principles are applied.

5.7.3.2 Case_Organisation_4 – Perceptions on Hierarchical Positions and its Impact on Organisational Performance

There were several differences and contradictions among the government employees with regards to hierarchical positions and this led to their negative views on the impact of hierarchical positions on organisational performance. The interviewees revealed the following negative remarks, some of which are as follows:

“There is a lot of negative impact with this factor in my organisation because some of the employees have the wrong position in the structure that may affect the performance. The process of the work will be delayed every time because of

this factor, we can say the most factors can control the organisations the mission will not move through this structure.”

On the other hand, one of the respondents presented the following positive remarks:

“The hierarchical position is very important in the distribution of the roles of work to employees in any organisation, especially if there is a clear functional description for each employee. The present structure in the organisation makes the work according to one approach if the structure is built properly for the organisation according to the requirements of the process of work.”

An appointment to a particular office and the levels of authority that go with it, are based solely on the grounds of technical competence. In the context of social responsibility, all the respondents mutually responded as follows:

“Yes, in this case depends on the nature of the contact person. If the person in charge is social by nature, he will take it upon himself to some social responsibilities in the organisation. However, if this person hasn’t the property of a social nature; he will not take any social responsibilities in his role as administrator.”

Each hierarchical position exists in its own right and job holders have individual rights to a particular position. Responsibilities within each level are clearly delineated and each level has its own sphere of competence on satisfaction and motivation in the job. In the latter context, one of the respondents reported:

“Employee will work much better if he works with a socially responsible head. Because of this, the employee will be in a comfortable working environment. Social atmosphere is a matter of convenience in, my organisation is affected negatively.”

An additional shortcoming of hierarchical structures is that it is constructed in a pyramidal fashion, narrowing as they approach the top. This form can potentially develop enormous problems of overload and blockage in processing information in the opposite direction. On decision quality, one of the respondents conveyed:

“Hierarchical position has a significant impact on the quality of decisions. The employee’s decision-making is limited but higher position employees have more powerful decisions which could be better quality but in my organisation there is a centre point from this structure create the diction without any (shora) with other quality employees in the organisation.”

The empirical findings from the interviews clearly highlight that *“because of the ‘whom you know syndrome’, basic services became so slow that it develops mistrust with the clients of the organisation”*.

5.7.3.3 Case_Organisation_4 – Perceptions on Impersonal Relationships and its Impact on Organisational Performance

According to the respondents, there were contradictory views noted with regards to the perceptions of impersonal relationships and its impact on the level of organisational performance. For example, one of the respondents highlighted that:

“In my organisation there is a formal relationship between the employees and their officials, but in some departments, there is a very friendly atmosphere among the employees themselves. The formal relationship between the staff creates an atmosphere of hard and serious work. Also it reduces the problems between employees.”

With regards to impersonal relationships on job satisfaction and motivation, interviewees reported contradictory views, such as:

“As long as the formal relation respects me as a person I will not reject it. But if the head is practicing that rudely, it will not be accepted and I will not be satisfied at all with my organisation because there is a negative impact over the performance.”

Similarly, contradictory views were also reported with regards to impersonal relationships on decision quality, such as:

“There will be no chance for emotions in taking decisions, but it might cause bad atmosphere in the work place especially in a country like Bahrain.”

5.7.3.4 Case_Organisation_4 – Perceptions on Transactional Bureaucratic Leadership and its Impact on Organisational Performance

Even in this case organisation, the respondents perceived that the organisational performance had both negative and positive impact on the perception and the effects on transactional bureaucratic leadership on organisational performance. For example, on rewards system and recognition of accomplishments, a respondent reported that:

“From my experience, the person in charge deals in a moody way, means if he or she wants the employee will be rewarded otherwise not.”

Furthermore, another respondent reported conflicting notions of transactional bureaucratic leadership on job monitoring, for instance he stated:

“In our organisation, the work comes out to the light carrying the department name and in this department the director is responsible for the quality of work.”

Similarly, there were some conflicting views with regards to transactional bureaucratic leadership on decision with certain matters, for instance one of the respondents reported:

“I think this point is not practiced in a clear way, but the leader is trying to go forward to give the employees some responsibilities to carry on.”

Another respondent was asked to describe on the type of leadership style that may affect their organisational performance. The respondent stated that:

“There are aspects which have a direct connection with the employee and the leader as well. They are all related to each other too.”

According to Bass (1985; 1990) transactional leadership is characterised by contingent reward, management-by-exception, and laissez-faire. Transactional leaders motivate their followers by engaging to their self-interest, whether it subsides, lucrative government contracts, campaign contributions, bonuses, or status.

5.7.3.5 Case_Organisation_4 – Perceptions on Transformational Bureaucratic Leadership and its Impact on Organisational Performance

In terms of Transformational Bureaucratic Leadership, all respondents highlighted positive views. Accordingly, it was noted that in this type of leadership, the leader has a clear sense of purpose, which is expressed in simple ways, persistent and value driven. The leader is a strong role model unwilling to believe in failure with a strong sense of public need. They arouse emotions in their followers lead them to act beyond the framework. They enhance motivation and improve job satisfaction. They create learning opportunities for workers which stimulate them to solve problems and be creative and more proactive in the decision making process. The leader looks for the best practices for the organisation to improve its performance and the best abilities to improve employees' capabilities. On enquiring whether employees demonstrate trust, admiration and loyalty towards their leader, the respondent replied positively:

“Because this is my culture to be loyal to my job or it is better I leave. The leader will always trust the loyal person because he or she is the one who will do the job in perfection as required.”

On role of transformational leadership, the above respondent replied:

“Those titles are very perfect in the work place leadership having a leader with those aspects means you are in a model organisation because its effect positively in any working area. Trust the loyal person, give a freedom to accomplish the work and just intervene, but he can't give the final decision.”

From the above interview conceptions, it clearly appears that among other bureaucratic factors, transformational leadership can lead to a positive performance in government organisations. All the respondents in this case organisation testified to the genuine nature of their leader's effective management of teams through transformative activities. A leader must focus on for best practices for use in their organisation to improve its performance and the best abilities to improve his/her employee's capabilities. The transformational leadership concept was originally proposed by Burns (1978) and House (1977) and then further expanded in the research works of Bass (1985; 1990). Job satisfaction, motivation, decision quality and social responsibility have been associated with bureaucratic factors. Empirical evidence showed that adherence to bureaucratic norms can hamper efficiency, and strict

hierarchical structure can hinder the flow of information, because the direction of emphasis is from the top-to-bottom. The rules that govern procedures in the bureaucracy, whether formal or informal, are vital for public perceptions of how the government delivers its services.

When enquired about which one of the bureaucratic factors most influences organisational performance, the respondent answered:

“The first factor and the second one are the most important factors that negatively influence organisational performance.”

From among the bureaucratic factors, all the respondents stated that *Rigid Rules and Procedures* and *Hierarchical Positions* negatively influence the organisational performance. The latter is based on job satisfaction, motivation, decision quality and social responsibility and is line with the research works of Cordella (2007) who describes bureaucratic accountability as cumbersome, inefficient, and unproductive. In the business context, bureaucracy appears to have a destructive effect on organisational performance. The respondents were also asked about other factors (beyond the bureaucratic factors) that they think should be considered in order to achieve positive performance in government organisations, e.g.:

“I can say (shora) is a factor from Islamic religion can help all government organisations to improve performance.”

Shora refers to the employees’ ability to share the decision in order to achieve positive performance and generate deviant behaviour from innovative people. Hence, a bureaucratic form may be appropriate for organisations mostly orientated towards routine tasks but not for innovation (Perrow, 1986; Souder, 1987). To understand the relationship between bureaucratic factors and organisational performance from the perspective of managers and employees, and what is their perception of the link between organisational culture and performance within the bureaucratic structure – in this context Morgan (1997) argued that organisations must be viewed using a cultural lens and not just by looking at them simply as bureaucracies or hierarchies. The following comment was given:

“Culture is not created by the people in this situation but rather, it is created by the desire to work and achieve greater for the organisation, which remains closely tied to our national culture, a collective culture. Culture is needed to keep

people in place and accept their role, which in my opinion is an eastern idea and masculine. I think that it works well here so that people remain focused on their tasks and role within the team. It takes strong leadership to remain, all these things, in control to consider culture successful. To remain conservative is vital to uphold the beliefs and values of our nation and how its people can maintain heritage. I see our national culture has something very important but I also see it as a template for the organisation to remain effective. More organisations should use this ideology proactively in managing people and directing objectives.”

The empirical finding from the all the respondents of this case organisation supported this thesis research in focusing on the complexity of meanings in social interaction and emerged directly in opposition to positivist and functionalist social scientific beliefs. The thesis research also considered how reality is created and how various organisational members of the government in the Kingdom of Bahrain interpret this reality i.e. not just by looking at it as simply bureaucracies or hierarchies, including the need to understand the relationship between bureaucratic factors and organisational performance. Table 5.11 presents the findings from the interviews.

| Indicator | Case_Organisation_4 | Organisational Performance | | |
|--|---------------------|----------------------------|------|----|
| | | SR | JSAM | DQ |
| Perception on Rigid Rules and Procedures | N | N | N | N |
| Effects of Rigid Rules and Procedures on Organisational Performance | N | N | N | N |
| Perception on Hierarchical positions | NP | N | N | N |
| Effects of Hierarchical Positions on Organisational Performance | N | N | N | N |
| Perception of Impersonal relationships | NP | NP | NP | NP |
| Effects of impersonal relationships on Organisational Performance | NP | NP | NP | NP |
| Perception on Transactional Bureaucratic Leadership | NP | NP | NP | NP |
| Effects of Transactional bureaucratic Leadership on Organisational Performance | NP | NP | NP | NP |
| Perception on Transformational Bureaucratic Leadership | P | P | P | P |
| Effects of Transformational Bureaucratic Leadership | P | P | P | P |

Legends:

P – Positive

N – Negative

NP – Negative and Positive

SR – Social Responsibility

DQ – Decision Quality

JSAM – Job Satisfaction and Motivation

Table 5.11: Summary of Interviews of Case_Organisation_4

The following Table 5.12 illustrates the findings i.e. summary of the relationship between bureaucracy, performance and Hofstede's (1980) cultural dimensions in relation to Case_Organisation_4. The findings clearly highlight that the perception of the respondents of the five variables namely: rigid rules and procedures, hierarchical positions, impersonal relationships, transactional bureaucratic leadership in, transformational bureaucratic leadership, on organisational performance, revealed contradictory results. The findings from Case_Organisation_4 clearly demonstrate that the variables cited can either have positive or negative impacts. All of these variables have a significant relationship with the four cultural dimensions: power distance, uncertainty avoidance, individualism versus collectivism, masculinity versus femininity, but not time orientation. This connection is mainly derived from the idea that applying the Hofstede's model allows perception of the culture and these traits reflect certain value systems that also define organisational structure and styles of leadership. The link is found in how perception of culture compares to outcomes about the culture, but also about why such organisations chose the bureaucratic structure leadership styles of control define the performance of their people.

In *summarising Case_Organisation_4*, it remains important that the Ministry of Labour and Social Affairs is in control and defines its purpose, vision and tasks so that people can work in such environments with little say in the atmosphere. Such organisations work well where there is a common value system and belief in a common culture. Investigation into the Labour and Social Affairs ministry remains guided by defining principles of culture and national identity, further values involved than western culture. This creates a collectivist mind-set and view. Religion and different types of hierarchies and bureaucracies are strong. These are the main reasons why the respondents answered positively or negatively or even at some point remained silent during the course of the interview. In line with the current research findings, because of the "*whom you know syndrome*"; basic services became so slow, which also create mistrust with clients of the organisation. This supports: "**Proposition 2 – Hierarchical Position**". The Bahrain culture prefers hierarchical bureaucracies, which in turn create "*the Wasta System*". The fundamental issue addressed by this dimension is the degree of interdependence a society maintains among its members. It has to do with whether publics' self-image is defined in terms of "I" or "We". By focusing on the commonalities will keep each member in touch and loyal to the process while also allowing leaders to address issues of individuality.

There is a need for rules but also connections within groups of collectivism. While this can be seen as feminine, it is mostly masculine in terms of leadership control and styles of interaction. These findings support: "**Proposition 1 – Rigid Rule and Procedures, Proposition 2 – Hierarchical Position, and Proposition 4 – Transactional Bureaucratic Leadership**".

| Indicator | Case_Organisation_4 | Relationship with Hofstede's (1980) Cultural Dimensions | | | | |
|--|---------------------|---|-----------------------|-----------------------------------|-------------------------------|------------------|
| | | Power Distance | Uncertainty Avoidance | Individualism versus Collectivism | Masculinity versus Femininity | Time Orientation |
| Relationship with Bureaucracy and Performance | Results | | | | | |
| Perception of Rigid Rules and Procedures on Organisational Performance | N | NS | S | S | S | None |
| Perception of Hierarchical Positions on Organisational Performance | NP | S | NS | S | S | None |
| Perception of Impersonal Relationships on Organisational Performance | NP | NS | NS | NS | S | None |
| Perception of Transactional Bureaucratic Leadership on Organisational Performance | NP | NS | NS | S | NS | None |
| Perception of Transformational Bureaucratic Leadership on Organisational Performance | P | NS | NS | NS | NS | None |

Table 5.12: Summary of Relationship with Bureaucracy and Performance and Hofstede's (1980) Cultural Dimension of Case_Organisation_4

LEGEND:

PDI – Power Distance Index

IDV – Individualism

UAI – Uncertainty Avoidance Index

MAS – Masculinity

LTO – Time Orientation

None – (No Answer)

P – Positive

N – Negative

NP – Negative and Positive

S – Supported

NS – Not Supported

The findings of the current research signify that: “*With the use of “Wasta”, people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; “Wasta” can help them obtain their rights*”. It also supports **Proposition 1 – Rigid Rules and Procedures**, **Proposition 2 – Hierarchical Position**, and **Proposition 3 – Impersonal Relationships**. However, such situations imply uncertainty until the users of avoidance adjust to these factors and changes. Leaders apply further controls and rules to help alleviate such resistance and to decrease the ambiguity (Li *et al.*, 2009). This finding also supports **Proposition 1 – Rigid Rule and Procedures**. The findings of the current research indicate that:

“Over conformity to the rigid rules and procedures hinders personal growth, low morale and quells ambition or satisfaction.”

5.8 Results of the Interview Sessions with Employees and Key Respondents

At the beginning of the interview, five themes were identified. An interview guide was used and the interviewees have been left to speak voluntarily to the questions being asked. To ensure that there is a smooth flow of discussion, the author led all the interviewees to the context and attempted to extract important and relevant information about the five selected themes. The five themes were derived from the five propositions of the study.

The **FIRST** theme revolves around the perception on **Rigid Rules and Procedures** and its impact on organisational performance, which was derived from the first proposition i.e. *rigid rules and procedures have an impact on the level of organisational performance of government organisations*. Perception on Rigid Rules and Procedures:

- Positive notions of rigid rules and procedures and its consequences, and
- Negative notions rigid rules and procedures and its consequences.

Effects of rigid rules and procedures for organisational performance:

- Positive effects on organisational performance, and
- Negative effects of organisational performance.

The results of the interview are linked with Hofstede’s five cultural dimensions. Table 5.13 presents the perceptions of the respondents on rigid rules and procedures and their impact on organisational performance.

| Perceptions on Rigid Rules and Procedures | | Impact on Organisational Performance | |
|--|---|--------------------------------------|---|
| PN | NN | PE | NE |
| The rules that determine procedures in the bureaucracy, whether formal or informal, are especially important for public perceptions of how the government delivers its services to the public. | It can affect the creative power of the individuals. | None | Over conformity to the rigid rules and regulation will stifle personal growth, low morale and quells ambition or satisfaction, which consequently affects the organisation performance. |
| None | Excessive regulation could hinder or prevent action and decision-making. | None | Holding on the rigid rules and regulation is the recipe for resisting relevant and strategic change in the organisation, which greatly affects its performance. |
| The existence of clear rules is often related to how the public views the bureaucracy. Besides, it is linked to the efficiency of the organisation. | Affects the level of communication between management and worker and affect the team spirit. | None | Rigid conformity to formal rules that is considered redundant or bureaucratic and hinders or prevents action or decision-making. |
| Clear decision-making rules are typically seen as enhancing efficiency. | There's no flexibility when dealing with issues and that will affect finding solutions for problems. | None | Yes, it is effectively limiting the decision-making since the decision is based on the discretion of top managers. |
| None | The absence of flexibility environment will make the working atmosphere so solid and hard for the employees to interact together to have the job comes to the life. | None | The rigid rules affect decision-making in a negative way, and it can prevent making any kind of decisions because of fear of rejection leading to slow decision-making. |

Legends:

PN – Positive Notions of rigid rules and procedures and its consequences.

NN – Negative Notions of rigid rules and procedures and its consequences.

PE – Positive Effects on organisational performance.

NE – Negative Effects on organisational performance.

Table 5.13: Perceptions of the Respondents on Rigid Rules and Procedures (N=40)

The results of interview questions about rigid rules and procedures demonstrated contrasts and contradictions on the respondents' notions about how this factor affects organisational performance. For example, on the positive side, one interviewee stated:

“The rules that determine procedures in the bureaucracy, whether formal or informal, are especially important for public perceptions of how the government delivers its services to the public.”

Furthermore, another interviewee stated:

“The existence of clear rules is often related to how the public views the bureaucracy. Besides, it is linked to the efficiency of the organisation.”

Accordingly, another employee stated:

“Clear decision-making rules are typically seen as enhancing efficiency.”

The advocates of bureaucratic structure such as Cordella (2007) and Gay (2000) assert that bureaucracy still remains as a sustainable and successful way of structuring large organisations, particularly in a context of steady repetitive tasks. Another interviewee reported contradicted views, such as:

“It can effect on the creative power of the individuals.”

This was supported by another interviewee who stated:

“Excessive regulation could hinder or prevent action and decision making.”

Moreover, another interviewee stated:

“It affects the level of communication between management and workers and this affects the team spirit.”

There were other interviewees that reported negative notions of rigid rules and procedures, for example:

“There’s no flexibility when dealing with issues and that will affect finding solutions for problems.”

“The absence of flexible environment will make the working atmosphere so solid and hard for the employees to interact together to have the job come to the life.”

Furthermore, the interviewees reported that rigid rules and procedures may affect social responsibility, but it depends upon the competence and efficiency of the leader who directs their employees to look after the welfare of the constituents. The employees and management are so attached to the rules that they overlook that their main goal is to serve society and their

constituents. The employee's hands are tied to offer viable solutions to pressing problems and give services the right time because of the red tape. Finally, it also affects both satisfaction and motivation because rigid rules will limit the abilities of employees. When asked how rigid rules and procedures impact organisational performance, one interviewee stated:

“Over conformity to the rigid rules and regulation will stifle personal growth, low morale and quells ambition or satisfaction, which consequently affects the organisation.”

The above response was confirmed by another interviewee:

“Holding onto the rigid rules and regulation is the recipe for resisting relevant and strategic change in the organisation, which greatly affects its performance.”

The rigid rules affect decision-making in a negative way, and it can prevent making any kind of decisions and due to rejection, it leads to slow decision-making.

The **SECOND** theme revolves around the perception on **Hierarchical Positions** and its impact on the level of organisational performance of government organisations. Perceptions of hierarchical positions are:

- Positive notions of hierarchical positions and its consequences, and
- Negative notions of hierarchical positions and its consequences.

Effects on organisational performance:

- Positive effects on organisational performance, and
- Negative effects on organisational performance.

The results of the interview are linked with Hofstede's five cultural dimensions as discussed in the previous sections. Table 5.14 illustrates the perceptions of the respondents on hierarchical positions and the impact of hierarchy on the level of organisational performance of government organisations.

| Perceptions on Rigid Rules and Procedures | | Impact on Organisational Performance | |
|--|---|--------------------------------------|--|
| PN | NN | PE | NE |
| Functional responsibilities are well-defined, clear path and clear procedures. | Affects the team on how to respond to certain problems. | None | This can also lead to lack of flexibility, communication barriers within the organisation and disunity that will greatly affect the overall performance of the organisation. |
| Feedback and suggestions are acted on immediately but any decision had to go through approval system vertically upward | Nobody wants to improve and work more because most of the employees do not feel trusted and motivated. | None | May result in lower levels of job satisfaction and performance, and lower levels of loyalty and commitment to the organisation. |
| The hierarchical position is very important in the distribution of the work roles to employees in any organisation. | Vertical structure reduces creativity and innovation. | None | Indeed, hierarchical positions may greatly affect performance since it is hampered by red tape. It depends on whom you know in the organisation. |
| The higher position employees have the more powerful decisions, which could be of better quality. | Will affect the team ability to suggest changes or improvements. | None | This means that authority reigns supreme from the top of the hierarchy, so the boss tends to issue commands and show his power. |
| Organisation with clear hierarchy of authority and specific job titles and descriptions will regulate performance and this is crucial for large organisations. | Employees lacked decision-making ability and they have no authority to do even simple things without seeking response from authorised people. | None | Because of the “whom you know syndrome”, basic services became too slow which creates mistrust with clients of the organisation. |
| None | Hierarchical position could limit the fitness of service to the people. | None | Too much position in the hierarchy may hamper the efficiency of public service. |
| None | Hierarchy can cause employees to feel like “somebody” and others to feel like “nobody”. | None | None |
| None | Cooperation and unity will be at risk. | None | None |
| None | Can result in lower levels of job satisfaction. | None | This can result in lower levels of job satisfaction. |
| None | Power is centralised on one specific command to execute social controls. | None | None |
| None | People tend to be treated like robots with feelings. | None | None |

Legends:*PN – Positive Notions of rigid rules and procedures and its consequences.**NN – Negative Notions of rigid rules and procedures and its consequences.**PE – Positive Effects on organisational performance.**NE – Negative Effects on organisational performance.***Table 5.14:** Perceptions of the Respondents on Hierarchical Positions (N = 40)

The results of interviews with the interviewees in this dimension demonstrated contrasts and contradictions on their notions of how it affects organisational performance. For example, interestingly, a positive remark was given by one interviewee, who stated:

“Functional responsibilities are well-defined, with clear path and clear procedures.”

Another manager supported the above view and stated:

“Feedback and suggestions are acted on immediately but any decision has to go through the approval system vertically upward.”

Another interviewee said:

“The hierarchical position is very important in the distribution of the roles of work to employees in any organisation.”

Furthermore, another interviewee stated:

“The higher position employees have the more powerful decisions which could be of better quality.”

Another respondent supported the above view and stated:

“Organisation with a clear hierarchy of authority and specific job titles and descriptions will regulate performance and this is crucial for large organisations.”

In contrast, some respondents had negative notions about hierarchical position. According to one respondent, it affects the team’s ability on how to respond to certain problems. This was supported by another respondent who stated:

“Nobody wants to improve and work more because most of the employees do not feel trusted and motivated.”

Moreover, in line with the above views another interviewee reported:

“Vertical structure reduces creativity and innovation it will affect the team’s ability to suggest changes or improvements.”

This statement is supported by two other employees, who stated:

“Hierarchical position can limit the expediency of service to the people.”

“Hierarchy can cause some employees to feel like ‘somebody’ and others feel like ‘nobody’.”

According to these responses, this structure can place the cooperation and unity at risk and can result in lower levels of job satisfaction. Because of this, power is centralised on one specific authority to execute social controls and people tend to be treated like robots without emotions. Most Bahraini organisations have a strict hierarchical structure, which is reflected in the directive and authoritative leadership style. Decisions tend to be made from the top-to-bottom by the most senior managers. Status is an important part of Bahraini society and is determined by factors such as age, wealth and family relations. Those individuals with status have a high level of authority and should be shown regard. Bahraini society is very rule-oriented with regulations, laws, and other control mechanisms in place to reduce uncertainty and enforce the power of the leaders. The hierarchical structure is also represented in the very formal communication style of most Bahrainis. The use of titles and formal greetings is significant. The sophisticated contrasts and contradictions of government employees led to their negative notions on the impact of hierarchical positions on organisational performance.

The interviews revealed the following negative remarks, for example:

“This can lead to poor flexibility, more communication barriers and disunity among others that will greatly affect the overall performance of the organisation”, “This may result in lower levels of job satisfaction and performance, lower levels of loyalty and commitment to the organisation.”

The **THIRD** theme revolves around the perception on **Impersonal Relationships** and its impact on the level of organisational performance of government organisations. Perceptions of hierarchical positions are:

- Positive notions of impersonal relationships and their consequences, and

- Negative notions of impersonal relationships and their consequences.

Effects on organisational performance:

- Positive effects on organisational performance,
- Negative effects on organisational performance.

The results of the interviews are linked with Hofstede's five cultural dimensions as discussed in the foregoing sections. Table 5.15 presents the perceptions of the respondents on impersonal relationships and its impact on the level of organisational performance of government organisations.

| Perceptions on Rigid Rules and Procedures | | Impact on Organisational Performance | |
|---|---|--------------------------------------|--|
| PN | NN | PE | NE |
| Grouping the teams can be motivating factors | Impersonal relationship is characterised by formal/rational regulation of inferior-superior relationships. | None | Impacts organisational performance negatively, when there is no appreciation and care for the employees. |
| Formal relation had positive effect on quality | None | None | Affects job productivity and satisfaction |
| If there (is) good personal relationship between the management and the employees that will enhance the work positive atmosphere. | There are no clear policies for reward. | None | The atmosphere tends to be rigid. This leads to less productivity, as workers are less flexible. |
| The formal relationship between the staff creates an atmosphere of hard and serious work. In addition, it reduces the problems between employees. | Orders are carried out without any motivation. | None | Lack of consideration over personal matter will weaken interest towards the job, which consequently will result to less quality performance. |
| If the relationship is formal, employees tend to work seriously without considering their personal subjectivity. | That will make a gap between the employees and there will be no cooperation and will affect the team or group work. | None | This also hinders our ability to give our best shot in the job. |
| No personal thing shall come in between every transaction when dealing with your colleagues. | There will be no chance for emotions in taking decisions, but it might cause a bad atmosphere in the work place. | None | It will affect our social responsibility because our actions depend always on the leader. |
| This also pertains to the popular phrase "purely business". | Discipline to complete the task is there but the motivation is lacking. | None | None |
| None | If one leader or one member of a team pursues certain decisions, which lack support, the result will be risky or | None | None |

| | | | |
|------|--|------|------|
| | perhaps can be unsuccessful. | | |
| None | If all things are considered impersonal, it will limit our creativity as a person. | None | None |

Legends:

PN – Positive Notions of rigid rules and procedures and its consequences.

NN – Negative Notions of rigid rules and procedures and its consequences.

PE – Positive Effects on organisational performance.

NE – Negative Effects on organisational performance.

Table 5.15: Perceptions of the Respondents on Impersonal Relationship (N = 40)

The above Table 5.15 reveals that there are also contradictory notions of impersonal relationships among the interviewees. For example:

On a positive note, an interviewee reported that:

“Grouping the teams can be motivating factors;” “Formal relation had a positive effect on quality if there is a good personal relationship between the management and the employees that will enhance the work positive atmosphere;” and “The formal relationship between the staff creates an atmosphere of hard and serious work.”

One respondent stated:

“It reduces the problems between employees.”

Furthermore, another interviewee stated,

“No personal thing shall come in between every transaction you’re dealing with your colleagues”; “If the relationship is formal, employees tend to work seriously without considering their personal subjectivity”; and “This also pertains to the popular phrase ‘purely business’.”

However, the above views were contradicted by other interviewees, who stated:

“Impersonal relationship is characterised by formal or rational regulation of the inferior - superior relationship.” In addition: *“Impersonal relationship is*

characterised by formal or rational regulation of inferior-superior relationships and if all things are considered impersonal it will limit our creativity as a person.”

Furthermore, another employee stated:

“There will be no chance for emotions in making decisions, but it might cause bad atmosphere in the work place.” Another employee who said supported this opinion: *“Discipline to complete the task is there but no motivation.”*

Other respondents revealed that:

“If one leader or one member of a team pursues a certain decision lacking support, the result will be risky or perhaps can be unsuccessful.”

The Table 5.15 further highlights the negative effects of impersonal relationships on performance. For example, according to one interviewee:

“It will impact the organisational performance negatively, if there is no appreciation and care for the employees.”

Another respondent stated:

“It may affect job productivity and satisfaction; that will affect decision making and I will be not fair when taking a decision.”

Furthermore, another respondent stated:

“Impersonal relationship may affect job satisfaction and motivation, because the atmosphere tends to be rigid.” He reasoned out that: *“People need to interact socially.”*

Another employee who supported this idea stated:

“Lack of consideration over personal matter will weaken interest towards the job, which will consequently result in poor quality performance.” In addition, he said: *“This also hinders our ability to give our best in the job.”*

The stress on the depersonalisation of relationships results in a bureaucrat's trained incapacity but this is only an issue because of the fact they have learned to function within the confines of the organisational structure.

The *FOURTH* theme revolves around the perception on *Transactional Bureaucratic Leadership* and its impact on the level of organisational performance of government organisations. Clearly transactional bureaucratic leadership has an impact on the level of organisational performance of government organisations. Perceptions of transactional bureaucratic leadership:

- Positive notions of transactional bureaucratic leadership impersonal relationships and its consequences, and
- Negative notions of transactional bureaucratic leadership impersonal relationships and its consequences.

The results of the interviews are linked with the Hofstede's five cultural dimensions as discussed in the foregoing sections because of how scores within these dimensions set into place cultural traits found within the environment, as a result of it. Table 5.16 highlights that the transactional bureaucratic leadership style has an impact on the level of organisational performance of government organisations.

| Perceptions on Transactional Bureaucratic Leadership | | Impact on Organisational Performance | |
|--|---|--|---|
| PN | NN | PE | NE |
| By case problems model, and close monitoring | Boss does not share any decision issued by the management. | Leadership styles can affect organisational performance. Each style must be used when needed in a certain situation. | The boss considers his decisions as his own and never shares risk to other staff. |
| Positive influence over all the performance he should have specific vision in order to improve performance | Rewards are always for the people who work next to them administration. | Positive influence over all the performance - He should have specific vision in order to improve performance. | None |
| There is regular feedback with corrective action and re-audit. | The leader deals with people according to his mood. Favourite employees are rewarded. | Recognition comes in the form of promotion and increase in compensation as an effective means of motivation. | None |
| Require special management as special expertise is required to plan | There is a reward system is based on case-to-case basis. | None | None |

| | | | |
|--|---|------|------|
| and control the work. | | | |
| He shares decision- making with the team | There is no reward system, rather they just give reprimands and punishment if something goes wrong. | None | None |
| The leader works on the improvement cycle plan, do ,correct , act | None | None | None |
| The leader is trying to go forward to give the employees some responsibilities to carry on. | None | None | None |
| Each duty has corresponding responsibility | None | None | None |
| Recognition comes in the form of promotion and increase in compensation. This is one typical effective means of motivation | None | None | None |
| He is hands-on when it comes to controlling of work performance. | None | None | None |
| Our leader gave us our responsibilities according to each individual's capabilities and skills. | None | None | None |

Legends:

PN – Positive Notions of rigid rules and procedures and its consequences.

NN – Negative Notions of rigid rules and procedures and its consequences.

PE – Positive Effects on organisational performance.

NE – Negative Effects on organisational performance.

Table 5.16: Perceptions of the Respondents on Transactional Bureaucratic Leadership (N = 40)

A positive notion of transactional bureaucratic leadership and its consequences are explored. As revealed from Table 5.16, respondents have conflicting notions of transactional bureaucratic leadership. For example: one respondent stated that:

“There is regular feedback with corrective action and re-audits.”

According to another employee:

“Bureaucratic leadership requires special management as special expertise is required to plan and control the work.”

Another interviewee who supported the above conception, stated:

“Each duty has corresponding responsibility and recognition comes in the form of promotion and increase in compensation.”

Furthermore, another employee relates that:

“He is hands-on when it comes to controlling of work performance; our leader gave us our responsibilities according to each individual capabilities and skills.”

From the perspective of negative notions of transactional bureaucratic leadership and its consequences, an interviewee stated:

“Boss does not share any decision issued by the management”; another employee cited this type of leadership which according to him, “Rewards are always for the people who work next to them administration.”

Moreover, another interviewee reported:

“The person in charge deals in a moody way means, if he or she wants the employee will be rewarded otherwise not.”

Other criticisms cited are:

“There is a reward system but this is not applied most of the time; there is no reward system, or rather they just give reprimands and punishment if something goes wrong.”

As reported earlier transactional leadership is characterised by two factors of contingent reward i.e. management-by-exception and laissez-faire. Howell and Avolio (1993) suggest that in this type both leader and follower reach an agreement concerning what the follower will receive for achieving the negotiated level of performance. However, what remains of interest here is how one’s values and cultural exposure can contribute to how well they interact with people, create bonds and suggest morale. What makes a great leader in any culture is the ability to create trust and buy in at a level where people do not question; they just continue to work hard. The results of the interview are linked with Hofstede’s five cultural dimensions as discussed in the foregoing sections.

From the perspective of positive effects on organisational performance, one employee stated:

“Leadership styles can affect organisational performance. Each style must be used when needed in a certain situation.” Another employee further said that, “He should have a specific vision in order to improve performance.” Finally, one employee said, “Recognition comes in the form of promotion and increase in compensation as an effective means of motivation.”

From the perspective of negative effects on organisational performance: one employee stated:

“The boss considers his decisions as his own and never shares risk to other staff.”

The **FIFTH** theme revolves around the perception on **Transformational Bureaucratic Leadership** and its impact on the level of organisational performance of government organisations. Perceptions of transformational bureaucratic leadership include:

- Positive notions of transformational bureaucratic leadership and its consequences, and
- Negative notions of transformational bureaucratic leadership and its consequences.

The results of the interviews are linked with the Hofstede’s cultural dimensions as discussed in the foregoing sections. Table 5.17 presents the perceptions of the respondents on Transformational Bureaucratic Leadership have an impact on the level organisational performance of government organisations. In addition, it also describes the positive notions of transformational bureaucratic leadership and its consequences.

| Perceptions on Transformational Bureaucratic Leadership | | Impact on Organisational Performance | |
|---|------|---|------|
| PN | NN | PE | NE |
| Leader has clear sense of purpose, which is expressed in a simple way, persistent and value driven. | None | It could positively affect better performance in the organisation. | None |
| The leader is strong role model unwilling to believe in failure with strong sense of public need. | None | None | None |
| They arouse emotions in their followers lead them to act beyond the framework. | None | Motivates his member for high quality performance to achieve a certain organisation task and goal with excellence. | None |
| They enhance motivation and improve job satisfaction. | None | They are encouraging us to be more productive and helpful to the organisation. | None |
| Creates learning opportunities for workers which stimulate them to solve problems and be creative and more proactive in the decision making process. | None | Connects the follower's sense of identity and self with the mission and the collective identity of the organisation. | None |
| Looks for the best practices for his organisation to improve its performance and the best abilities to improve his employees' capabilities. | None | Transformational leadership enhances the motivation, morale and performance of followers through a variety of mechanisms. | None |
| Selflessly devotes their time in honing the leadership qualities of their followers. | None | This type of leader could help achieve the goals of the organisation based on his vision and ability to transform clear goals into reality. | None |
| Sets examples to the followers with his brilliant ideas and decisions. He shares the decisions and not solely looking at his own interest but the needs of members. | None | None | None |
| They are not afraid to hand in their leadership abilities to their followers. If they transform followers, then they are being admired and trust by the majority. | None | None | None |
| Individuals with the ability to create a new vision for the future that inspires their workforce. | None | None | None |
| Can go beyond their comfort zone and will find ways to innovate, create and live up to the expectations of his followers. | None | None | None |

Legends:*PN – Positive Notions of rigid rules and procedures and its consequences.**NN – Negative Notions of rigid rules and procedures and its consequences.**PE – Positive Effects on organisational performance.**NE – Negative Effects on organisational performance.***Table 5.17:** Perceptions of the Respondents on Transactional Bureaucratic Leadership (N = 40)

Interviews with the respondents revealed that leadership has a clear sense of purpose, which is expressed in a simple way, persistent and value driven. The leader is a strong role model unwilling to believe in failure with a strong sense of public need. They arouse emotions in their followers lead them to act beyond the framework. They enhance motivation and improve job satisfaction. They create learning opportunities for worker, which stimulate them to solve problems and be creative and more proactive in the decision making process; look for the best practices for his organisation to improve its performance and the best abilities to improve his employees' capabilities. The leader looks for the best practices for his organisation to improve its performance and the best abilities to improve his employees' capabilities and set examples to the followers with his brilliant ideas and decisions. He or she shares the decisions and not solely looking at his own interests but the needs of members; and are not afraid to hand in their leadership abilities to their followers. If they transform followers, then they are admired and trusted by the majority; individuals with the ability to create a new vision for the future that inspires their workforce; can go beyond their comfort zone and will find ways to innovate, create and live up to the expectations of his followers. The results of the interview are linked with Hofstede's five cultural dimensions as discussed in the foregoing sections.

5.9 Positive Effects on Organisational Performance

The leader's behaviour is consistent rather than arbitrary, and the leader shares in any risks taken. The leader demonstrates high standards of ethical and moral conduct and avoids using power for personal gain (Bass and Avolio, 1994). As revealed by one employee:

“Transformational bureaucratic leadership could positively affect better performance in the organisation.” According to him, “One of the important roles of an effective leader is to motivate his member for high quality performance to achieve a certain organisation task and goal with excellence.”

He further stated that:

“They are encouraging us to be more productive and helpful to the organisation, connecting the follower's sense of identity and self to the mission and the collective identity of the organisation.”

Another interviewee stated:

“Transformational leadership enhances the motivation, morale and performance of followers through a variety of mechanisms.”

The above interviewee further added that:

“This type of leader could help achieve the goals of the organisation based on his vision and ability to transform clear goals into reality.”

In line with the research works of Bass (1990), transformational leaders are inspiring and motivating in the eyes of their subordinates by providing sense and challenge to their followers. They are able to energise employees' responses (Yammarino *et al.*, 1993; Bass and Avolio, 1994). They communicate high expectations, use symbols to focus efforts, and express important purposes in simple ways (Bass, 1990).

Tables 5.18 to 5.21 highlight a summary of the overall organisational performance on social responsibility, job satisfaction and motivation, and decision quality. These tables illustrate that the latter had a negative impact as perceived by the respondents on the perception and effects of rigid rules and procedures, as well as the hierarchical positions on organisational performance. On the other hand, the respondents perceived that the organisational performance had both negative and positive impact on the perception and the effects on impersonal relationships, and perception and effects of transactional bureaucratic leadership on organisational performance. The perception of transformational bureaucratic leadership and the effects of transformational bureaucratic leadership had a positive impact as perceived by the respondents. These results imply that the government organisations in the Kingdom of Bahrain have attempted to adopt the bureaucratic factors of government organisational performance. Generally, it was evident that management is willing to attempt bureaucratisation while employees preferred a less bureaucratic structure.

| General Respondent Information – Case_Organisation_1 |
|--|
| Number of Respondent: 10 (5 Managers, 5 Employees), including 3 Female Respondents |
| Respondent Code: GRC1 |
| Education: University Degree, High School |
| Government Name: The Ministry of Education (MOE) |
| Remarks: The majority of Case_Organisation_1 (GRC1) highlighted negative results in the perception of rigid rules and procedures, effects of rigid rules and procedures for organisational performance, perception of hierarchical positions, effects of hierarchical positions on organisational performance, perception of impersonal relationships, and effects of impersonal relationships on organisational performance. This implies that the MOE is not ready to embrace the bureaucratic structure and more specifically on rigid rules and procedures. |

Table 5.18: Findings from the Ministry of Education

| General Respondent Information – Case_Organisation_2 |
|--|
| Number of Respondent: 10 (5 Managers, 5 Employees), including 4 Female Respondents |
| Respondent Code: GRC2 |
| Education: University Degree, High School |
| Government Name: The Ministry of Electricity and Water |
| Remarks: In Case_Organisation_2 (GRC2) the majority of the employees answered that rigid rules had a positive impact on the four bureaucratic factors except on the perception of hierarchical positions. On the other hand, the majority of the employed respondents had a negative response to bureaucratic factors except for positive results in the perception and the effects of the transformational bureaucratic leadership. This implies that bureaucratic factors in the Ministry of Electricity and Water have the worst impact on performance because they have different views (contradictory ideas) regarding the bureaucratic factors under study. In other words, MEW employees preferred a less bureaucratic organisational structure. |

Table 5.19: Findings from the Ministry of Electricity and Water

| General Respondent Information – Case_Organisation_3 |
|---|
| Number of Respondent: 10 (5 Managers, 5 Employees), including 2 Female Respondents |
| Respondent Code: GRC3 |
| Education: University Degree, High School |
| Government Name: Bahrain Economic Development Board |
| Remarks: In Case_Organisation_3 (GRC3), the majority of the manager respondents showed positive perceptions of the impact on the bureaucratic factors, but no one answer on the effects of rigid rules, procedures on organisational performance and as well as the effects of hierarchical positions on organisational performance. However, the employee respondents reflect the negative impact of bureaucratic factors upon organisational performance except on the effects of transformational bureaucratic leadership. This implies that the Bahrain Economic Development Board preferred other forms of organisational style other than bureaucracy. |

Table 5.20: Findings from the Bahrain Economic Development Board

| General Respondent Information – Case_Organisation_4 |
|---|
| Number of Respondent: 10 (5 Managers, 5 Employees), including 3 Female Respondents |
| Respondent Code: GRC4 |
| Education: University Degree, High School |
| Government Name: The Ministry of Labour and Social Affairs |
| Remarks: In Case_Organisation_4 (GRC4), the majority of the manager respondents showed positive perception of the bureaucratic factors, but no one answer on the effects of rigid rules and procedures for organisational performance. However, the majority of employee respondents showed negative perceptions of bureaucratic factors on organisational performance except for the effects of transformational bureaucratic leadership. This implies that the Ministry of Labour and Social Affairs is willing to attempt any democratisation, especially for the managers or heads of the ministry. However, the employees prefer a less bureaucratic structure, rigid rules and procedures. |

Table 5.21: Findings from the Ministry of Labour and Social Affairs

The Economic Vision 2030 is a comprehensive economic vision for Bahrain, which provides a clear direction for the continued development of the Kingdom's economy. This vision was launched in October 2008 by King Hamad bin Isa Al Khalifa, after four years of extensive discussions with a range of opinion leaders in the public and private sectors, including governmental institutions and specialised organisations, as well as international consultancies and bodies. This vision focuses upon shaping the revelation of the government, society and the economy, based on three guiding principles: *sustainability, fairness and competitiveness*¹⁴. In line with this vision, the Kingdom of Bahrain's e-Government strategy is focused on ensuring the effective delivery of government services to citizens, residents, businesses and visitors. To implement this, strong leadership is needed. As such, this vision can be achieved through an authority that has the span of control and depth of capabilities to guide the country. These include dealing with legislative, regulatory and budgetary barriers, evolving common technical frameworks and infrastructure, ensuring a common vision, providing leadership at many levels, strengthening coordination, improving collaboration, clarifying public-private partnerships and monitoring and evaluating progress and results on an ongoing basis¹⁵.

The Economic Vision 2030 states that:

“Every individual can make a worthwhile contribution to society given the means and presented with the opportunity.”

¹⁴ Bahrainedb.com (2013)

¹⁵ Economic Development Board (2013)

In fairness to be nurtured, all transactions made by both the public and private sectors must be transparent. Free and fair competition should prevail, with private and public activities taking place in the open, whether they concern employment, land for public auction or the outcome of a tender. The role of the government is to provide the legal and regulatory framework that ensures protection of consumers and fair treatment for business owners including foreign investors. This means stamping out corruption and seeing that the laws are justly enforced. Fairness in society means that all are treated equally under the law, in accordance with international human rights. Everyone has equal access to services, namely education and health care, and that the needy are supported via adequate job training and a targeted social safety net. In its effort to improve the performance of the government sector, the Economic Vision 2030 chartered a fresh path by becoming more productive and accountable for delivering better quality services via leaner organisations and operations. This could be attained by increasing its productivity by becoming more efficient and effective.

In addition, the government is firm in its commitment to stamp out inefficiency and eliminate duplication of services that remain within public administration. This positive response will lead to a strong performance culture that puts customer interests and delivery of results (Economic Development Board, 2013). Vision 2030 also upholds a predictable, transparent and enforced regulatory system. Thus, it looks forward to:

- Striving for maximum quality and consistency of regulation,
- Improving execution through review and stronger consequence management,
- Continue Bahrain with a zero tolerance policy towards corruption and favouritism,
- Upgrading the judicial system to ensure fair and speedy,
- Resolution of disputes; and
- Potential measure of success:
 - Regulatory quality ranking, part of the World Bank's Worldwide Governance Indicators (From regional Pioneer to global Contender: the economic Vision 2030 for Bahrain¹⁶).

5.10 Gap Analysis

The results of the 40 interviews provided important insights about the five general themes, which were derived from the five propositions of the study. The positive and negative views of the respondents on each theme were based mainly on the five propositions of the study.

¹⁶ Economic Development Board (2013)

This led to the formulation of the new conceptual framework, which is be discussed in Chapter_6. The next chapter will further discuss on the similarities and differences between cases that helped in drawing patterns in the most emphasised aspects of bureaucratic factors that affect organisational performance. Table 5.22 shows the outcome from 40 interviews based on the bureaucratic factors and their impact on organisational performance. A cultural lens was used by the investigator, who followed Morgan's (1997) advice that organisations must be viewed using a cultural lens, not just by looking at it as simply bureaucracies or hierarchies. This is the ideology that the organisation a living, breathing organism that is in need of constant management but also suggests that a lens can be applied in any situation. With this in mind, this study aims to bridge the gap and understand clearly how bureaucratic factors affect the performance of government organisation because of the enormity of the lens' application. In business, this is important to understand, so that teams can have harmony and every part of the whole knows their role.

| 5 Proposition | In Detail - 20 Sub-Propositions Improved | Relationship of the Five Dimensions of Culture according to Hofstede (1980) |
|---|---|---|
| <p><i>P1 – Rigid rules and procedures have an impact on the level of organisational performance of government organisations, supported by negative views of the respondents.</i></p> | <p>The outcome from the four cases has identified the rigid rule and procedures that affect the level of performance of government organisations, i.e. social responsibility, job satisfaction and motivation, decision quality (Proposition 1a, 1b, 1c):</p> <ul style="list-style-type: none"> • P1a – Rigid rules and procedures have a negative impact on the level of organisational performance of government organisations base on social responsibility. • P1b – Rigid rules and procedures have a negative impact on the level of organisational performance of government organisations base on job satisfaction and motivation. • P1c – Rigid rules and procedures have a negative impact on the level of organisational performance of government organisations base on decision quality. | <p>P1 – Have a relationship with the five dimensions of culture according to Hofstede (1980) based on individualism, masculinity, and uncertainty avoidance. The environment supports that culture will be defined how these dimensions score and this is applicable to smaller context.</p> |
| <p><i>P2 – Hierarchical position has an impact on the level of organisational performance of government organisations, supported by negative views of the respondents.</i></p> | <p>The outcome from the four cases has identified the impact of hierarchical position that affects the level of performance of government organisations i.e. social responsibility, job satisfaction and motivation, decision quality (Proposition 2a, 2b, 2c):</p> <ul style="list-style-type: none"> • P1a – Hierarchical positions have a negative impact on the level of organisational performance of government organisations base on social responsibility. • P1b – Hierarchical positions have a negative impact on the level of organisational performance of government organisations based on job satisfaction and motivation. • P1c – Hierarchical positions have a negative impact on the level of organisational performance of government organisations base on decision quality. | <p>P2 – Have a link with the five dimensions of culture according to Hofstede (1980) based on power distance, individualism and masculinity because of the relationship found for how each dimension overlaps in defining traits in the environment. Put a new spin on ‘you are a just a product of your environment’. But what is more telling is the connection between values and environment, how that defines culture at a level that also defines business activities.</p> |
| <p><i>P3 – Impersonal relationship has an impact on the level of organisational performance of government organisations, supported</i></p> | <p>The outcome from the four cases has identified the impact of Impersonal relationships that affects the level of performance of government organisations i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 2a, 2b, 2c):</p> <ul style="list-style-type: none"> • P3a – Impersonal relationship has a positive and negative impact on the level of organisational performance of government organisations base on social responsibility. | <p>P3 – Have a link with the five dimensions of culture according to Hofstede (1980) based on masculinity due to traits inherently found within Arab culture. Hofstede’s dimensions allow for data to highlight how this relates to values and choices made in the business</p> |

| | | |
|---|---|---|
| <p><i>by both positive and negative views of the respondents.</i></p> | <ul style="list-style-type: none"> • P3b – Impersonal relationship has a positive and negative impact on the level of organisational performance of government organisations base on job satisfaction and motivation. • P3c – Impersonal relationship has a positive and negative impact on the level of organisational performance of government organisations base on decision quality | <p>world.</p> |
| <p>P4 – Transactional Bureaucratic Leadership has an impact on the level organisational performance of government organisations, supported by positive and negative views of the respondents</p> | <p>The outcome from the four cases has identified the impact of Transactional Bureaucratic Leadership that affects the level of performance of government organisations, i.e. social responsibility; job satisfaction and motivation; decision quality (Proposition 2a, 2b, 2c).</p> <ul style="list-style-type: none"> • P3a – Transactional Bureaucratic Leadership has a positive and negative impact on the level of organisational performance of government organisations based on social responsibility. • P3b – Transactional Bureaucratic Leadership has a positive and negative impact on the level of organisational performance of government organisations based on job satisfaction and motivation. • P3c – Transactional Bureaucratic Leadership has a positive and negative impact on the level of organisational performance of government organisations based on decision quality. | <p>P4 – Have a link with the five dimensions of culture according to Hofstede (1980) based on individualism. This links how one valuable trait for the individual also relates to one’s connection with the culture and environment. The dimension reflects that Bahraini culture is focused upon the collective culture that leaves the individual with less rights and expression of needs. This links possible behaviour for leaders as they respond to having an individualistic view of culture within the firm. It is fair to say they will encounter resistance fitting in.</p> |
| <p>P5 – Transformational Bureaucratic Leadership has an impact on the level of organisational performance of government organisation, supported by positive views of the respondents.</p> | <p>The outcome from the four cases has identified the impact of Transformational Bureaucratic Leadership that affects the level of performance of government organisations i.e. social responsibility; job satisfaction and motivation and decision quality (Proposition 2a, 2b, 2c):</p> <ul style="list-style-type: none"> • P3a – Transformational Bureaucratic Leadership has a positive impact on the level of organisational performance of government organisations based on social responsibility. • P3b – Transformational Bureaucratic Leadership has a positive effect on the level of organisational performance of government organisations based on job satisfaction and motivation. • P3c –Transformational Bureaucratic Leadership has a positive impact on the level of organisational performance of government organisations based on decision quality. | <p>P5 – There is no identified link with the five dimensions of culture according to Hofstede (1980).</p> |

Table 5.22: Findings from 40 Interviews based on the Bureaucratic Factors and its Impact on Organisational Performance using Hofstede’s (1980) Cultural Dimensions

5.11 Summary

This chapter discussed the results and the qualitative analysis of interviews conducted by the author. The results of the interview provided important insights about the five general themes, which were derived from the five propositions of the study. The interviewees also discussed the positive and negative views of each theme based on the five propositions of the study. The author extends the analysis by using a cultural lens: Hofstede's five dimensions of culture. The following chapter discusses on the findings from the case organisations based on the extant literature, and interpret and offers possible explanations and implications of the empirical evidence. The chapter revises the conceptual framework to identify the key amendments and modifications that emerged from the empirical investigation. Finally in conclusion to this chapter, the four case studies served to create validity in specific highlights in support of connecting research with theoretical framework Hofstede's five dimensions of culture.



CHAPTER 6: Discussions & Validation of the Revised Conceptual Framework

6.1 Introduction

The previous chapter presents data gathered from the case organisations and organised by the key themes, whereas, this chapter discusses on the findings from the case organisations based on the Hofstede's five cultural dimensions. The latter highlights the links between how culture traits define the environment that further also define the way organisations are formed and managed. The more interesting aspect is to understand how Hofstede's cultural dimensions and the scores for the Bahrain context reflect the value systems of the bureaucratic organisational structure. Furthermore, this chapter interprets and offers explanations and implications of the empirical evidence. As a result of the empirical findings, this chapter revises the conceptual framework to identify the key amendments and modifications that emerged from the empirical research investigation.

6.2 Cross-Case Analysis

As discussed in Chapter 4, a cross-case analysis “*allows the unique patterns of each case to emerge and then gives the researcher a rich familiarity with each case which, in turn, accelerates cross-case comparison*” (Eisenhardt, 1989, p. 541). This section discusses on the similarities and differences between case organisations and helps in drawing patterns based on the most emphasised aspects of bureaucratic factors and their impact on organisational performance. Furthermore, this section follows techniques (Yin, 2009) as discussed in case study analysis in Chapter 4, where data are analysed using a particular lens to develop a structured analysis. At this point, the author follows three tactics.

- *First*, selecting key themes as suggested by the extant literature and thereafter, the author examines the within-group similarities coupled with inter-group differences.
- *Second*, the author seeks for the subtle similarities and differences between case organisations; and

- *Third*, to divide the data by the data sources.

Yin (1994) identified pattern-matching and explanation-building as two dominant analytic techniques used in case study analysis. Pattern matching is used for assessing the match between practice and theory to link empirical evidence in a partial way with theoretical propositions (Yin, 2009). The technique of pattern matching supports in predicting a pattern of outcomes based on propositions to explain expected findings (Saunders *et al.*, 2007). Table 6.1 presents the cross-case analysis of the bureaucratic factors and their impact on organisational performance. Comparison of the four case organisations demonstrates contrasts and contradictions about how bureaucratic factors influence organisational performance. On the positive side, the rules that determine procedures in the bureaucracy, whether formal or informal, are especially important for public perceptions of how the government delivers its services to the public. Consequently, the existence of clear rules is often related to how the public views the bureaucracy. Besides, it is linked to the efficiency of the organisation.

Moreover; a cultural lens was used by the author by following Morgan's (1997) research that organisations must be viewed using a cultural lens and not just exploring them as simply bureaucracies or hierarchies, but rather organisations that can take on different shapes as they evolve and move in different patterns of market conditions. With this in mind, this thesis research aimed to bridge the gap and understand clearly how bureaucratic factors affect the performance of the government organisation. In support of this view, Hofstede's (1980) cultural dimensions were selected. This led to the development of a new conceptual framework. The details of the revised conceptual framework are discussed herein.

| Indicator | Case 1 | | Case 2 | | Case 3 | | Case 4 | | Relationship with Hofstede's (1980) Cultural Dimensions |
|--|--------|---|--------|---|--------|---|--------|---|---|
| | P | N | P | N | P | N | P | N | Dimension |
| Perception on Rigid Rules and Procedures | × | ✓ | ✓ | ✓ | × | ✓ | × | ✓ | UAI, IDV, MAS |
| Effects of Rigid Rules and Procedures on Organisational Performance | × | ✓ | × | ✓ | × | ✓ | × | ✓ | UAI, IDV, MAS |
| Perception on Hierarchical Positions | × | ✓ | ✓ | ✓ | × | ✓ | ✓ | ✓ | PDI, MAS |
| Effects of Hierarchical Positions on Organisational Performance | × | ✓ | × | ✓ | × | ✓ | × | ✓ | PDI, MAS |
| Perception on Impersonal Relationships | × | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | MAS |
| Effects of impersonal relationships on Organisational Performance | × | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | MAS |
| Perception on Transactional Bureaucratic Leadership | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | IDV |
| Effects of Transactional Bureaucratic Leadership on Organisational Performance | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | IDV |
| Perception on Transformational Bureaucratic Leadership | ✓ | × | ✓ | × | ✓ | × | ✓ | × | None |
| Effects of Transformational Bureaucratic Leadership | ✓ | × | ✓ | × | ✓ | × | ✓ | × | None |

Table 6.1: Cross-Case Analysis of Bureaucratic Factors and its Impact on Organisational Performance using Hofstede's (1980) Cultural Dimensions (N = 40)

LEGEND:

PDI – Power Distance Index

UAI – Uncertainty Avoidance Index

P – Positive ✓ – with impact (either positive or negative impact)

N – Negative × – no impact (no response)

IDV – Individualism

LTO – Long Term Orientation

MAS – Masculinity

None – No Link

The case analysis presents that rigid rules and procedures impact organisational performance negatively. This is also confirmed by one interviewee who stated that:

“Over conformity to the rigid rules and regulation will stifle personal growth, low morale and overwhelms ambition or satisfaction, which consequently affects the organisation.”

Furthermore, another informant stated that:

“Holding on the rigid rules and regulation is the recipe for resisting relevant and strategic change in the organisation, which greatly affects its performance.”

The rigid rules affect decision-making in a negative way, and it can prevent making appropriate decisions due to rejection. This leads to slow decision-making to review as also spelled out in the “*Economic Vision 2030*”. Bahrain’s vision focuses on the country’s future economic success. In fairness to be nurtured, all transactions made by both the public and private sectors must be made transparent. Free and fair competition must prevail, with private and public activities taking place in the open, whether they are related to employment, land for public auction or the outcome of a tender. The role of the government is to provide the legal and regulatory framework that ensures protection of consumers and fair treatment for business owners, including foreign investors. This means stamping out corruption and seeing that the laws are justly enforced. Fairness in society means that all are treated equally under the law, in accordance with international human rights and that everyone has equal access to services, namely education and health care, and that the needy are supported through adequate job training and a targeted social safety net.

It is noteworthy that the Kingdom of Bahrain has been experiencing a challenging transition to greater openness and transparency. This development has been prevalent since early 2011. The 2012 Index of Economic Freedom published by “*The Wall Street Journal and the Heritage Foundation*”, revealed that Bahrain’s economic freedom score is 75.2, making its economy the 12th freest in the 2012 index, the only country from the MENA region to feature in the top 20. Its overall score is 2.5 points, worse than last year due to score declines in six of the ten economic freedoms, including: Freedom from corruption, property rights, and government spending. Bahrain is ranked 1st out of 17 countries in the Middle East/North Africa (MENA) region, and its economic freedom score is well above the world average.

In comparison with other countries, Bahrain performs quite well in many of the four pillars of economic freedom. From among the countries of the MENA region, Bahrain remained among the world's 20 freest economies. Despite this position, improvements in property rights and corruption are critical to ensuring success in the country's on-going evolution. However, despite these issues, Bahrain remains a financial hub for dynamic economic activity. The Kingdom's openness to global commerce is sustained by its competitiveness and efficient regulatory environment. On the downside, there is higher public spending, driven mainly by social spending and risks eroding traditional fiscal restraint¹⁷. In terms of the perceptions of respondents on hierarchical positions, the results of cross-case comparison demonstrated contrasts and contradictions in their notions of how it affects organisational performance. Interestingly, positive remarks were given by one interviewee, who stated that:

“Functional responsibilities are well defined, clear path and clear procedures.”

The above response was supported by a manager, who stated that:

“Feedback and suggestions are acting on immediately but any decision had to go through the approval system vertically upward”.

In contrast, other informants revealed that hierarchical positions affect the team on how to respond to certain problems. As expressed by a key informant:

“Nobody wants to improve and work more because most of the employees don't feel trusted and motivated”; “Vertical structure reduces creativity and innovation” and “It will affect the team's ability to suggest changes or improvements.”

This statement was backed up by another employee, who stated that:

“Hierarchical position can limit the expediency of service to the people.”

It is noteworthy that one respondent stated that:

“Hierarchy can cause some employees to feel like ‘somebody’ and others feel like ‘nobody’.”

¹⁷ Index of Economic Freedom 2012: <http://www.bahrainedb.com/index-of-economic-freedom-2012.aspx>

In terms of the impactful notions of hierarchical positions on organisational performance, the interviews revealed the following negative remarks:

“This can also lead to a poor flexibility, communication barrier within the organisation and disunity among others that will greatly affect the overall performance of the organisation; may result in lower levels of job satisfaction and performance, and lower levels of loyalty and commitment to the organisation.”

The abovementioned findings are in support of the commentary given by the World Economic Forum, according to which Bahrain is ranked 56th out of a total of 117 countries in terms of favouritism shown by Government officials. This only shows that government officials are not providing fair and equal treatment for all (ESCWA, 2008). Furthermore, the numerous and lengthy government procedures, inconsistent interpretation of government regulations and favouritism in decisions of government, officials often constitute an additional burden for foreign investors. At this point in a move to curb corruption, Bahrain is rigorously considering greater openness and transparency, since early 2011. However, enhancing the foundations of economic freedom through improvements in property rights and corruption will be critical in ensuring success in the country’s ongoing evolution. However, as this scenario unfolds, Bahrain continues to be a financial hub for dynamic economic activity.

The Kingdom’s openness to global commerce is sustained by its competitiveness and efficient regulatory environment. A bureaucratic organisation is structured into a continuous hierarchy. Responsibilities within each level are clearly delineated and each level has its own sphere of competence. This focuses on an appointment to an office, and the levels of authority that go with it, which are based solely on the grounds of technical competence (Weber, 1947). In a bureaucratic structure, authority and communication flow downward through a rigid chain of command. In addition, the vertical growth represents many levels of supervision and indicates a one person, one boss philosophy (unity of command). In addition, the number of individuals supervised is small or (span of control). Bureaucracy results in a line structure, a chain of command or leader-follower relationship, which can facilitate large scale administration by coordinating the work of many personnel.

The results of the interview revealed that the use of ‘*wasta*’ is prevalent in Bahrain. In the west, it is called nepotism; occasionally racism and cronyism. The negative comments on this dimension are clearly stated when one employee noted that:

Because of the “*whom you know syndrome, basic services became so slow which creates mistrust with clients of the organisation.*”

At this juncture, the informant referred to ‘*Wasta*’. The term emanates from the phrase ‘*Wasta*’ (وسط) which means middle, so ‘*Wasta*’ basically means the middle man. The phrase is derived from the Modern Standard Arabic phrase ‘*Wasta*’ (وسيط) which commonly means medium, but also often means something akin to intermediary, intercessor or middleman. ‘*Wasta*’ is widely used in many cases:

- To help those individuals who cannot drive obtain driving licenses,
- To get yourself, a member of family or a friend elected and placed in a seat of power/authority,
- To get permits for anything without following rules and regulations,
- To cut into public queues,
- To be waived from processing fees and not paying traffic fines,
- To avoid going to prison (or get out of prison, if you are in it), to hire inappropriate individuals into jobs for which they are not qualified for (very common use) and
- To make you look like a person who is incapable of doing things on his/her own¹⁸.

In terms of perceptions of respondents of impersonal relationships and its impact on the level of organisational performance, it was noted that there are contradictory notions among the informants. It can be noted that formal relationships have a positive effect on quality if there are good personal relationships between the management and the employees, which leads to a positive work atmosphere. The formal relationship between the staff creates an atmosphere of hard and serious work. One informant stated that:

“It reduces the problems between employees.”

On the other hand, impersonal relationship affects the organisational performance negatively, if there is no appreciation and care for the employees. As another informant stated that:

“Impersonal relationship may affect job satisfaction and motivation, because the atmosphere tends to be rigid.”

¹⁸ <http://taraummomar.blogspot.com/2012/05/part-1-w-is-for-wasta.html>

Based on the government structure of bureaucracy, which is threatened by graft and corruption, Bahrain has ranked 46th out of 183 countries in the Transparency International's 2011 Corruption Perceptions Index (CPI), gaining two positions compared to 2010's CPI's 48th place. This indicates that the Kingdom of Bahrain is committed to international standards on enhancing performance in public sector institutions, whether at the level of accountability or management of government resources, which testifies to the success of the government's policy in this regard. To further stimulate its commitment, Bahrain's Vision 2030 has been developed over the course of four years in consultation with over 1000 Bahrainis from the public sector, private sector, academia and civil society. As envisioned in Vision 2030, a clear direction for the nation's continued development is detailed as it chartered a national economic strategy to provide a better life of every Bahraini. As it looks forward to a strong economy, the government of Bahrain will gradually move away from mere service provision.

“It will shift its focus to generating and enforcing sound, forward-looking policies in critical areas, such as economy and finance, health care, education, the environment, security and social justice.”

Bahrain focuses on following international experience, which shows that governments significantly reduce costs and increase the quality of public services by outsourcing certain non-core government tasks and by fostering competitive dynamics in the provision of public services.

“Some of the steps the government needs to take include: building strong strategic, forward-looking as well as operational, implementation-focused capabilities in all government institutions. This means it will carefully select the services to be outsourced and actively seek partnerships with the private sector by establishing effective and efficient regulation before and rigorous supervision after privatisation.”

As further stated:

“Bahrain will outperform its peers in reducing the size and cost of government by stamping out inefficiency and eliminate duplicate process steps in those services that remain within public administration. Accordingly, government institutions will enjoy a strong performance culture that puts customer interests and delivery of results at the centre of all its activities. As a result, it will design effective public policies and deliver high-quality services. Amongst other things, the government

will: transform public sector human resource management; strengthen civil service governance; review and adjust government organisation and processes to streamline them and increase transparency and establish a performance-management system that sets clear targets, measuring and linking the results of employees and institutions with comparable reward system.”

On the other hand, respondents have conflicting notions of transactional bureaucratic leadership. For instance, one respondent highlights that:

“There is regular feedback with corrective action and re-audits.”

Whereas, another informant reports that:

“Bureaucratic leadership requires special management as special expertise is required to plan and control the work.”

The above statement is followed by another interviewee, who stated that:

“Every single duty has corresponding responsibility and recognition comes in the form of promotion and increase in compensation.”

However, this dimension showed negative notions as described by one informant who said, “Boss does not share any decision issued by the management”. Another respondent criticised this type of leadership and stated that:

“Rewards are always for the people who work close to them (administration)”.
“The person in charge deal in a moody way means if he/she wants the employee will be rewarded, otherwise no reward.”

Other disapprovals include:

“There is a reward system, but this is not applied most of the time; there is no reward system, rather they just give reprimands and punishment if something goes wrong.”

This dimension also shows contrasting effects on organisational performance. On a positive note, this style must be used when needed in a certain situation. Other respondents stated that:

“He should have a specific vision in order to improve performance.”

“Recognition comes in the form of promotion and increase in compensation as an effective means of motivation.”

In contrast to above, another respondent stated that:

“The boss considers his decisions as his own and never shares risk to other staff.”

According to Bass (1985; 1990), transactional leadership is characterised by two factors of contingent reward i.e. (a) management-by-exception and (b) laissez-faire. Transactional leadership motivates followers by appealing to their self-interest, whether it is subsidies, lucrative government contracts, campaign contributions, bonuses, or status. In terms of transformational bureaucratic leadership, cross-case analysis shows positive notions among the respondents. Accordingly, it was noted that in this type of leadership, the leader has a clear sense of purpose, which is expressed in simple ways i.e. persistent and value driven. The leader is a strong role model unwilling to believe in failure with a strong sense of public need. The leaders:

- Stimulate passion in their followers and lead them to act beyond the framework.
- Enhance motivation and improve job satisfaction.
- Create learning opportunities for workers which stimulate them to solve problems and be creative and more proactive in the decision-making process.
- Looks for the best practices for the organisation to improve its performance and the best abilities to improve employees’ capabilities.

As revealed by another respondent:

“Transformational bureaucratic leadership could positively affect better performance in the organisation.”

According to above (latter) respondent:

“One of the important roles of an effective leader is to motivate his member for high quality performance to achieve a certain organisational task and goal with excellence.”

He further stated that:

“They are encouraging us to be more productive and helpful to the organisation, connecting the follower's sense of identity and self to the mission and the collective identity of the organisation.”

On the same note, another respondent stated that:

“Transformational leadership enhances the motivation, morale and performance of followers through a variety of mechanisms.”

According to above (latter) respondent:

“This type of leader can help achieve the goals of the organisation based on his/her vision and ability to transform clear goals into reality.”

The Economic Vision 2030 states that:

“Every individual can make a worthwhile contribution to society given the means and presented with the opportunity.”

In an effort to improve the performance of the government sector, the Economic Vision 2030 chartered a fresh path by becoming more productive and accountable for delivering better quality services via leaner organisations and operations. This can be attained by increasing its productivity by becoming more efficient and effective. In addition, the government is firm in its commitment to stamp out inefficiency and eliminate duplication of services that remain within public administration. This positive response may lead to a strong performance culture that places customer interests and delivery at highest priority level. As a result, government services will be based on the designed effective public policies to deliver high-quality services. Amongst other things, the government will:

- Transform public sector human resource management,
- Strengthen civil service governance,
- Review and adjust government organisation and processes to streamline them and increase transparency,
- Establish a performance-management system that sets clear,

- Targets measuring and linking the results of employees and institutions with comparable rewards.

Potential measures of success for the above are – *Public sector wage bill as a share of GDP and World Bank ranking for government effectiveness and accountability*. Vision 2030 supports a predictable, transparent and fairly enforced regulatory system. Thus, it looks forward to:

- Striving for maximum quality and consistency of regulation; improving enforcement through increased inspection and stronger consequence management,
- Continue Bahrain’s zero tolerance policy towards corruption and favouritism,
- Upgrading the judicial system to ensure fair and speedy, and
- Resolution of disputes,

Potential measure for the above success is: *regulatory quality ranking, part of the World Bank’s Worldwide Governance Indicators (From Regional Pioneer to Global Contender: the Economic Vision 2030 for Bahrain)*.

In line with this vision, the Kingdom of Bahrain’s e-Government strategy is focused on ensuring the effective delivery of government services to citizens, residents, businesses and visitors. To implement this, strong leadership is needed. This vision can be achieved through an authority that has the span of control and depth of capabilities to guide the country. These include dealing with legislative, regulatory and budgetary barriers, evolving common technical frameworks and infrastructure, ensuring a common vision, providing leadership at many levels, strengthening coordination, improving collaboration, clarifying public-private partnerships and monitoring and evaluating progress and results on an ongoing basis¹⁹.

At this point, the author attempts to endorse a firm solution for the ministries and the issue of better performance remains defined by how the organisations clarify their hierarchical structures. The author considers that each of the case organisations needs to focus on making each of their departments as distinct entities in order to provide employees with superior training and knowledge centres. In this way, bureaucrats are able to lead and run teams where performance expectations are clearly communicated. The Report of the Bahrain Independent Commission of Inquiry (2011, p. 50-51) with the Interior Ministry formalised the use of bureaucratic structures for adaptation (Al-Khaleej, 2010; and Al-Ayam, 2010). What remains

¹⁹ http://www.bahrain.bh/pubportal/wps/portal/egaptl/! UT/p/c5/04_!/

evident is the need for knowledge system with respect to the effectiveness of the operation and how each role plays a vital part in the organisational structure. The rigid role and personal connections help define leadership styles as transactional but also creates a work environment that transforms performance. Also it is clear, such teams within the ministry can benefit from external knowledge, exposure to UK operations in order to better train leaders in understanding such factors, especially the Ministry of the Interior as found in the Report of the Bahrain Independent Commission of Inquiry (2011, p, 411)²⁰.

Up till now what remains of interest is how the issue of rigid rules and conformity from governmental standards infringe upon the activity of transformation in leadership and knowledge. This creates tension for the group on a whole per the Bahrain Independent Commission of Inquiry (2011, p. 411). Juran and Gryna (1993, p. 31) stated that “*employees in an organisation have opinions, beliefs, traditions and practices concerning quality – referring this as the company quality culture. Gaining an understanding of this culture should be a part of a company assessment of quality*”. On the other hand, Cohen *et al.*, (2001) highlights that for organisations to remain at higher performance standards, they need hierarchy as seen in the Bahrain Defence Force. With the adaptation of structure comes standards and familiarity but this also allows the employees to grasp a deeper understanding of performance factors, allowing their focus upon their role to enrichment, suggesting greater levels of loyalty Bahrain Independent Commission of Inquiry (2011, p, 411). Such connections not only deepen performance for the positive as seen at Bahrain’s BDF Hospital has been rated among the best in the world, scoring 81.3 per cent in an Australian Council on Healthcare Standards (ACHS) report 2012.

6.3 The Revised Framework

This thesis research focuses on the bureaucratic factors of government organisations and their impact on organisational performance. The main aim is to explore the bureaucratic factors of the government organisations that affect their performance. It also identifies the bureaucratic factors that influence the overall organisational performance. Finally, a new effective bureaucratic factor model of the government organisations is proposed. This study discussed the theories of bureaucracy and how they affect organisational performance. Although there are numerous organisational models, they failed to meet the purpose of the study. Based on the description of bureaucracy and organisational relationships, which were widely described in the literature, a conceptual model is proposed (in Chapter Three). The author selected the

²⁰ Resource: <http://www.bici.org.bh/index9ed2.html?lang=en>

most critical factors of Weber's model and studied their effects on organisational performance. These critical factors have been individually discussed in the extant research (Al-Yahya and Vengroff, 2004). This research combined all the five factors into one study i.e. as part of this research. These factors constitute the variables of the study, identified as rigid rules and procedures, hierarchical position, impersonal relationship, bureaucratic transactional leadership, and bureaucratic transformational leadership. The following propositions were developed:

- **Proposition 1:** Rigid rules and procedures have an impact on the level of organisational performance of government organisations based upon factors (i.e. social responsibility, job satisfaction and motivation, decision quality).
- **Proposition 2:** Hierarchical positions have an impact upon the level of organisational performance of government organisations based on factors (i.e. social responsibility, job satisfaction and motivation, decision quality).
- **Proposition 3:** Impersonal relationships have an impact on the level of organisational performance of government organisations based on factors (i.e. social responsibility, job satisfaction and motivation, decision quality).
- **Proposition 4:** Transactional bureaucratic leadership has an impact on the level of organisational performance of government organisations based upon factors (i.e. social responsibility, job satisfaction and motivation, decision quality).
- **Proposition 5:** Transformational bureaucratic leadership has an impact on the level of organisational performance of government organisations based upon factors (i.e. social responsibility, job satisfaction and motivation, decision quality).

As discussed in Chapter 4, exploring the conceptual framework includes key themes and a case protocol in order to collect and analyse data to individually verify the propositions and also look for evidence that may misrepresent them for each case. The propositions were used to collect and analyse data in order to generate insights. Data were also collected from observations and archival records. Findings from the analysis were used to allow rich explorations about the topic and the research context. The case organisations' interviews contents were reviewed by the participants to ensure content validity and research reliability. Table 6.2 presents the results of cross-case analysis of bureaucratic factors and its impact on organisational performance based on the goal attainment approach of the conceptual framework, and how Hofstede's cultural dimensions reflected in the bureaucratic factors and its impact on organisational performance. It can be noted that in *Case_Organisation_1*, there are four indicators with positive results, such as:

- Perception of transactional bureaucratic leadership,
- Effects of transactional bureaucracy on organisational performance,
- Perception of transformational bureaucratic leadership, and
- The effects of transformational bureaucratic leadership.

However, the majority of empirical findings from case organisation reported negative results in the perception of rigid rules and procedures, effects of rigid rules and procedures for organisational performance, perception of hierarchical positions, effects of hierarchical positions on organisational performance, perception of impersonal relationships, and effects of impersonal relationships on organisational performance. This implies that the MOE is not ready to embrace the bureaucratic structure and more specifically on rigid rules and procedures. The findings of Anaba *et al.*, (2012) on the other hand, who studied other bureaucratic factors mentioned above, reflect great effects on the organisational performance. This supports the assessment of office bureaucracy and its effects on the performance of organisations. This thesis research revealed that there are 65.3% employees, who are at all times ready to embrace a less bureaucratic structure to avoid the undesirable aspects of the bureaucratic processes; and 58.4% consented that organisations need to go on with their bureaucracies but it should be made flexible. This implies that the bureaucratic organisational structure has a direct effect on the employee's performance and organisational growth.

In *Case_Organisation_2*, the majority of the manager respondents responded that rigid rules had a positive impact on the four bureaucratic factors except on the perception of hierarchical positions. On the other hand, the majority of the respondents had a negative response to bureaucratic factors except for positive results in the perception and the effects of the transformational bureaucratic leadership. This implies that bureaucratic factors in the Ministry of Electricity and Water (MEW) had the worst impact on performance as they have different views (contradictory ideas) regarding the bureaucratic factors. In other words, MEW employees preferred a less bureaucratic organisational structure.

In *Case_Organisation_3*, the majority of the manager respondents demonstrated positive perceptions of the impact on the bureaucratic factors. However, none responded on the effects of rigid rules, procedures on organisational performance and the effects of hierarchical positions on organisational performance. The employee respondents reflected negative impact of bureaucratic factors on organisational performance except on the effects of transformational bureaucratic leadership. This implies that the BEDB preferred other forms of organisational style other than bureaucracy.

| Indicator | Case 1 | | Case 2 | | Case 3 | | Case 4 | | Organisational Performance | | | Relationship with Hofstede's (1980) Cultural Dimensions |
|--|---------|---|---------|---|---------|---|---------|---|----------------------------|-----|----|---|
| | Results | | Results | | Results | | Results | | SR | JSM | DQ | Dimension |
| Perception on Rigid Rules and Procedures | 0 | N | P | N | 0 | N | 0 | N | N | N | N | UAI, IDV, MAS |
| Effects of Rigid Rules and Procedures on Organisational Performance | 0 | N | P | N | 0 | N | 0 | N | N | N | N | UAI, IDV, MAS |
| Perception on Hierarchical Positions | 0 | N | 0 | N | 0 | N | P | N | N | N | N | PDI, MAS |
| Effects of Hierarchical Positions on Organisational Performance | 0 | N | P | N | 0 | N | 0 | N | N | N | N | PDI, MAS |
| Perception on Impersonal Relationships | 0 | N | P | N | P | N | P | N | NP | NP | NP | MAS |
| Effects of Impersonal Relationships on Organisational Performance | 0 | N | P | N | P | N | P | N | NP | NP | NP | MAS |
| Perception on Transactional Bureaucratic Leadership | P | N | P | N | P | N | P | N | NP | NP | NP | IDV |
| Effects of Transactional Bureaucratic Leadership on Organisational Performance | P | N | P | N | P | N | P | N | NP | NP | NP | IDV |
| Perception on Transformational Bureaucratic Leadership | P | 0 | P | 0 | P | 0 | P | 0 | P | P | P | None |
| Effects of Transformational Bureaucratic Leadership | P | 0 | P | 0 | P | 0 | P | 0 | P | P | P | None |

Table 6.2: Cross-Case Analysis of Bureaucratic Factors and its Impact on Organisational Performance Based on Goal Attainment Approach of the Conceptual Framework by using Hofstede's cultural dimensions (N = 40)

LEGEND:

0 – None (No answer) P – Positive

NP – Negative and Positive

N – Negative

SR – Social Responsibility

JSAM – Job Satisfaction and Motivation

DQ – Decision Quality PDI – Power Distance Index

UAI – Uncertainty Avoidance Index

IDV – Individualism

LTO – Long Term Orientation

MAS – Masculinity

None – No Link

In *Case_Organisation_4*, the majority of the manager respondents presented positive perception on the bureaucratic factors, but none of them responded on the effects of rigid rules and procedures for organisational performance. However, the majority of employee respondents showed negative perceptions of bureaucratic factors on organisational performance except for the effects of transformational bureaucratic leadership. This implies that the Ministry of Labour and Social Affairs (MOLSA) is willing to attempt any democratisation, especially for the managers or heads of the ministry. However, the employees prefer a less bureaucratic structure, rigid rules and procedures.

In summarising, the overall organisational performance on social responsibility, job satisfaction and motivation, and decision quality had a negative impact as perceived by the respondents on the perception and effects of rigid rules and procedures, as well as the hierarchical positions on organisational performance. On the other hand, the respondents perceived that the organisational performance had both negative and positive impact on the perception and the effects on impersonal relationships, and perception and effects of transactional bureaucratic leadership on organisational performance. Hence, the perception of transformational bureaucratic leadership and the effects of transformational bureaucratic leadership had a positive impact as perceived by the respondents. These results imply that the government organisations in the Kingdom of Bahrain have attempted to adopt the bureaucratic factors of government organisational performance. Generally, it was relatively evident that management is willing to attempt bureaucratisation while employees preferred a less bureaucratic structure.

6.3.1 Validation Process of the Revised Framework

Key findings from the cross-case analysis are explained to guide the development of the final revised framework. When associations were supported, the qualitative data often provided a good understanding of the dynamics underlying the association in order to discover the fundamental theoretical reasons for why the key association (the valid framework) exists. In this context, to strengthen and support this association, there is a need to refine and extend the generated theory. There is a rich symbolism that exists in all aspects of organisational life. As argued by Morgan (1997), organisations must be viewed using a cultural lens, not just by viewing them as simply bureaucracies or hierarchies. Through a cultural perspective, researchers can explore with a better understanding ‘the how’s and why’s’ of the organisation’s way of life, how reality is created and how this reality is interpreted by various organisational stakeholders. Moreover, this understanding leads to better interpretation of organisational life and organisational activities. This contributes to understanding

organisations in their proper perspective, so that stakeholders make better and more informed choices. The author developed and proposed a new framework based on the input process output outcome (IPO) model (Bushnell, 1990). This model adopted the independent variables of bureaucratic factors, organisation performance, and Hofstede's cultural dimensions as shown in Figure 6.1. Based on the aforementioned concepts, this research came up with a new framework considering the Hofstede's (1980) cultural dimension.

In Figure 6.1, inputs include the bureaucratic factors of government organisational performance in the Kingdom of Bahrain along with bureaucratic factors such as: Rigid rules and procedures, hierarchical position, impersonal relationship, transactional bureaucratic leadership style, and transformational bureaucratic leadership style. The author also identifies the organisational performance in terms of social responsibility, job satisfaction and motivation, and decision quality. However, the Hofstede's cultural dimensions were also included in terms of: power distance, uncertainty avoidance, individualism versus collectivism, and masculinity versus femininity under study. The process as described in the third box presents the methodology employed in responding to the research questions formulated in Chapter 1. As mentioned in Chapter 3, it could be noted that the design type used by the author is a "*Case Study Research Design*". This includes the data collection method to determine the impact of bureaucratic factors on government organisational performance by the following methods: Semi-structured interview using digital recording, observation, documentary analysis, triangulation approach, and cross-case analysis of data. The outcomes or possible outputs, as described in the fourth box on the right, are bureaucratic reforms as enshrined in Vision 2030 and be efficient but also effective in public service delivery for the Kingdom of Bahrain. These were derived from the findings of both the empirical and secondary data.

The new revised framework evolved using Hofstede's (1980) five cultural dimensions model. Hofstede's framework was chosen due to the large scope of his research, the large quantity of data collected and analysed, including high number of citations to his research studies. Hofstede's original framework has also been validated in many other studies. Therefore, the author finally included the first draft of the conceptual framework, which includes Hofstede's cultural dimensions as part of the study. This also includes the impact of bureaucratic factors on government organisational performance that are considered vital in this present study.

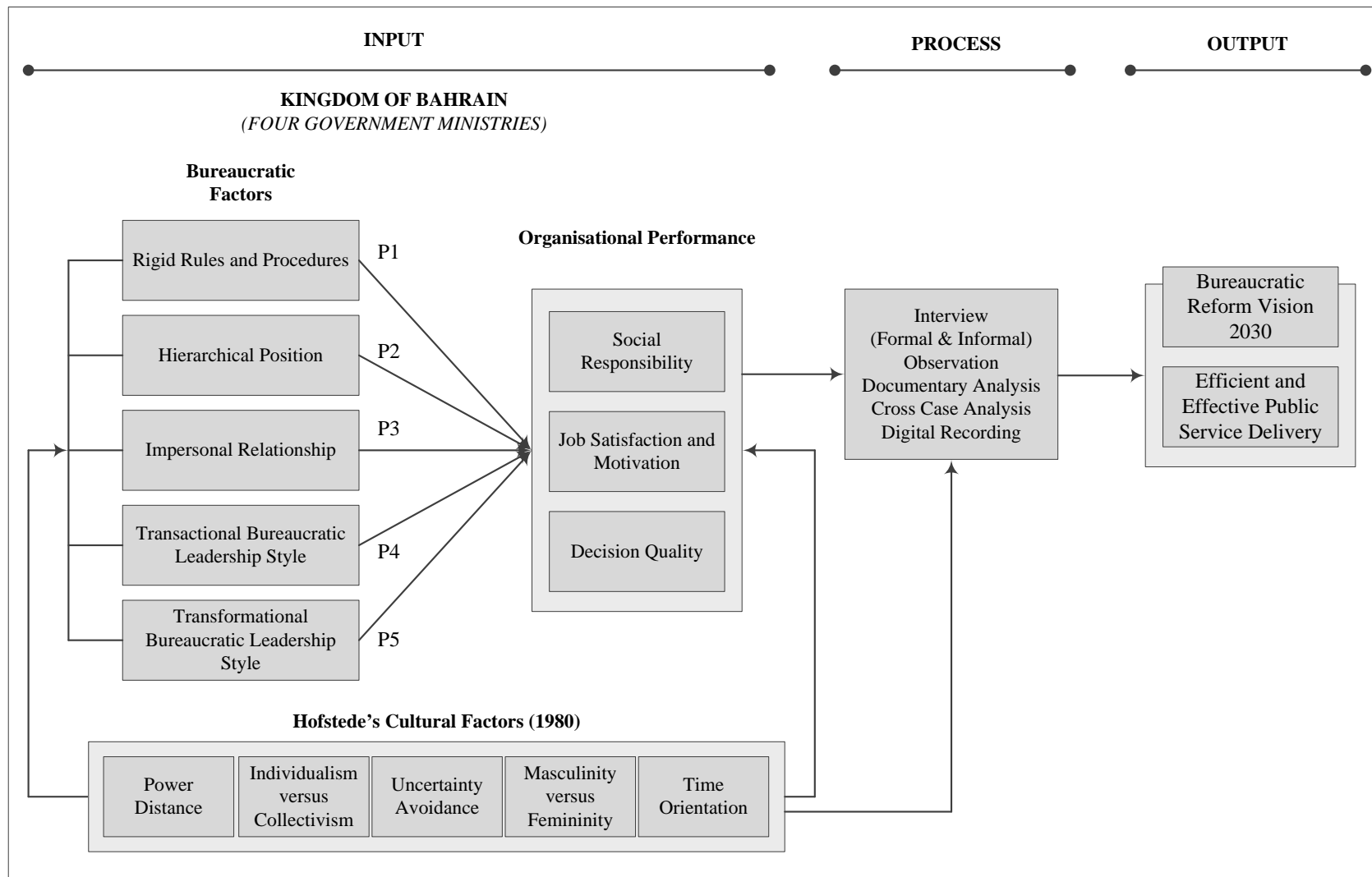


Figure 6.1: Validation Process of Revised Framework against Case Study Findings

6.3.2 The Cultural Lens and Hofstede's Cultural Dimensions

Morgan (1997) argued that organisations must be viewed using a cultural lens, not just by viewing them as simply bureaucracies or hierarchies. With this in mind, this study aimed to bridge a gap, which is the lack of cultural lens. The author claims that this thesis can support government administrators, managers, policy makers and academics in clearly understanding how bureaucratic factors affect the performance of government organisations. In support of this view, Hofstede's (1980) cultural dimensions have been primarily selected due to certain similarities and possible connections noticed between the dimensions and the bureaucratic factors that affect organisational performance. With a cultural perspective, researchers can explore with a better understanding 'the how's and why's' of an organisation's way of life, how reality is created and how this reality is interpreted by various organisational stakeholders. Moreover, this understanding will lead to the interpretation of organisational life and organisational activities, thus leading to understanding an organisation in its proper perspective, so that stakeholders can make better informed choices.

According to Hofstede (2001) cultural variability exists in every nation. Hofstede further stated that national cultures vary along dimensions of orientation to time, authority or power, communication, community, formality, goal-orientation, performance orientation, space, and structure which are all dimensions that can influence business practices (Stohl, 2001). Scholars, using multiple theoretical and methodological lenses, can illuminate the complexity of organisational culture. Scholars focusing on the way in which culture is developed, maintained, or changed can identify frames or scripts that managers can credibly use to bridge the gaps between the different assumptions held by organisational members. Thus, organisational culture is popular with both scholars and practitioners, and enjoys both academic respectability and practical relevance (Alvesson and Berg, 1992).

6.3.3 Culture of Bahrain in Relation to Hofstede's Cultural Dimensions

Bahrain is one of the few countries in the Gulf where the nationals represent the majority. Bahrain's population is a young, with almost half of the population under the age of twenty. Illiteracy is virtually extinct among young people and a high proportion of Bahrainis speaks English, which is a compulsory second language in schools. Nearly five-sevenths of the populations are Arab, and most are native-born Bahrainis, but some are Palestinians, Omanis, or Saudis. Foreign-born inhabitants, comprising more than one-third of the population, are

mostly from Iran, India, Pakistan, Philippines, Britain, and the United States. About three-fifths of the largely Asian labour forces are foreign.

The population is more than four-fifths Muslim and includes both the Sunni and Shi'a sects, with the latter in the majority. In spite of its rapid economic development, Bahrain remains, in many respects, essentially Arab in its culture. Football is the most popular modern sport, while traditional pastimes such as; falconry, horse riding, gazelle and hare hunting is still practiced by wealthier Bahrainis (AlloExpat.com, 2012). Hofstede (1980) provided a definition of culture and how culture can be measured. His research highlighted that cultural differences matter. Hofstede's model provides managers of cross-cultural relations with a tool to help them understand the differences in value sets and behavioural results from these values systems. The model denies that one set of principles is universally applicable by confirming that there are multiple ways of structuring organisations and institutions. An organisation's wider social and cultural environment, plus its technology determines the level of bureaucracy and centralisation (Hofstede, 1980).

6.3.4 Reflection of Hofstede's Five Dimensions on the Bureaucratic Factors and its Impact on Organisational Performance

Hofstede (1980) based his five dimensions of culture on an extensive survey at IBM in which he investigated the influence of national culture. His methodology is both unique in size as well as structure. He defined organisational culture as an idea system that is largely shared between organisational members. By filtering IBM's dominant corporate culture from his data on IBM's national subsidiaries, Hofstede was able to statistically distinguish cultural differences between countries (Hofstede, 2003). Hofstede (2001) has formerly undertaken values surveys of over 50 countries, including the Arab World which he defines as including Egypt, Iraq, Kuwait, Lebanon, Libya, Saudi Arabia and United Arab Emirates. So, the five dimensions of cultural attitudes are discussed considering the fact that Bahrain is generally Arab, in its cultural origin.

6.3.5 The Five Dimensions of Cultural Attitude

6.3.5.1 Power Distance

The Arab world scores high in power distance (score of 80) which means people accept a hierarchical order. Such ideology supports the notion that people have their individual places

and roles. Much of this culture is based on position and who you know, what connections your family may have and how this affords one's position within the hierarchy. This ideology supports "*P2 Hierarchical Position*". The Bahrain culture prefers hierarchical bureaucracies which in turn create "*the wasta system*" to lessen bureaucracy. Table 6.3 shows the Cultural Dimension with High Power Distance. What happens within this dimension and the organisational culture is that it directly reflects the value system of Bahrain and the Arab world in the sense that control and power are important in terms of leadership and maintaining competition.

| Dimension | Characteristics | Relationship with Bureaucracy | Findings of the Current Research |
|-----------------|--|-------------------------------|--|
| High PDI | Strong Hierarchies, Inherent Inequalities, Strong Leaders, Large gaps in Compensation, Authority, and Respect. | Hierarchical Position (P2). | Because of the "whom you know syndrome", basic services became so slow that it also developed mistrust with clients of the organisation. |

Table 6.3: Cultural Dimension with High Power Distance

6.3.5.2 Uncertainty Avoidance

In Table 6.4, uncertainty avoidance is the degree to which individuals require set boundaries and clear structures. This dimension suggests that people in an avoidance culture need rules and clear solutions as well as certain thinking about the future. This links directly to the bureaucratic nature of the Bahraini organisation as it seeks identity through its people and their selected patterns of behaviour. This dimension supports "*P1, which refers to rigid rules and procedures*". People in this culture attempt to avoid the risk and unfamiliar situations that they find immoral. They need structure and this is where much of the Arab culture falls. Hofstede's findings support the Proposition 1, which refers to the rigid rules and procedures. The findings of the current research indicate that "*Over conformity to the rigid rules and procedures hinder personal growth, low morale and quells ambition or satisfaction*".

| Dimension | Characteristics | Relationship with Bureaucracy | Findings of the Current Research |
|-----------------|--|---------------------------------|--|
| High UAI | Preference for Avoiding Uncertainty, Maintains Rigid Codes of Beliefs and Behaviour, Emotional Need for Rules, Innovation may be Resisted. | Rigid Rules and Procedures (P1) | Over conformity to the rigid rules and procedures stifles personal growth, low morale and controls ambition or satisfaction. |

Legend: UAI - Uncertainty Avoidance Index

Table 6.4: Cultural Dimension with High UAI

6.3.5.3 Individualism versus Collectivism

In Table 6.5, Arab culture is considered collectivist as it sets the needs of all the above parts. There is no sense of ‘I’ rather the focus is on ‘we’. As a result, people in the collective are loyal and family oriented as well as also focused on achievement and goals for the whole family including them. In terms of the bureaucratic structure, this fits effortlessly and also suggests how traits in culture serve to define certain value systems an organisation aspires to base business on. Understanding this link will allow the leader to remain focused upon how to connect with people to communicate this task.

| Dimension | Characteristics | Relationship with Bureaucracy | Findings of the Current Research |
|-----------|---|--|---|
| Low IDV | Close long-term commitment to the member ‘group’, Over-rides most other societal rules and regulations. Harmony is more important than honesty. In Collectivist societies people belong to ‘in groups’ that take care of them in exchange for loyalty. | Transactional Bureaucratic Leadership (P4). Rigid Rules and Procedures (P1). Hierarchical Position (P2). | With the use of “ <i>wasta</i> ”, people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; “ <i>wasta</i> ” can help them obtain their rights. |

Legend: IDV - Individualism

Table 6.5: Cultural Dimension with Low IDV

Rules are important to keep groups at a manageable level of control and also to address collective needs. There is a sense of belonging supported by “*P1 Rigid Rules and Procedures, P2 Hierarchical position and P4 Transactional bureaucratic Leadership*”. The findings of the current research implied that:

“With the use of “wasta”, people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; “wasta” can help them obtain their rights”.

6.3.5.4 Masculinity versus Femininity

In Table 6.6, masculinity is the measure of a society’s goal orientation: a masculine culture emphasizes status derived from wages and position; a feminine culture emphasizes human relations and quality of life. In terms of dimension, this relates directly to the bureaucratic nature of male authority, control and leadership based on precise data and decision-making areas. There is little focus on softer ideologies as wellbeing is addressed at the collective

level. This requires strong leadership and effective management of groups that remain aggressive and therefore displaying masculine traits instead of the feminine. This dimension supports, “*P1 Rigid rules and Procedures, P2 Hierarchical Position, and P3 Impersonal relationships*”. The latter also suggests how each concept is demarcated in the sense that culture is defined by set values and these values in the context of this thesis remain masculine rather than feminine. This may develop authoritative leadership with less emphasis on intimacy and bonding it will make performance expectations clear and understandable to the employees.

| Dimension | Characteristics | Relationship with Bureaucracy | Findings of the Current Research |
|-----------------|---|---|--|
| High MAS | Society is driven by competition and achievement. Emphasizes status derived from wages and position. There is a well-defined distinction between men’s work and women’s work. | Rigid rules and Procedures (P1). Hierarchical Position (P2). Impersonal relationships (P3). | Affects decision-making in a negative way. There is a fear of rejection leading to slow decision-making. |

Legend: MAS – Masculinity

Table 6.6: Cultural Dimension with High MAS

6.3.5.5 Time Orientation

Long-Term Orientation (LTO) was found in a study among students in 23 countries around the world, using a questionnaire designed by Chinese scholars. This dimension is found to be non-applicable to Arab culture thus does not support “*Any variables under study*”.

6.3.5.6 Summary of Hofstede’s Findings in the Arab World and the Current Research Findings

The Arab World findings reflect PDI, IDV, MAS, and UAI but not LTO. Hofstede has identified large PDI (80) and UAI (68) for the Arab World, where the society is highly rule-oriented, risk-averse and does not readily accept change. Hierarchy in an organisation is seen as reflecting inherent inequalities. Centralisation is popular, subordinates expect to be told what to do and the ideal boss is a benevolent. The Arab world has a higher preference for avoiding uncertainty. This type of culture maintains rigid codes of belief and behaviour and is intolerant of unorthodox behaviour and ideas. In these cultures, there is an emotional need for rules and even if the rules never seem to work. Moreover, innovation may be resisted, and security is an important element in individual motivation.

Furthermore, according to Hofstede, the high MAS index (52) may be more a result of the Muslim religion than culture. In masculine countries, people ‘live in order to work’. Managers are expected to be decisive and assertive. The emphasis is about equity, competition and performance and conflicts are resolved by fighting them out. Finally, the relatively low IDV (38) indicate a society where loyalty and close long-term commitment to groups such as family is paramount. This is manifested in a close long-term commitment to the member’s ‘group’, be that a family, extended family, or extended relationships. Loyalty in a collectivist culture is paramount, and over-rides most other societal rules and regulations. Table 6.7 presents the Arab World Findings Based on Hofstede’s Dimensions of Culture.

| Dimension | Score | Description | Supports | Implications |
|--|----------------|-----------------|----------------|---|
| Power Distance Index (PDI) | 80 | High | P2 | Hierarchy in an organisation is seen as reflecting inherent inequalities. Centralisation is popular, subordinates expect to be told what to do and the ideal boss is a benevolent autocrat. |
| Individualism (IDV) | 38 | Low | P1, P2, P4 | Considered a collectivistic society. This is manifest in a close long-term commitment to the member ‘group’, be that a family, extended family, or extended relationships. Loyalty in a collectivist culture is paramount, and over-rides most other societal rules and regulations. |
| Masculinity (MAS) | 52 | High | P1, P2, P3 | In masculine countries people “live in order to work”. Managers are expected to be decisive and assertive. The emphasis is on equity, competition and performance Conflicts are resolved by fighting them out. |
| Uncertainty Avoidance Index (UAI) | 68 | High | P1 | A high preference for avoiding uncertainty. Maintain rigid codes of belief and behaviour and are intolerant of unorthodox behaviour and ideas. In these cultures there is an emotional need for rules (even if the rules never seem to work) Innovation may be resisted, Security is an important element in individual motivation. |
| Long Term Orientation (LTO) | Not Applicable | None Applicable | Not Applicable | None |

Table 6.7: Arab World Findings based on Hofstede’s Dimensions of Culture and Research Findings

Hofstede has identified large PDI (80), which supports:

“P2 and UAI (68), supports P1, for the Arab World where the society is highly rule-oriented, risk averse and does not readily accept change. According to

Hofstede, the high MAS index (52), supports P1, P2, P3, may be more a result of the Muslim religion than culture (differentiating religion from culture is not discussed further in this paper) and the relatively low IDV (38), supports P1, P2 and P4 indicates a society where loyalty and close long-term commitment to groups such as family is paramount”.

Based on the above, four out of five propositions are supported by the findings of Hofstede:

- **Proposition 1:** Rigid rules and procedures have an impact on the level of organisational performance of government organisations,
- **Proposition 2:** Hierarchical positions have an impact on the level of organisational performance of government organisations,
- **Proposition 3:** Impersonal relationships have an impact on the level of organisational performance of government organisations, and
- **Proposition 4:** Transactional Bureaucratic Leadership has an impact on the level organisational performance of government organisations.

6.3.6 The Revised Conceptual Framework

This revised model is developed based on the findings of the four cases, and the propositions are developed according to the cross-case analysis from the four cases. To deepen the understanding of the bureaucratic factors and their impact to organisational performance, this study applies and validates an extended version of the first conceptual framework discussed in Chapter 3. The main aim is to bridge the gap, which is the limited influence of a cultural lens. This lens can support government administrators, managers, policy makers and academics understand clearly how bureaucratic factors affect the performance of government organisation based on factors (social responsibility; job satisfaction and motivation; decision quality). Moreover, Hofstede’s cultural dimensions have been selected for use in this research primarily because some similarities and possible connections were noticed between the dimensions and the bureaucratic factors that affect organisational performance. Hofstede’s work enables the research to take on a clearer view between the connection of culture and internal organisational culture. Moreover, how people, management and employees have the ability to change that culture depending on agreed standards the organisation seeks to maintain within a narrow structure.

Culture plays a huge role in how leaders can deploy strategies for performance because without understanding what makes people work better together, the organisation will fail.

However, this thesis research decided to omit the fifth cultural dimension, the Long Term Orientation (LTO). The primary reason is that it is heavily based on a survey of Chinese values that are very much different from Arab culture and system of values (Hofstede, 2001). The first step of the revised conceptual framework is shown in Figure 6.2. It can be noted that central to the premise of this investigation is to find out the impact of bureaucratic factors on organisational performance of government organisations in the Kingdom of Bahrain. The study proposes a comprehensive roadmap for understanding the myriad performance issues at work in today's bureaucratic structures. From the literature and studies discussed in Chapter 2, bureaucracy is the ultimate expression of a trend towards efficient and balanced organisation, while others emphasized that bureaucratic organisations are unable to rectify their behaviour by learning from errors, and are too rigid to adjust quickly in response to economic and social changes.

As described in Figure 6.2, the bureaucratic factors respond to the '*what*' questions, which the context of the investigation is. This will extend to the five variables of the study, represented by rigid rules and procedures, hierarchical positions, impersonal relationships, transactional bureaucratic leadership and transformational bureaucratic leadership. To answer the question how, the author used varied tools to collect pertinent data like the results of cross-case analysis observation and secondary data. Literature review presented in Chapter 2 indicates that the study on bureaucratic factors is conducted in several contexts such as private sectors (Chubb and Moe, 1988; 1990) and education institutions (Smith and Meier, 1994). Furthermore, eleven studies tested the hypothesis that public organisations are more bureaucratic. More rigorous steps were undertaken using empirical evidence from four case studies. The results of the 40 interviews provided important insights about the five general themes, which were derived from the five propositions of the study. The interviewees discussed the positive and negative views of each theme based on the five propositions of the study, as described in the Figure 6.2.

Figure 6.2 described the Hofstede's cultural dimensions. This describes the link among the variables starting from the bureaucratic factors to organisational performance and Hofstede's cultural dimension. The Hofstede's cultural dimensions focused more on individualism versus collectivism, uncertainty avoidance, power distance, and masculinity versus femininity. The view of Morgan (1997) that organisation must be looked at using a cultural lens rather than simply as bureaucracies reveals the rich symbolism that exists in all aspects of organisational life. He further said that:

“A cultural lens also shifts the more traditional focus in organisational studies from that of managers, leaders, and executives to all organisational members, as cultural elements exist in interactions throughout the organisation”.

But also that:

“Through a cultural perspective, researchers can explore (a) an organisation’s way of life, (b) how that reality is created, (c) how that reality is interpreted by various organisational stakeholders, and (d) the influence of those interpretations of organisational life and organisational activities”.

Hofstede’s cultural factors supported this study in viewing bureaucracy with better understanding, thus, interpreting bureaucratic organisations in their proper perspective. The positive and negative views of the respondents on each theme are based on the five propositions of the study. Figure 6.2 shows the outcomes from 40 interviews based upon the bureaucratic factors and their impact on organisational performance. This led to the formulation of the new conceptual framework, which is discussed in Chapter 5. As a high power distance culture, Bahrain is characterised by a paternalistic decision-making style. There are many acceptable standards for behaviour based on value systems and hierarchical constructs that set in place one’s position. Many are satisfied by accepting their individual place within this structure because they are comfortable and non-questioning of authority. Bahrain is being a part of the Arab world, scores high on this dimension. It takes on a paternalistic decision-making style where the employee is frightened to manifest their individual disagreement with the superior, instead willing accept decisions from the top management (Li *et al.*, 2009). Much of the system is guided by solid leadership and power is based on family influence and status.

This type of culture revolves around who you know, not what you know but it supports “*P2 Hierarchical Position*”. The Bahrain culture prefers hierarchical bureaucracies which in turn create “*the Wasta System*” to lessen bureaucracy. Bahrain is a culture defined by its collective groups. Arab cultures score low on this scale as they are oriented to groups, close bonds to family, loyal to heritage and the individual view is of little value. The sense of belonging and responsibility extends to the collectiveness where people show respect to each other as it is expected, not earned which is vastly different from western culture defined by individual expression. To go against the group, signifies a great shame and loss of self-image, which also means loss of position within the system. There is more care for the group belief system than the individual (Li *et al.*, 2009).

These findings support:

“P1, Rigid Rules and Procedures; P2, Hierarchical position; and P4 Transactional bureaucratic Leadership”.

The findings of the current thesis research imply that:

“With the use of “wasta”, people obtain a benefit they are not entitled to, as a result of maladministration or defective governance; “wasta” can help them obtain their rights”.

What is interesting about Hofstede’s cultural dimensions is how they overlap because many collectivist cultures are defined with masculine traits being dominant. Male traits are seen as strong and engaging, powerful. Male traits allow for abundance of competition and work, providing for the infrastructure and sustainability. Since these cultural qualities are inherent to Bahrainis, the findings of the current research revealed that this cultural manifestation *“affect decision-making negatively and there is a fear of rejection leading to slow decision-making”.*

This dimension supports:

“P1, Rigid rules and Procedures; P2, Hierarchical Position; and P3, Impersonal relationships”.

What remains of interest is how masculine traits translate into accepting change and the ability to conquer uncertainty and risk. Being an Arab culture, Bahrain scores high for avoiding uncertainty. The strength found in masculine, group leadership can also seek rules and regulation instead of flexibility and understanding differences. There is simply little tolerance for unknown variables (Li *et al.*, 2009). In these cultures, there is a strong desire for rules, people urge to be busy and work hard; innovation may be resisted. Security is an important element in individual motivation. This finding supports, *“P1, Rigid rules and procedures”.*

The findings of the thesis research indicate that:

“Over conformity to the rigid rules and procedures hinders personal growth, low morale and suppresses ambition or satisfaction”.

Based on the findings from both the empirical and secondary sources, the present study offers a fresh insight into modifying the first conceptual framework. Based on this, using a cultural lens, four out of five propositions were supported by the findings of Hofstede. Figure 6.2 illustrates the outcomes from the 40 interviews based on the bureaucratic factors and their impact on organisational performance by using Hofstede's (1980) cultural dimensions as a means of highlighting the links between organisational structure, value systems and leadership. This serves to highlight the importance of culture for business organisations as well as how perception defines actions and how this directly relates to performance and success for the business.

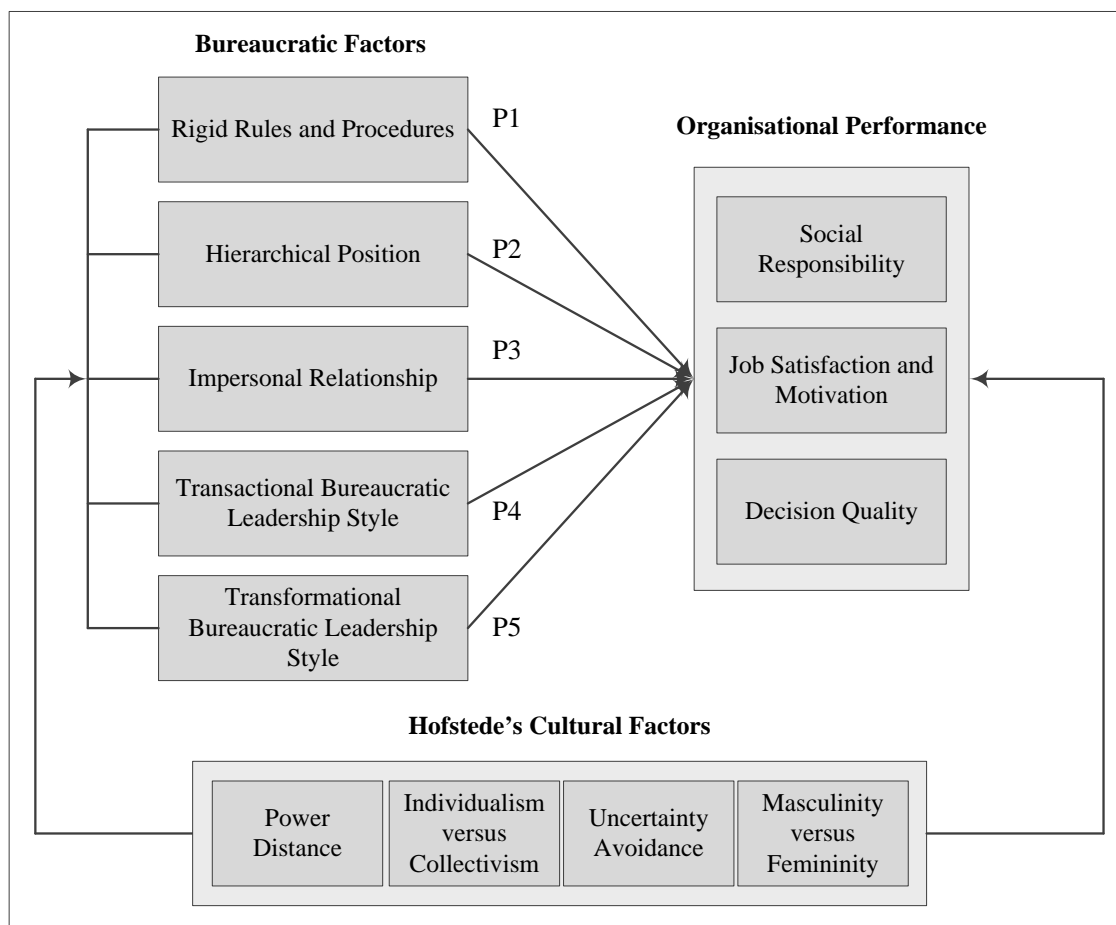


Figure 6.2: The Relationship between Bureaucratic Factors, Organisational Performance and Hofstede's Cultural Dimensions

Figure 6.3 describes the new factors, which lead to the possible outcomes. These are seen as effective implementation of bureaucratic reforms through the Vision 2030 of the Kingdom of Bahrain, as well as an effective and efficient public service delivery. These are derived from the findings of both the empirical and secondary data. The outcomes of this research are

essentially important for the case study government organisations, academic, industry and the general public respectively.

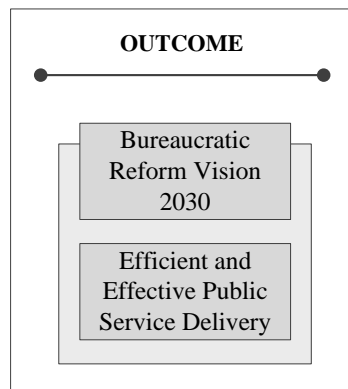


Figure 6.3: The Possible Outcomes of the Study

Finally, Figure 6.4 describes how the revised model is developed. As claimed by Miles and Huberman (1994, p. 222), it is “a causal model that offers a higher order effort to develop a set of propositions that shows the interrelationship of the factors”. The principle adopted in this research is theory building for a new model (Eisenhardt, 1989; Miles and Huberman, 1994). This study applies and validates an extended version of the first conceptual framework as shown in Figure 3.7 to deepen the understanding of the bureaucratic factors and its impact on organisational performance. With this in mind, the Hofstede cultural dimensions model was selected because of some similarities and connections between the dimensions and the bureaucratic factors that affect organisational performance.

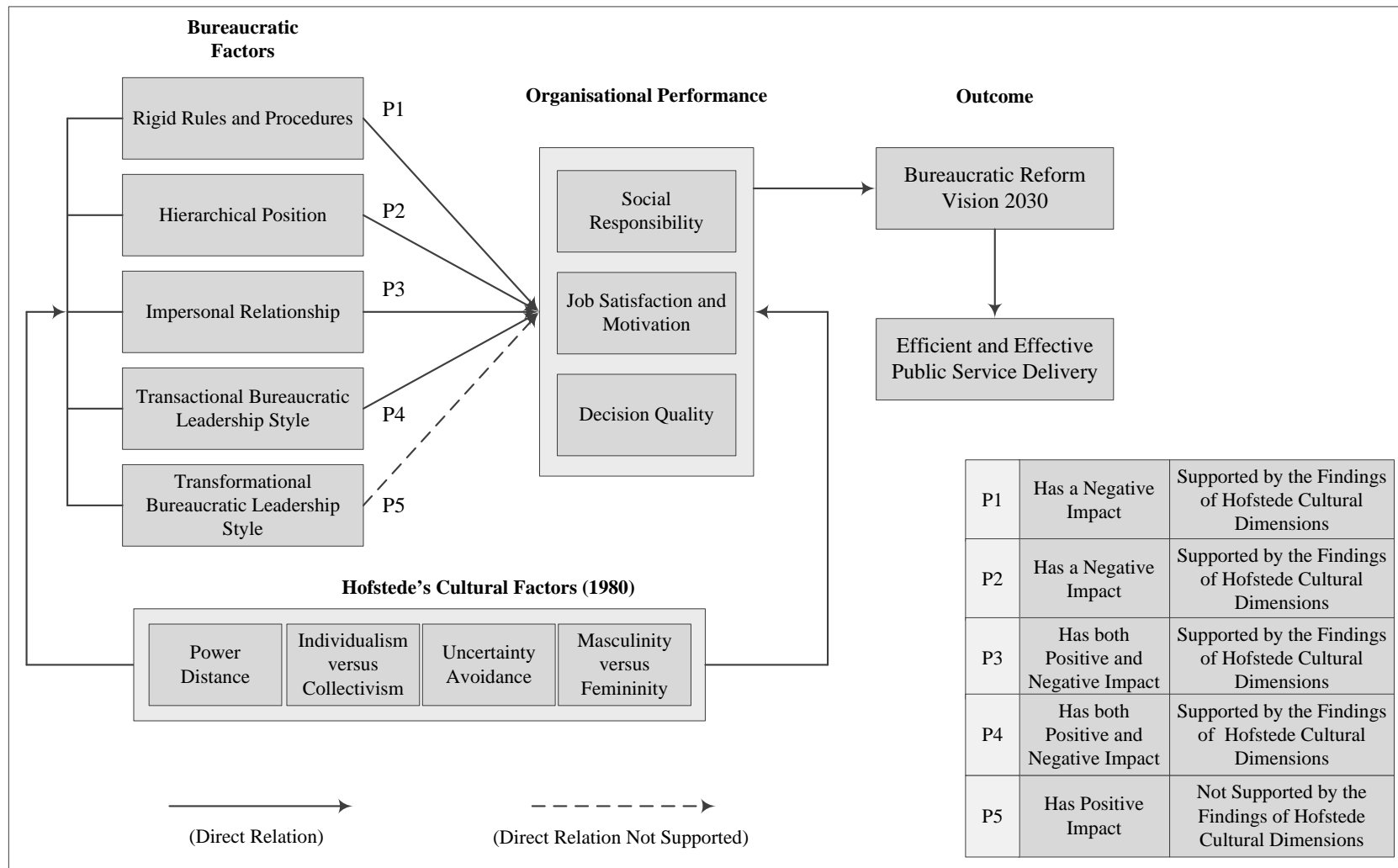


Figure 6.4: The Revised Framework

Based on the research work carried out up until now, the main aim and the objectives of the study are achieved i.e. to explore the impact of bureaucratic factors on government organisational performance. Thereafter, using the results of this research to develop a new framework for government organisations and these aims are translated into the following research objectives:

- To critically review the literature and understand the area with a particular focus on the government organisations, in order to identify the bureaucratic factors.
- To investigate the relationship between bureaucratic factors and organisational performance through an empirical investigation.
- To identify the most influential factors that impact the organisational performance through empirical investigation.
- To explore the link between bureaucratic factors and organisational performance by developing a framework based on Weber (1947) model of bureaucracy, and using Hofstede's five cultural dimensions to reflect on these bureaucratic factors and their (i.e. bureaucratic factors) impact on organisational performance.

6.4 Analysis of the Findings

The major studies related to the area of research were identified and these studies supported in developing a clearer representation of the research problem. Comparison between the four cases demonstrated contrasts and contradictions in relation to how bureaucratic factors affect organisational performance. Critical organisational outcomes, such as; job satisfaction, motivation; decision quality and social responsibility have been associated with leadership styles. Empirical evidence offers support for the view that to maximize their effectiveness; leaders need to exhibit transformational behaviours. Empirical evidence highlights that adherence to bureaucratic norms can obstruct efficiency, and a strict hierarchical structure can hinder the information flow. This is due to the direction of emphasis from top to bottom, whereas, the transmission of information also requires effective channels of communication upwards from the grass roots of the organisation. On a positive note, the rules that determine procedures in the bureaucracy, whether formal or informal, are especially important for public perceptions of how the government delivers its services to the public.

Based on the findings from both the empirical and secondary sources, the present study offers a fresh insight into modifying the first conceptual framework. Based on this, using a cultural

lens, four out of five propositions were supported by the findings of Hofstede. The four propositions identified in the framework are validated and confirmed including validating the sub-factors for the first time. These sub-factors are presented as follows:

- Each bureaucratic factor has corresponding problems inherent to the organisations. Identification of these problems may lead to the initiatives to modify the processes and structures in order to achieve the desired goal.
- From among the bureaucratic factors, transformational leadership can lead to a positive performance in government organisations as observed from the interview findings. Many respondents confirmed the candid nature of their leaders and their effective management of their teams through transformative activities. This was validated and confirmed from both the secondary and empirical studies.
- The initiative of the government to map a fresh path as documented in Vision 2030 by being more productive and accountable for delivering better quality services through leaner organisations and operations is uncovered in this study with supportive feedback from interview respondents.
- The results also revealed the commitment of the Kingdom of Bahrain in stamping out inefficiency and eliminate duplication of services that remain within public administration, also seen in government support of global commerce and Vision 2030. This positive response will lead to a strong performance culture that prioritises customer interests, and improved and effective public policies to deliver high-quality services. Respondents are reported on the importance of effective customer service relationships and how leadership plays a role in developing relationships with employees.
- This study applies and validates an extended version of the first conceptual framework as shown in Figure 6.4. This deepens the understanding of the bureaucratic factors and its impact to organisational performance. Hofstede's work enables the research to take on a clearer view between the connection of culture and internal organisational culture including how people, management and employees have the ability to change that culture depending on agreed standards the organisation seeks to maintain within a narrow structure. Culture plays a huge role in how leaders can deploy strategies for performance as without understanding what makes people work better together, the organisation may fail.
- Through a cultural perspective, the study is able to explore 'the how's and why's' of an organisation's way of life with a better understanding of what defines reality but also how this reality is defined by people having an impact due to their actions. By

using an interpretive approach, the study focused on the complexity of meanings in social interaction and emerged directly in opposition to positivist and functional social science beliefs. How reality is created and how this reality is interpreted by various organisational stakeholders by using cultural lens and not just looking at it as simply bureaucracies or hierarchies. This approach treats organisations as social constructions of reality with the processes of organising and communicating being intimately linked.

- Findings suggest parting ministry departments into distinct entities so that employees get the best training and access to knowledge. This solution is derived from the idea that better performance hinges on how clearly the ministry defines hierarchical structures. Furthermore, the Report of the Bahrain Independent Commission of Inquiry (2011, p. 50-51) supports adapted use of the bureaucratic structure and education for bureaucratic leaders in order to maintain high levels of operational performance. Such leadership in the ministries may benefit from external exposure to other organisations and their structures to view success stories related to organisational performance. Change does not occur without resistance, so in this context ministries are required to be prepared for negative responses. Hierarchical organisations can thrive towards high performance because employees have inherent standards and value systems by which quality is defined. Juran and Gryna (1993) consider such factors can be taken into account by leadership while designing training programs and other sources of organisational knowledge. They emphasise that both changes in technology and quality culture are essential for the ensuring quality.

6.5 Summary

This chapter discusses the findings from the case organisations and offers possible explanations and implications of the empirical evidence. Moreover, this chapter revises the conceptual framework to identify the key amendments and modifications that emerged from the empirical investigation. Based on the findings from both the empirical and secondary sources, the present study offers a fresh insight into modifying the first conceptual framework. This study applies and validates an extended version of the first conceptual framework to deepen the understanding of the bureaucratic factors and their impact on organisational performance. Hofstede's cultural dimensions model is used as it offers some similarities and possible connections between the dimensions and the bureaucratic factors that affect organisational performance. While culture is complex, it also offers links to how possible traits define behaviour and performance. Hofstede's model offers a platform to

explore how such cultural perceptions become standards for behaviour and individual's values that create their role at work. By using an interpretive approach, the study focuses on the complexity of meanings in social interaction and emerged directly in opposition to positivist and functionalist social scientific beliefs. The study looked into how reality is created and how this reality is interpreted by various organisational members of the government in the Kingdom of Bahrain and not just by looking at it as simply bureaucracies or hierarchies.



Chapter 7: Conclusions

7.1 Introduction

The previous chapter discussed and reassessed the findings based on the research questions through (a) the propositions of the bureaucratic factors and (b) how they impact organisational performance in the Kingdom of Bahrain. In this chapter, the contributions and implications are presented and grouped by positioning the contributions within the background theory. Contributions and implications seek to accumulate the body of knowledge with regards to the conceptualisation and investigations of how bureaucratic factors impact the governmental organisation's performance in the Kingdom of Bahrain. The practical implications offer insights into the managerial implications and how public administrators, policy-makers, managers and consultants offer new methods and systems in a bureaucratic environment. The chapter then presents the novelty dimensions, limitations, and finally the possible future studies, which might advance the field and are derived from the result of this research.

7.2 Contributions

This research work is in response to the need to offer fresh insights on several organisational models within the field of bureaucracy including how these models were developed based on values, principles for managing goals and business operations. The study uses the Weber model of bureaucracy (Weber, 1947). Moreover, this study sought to integrate Hofstede's (1980) five cultural dimensions model into the framework as a means of creating a new lens for the Bahraini context. Through this research, the author claims to present several contributions, such as:

- **Contribution 1:** A review of the literature on organisational structure, bureaucratic structure, and organisational performance revealed a significant gap, which was a limited cultural lens for analysing the impact of bureaucratic factors on the performance of government organisations. Moreover, the literature review paved the

way to a deeper understanding of the research topic, identified the major studies related to the area of research and encapsulated the relevance of the research problem.

- **Contribution 2:** The results of this empirical investigation have supported in supplementing the growing literature of bureaucracy and performance of government organisations, not only in the Kingdom of Bahrain, but also in the global setting. The wealth of information accumulated in this study could be of help to human resource practitioners, public administrators, managers, employees and other stakeholders in the field of bureaucracy and performance.
- **Contribution 3:** This study has compared and analysed four cases of government ministries in the Kingdom of Bahrain, which demonstrated contrasts and contradictions in their notions of bureaucracy and organisational performance. Critical organisational outcomes, such as job satisfaction, motivation, decision quality and social responsibility have been associated with bureaucratic factors. Empirical evidence highlighted that adherence to bureaucratic norms can hamper efficiency, and strict hierarchical structure can hinder the flow of information, as the direction of emphasis is top-to-bottom. On a positive note, the rules that determine procedures in the bureaucracy, whether formal or informal, are especially important for public perceptions of how the government delivers its services.
- **Contribution 4:** The outcome of the present study offers fresh insights into modifying the conceptual framework based on the findings from both the empirical and secondary sources. Although, the five propositions identified in the framework have been validated and confirmed, there are also sub-factors which are confirmed and validated to build upon existing research. Each bureaucratic factor has corresponding problems inherent to the specific organisation. Identification of these problems may lead to initiatives to modify processes and structures to achieve the desired goal.
- **Contribution 5:** A new conceptual framework emerged that deepens the understanding of the bureaucratic factors and its impact to organisational performance. The revised conceptual framework utilised the Hofstede's cultural theory, which aims to bridge the gap concerning the limited cultural lens. Such a lens in its full development and deployment as a tool could have many applications within any culture, organisational context. For the latter to occur, the author argues that one must embrace the idea that change is a factor for organisations, even in the most conservative states of being, must embrace and seek to control. It is clear that this may help government administrators, managers, policy makers and academics in clearly understanding how bureaucratic factors affect the performance of government organisations. Hofstede's cultural dimensions method was selected because previous researchers have identified similarities and connections between these dimensions

and the bureaucratic factors that affect organisational performance. The research proposed the lens inspired by Hofstede's cultural dimensions also can become a tool to be used at the team level to control cultural impression, evolution of organisational standards and values as they apply to performance factors. This lens can also create a dialogue between leaders and employees for the benefit of the organisation, to uphold the organisation's value systems.

- **Contribution 6:** The present study adopted the interpretive approach to collect the essential data that answered the research questions posed in the statement of the problem and investigate the five propositions underscored in this investigation. This study is a pioneering research in the Kingdom of Bahrain that blends theoretical and empirical evidence in the realm of bureaucracy and performance. In addition, this study has also utilised the case study method which is "*an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident*" (Yin, 2003, p. 25). The case study used multiple sources of evidence in a triangulation fashion to contribute to addressing the specific problems in bureaucracy and its impact on government organisations in the Kingdom of Bahrain.

7.3 Research Novelty

The novelty of this research offered a new conceptual model (Figure 6.4) is in response to the need for fresh insights in the field of bureaucracy in the context of the Kingdom of Bahrain. The use of Hofstede's model provides managers of cross-cultural relations with a tool to support them in understanding the differences in value sets and behaviours. The model denies that one set of principles is universally applicable by confirming that there are multiple ways of structuring organisations and institutions. An organisation's wider social and cultural environment plus its technology determines the level of bureaucracy and centralisation (Hofstede, 1980). The latter also defines openness to new ideology, diversity and evolving value systems for movement towards global presence. The way organisations (i.e. the case organisations) remained focused on performance while maintaining the well-being of teams, has been critical to understanding the link between cultural traits of Bahraini organisations but also how they have adopted bureaucratic structures to reflect the cultural values. This indicates that there is a cycle in place that is interesting within this context but allowing the lens applied to other contexts, different outcomes would relate the same links that culture impacts the organisation in a way that also defines it. Thus, the main focus of this research is to explore the bureaucracy factors of the government organisation that affect their

performance and identify the bureaucratic factors that most influence the overall performance of government organisations.

To fill in this gap, this study has explored and analysed the phenomenon of bureaucratic structures, which led to a better understanding of the relationship between bureaucracy and organisational performance. The literature on organisational structure, bureaucratic structure and organisational performance has established the baseline information that highlighted the importance of the present investigation. Moreover, the literature review paved the way to understand deeper the research topic, identified the major studies related to the area of research and encapsulated the relevance of the research problem. The broader view of the literature reviews cleared the path towards discovering the link between the current research and the studies already done. Thus, the investigation has generated a model that can act as a basis for adaptation as gaps are identified by the present investigation. The studies to date on the relationship between bureaucratic factors and organisational performance are limited and do not explore the Middle Eastern culture. For instance, a previous study has shown the relationship between bureaucratic factors and performance in some areas, especially that of financial performance and customer satisfaction and employee morale (Bozeman, 2000; Cordella, 2007).

As a pioneering study on how bureaucracy impacts public organisational performance in the Kingdom of Bahrain that blends theoretical and empirical evidence, this study has filled in the gap of the limited presence of qualitative studies. The results of the empirical investigation have enriched the growing literature of bureaucracy and performance of government organisations not only in the Kingdom of Bahrain but also in the global setting, as identified in Chapter 3 (Section 3.4).

7.4 Practical Implications

There are several practical implications associated with this study.

- **First** – Public service organisations are complex and exist within compound and uncertain socio-political environments. At this juncture, this complexity drives organisations, and against which their performance must be judged explains the essence of this research. This complicated environment within public service managers where decisions must be made in a timely fashion requires a wider range of management expertise and greater intensity of skills. Adopting Hofstede's model in this research may help managers, policy makers, and public administrators of cross-

cultural environment in understanding the differences in value sets and behaviour. The model negates that one set of principles is universally applicable by confirming that there are multiple ways of structuring organisations and institutions as the concept of culture is constantly evolving. As more change penetrates an organisational environment and the more they are accepted on a whole, the more diverse and closer the organisation is globally recognised. The latter takes place due to collectively taking advantage of every employee's talent and unique role to bring about the best performance results. These are all closely tied to value systems that are defined at the cultural level.

- **Secondly** – In order to make sense of the problems bureaucratic organisations face, public administrators and managers must take into account variations in the normative criteria facing public administration in different periods, political systems, and policy areas. Public Administrators are rarely provided with clear and stable criteria for success. More so, they have to cope with contradictory demands and standards, and balance system, coordination and legitimate diversity, which require more organisational complexity than a single principle can provide. The universal diagnoses and prescriptions for public administration are in fact partial, time- and space-bound interpretations. Moreover, there have been new models with challenging indicators and measurements of performance, and serious methodological problems when it comes to disentangling the effect of government and bureaucratic organisation from performance (Bouckaert *et al.*, 2005). The challenge is even more intricate when it comes to impact upon people rather than policies and long-term rather than short-term consequences.
- **Thirdly** – Human resource managers in public organisations must find ways and means to improve organisational culture to change the public perceptions of bureaucracy. Since it was found that organisational outcomes (e.g. job satisfaction, motivation, decision quality and social responsibility) have been associated with bureaucratic factors and adherence to such bureaucratic norms can hamper efficiency and strict hierarchical structure can hinder the information flow – as a result, bureaucracy has become a vehicle for anti-government and anti-public sector sentiments. Currently, this term is used as an invective in ideological crusades and competitions to place blame. Bureaucratic organisation and success criteria are important in modern democracies and there may be some truth to the claims that bureaucratic organisation has endured due to its functional necessity (Meier and Hill 2005). This is mainly because society has yet to discover anything that works better in coordinating complex action (Kettl, 2006, p. 373).

- **Fourthly** – Policy makers need to transform public sector human resource management and strengthen civil service governance. Human resource management practices play a vital role in transforming bureaucratic organisations. The softer aspects of human resource management, such as employee satisfaction and morale are considered to be the most important drivers of performance. While wages are still important for staff, non-monetary incentives are also essential. High wage levels compared to similar work in the private sector could lead to inefficiencies, although governments often are model employers and their wage policies reflect equity concerns as well. Wages are also important for attracting and retaining qualified staff members, especially, in case of skill shortages.
- **Fifth** – The timely identification of problems with bureaucracy led to reforms via Vision 2030. As stated, these visions can be achieved by speeding up the process of e-Government implementation, promote coordination within and among agencies to help reinforce good governance objectives. Surprisingly, the impact of e-Government has not been thoroughly evaluated by researchers. Government administrators must therefore look into the pros and cons of e-Government as well as applications and uses. According to a survey on e-Government among United States municipalities, it although e-Government has been adopted by many municipal governments, it is still at an early stage and has not obtained many of the expected outcomes such as cost savings and downsizing. Few cities have experienced savings or reductions in the numbers of staff, while many cities have observed changing roles of staff and changes in business processes. It appears that e-Government practices reduce time demands but increase task demands on staff members while requiring more technical skills (OECD, 2007).
- **Sixth** – Public policy makers need to focus on the limited attention span of bureaucracies, the use of heuristics and assumptions to simplify the task environment, including the distribution of issues across different sub-units within the bureaucracy (Workman *et al.*, 2010). Agencies charged with implementing programs are not monolithic black boxes but instead are made up of sub-units all with their own structures and cultures (Simon, 1947). In order to understand why bureaucracies shape public policy the way they do through policy implementation; policy makers need to pay attention to various units within the bureaucracy and understand how these units respond differently to information and political environment.
- **Seventh** – The government policy implementers must continue to review and adjust government organisation and processes to streamline them and increase transparency. The characteristics and goals of the organisation predict the salient types of environmental stimuli (Scott, 1992). The structure includes the rules of operation,

standard operating procedures, bureaucratic culture, levels of hierarchy and a variety of other factors. These factors affect how bureaucracies respond to environmental pressures. Hiring practices and requirements determine which profession mostly influences bureaucratic organisations, and in turn influences how people within the bureaucracy to make decisions (Eisner and Meier, 1990; Eisner, 1993). In so far as structure mediates the relationship between the environment and the bureaucracy, differences in bureaucratic structure should explain variation in the responsiveness of different sub-units of similar information from the environment.

- **Eighth** – The government must establish a performance management programs. These programs must adopt a results-focused approach that will allow managers to enquire fundamental strategic questions about how to deliver services. The balanced score card could be used as a performance measurement framework to give managers a more balanced view of organisational performance. This framework not only provides performance measurements, but also provides planners identifiers of what should be done and measured. Such knowledge enables managers in truly executing their strategies. In designing these systems, agencies can address fundamental issues such as:
 - Is this service necessary?
 - Is it appropriate for the problem being addressed?
 - What is the intended objective of this service?
 - What is the proposed outcome?
 - How can the service be best designed to achieve that outcome?

If agencies are given the flexibility and authority to do so, they can organise their structure and operations to achieve their goals more effectively. At present, across OECD countries, there has been widespread implementation of the performance-based management approach. Approximately 50% of countries report having a system of performance management, which incorporates the setting of and reporting on performance targets and their subsequent use in the internal decision-making processes of ministries and agencies. This includes internal decisions on changing work processes, setting program priorities and reallocating resources within programs (OECD, 2007).

- **Ninth** – The author supports the idea that with the separation of hierarchies within the ministry organisations, it will also further gain in organisational performance as the operations can focus upon small, micro levels of leadership and communication of performance expectations. Cohen *et al.*, (2001) supports the notion of large, complex

organisations adapting to the bureaucratic structure to allow for standards of quality and procedures to become engrained in knowledge sources. Allowing the structure to function in micro layers allows leaders to focus upon leadership style and strategies towards transforming the organisation but also its performance in terms of training and knowledge. This attracts those employees who value quality and an active role in the transformation of the organisation. The 2011 Bahrain Report of the Bahrain Independent Commission of Inquiry, which seeks to define employee development and skills, views the connection with examples of how such impact defines the overall performance of the organisation at organisations like Bahrain's BDF Hospital (this organisation which has been rated among the best in the world, scoring 81.3 per cent in an Australian Council on Healthcare Standards (ACHS) report 2012). The connection can be seen between (a) how factors define organisational performance and (b) how communication is vital for these groups to define and maintain. Al-Khaleej (2010) and Al-Ayam (2010) suggest that the connection between the education of staff and the rigid rules that set the standards within the hierarchical approach to managing teams of this size and how performance is directly related to such positive outcomes. Relationship with leaders at the micro level seek to determine how well the employee understands their role and impact on the larger picture of organisational health and this serves as a blueprint for success for any organisation, not just in Bahrain (Bahrain Independent Commission of Inquiry, 2011, p, 411).

- **Tenth** – This research shows that such findings are important to organisations to realise, to be flexible in the implementation of rigid rules in order to improve the organisational performance as a bureaucratic organisation. Therefore, the gathered data from this research should consider how to balance rigid rules with bureaucratic hierarchy to improve organisational performance.

7.5 Methodological Implications

This research has the following methodological implications:

- This study is a pioneering research conducted in the context of the Kingdom of Bahrain – it blends theoretical and empirical evidences in the realm of Bureaucracy and performance. Other authors have developed several models to minimise the negative impact of bureaucracy upon organisation performance. However, the extant models were deficient in meeting the purpose of the study, the description of bureaucracy and organisation performance, which was widely described in literature. The absence of a validated model to evaluate the relationships between bureaucracy

and the organisation performance still exists. So far, this study has utilised the case study method, which is an empirical inquiry that investigates a contemporary phenomenon of bureaucracy and performance of government organisations. The case study design used multiple sources of evidence in a triangulation fashion to contribute, to address the specific problems in bureaucracy and its impact in government organisation in the Kingdom of Bahrain.

- The scarcity and limited range of qualitative studies in the field of bureaucracy and performance was evident during the conduct of the study. It was noted that most research studies applied mixed methods using one or two government organisations. To advance qualitative research in this field, this study has compared and analysed four cases of government ministries in the Kingdom of Bahrain. This demonstrated contrasts and contradictions in their notions of bureaucracy and organisational performance. The qualitative method was selected to develop a coherent methodology that provides the best hope of answering the author's aim and objectives. A qualitative research was employed in order to achieve the overall purpose of this study and this aimed to develop an integrative model, a thorough understanding of bureaucratic structures and its effect to organisational performance. This method helped the author understand people and the social and cultural contexts within the chosen case study organisations. Kaplan and Maxwell (1994) argued that the goal of understanding a phenomenon from participants' view and its particular social and institutional context is largely lost when textual data are quantified.

This method was the most appropriate methodology which played an important role in impact evaluation by providing information useful to understand the processes behind observed results and changes in people's perceptions of their well-being. In this case with the intent was to explore the link between bureaucratic structures and organisational performance by developing a framework as a result of empirical data analysis. This method helped in understanding the social, cultural and institutional contexts. The qualitative methods used in this study were categorised as; semi structured interview; observation methods and document review, which allowed the author grasp a holistic understanding of the phenomenon under investigation (Eisenhardt, 1989).

7.6 Limitations of the Study

The author acknowledges that this study has some limitations; in this case readers, future academics and researchers should be responsive of it and certainly infer the research work presented in this thesis within the context of the limitations:

- The qualitative method was used in this study to develop an integrative model and a thorough understanding of bureaucratic structures and its effect to organisational performance. Kaplan and Maxwell (1994) argue that the goal of understanding a phenomenon from the participant point of view and its particular social and institutional context is largely lost when textual data are quantified. This study has used causal relationship between the identified variables of bureaucracy and performance. Most generally, causation is a relationship that holds between events, properties, variables, or states of affairs. Causality always implies at least some relationship of dependency between the cause and the effect (Sowa, 2000). However, since this study is qualitative in nature, it did not apply the statistical tools usually used in correlation studies to look for relationships between variables, which may have three possible results: (a) positive correlation, (b) negative correlation and (c) no correlation.
- The present investigation has also utilised the non-probability sampling technique in choosing the participants of the study. One limitation of this type of sampling technique was that “*the population selected will not have correct proportions because all members of the population do not have an equal chance of being selected*” (Powell, 1997). Time, cost and ethical considerations are the main reason why this sampling technique is often used. Therefore, it may not be assumed that the sample fully represents the target, and any statement generalising the results beyond the actual sample tested must be stated with qualification.
- Another limitation that challenged the author was the lack of available and or reliable data that limited the scope of analysis that would sufficiently add meaningful relationships between variables. It was evident that during the conduct of the investigation, there was a limited lack of prior studies on this topic in the Kingdom of Bahrain or elsewhere in the Gulf Countries.
- The interviews conducted were sometimes hampered by the time constraints and conflicting schedules due to unexpected holidays or personal reasons of the participants. Proper time management and flexibility in handling interview time must be taken into serious account for the majority of the stakeholders were busy with their own personal affairs. There is a need to update and be on the lookout for possible delays as it is a must to follow the interview schedule ahead of time. Since this study is qualitative in nature, self-reported data is limited by the fact that it rarely can be independently verified. This means, the results of the interviews were considered as their face value. Self-reported data might contain several potential sources of bias that should be noted as limitations:
 - Selective memory (remembering or not remembering experiences or events that occurred at some point in the past),

- Telescoping [recalling events that occurred at one time as if they occurred at another time],
- Attribution [the act of attributing positive events and outcomes to one's own agency but attributing negative events and outcomes to external forces], and
- Exaggeration [the act of representing outcomes or embellishing events as more significant than is actually suggested from other data].

This study is limited also by longitudinal effect because of the time available to investigate the problem. The time available to investigate a research problem and to measure change or stability within a sample is constrained by the due date of the assignment.

7.7 Recommendations for Further Research

Based on the current findings, the following avenues for further research are recommended:

- **Recommendation 1:** Since this study explored and analysed the phenomenon of bureaucratic structures which led to a better understanding of the relationship between bureaucracy and organisational performance in the Kingdom of Bahrain. The same can be applied in a wider context and in another setting to confirm and validate the present findings of this study.
- **Recommendation 2:** A comparative analysis of bureaucratic factors in both private and public organisations using other methods of research could also help in understanding the complexities of this type of organisational structure.
- **Recommendation 3:** Since this study explored a causal relationship between the identified variables of bureaucracy and organisational performance, the next logical step in this line of research would be to investigate the strategic decision-making and performance outcomes of bureaucratic organisations over a period of time. A more accurate approach to understanding causal relationship between decision antecedents and process requires an adoption of a longitudinal research design.
- **Recommendation 4:** Since the current research adopted a new conceptual framework in proving the five propositions of the study, it would be interesting to other graduate students to conceptualise a new framework to further generate further insights especially in emerging democratic countries.

7.8 Concluding Remarks

This chapter presents the conclusions of the study, the contributions and implications the novelty dimensions, limitations and the possible future studies that may advance the field of research. The contributions and implications seek to accumulate the body of knowledge with regards to the conceptualisation and investigations of how bureaucratic factors impact the government organisation's performance in the Kingdom of Bahrain. Furthermore, the implications of the findings offer insights into the managerial implications and how public administrators, policy-makers, managers and consultants offer new methods and systems in a bureaucratic environment. Finally, this chapter presents the novelty dimensions, limitations of this research, and conclusions to this research.

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Appendix A: Acronyms

| | |
|---------------|--|
| BDF | : Bahrain Defence Force |
| BEDB | : Bahrain Economic Development Board |
| BTI | : Bureaucracy Transparency Index |
| CEO | : Chief Executive Officer |
| CPI | : Corruption Perceptions Index |
| CSR | : Corporate Social Responsibility |
| CSS | : Customer Services System |
| ESCWA | : Economic and Social Commission for Western Asia |
| FDI | : Foreign Direct Investment |
| GCC | : Gulf Cooperation Council |
| GDP | : Gross Domestic Product |
| GIS | : Geographical Information System |
| GLOBE | : Global Leadership and Organisational Behaviour Effectiveness |
| GPRA | : Government Performance Report Act |
| ICT | : Information Communication and Technology |
| MBO | : Management by Objectives |
| MENA | : Middle East and North America |
| MEW | : Ministry of Electricity and Water |
| MOE | : Ministry of Education |
| MOLSA | : Ministry of Labour and Social Affairs |
| MOSD | : Ministry of Social Development |
| NVivo9 | : Qualitative Tools Software |
| RQ | : Research Questions |
| UN | : United Nation |
| WEF | : World Economic Forum |
| WRO | : Work Related Outcomes |



Appendix B: Participants Information



**Brunel Business School
Research Ethics
Participant Information Sheet**

**THE IMPACT OF BUREAUCRATIC FACTORS ON GOVERNMENT
ORGANISATIONAL PERFORMANCE: FOUR CASE STUDIES IN THE KINGDOM
OF BAHRAIN**

The undersigned is a PhD student at BBS, Brunel University in UK and Ahlia University Bahrain and currently undertaking a thesis research project on “Bureaucratic Factors on Organisational Performance – A Case Study on the Kingdom of Bahrain”. This research is one of the requirements of the Award of PhD degree in Brunel Business School. The purpose of the research is to understand the phenomenon on Bureaucratic structures and its effect to organisational performance that will lead to a better understanding of the relationship between bureaucracy and organisational performance. The research will also identify the various implications of bureaucratic structures and its effect to performance; point out empirical evidences on how bureaucracy affects performance and how to improve it through recommendations; help improve organisational performance by introducing an integrative model of bureaucratic structures as a result of empirical investigation in the government organisations. Finally, this study will also generate a model that will form a basis for long run adaptation based on the loopholes and gaps identified by the present investigation.

The main purpose of the interview questions is to elicit information about attitudes and opinions, perspectives of managers and employees in selected government organisations in

the Kingdom of Bahrain about Bureaucratic structures. This method of data collection will be conducted with a fairly open framework which allow for focused, conversational, two-way communication. On the other hand, this technique can be used to obtain feedback and to explore an issue or service by allowing the interviewees to express their opinions, concerns and feelings. The participation in this study will be voluntary, and personal information will be confidential and anonymous at all the times. Therefore, for reporting purposes, each respondent will be represented by code (e.g. M1, M2 for managers and E1, E2 for employees). Therefore, the issues of confidentiality in this study will be managed according to Brunel Business School's research ethics.

Thank you in advance for your cooperation.

Kind regards,

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Appendix C: Validating the Questions Developed from the Expert Opinion

| STEP 1 – VALIDATE THE QUESTION DEVELOPED FROM THE EXPERT OPINION |
|---|
| Proposition (1): Rigid Rules and Procedures have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. In general, what bureaucratic factors affect the organisational performance? 2. One of the bureaucratic factors is rigid rule and procedures. Do you think it can affect the overall organisational performance? How? <i>Please explain.</i> 3. Can rigid rules and procedures affect the social responsibility of your organisations? How? <i>Please explain.</i> 4. Can rigid rules and procedures affect your satisfaction in the job? Does it affect your motivation? How? <i>Please explain.</i> 5. Did you think the rigid role and procedures affects your decision quality? <i>Please explain.</i> |
| Proposition (2): Hierarchical Positions have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. Does your hierarchal position have an influence on your organisations? <i>Please explain.</i> 2. In general, how does hierarchical position affect the organisational performance? 3. One of the bureaucratic factors is a hierarchical position. Do you think it can affect the overall organisational performance? How? <i>Please explain.</i> 4. Does it affect your social responsibility in the organisation? How? 5. Please explain the impact of hierarchical position to your job satisfaction and Motivation? 6. Do you think the hierarchical position affects your decision quality? <i>Please explain.</i> 7. How does your organisation influence authority and communication flow downward through chain of command? <i>Please explain.</i> 8. How do you describe the flow of information in your organisation: vertically, i.e., upward or downward, and horizontal? <i>Please explain.</i> 9. Does organisational structure (horizontal or vertical) affect the final decisions of the management? <i>Please explain.</i> |
| Proposition (3): Impersonal Relationships have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. How do you describe your present leader in your organisation? Does he/she share risks as a consequence of his/her decisions making? <i>Please explain.</i> 2. How do you understand impersonal relationship? Does it exist in your organisation? <i>Please explain.</i> 3. To what extent do impersonal relationships impact on your organisation's performance? 4. How your impersonal relationship (formal relationship) impact social responsibility activities? <i>Please explain.</i> 5. How do you think about the impact of impersonal relationship on your job satisfaction and motivation? <i>Please explain.</i> 6. Can you consider impersonal relationship (formal relations) affect your decision quality in your own organisation? <i>Please explain.</i> |

Proposition (4): Transactional Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations.

1. How does your leader contribute to the over-all organisational performance? *Please explain.*
2. Do you have a rewards system in your organisation; are accomplishments recognised? Please explain.
3. Does your leader monitor and correct your work? If yes, how? – This question to measure the *active* management
4. Does your manager give a freedom to accomplish the work and just intervene if your work goes wrong? – This question to measure the *passive* management.
5. Does your manager give you responsibilities and allow you to decide to accomplish the works? (Please explain)? - This question to measure the *laissez-faire* management.
6. How any of the above styles can affect your organisational performance? (i.e. social responsibility; job satisfaction and motivation; decision quality).

Proposition (5): Transformational Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations.

1. How do you show trust, admiration, loyalty, and respect toward the leader? *Please explain.*
2. Does your leader motivate you to do more than you originally expected to do? Please explain.
3. In your opinion how the role of transformational leadership component (i.e. intellectual stimulation, individualized consideration, inspirations motivation and idealised influence) can affect organisational performance?
4. Please explain the role of transformational leaders on the specific organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality).
5. How do you define the transformation leaders in your organisation? *Please explain.*

General Issues

1. Can you identify which of the following bureaucratic factors influence strongly the organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality)?
2. What other factors (beyond the bureaucratic factors) do you think should be considered in order to achieve positive performance in government organisations?
3. “If you were to redefine the framework of bureaucracy and performance of government organisations in our discussion? (*The author will show to the respondent the conceptual framework developed in this study for their comments*).
4. Can you explain for me the overall culture in your organisation briefly?
5. Would you like to add any comments?

Appendix D: Validating the Questions Developed by the Pilot Study

| STEP 2 – VALIDATE THE QUESTION DEVELOPED FROM THE PILOT STUDY |
|--|
| Proposition (1): Rigid rules and Procedures have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. In general, what bureaucratic factors affect the organisational performance? 2. One of the bureaucratic factors is a rigid rule and procedures. Do you think it can affect the overall organisational performance? How? <i>Please explain.</i> 3. Can rigid rules and procedures affect the social responsibility of your organisations? How? <i>Please explain.</i> 4. Can rigid rules and procedures affect your satisfaction in the job? Does it affect your motivation? How? <i>Please explain.</i> 5. Did you think the rigid role and procedures affects your decision quality? <i>Please explain.</i> |
| Proposition (2): Hierarchical Positions have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. Does hierarchal position have an influence in your organisations? <i>Please explain.</i> 2. In general, how does hierarchical position affect the organisational performance? 3. One of the bureaucratic factors is a hierarchical position. Do you think it can affect the overall organisational performance? How and why? <i>Please explain.</i> 4. In what way hierarchical position affect the overall organisation performance? <i>Please explain.</i> 5. Does it affect your social responsibility in the organisation? How? Please explain the impact of hierarchical position to your job satisfaction and motivation? 6. Does it affect your satisfaction and motivation in the job? How? <i>Please explain.</i> 7. Do you think the hierarchical position affect your decision quality? <i>Please explain.</i> 8. Does organisational structure (horizontal or vertical) affect the final decisions of the management? <i>Please explain.</i> 9. How does your organisation influence authority and communication flow downward through chain of command? <i>Please explain.</i> 10. How do you describe the flow of information in your organisation: vertically, i.e., upward or downward, and horizontal? <i>Please explain.</i> |
| Proposition (3): Impersonal Relationships have an Impact on the Level of Organisational Performance of Government Organisations. |
| <ol style="list-style-type: none"> 1. How do you describe your present leader in your organisation? Does he/she share risks as a consequence of his/her decisions making? <i>Please explain.</i> 2. How do you understand impersonal relationship? Does it exist in your organisation? <i>Please explain.</i> 3. To what extent do impersonal relationships impact on your organisation's performance? 4. How your impersonal relationship (formal relationship) is are impacts on organisational social responsibility activities? <i>Please explain.</i> 5. How you think about the impact of impersonal relationship on your job satisfaction and motivation? <i>Please explain.</i> |

6. Can you consider impersonal relationship (formal relations) affect your decision quality in your own organisation? *Please explain.*

Proposition (4): Transactional Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations.

1. How do you describe your present leader in your organisation? Does he/she share risks as a consequence of his/her decisions making? *Please explain.*
2. Do you have a rewards system and recognise accomplishments? *Please explain.*
3. Does your leader monitor and correct your work? If yes, how? – This question to measure the *active* management.
4. Did your leader give a freedom to accomplish the work and just intervene if your work goes wrong? – This question to measure the *passive* management.
5. Can you explain how your leader gives you responsibilities and making the decision to accomplish the works? – This question to measure the *laissez-faire* management.
6. How any of the above style can affects your organisational performance? (I.e. social responsibility; job satisfaction and motivation; decision quality).

Proposition (5): Transformational Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations.

1. Do you show trust, admiration, loyalty and trust to your leader? Why?
2. Are they motivating you to do more than you originally expected to do? *Please explain.*
3. In your opinion how the role of transformational leadership component (i.e. intellectual stimulation, individualized consideration, inspirations motivation and idealized influence) can effects to organisational performance?
4. Please explain the role of transformational leaders on the specific organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality).
5. How you define the transformation leaders who have clear vision in your organisation? *Please explain.*

General Issues

1. Can you identify which of the following bureaucratic factors most influences organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality).
2. What other factors (beyond the bureaucratic factors) do you think should be considered in order to achieve positive performance in government organisations?
3. If you were to redefine the framework of bureaucracy and performance of government organisations on our discussion in this interview? (The author will show to the respondent the conceptual framework developed in this study for their comments).
4. Can you explain for me the overall culture in your organisation briefly?
5. Would you like to add any further comments?

Appendix E: Interview Guide

| General Respondent Information (Section 1) | | |
|---|-----------------------|------------------|
| Respondent Code: | | |
| Respondent Gender: | | |
| Job Title: | | |
| Government Name : | | |
| Proposition (1): Rigid Rules and Procedures have an Impact on the Level of Organisational Performance of Government Organisations. | Proposition P1 | Code |
| 1. In general, what bureaucratic factors affect the organisational performance? | | RP1 |
| 2. One of the bureaucratic factors is a rigid role and procedures. Do you think it can affect the overall organisational performance? How? <i>Please explain.</i> | | RP2 |
| 3. Can rigid rules and procedures affect the social responsibility of your organisations? How? <i>Please explain.</i> | P1A | RP3 |
| 4. Can rigid rules and procedures affect your satisfaction in the job? Does it affect your motivation? How? <i>Please explain.</i> | P1B | RP4 |
| 5. Did you think the rigid role and procedures affects your decision quality? <i>Please explain.</i> | P1C | RP5 |
| Proposition (2): Hierarchical Positions have an Impact on the Level of Organisational Performance of Government Organisations. | P2 | Section 3 |
| 6. Does your hierarchal position have an influence on your organisations (<i>please explain</i>)? In general, how does hierarchical position affect the organisational performance? | | HP1 |
| 7. One of the bureaucratic factors is a hierarchical position. Did you think it can affect the overall organisational performance? How and why? <i>Please explain.</i> | | HP1 |
| 8. In what way hierarchical position affect the overall organisation performance? <i>Please explain.</i> | | HP2 |
| 9. Does it affect your social responsibility in the organisation? How? Please explain the impact of hierarchical position to your job satisfaction and motivation? | P2A | HP3 |
| 10. Does it affect your satisfaction and motivation in the job? How? <i>Please explain.</i> | P2B | HP4 |
| 11. Did you think the hierarchical position affects your decision quality? <i>Please explain.</i> | P2C | HP5 |
| 12. Does organisational structure (horizontal or vertical) affect the final decisions of the management? <i>Please explain.</i> | | HP6 |
| 13. How does your organisation influence authority and communication flow downward through chain of command? <i>Please explain.</i> | | HP7 |
| 14. How do you describe the flow of information in your organisation: vertically, i.e., upward or downward, and horizontal? <i>Please explain.</i> | | HP8 |
| Proposition (3): Impersonal Relationships have an Impact on the Level of Organisational Performance of Government Organisations. | P3 | Section 4 |
| 15. How do you describe your present leader in your organisation? | | IR1 |

| | | |
|--|-----------|------------------|
| Does he/she share risks as a consequence of his/her decisions making <i>Please explain.</i> | | |
| 16. How do you understand impersonal relationship? Does it exist in your organisation? <i>Please explain.</i> | | IR2 |
| 17. To what extent do impersonal relationships impact on your organisation's performance? | | IR3 |
| 18. How your impersonal relationship (formal relationship) is are impacts on organisational social responsibility activities? <i>Please explain.</i> | P3A | IR4 |
| 19. How you think about the impact of impersonal relationship on your job satisfaction and motivation? <i>Please explain.</i> | P3B | IR5 |
| 20. Can you consider impersonal relationship (formal relations) affect your decision quality in your own organisation? <i>Please explain.</i> | P3C | IR6 |
| Proposition (4): Transactional Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations. | P4 | Section 5 |
| 21. How do you describe your present leader in your organisation? Does he/she share risks as a consequence of his/her decisions making? <i>Please explain.</i> | | TSL1 |
| 22. Do you have a rewards system and recognize accomplishments? <i>Please explain.</i> | | TSL2 |
| 23. Does your leader monitor and correct your work? If yes, how? – <i>This question to measure the active management? Please explain.</i> | | TSL3 |
| 24. Did your leader give a freedom to accomplish the work and just intervene if your work goes wrong? – <i>This question to measure the passive management? Please explain.</i> | | TSL4 |
| 25. Can you explain how your leader gives you responsibilities and making the decision to accomplish the works?? - <i>This question to measure the laissez-faire management? Please explain.</i> | | TSL5 |
| 26. How any of the above style can affects your organisational performance? (I.e. social responsibility; job satisfaction and motivation; decision quality)? <i>Please explain.</i> | | TSL6 |
| Proposition (5): Transformational Bureaucratic Leadership has an Impact on the Level Organisational Performance of Government Organisations. | P5 | Section 6 |
| 27. Do you show trust, admiration, loyalty and trust to your leader? Why? | | TFL1 |
| 28. Are they motivating you to do more than you originally expected to do? <i>Please explain.</i> | | TFL2 |
| 29. In your opinion how the role of transformational leadership component (i.e. intellectual stimulation, individualised consideration, inspirations motivation and idealised influence) can effects to organisational performance? | | TFL3 |
| 30. Please explain the role of transformational leaders on the specific organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality). | | TFL4 |
| 31. How you define the transformation leaders who have clear vision in your organisation? <i>Please explain.</i> | | TFL5 |
| General Issues (Section 7) | | |
| 32. Can you identify which of the following bureaucratic factors most influences organisational performance (i.e. social responsibility; job satisfaction and motivation; decision quality). | | |
| 33. What other factors (beyond the bureaucratic factors) do you think should be considered in order to achieve positive performance in government organisations? | | |
| 34. "If you were to redefine the framework of bureaucracy and performance of government organisations on our discussion in this interview? (<i>The author will show to the respondent the conceptual framework developed in this study for their comments</i>). Can you explain for me the overall culture in your organisation briefly? | | |
| 35. Would you like to add any further comments? | | |

Appendix F: Thematic Coding Scheme

| CODING AND THEMES TABLE | | | | |
|----------------------------|-------|---------------|---------------------------------|-------|
| Model Component | Codes | Proposition | Organisational Performance | Codes |
| Rigid Rules and Procedures | RP | P1a, P1b, P1c | Social Responsibility | SR |
| | | | Job Satisfaction and Motivation | JSM |
| | | | Decision Quality | DQ |
| Hierarchical Position | HP | P2a, P2b, P2c | Social Responsibility | SR |
| | | | Job Satisfaction and Motivation | JSM |
| | | | Decision Quality | DQ |
| Impersonal Relationships | IR | P3a, P3b, P3c | Social Responsibility | SR |
| | | | Job Satisfaction and Motivation | JSM |
| | | | Decision Quality | DQ |
| Transactional Leader | TSL | P4a, P4b, P4c | Social Responsibility | SR |
| | | | Job Satisfaction and Motivation | JSM |
| | | | Decision Quality | DQ |
| Transformational Leader | TFL | P5a, P5b, P5c | Social Responsibility | SR |
| | | | Job Satisfaction and Motivation | JSM |
| | | | Decision Quality | DQ |

| THEMATIC CODING SCHEMES | | | | |
|-------------------------|------------------|-----------------|-------|--------------------------------|
| Question | Main Proposition | Sup Proposition | Codes | Perceptions of the Respondents |
| How Dose What | P1 | P1a | RP3 | SR |
| | | P1b | RP4 | JASM |
| | | P1c | RP5 | DQ |
| How Dose What | P2 | P2a | HP3 | SR |
| | | P2b | HP4 | JASM |
| | | P2c | HP5 | DQ |
| How Dose What | P3 | P3a | IR4 | SR |
| | | P3b | IR5 | JASM |
| | | P3c | IR6 | DQ |
| How Dose What | P4 | P4a | TSL6 | SR |
| | | P4b | TSL6 | JASM |
| | | P4c | TSL6 | DQ |
| How Dose What | P5 | P5a | TFL4 | SR |
| | | P5b | TFL4 | JASM |
| | | P5c | TFL4 | DQ |



Appendix G: Case Study Organisations

The selected case study organisations represent four Ministries, namely: Ministry of Education, Electricity, Bahrain Economic Development Board and Labour and Social Affairs. These ministries were chosen based on their responsibility and key roles in boosting Bahrain's economy and primarily structured as bureaucratic in nature. This structure is a familiar style used by several organisations in Bahrain. Data collection from these four ministries provided a strong procedure to validate and cross-check the information. In this regard, the study follows the suggested number of cases recommended by Stuart *et al.*, (2002) who argued that one to three cases are appropriate.

Case_Organisation_1: The Ministry of Education (MOE)

The Ministry of Education seeks to develop a qualitative education system to reach a high degree of excellence and creativity. This vision emanates from the Islamic Religion lofty principles and values. The MOE provides educational opportunities for every citizen to develop is/her mental, physical and emotional potentials and skills through drawing up development plans, their implementation and evaluation to achieve the requirements of quality to enhance the quality and effectiveness of education in line with the international standards as stated in the Education Law, Higher Education Law and Private Education Institutions Law in the Kingdom of Bahrain. At present, the Ministry of Education focuses on providing good educational services to all students, developing the educational system in form and content, which covers all categories of learners. To keep pace with the global changes, the MOE also seeks to upgrade and review this system by conducting internal and external evaluation. This is currently accompanied by the expansion in implementing the initiatives of the National Project to Develop Education and Training. Curricular improvement is now directed to the development of student's cultural, intellectual and spiritual structure. This is in line with new reform project led by HM King Hamad bin Isa Al Khalifa and his wise government. The present curricula also have to assimilate the fast-growing scientific, technological and information changes. To cope with this challenge, the MOE has made big strides in the field of ICT by laying the foundation of sciences and

technology and introducing them in the educational process. This in turn aims to develop the aspects of communication and distance-learning which translate the most important learning principles in the 21st century namely: learning to be, learning to know, learning to work and learning to live with others.

E-learning, is widely being used and contributes effectively to improve performance and consolidate communication between the parties involved especially in the teaching-learning process. This is given priority the Ministry of Education and in cooperation with the BEDB, experts and International Consultancies. To achieve those goals, the MOE has provided schools with computers and linked them with the network and allowed them to set up their own sites. To support this trend, the ministry has carried out a large scale project to train thousands of teachers, administrators and specialists on the use of ICT effectively to turn practice into reality under full-fledged educational supervisors. Undoubtedly, the main goal of the Ministry's internet page is to provide the best means of communication and to open up a window for getting access to various knowledge resources. It also provides an opportunity to exchange knowledge and expertise between schools, teachers, learners and parents. This will surely lead to playing a key role in cognitive and informative mobility which will pave the way for creating a knowledge-based society which is considered the basis for a knowledge-based economy.

Case_Organisation_2: The Ministry of Electricity and Water (MEW)

The main objective of the Ministry of Electricity and Water is to provide excellent, reliable, cost effective and quality supply of electricity and water to different sectors of consumers. Thus, it makes plans and conduct studies to complete existing projects as well as future projects for the expansion of the Ministry's services to consumers. Furthermore, the Ministry aims to maintain, develop and improve the existing transmission and distribution network to ensure highest standards of operational efficiency and minimum energy loss so as to meet the ever increasing demands for electricity and water consumption. At present, the Ministry is utilising information technology and other advanced systems like Geographical Information System (GIS), Customer Services System (CSS) and Resource Planning Project to provide excellent customer services. It also aggressively promotes public awareness for conservation of electricity and water through best possible methods and tools. To further enhance its human resource, the Ministry of Electricity and Water provides training programmes to develop employee skills and abilities.

The Ministry of Electricity and Water Affairs put plans and objectives to provide electricity and water services which serve the citizens and residents at the highest level of quality and performance, to keep up with the rapid development, and the huge projects which held in Bahrain, and to achieve the lofty aspirations and ambitions of His Majesty King Hamad bin Issa Al Khalifa (God save him), and executing for orders of His Royal Highness Prince Khalifa bin Salman Al Khalifa (The Prime Minister), with the support of his Royal Highness Prince Salman Bin Hamad Al Khalifa, the Crown and the Vice of the Supreme Commander of the Defense Force. In this context, the authority keen on developing the performance in all sections and facilities to increase mechanism and production and to upgrade in providing services by training and qualifying cadres and improving the technical services provided, then to support these services by providing the latest equipment's, and at last, all of that to meet the increasing demand of electricity and water services to keep on the comprehensive growing process which is faced by the country under the wise leadership, so that Bahrain keeps on its leadership and growing in all development fields and to provide all of the infrastructure fields of electricity and water, because of the importance of this role in supporting the national economy.

After series of meeting and discussions between the Ministry of Higher Education and the Ministry of Education, the Higher Education Council approved the initiation of the establishment of the Higher Education Admission Centre (HEAC) in 2003. The HEAC is responsible for the students' applications that have finished their High school or its equivalent when applying to the Higher Education Institutions (HEIs) The project main goal is to transfer the previous manual applications with an online process. An electronic system allocates places to students in their preferred institutions and programs according to their results in an accurate, fair and transparent way (HEAC, 2010). The collaboration between the two Ministries to facilitate the operation of the centre is in the core of its initiation, implementation and execution. Committees from both sides delegated to carry out its daily process and to offer feedback for future planning and assessment. Mutual benefits are claimed by both sides in particularly enhancing public services delivery through partnership and collaborative arrangements.

Case_Organisation_3: The Bahrain Economic Development Board (BEDB)

The Bahrain Economic Development Board is a dynamic public agency with an overall responsibility for formulating and overseeing the economic development strategy of Bahrain, and for creating the right climate to attract direct investment into the Kingdom. The role of the BEDB is to provide leadership by uniting all of the Kingdom's shareholders through a

unified vision, and to develop key strategies for growth. The BEDB also acts as a facilitator, helping all of Bahrain's stakeholders to understand and adopt the changes necessary for progress. In addition, the BEDB provides sound project management to ensure that all agreed reform initiatives are implemented in an effective and timely manner. The BEDB is chaired by His Royal Highness Prince Salman bin Hamad Issa Al Khalifa, The Crown Prince. The BEDB's Board of Directors consists of eighteen key ministers, two government officials and nine leading executives from the private sector. The Board's composition is designed to enable both the public and private sectors to work closely together to achieve Bahrain's strategic objectives for change and growth. These are enshrined in a three-pillared reform programme that addresses the economy, labour market, and education.

The BEDB has played a leading role in a number of important recent initiatives. These include Bahrain's hosting of the Middle East's first ever Formula 1 Grand Prix; becoming the first country in the Arab world to fully liberalise its telecoms industry; bringing about the privatisation law; and establishing a Free Trade Agreement with the United States. The BEDB is also responsible for attracting inward investment into Bahrain, and is focusing on several economic sectors in which the Kingdom offers significant strengths, and in line with the local culture. Several economic sectors capitalise on Bahrain's competitive advantages and provide significant investment opportunities. The BEDB works to enhance the capabilities, infrastructure and policies that are tied to the economic sectors and to the overall business environment, with the ultimate aim of attracting investment in these areas and thereby contributing to the Kingdom's economic growth. The BEDB is also responsible for marketing the Kingdom of Bahrain abroad through its overseas network of dedicated offices, and by working closely with its embassies across the world to promote business investment opportunities.

In addition, the BEDB offers an investor- facilitation service to first-time investors who are interested in investing in Bahrain. This service includes acting as the first point of contact to the Kingdom, understanding the objectives of investors, providing them with information regarding the relevant procedures for setting up business, and helping them form a network of contacts in Bahrain. BEDB has the following vision and mission:

“Our mission is to grow and diversify Bahrain’s economy by developing a strategy that supports the advancement of a modern and liberalized business environment, encourages inward investment and enables us to compete in the global marketplace. We are dedicated to raising living standards by creating greater opportunities for our citizens and to make Bahrain the Gulf’s most

welcoming, business friendly location. We will accomplish these goals by working in partnership with the public and private sectors, and by being passionate, professional and innovative in all that we do.”

E-Training Forum for the public sector organised by the BEDB, the Bahrain Institute for Public Administration, and the e-Government Authority, the e-Training Forum was held in Bahrain during April 2010. The first of its kind in the region, the forum reiterated the commitment of the public sector to the goals of the Bahrain Economic Vision 2030 and the National Economic Strategy in promoting recent advances in e-training.

Case_Organisation_4: The Ministry of Labour and Social Affairs (MOLSA)

With the beginning of its formation in the thirties of the previous century, the State in Bahrain has given its concern about social development issues. The early discovery of oil has contributed in speeding the pace of developing the infrastructure, and establishing the foundations of a modern State by opening schools and providing medical services through hospitals that are supported by the State. Following the formation of the first Government in 1970 in accordance with Decree No (3) for 1970, Mr Jawad Salim Al Arrayed was appointed the Head of Labour and Social Affairs Department and member of the state council. Following the declaration of Bahrain independence in 1973 and joining the membership of the United Nations Organisation and the Arab Countries League, the first ministerial formation was announced after the period of independence during which Mr Ebrahim Humaidan undertook the Ministry of Labour and Social Affairs. The Ministry of Labour and Social Affairs has assumed the responsibility of providing work opportunities for Bahraini of both sexes, and took the initiative of establishing the directorate and sections that are concerned with work and workers matters and issues, and preparing the plans and programmes in order to improve the abilities and efficiencies of the Bahraini worker so that he can become capable to participate effectively in the social development plans. With the evident improvement in different sectors of the State during the eighties and nineties and because of the unlimited support from the State, it was necessary to give the developmental and social work more attention as a natural response to meet the expansion of the society's requirements.

Such development necessitated cooperation between Governmental establishments and the civil society organisations with the aim to find the best possible means of care for the human being, to rehabilitate and prepare him to become an active and productive member in order to serve his country. It is worthwhile to mention that the month of January 2005 is considered a

distinguished event in the march of social development in the Kingdom of Bahrain when issuance of the Kingship Decree No (29) was made deciding, the separation of the social affairs sector from the Ministry of Labour so that the social affairs to become an independent Ministry, and appointing Dr Fatima Bint Mohammed Al-Balooshi to head this Ministry. Following that, the Decree No (73) for 2005 was issued to change the Ministry's name to the Ministry of Social Development. To keep pace with these achievements, the Ministry of Social Development pursued to work on the dissemination of social welfare and social rehabilitation to a large group of citizens who are in need of these services, and prepared different programmes that contribute in the improvement of the living level of needy families through self-work opportunities that ensure munificent living for the Bahraini individual in society.

Practices:

- **During the Interview:** Consider the Bahraini culture and societal norms and customs in terms of:
 - Starting with handshake greeting for men, but for women it is unusual and uncommon to greet each other by shaking hands,
 - Maintaining strong eye-contact,
 - Demonstrate appreciation of the acceptance to participate in this research
 - Introduce the author, and the project and its objectives,
 - Clarify the ethical considerations and what is involved in the participation,
 - Ask for official permission for interviewing and recording the interview by signing the BBS form which is developed for this step,
 - Start the interview without using leading questions,
 - Using different type of questions to elicit a detailed discussion, for example using: Introducing questions; follow-up questions; probing questions; specifying questions; structuring questions; and interpreting questions, and
 - Thank the participant for agreeing to take part, and explain the next step to the interviewee in terms of sending the transcription to approve it.

- **After the Interview:**
 - Start transferring data to the computer and save an extra copy,
 - Contact participant to thank them for their participation,
 - Transcribe data and comments
 - Save copies of transcriptions.

Appendix H: Letter from the Program Director (Brunel University) – For Validation of the Interview Guide

Head of Brunel Business School
Professor Zahid Iqbal

Brunel
UNIVERSITY
WEST LONDON


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To Whom It May Concern
Re: Mr Khalid Al-Qahtani

23/07/2012

This letter will certify that Mr Al-Qahtani has stayed at Brunel University during the period between 26/05/2012 to 23/07/2012 and has **successfully completed** and attended the research courses, workshops and seminars table below provide at Brunel University (UK) .This is in addition to the face to face supervision by his supervisor. During staying in UK the researcher make the interview guide and it was send to **Expert opinion**, the researcher also make **pilot study** in (UK) to improve the interview guide. I would also to add that Mr Al-Qahtani has successfully completed his **annual Report** for this year (2011-2012).

| Title | Skills |
|-----------------------------------|--|
| final Doctoral Engagement | A1: Research Skills and Techniques B2: Communication Skills C3: Personal Effectiveness D4: Networking and Team working |
| Management Skills for Researchers | A1: Research Skills and Techniques B2: Research Environment C3: Research Management D4: Personal Effectiveness |
| Exploiting E-Journals | A1: Research Skills and Techniques B2: Research Environment C3: Research Management D4: Personal Effectiveness E5: Communication |
| Preparing for your Viva | A1: Knowledge Base B2: Self Management C3: Communication and Dissemination |
| NVivo: Research Software | A1: Knowledge Base B2: Cognitive abilities |
| Referencing with RefWorks | A1: Professional Conduct B2: Communication and Dissemination |
| Qualitative method | A1: Knowledge Base B2: Communication and Dissemination |


Tibhal Eldabi
Programme Director