



**EXPLORATION OF INTRAPRENEURSHIP PRACTICES TO
IMPROVE SERVICE DELIVERY WITHIN THE O.R. TAMBO
DISTRICT MUNICIPALITY**

by

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DECLARATION

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Exploration of intrapreneurship practices to improve service delivery within the O.R.
Tambo District Municipality

I declare that the above dissertation is my own work and that all the sources that I
have used or quoted have been indicated and acknowledged by means of complete
references.

SIGNATURE

DATE

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ABSTRACT

The general poor service delivery in municipalities raised the question of whether the incorporation of an intrapreneurship spirit might contribute in enhancing the effectiveness of service delivery in municipalities. The study aimed to examine whether intrapreneurship, if implemented within the O.R. Tambo District Municipality, can improve service delivery. The primary objective was to explore the intrapreneurship practices that can improve service delivery within the municipalities.

A qualitative approach was used in the study. Twelve in-depth, semi-structured interviews were conducted with middle and top managers of the district municipalities. Intrapreneurship was then established to be a positive culture that could be adopted by municipalities to foster innovation and enable efficient and effective service delivery. The results of the study showed that, while there is a general appreciation for intrapreneurship, there are many factors that are working against the success of intrapreneurship in the municipality. These factors need to be addressed if an innovation and intrapreneurial culture is to be fostered in municipalities. The findings were used to develop a framework illustrating the municipality's internal environment and intrapreneurship.

Keywords:

Intrapreneurship, service delivery, innovativeness, culture, municipalities, policies, regulatory factors, resources, political factors, bureaucracy, flexibility

ABBREVIATIONS & ACRONYMS

ANC	African National Congress
BRICS	Brazil, Russia, China, India, South Africa
DM	District Municipality
GDP	Gross domestic product
ICT	Information and communication technology
MEC	Member of Executive Council
R & D	Research and Development
RBV	Resource-based view
UNISA	University of South Africa

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CHAPTER 1:

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

There is a significant difference between the terms 'entrepreneurship' and 'intrapreneurship' which is not commonly known to many managers and staff. Unlike entrepreneurship that is well-known, 'intrapreneurship' is less used and practiced. Although entrepreneurship is typically associated with private enterprise, this research seeks to explore and provide an understanding of intrapreneurship as an aspect that can be applied in the public sector, specifically municipalities, to enhance service delivery. This chapter will review intrapreneurship principles with particular reference to the public sector to articulate the problem and research context of this study. To this end, this section first discusses the elements of governance as found in public institutions, and then continues with a discussion of the structures of public institutions. Thereafter, intrapreneurship and examples of places where it has been deemed to be efficacious in enhancing progress in public spheres are presented. It is therefore necessary to delineate the environment in which local municipalities operate in the South African context as a way of contextualising how intrapreneurship could be efficient in boosting the service delivery obligations of municipalities.

1.2 LOCAL MUNICIPALITIES IN SOUTH AFRICA

There is an assumption that intrapreneurship can only occur in an enabling environment. Intrapreneurship is a natural factor of private enterprise and as such, is valuable behaviour to enhance performance (Antoncic & Hisrich, 2003). In the South African context, governance is conducted both at local and national levels. Local municipalities are thus a cardinal facet of the developmental state, since they are designed to provide services to the local population (Kearney & Berman, 2018). The quality of service delivered by the municipalities has a profound impact on social stability, so it is critical that municipalities provide leadership in refining the quality of services that are delivered. However, local municipalities in South Africa are known for poor service delivery (Kanjere, 2016). The dominant perception about municipalities in South Africa is that they are ineffective because they do not meet the socio-economic requirements and needs of local communities (Mulu & Pineteh, 2016).

This perception is sustained by the frequent allegations of mismanagement of resources that result in poor service delivery. There is therefore a need to explore internalised options to leverage the existing structures in the municipalities to capacitate employees to offer acceptable levels of service.

This study seeks to cast more light on the effectiveness of intrapreneurial approaches in enhancing the performance of the local municipalities. Effectiveness in this respect refers to the municipalities' ability to offer services at optimal levels to all the citizens within the municipalities (Govender, 2017). Service delivery coverage and timeliness would thus be an apt indicator of effectiveness. It is therefore important to delineate what intrapreneurship is, to assess how it may then contribute to effectiveness in municipalities.

1.2.1 Intrapreneurship in the public sphere

Nieuwenhuizen (2014) defines intrapreneurship as the creation of new business within an existing business. Mishra and Zachary (2015) emphasise the creation of new ideas by employees within an organisation to create value. It is therefore clear that definitions of intrapreneurship relate to innovative and creative skills being utilised by employees to leverage innovative opportunities internally as a means to accentuate the quality of service. Adapting and encouraging intrapreneurship in municipalities could therefore bring about numerous benefits, including improved and satisfactory service delivery to communities, better internal processes, more appropriate reward systems to municipal staff, improved communication and better management-employee relationships (Roche, 2007).

Previous studies that were concluded in developing countries, such as Brazil, India and China, reveal that the existence of an intrapreneurial spirit in the management and in the employees of local municipalities can help to improve service delivery (Roche, 2007; Mustafa, Richards, Ramos, Broga, Campus & Kingdom, 2013). In this light, intrapreneurship can be described as the innovation practices within an organisation where employees undertake new business activities and pursue a range of opportunities (Baruah & Ward, 2014) in order for the organisation to benefit financially and with enhanced efficiencies. Also, the constant improvement of services in terms of methods, procedures and processes means that professionals in this area may also become innovators and intrapreneurs (Franco & Pinto, 2016).

Mustafa *et al.* (2013) add that intrapreneurship could allow private and public organisations to innovate and develop new ventures, thus transforming to meet the rising challenges due to the turbulent environments. Furthermore, they suggest that, to stay competitive in these challenging environments, organisations need to deploy practices and policies that enhance competitiveness. This competitiveness may be understood from an appreciation of entrepreneurship, and the subtle and blatant ways in which it is distinct from intrapreneurship. Entrepreneurship is about independence, creativity, risk-taking, intuitiveness, and use of own resources to develop businesses and organisations, while intrapreneurship is restorative, dependent and transformational (Cadaru & Badulescu, 2015). While the entrepreneur initiates the creation of organisations, the intrapreneur emerges from created organisations, where the intrapreneurs become better and more productive.

Politicians and public servants commonly put intrapreneurship forward, as a means to transform public organisations into flexible units that will effectively serve the taxpayers (Smith, 2014). Similar to other contexts the world over, this also applies to the South African context. However, no evidence has been presented that these discussions have yielded any form of improvement or led to the introduction of intrapreneurial innovations within municipalities; hence the necessity to investigate the levels of intrapreneurship that currently exist within South African municipalities.

The White Paper on local government (1997) stresses the need to foster transformation and development in local government by leveraging human resource productivity through innovative means. The salient themes contained in the White Paper underline possible inroads the government could make through radical leanings towards the modernisation of thought and local government practices. Exemplary models exist where intrapreneurship has been mooted as a viable option for public institutions. Policy makers in different countries, (particularly South Africa's BRICS partners), are trying to implement policies that facilitate the direction of intrapreneurship as one of the key elements of economic progress (Salarzahi & Forouharfar, 2011). Roche (2007) argues that the public sector could significantly benefit from intrapreneurship. This benefit, he asserts, is responsive to the ever-changing needs, wants and expectations of the citizens. Intrapreneurship thus assists organisations to adapt to the rapidly changing environment, which has spawned citizens who are more conscious of their rights, especially with regards to services.

In South Africa, local government is regarded as one of the most vulnerable spheres of government, as it absorbs the impact of performance and policy implementation challenges in other government spheres, while dealing with its own service delivery responsibilities (Powell, 2012). Although there are links between the different spheres of government such as parastatals, government departments, state owned non-profit organisations, this study has excluded these spheres to focus mainly on local government. This exclusion is not informed by a lack of appreciation of the functional relationships between all the spheres of government, but it is influenced by the scope and limitation of the study, as well as the practicality of dealing with specific municipalities.

Municipalities are facing challenges in the delivery of the basic and core services, and this has resulted in a number of violent service delivery protests by citizens who are complaining about the poor quality of services delivered by their municipalities. These protests are coupled with diminishing financial resources, massive infrastructural backlogs, legacy systems and increased informal settlement growth, all factors which impact negatively on already constrained municipalities (National Treasury, 2012).

It is important that all management levels inside municipalities understand the concept of intrapreneurship and create an environment which promotes this intrapreneurial behaviour among its employees (Westrup, 2013). This assertion rests on the premise that the political environment at a local level is exhibiting tensions and a discontented citizenry (Kanyane, 2014), as exemplified by campaigns such as the #feesmustfall protest action by students. In addition to these disturbances, the ruling party's grip on power and control has significantly weakened, resulted in the loss of control in a number of municipalities and wards in the 2015 elections, which seems to indicate the ascendancy of the opposition parties. Underlining these developments are numerous service protests that are prompted by the fact that municipalities are not quick to respond to the citizens' needs in an effective way (Kanyane, 2014).

Van Wyk and Adonisi (2012) mention that there are two instances in which high political expectations regarding intrapreneurship might remain unfulfilled: Firstly, intrapreneurship fails if local government policies do not take into account that their support needs to be tailor-made to the specific local conditions. Secondly, the high expectations of intrapreneurship may not be met due to a lack of a clear and commonly accepted understanding of corporate entrepreneurship. Urban (2012) suggests that

an intrapreneurship strategy can be useful in public organisations, as the strategy displays the three foundational elements, namely, an intrapreneurial strategic vision, a pro-intrapreneurship organisational architecture, and intrapreneurial process and behaviour throughout the organisation.

1.3 BACKGROUND AND CONTEXT OF THE PROBLEM

The O.R. Tambo District municipality is one of the six district municipalities of the Eastern Cape Province. This municipality is the second poorest district in the Eastern Cape. It covers about 80% of what used to be marginalised homeland in the previous Bantustan homeland of Transkei and consists of five local municipalities: King Sabata Dalindyebo (KSD), Nyandeni, Mhlontlo, Port St Johns, and Ingquza Hill (Meth, 2016). All of these local municipalities formed part of this study as the researcher seeks to understand the extent that the district practices intrapreneurship as a whole

Section 152 of chapter 7 of the Constitution of the Republic of South Africa mandated municipalities to ensure the delivery of services to communities, the promotion of social and economic development, as well as a safe and healthy environment (Constitution of The Republic of South Africa, 1996). It is this stipulation contained in the Constitution that resulted in the establishment of new municipalities in existing communities to address the concerns, needs and expectations of the local inhabitants, and requires of them to be directly engaged with the community they serve (Koma, 2010). It is the responsibility of the municipalities to ensure that the living conditions of the local inhabitants is of the desired standard as stipulated in the constitution.

In the O.R. Tambo District municipality, the challenges in the services area include, among others, access to water, where 51% of citizens have no direct access to water (Meth, 2015:56). This means that a little more than half of the people living in this district do not have direct access to water. In the O.R. Tambo District, 61% of households use the bucket system, and about 20% do not have access to any form of toilet (Meth, 2015:57). Therefore, it is of an urgency to understand and determine the entrepreneurial practises that will improve the effectiveness of service delivery in this region.

Due to the ever-present threat of dissatisfaction among citizens, more research is needed to address these concerns. With regards to intrapreneurship, previous

intrapreneurship studies have been mostly linked to profit-seeking organisations in industry, and not in the public sector. Therefore, as previous studies did not fully consider whether South African municipalities encourage an intrapreneurial spirit, this study will contribute to the existing literature by examining whether, and to what extent, intrapreneurship exists in the O.R. Tambo District Municipality.

1.4 PROBLEM STATEMENT

Municipalities are faced with the challenges of elevated expectations regarding service delivery, pressure from public scrutiny, and the possibility of protests from communities. Intrapreneurship in government may assist in improving service delivery, as well as increasing efficiency and effectiveness in the employment of new methods through which to allocate resources (Morris, Kuratko & Covin, 2010; Urban, 2012). Municipalities, as government organisations, also need to become intrapreneurial and innovative.

There is a lack of adequate service delivery in the O.R. Tambo District Municipality. Developments in the socio-economic and political contexts have resulted in the citizens becoming conscious of their rights to quality service, thus demanding that municipalities improve their service delivery or face protests from citizens. Literature argues that organisational intrapreneurship exists (especially in the private sector) as a result of the driving forces in the organisations' internal and external environments (Chigamba, Rungani & Mudenda, 2014, Mustafa *et al.*, 2013). Municipalities are not profit-driven and there is a lack of literature linking the principles of intrapreneurship to the operations of municipalities. Poor service delivery in local municipalities raises the question of whether the incorporation of a spirit of intrapreneurship might improve services in those municipalities.

The motivation for the study was the prevalence of poor service delivery in municipalities in South Africa, which may to a degree, be addressed by the existence and implementation of intrapreneurial policies (Kanjere, 2016). The aim of this study was to examine whether intrapreneurship, if implemented within the O.R. Tambo District Municipality, could improve service delivery in this region. The purpose of this study was therefore to investigate whether service delivery in the O.R. Tambo District Municipality could be improved by incorporating intrapreneurship principles. Therefore, this led to the following question: Are intrapreneurship principles being used

in the O.R. Tambo District Municipality and to what extent are these principles being applied?

The research question has been formulated as follows:

How can intrapreneurship contribute to enhancing the effectiveness of service delivery in the O.R. Tambo District Municipality?

1.5 OBJECTIVES OF THE STUDY

The research objectives of this study were divided into the primary and secondary objectives as listed in the sections below.

1.5.1 Primary research objective

The primary objective of this study was to explore the intrapreneurship practices that can improve service delivery within the O.R. Tambo District Municipality.

1.5.2 Secondary Research Objectives

The secondary objectives were formulated as follows:

- To explore factors that may influence intrapreneurship within the O.R. Tambo District Municipality
- To explore the factors that influence effective service delivery in the O.R. Tambo District Municipality

1.6 RESEARCH METHODOLOGY

This section presents the research methodology employed in the study. The research design, population and sampling, data collection techniques, data analysis procedures, and trustworthiness of the study are briefly discussed.

1.6.1 Research design

A qualitative approach was selected for the study, and the specific research design employed was phenomenological research. A phenomenological study attempts to understand people's perceptions, perspectives, and understandings of a particular situation (Leedy & Ormrod, 2010). This phenomenological approach depends on the subjective experience of the selected sample to establish a descriptive rendering of

the existence and effectiveness of intrapreneurship in the municipality (Lester, 1999). The approach was designed to determine the levels of intrapreneurship within the O.R. Tambo District Municipality.

1.6.2 Population and sampling

The researcher applied purposive sampling in the study. Purposive sampling is a specific type of non-probability sampling that targets available participants that have the requisite knowledge and experience as a way of gathering primary data (first-hand data collected from a source) to initiate further research of a phenomenon (Cohen, Manion & Morrison, 2011). According to Lavrakas (2008), purposive sampling is prompt, uncomplicated, economical, and has approachable members. The element of availability and approachability influenced the choice of sampling method in this study.

The study population consisted of all top managers and middle managers employed at the O.R. Tambo District Municipalities.

Consistent with the employment of phenomenology, is the subjective nature of interpreting the levels of intrapreneurship as viewed by the participants. The O.R. Tambo District was selected because it exhibits service delivery problems that are representative of many other municipalities in South Africa. Furthermore, this district has often been cited in the media for the following reasons: poor service delivery and the rampant abject poverty within the district, accentuated by shortages of essential elements, like reticulated water and transport infrastructure.

The top and middle managers of the O.R. Tambo District Municipality are therefore the unit of analysis. Lower management and workers were excluded because they did not fit into the knowledge and expertise levels determined by the researcher as essential for the study. The total population of 187 consisted of supervisors, lower level, middle level and top level managers across five local municipalities in the O.R. Tambo district, namely, King Sabata Dalindyebo (KSD), Nyandeni, Mhlontlo, Port St Johns and Ingquza Hill. Purposive sampling was used to identify the sample. From this population, 12 top and middle level managers were asked to participate in the study. The managers were first approached to determine their willingness to participate. Thereafter, they were assessed in terms of their role and level of knowledge and expertise in the functions of the municipality. The 12 managers were selected based on their experience, availability and willingness to participate. The

managers represented each of the municipalities that comprise the district. The sample size was also based on the principle of saturation (when no new information comes to the fore with interviews, the sample is deemed to be sufficient for the study). If saturation had not been reached, the number of participants could have been increased.

1.6.3 Data collection

The study was conducted in two phases. The first phase consisted of an extensive desktop literature review. The literature investigated aspects pertaining to the strategies used by the municipalities in the running of its affairs, as well as the levels of innovation and flexibility with which service delivery within the municipalities is conducted. During phase two, primary data was collected by means of semi-structured interviews with participants that were purposively identified to form part of the sample for this study. The interview questions were developed by the researcher after the literature review had been completed.

1.6.4 Data analysis

Data analysis of the interview data was conducted by means of content analysis. The steps as prescribed by Henning (2004) were used. The interviews were recorded and transcribed verbatim. First of all, the researcher read through all of the transcribed data to get an overall impression of the data that was collected during the interviews. The researcher read the transcriptions a second time and notes were made. Next, open coding was used to identify keywords and tag the data with initial codes. As a follow-up to this step, meaning was attached to the allocated codes. Categories (groups of codes) were identified and then translated into themes. Patterns, relations and trends were identified in the themes. ATLAS.ti software was used in the coding process. Attention was paid to exceptions and the findings were verified by sending the interpretations to the participants to clarify that the correct interpretations were made. This process is known as member checking (Harper & Cole, 2012).

Municipal documents were collected from participants and were analysed and compared with the findings of the literature and interview data. The documents were freely available and not of a confidential nature. Document analysis of the documents

was done to corroborate the research findings, and that enabled the researcher to triangulate the findings of the study.

1.6.5 Trustworthiness of the study

Lincoln and Guba (2004) suggest that trustworthiness can be ensured through the credibility, dependability, conformability and transferability of the study. Credibility refers to having confidence in the truth of the data and its interpretation, which is enhanced by prolonged engagement with participants (Botma, Greeff, Mulaudzi & Wright, 2010). The researcher ensured the principles of credibility (checking the truth-value of the findings), through the use of field notes and independent coding.

Transferability (ensuring the applicability of the findings) was ensured through the comparison of sufficient, dense descriptions of the data. The delicate balance between contextual truth versus the ability to transfer findings with ease to other contexts and situations is complex. The researcher provided adequate contextual information to enable the reader to make such a transfer of findings and inferences, or for the study to be repeatable in other contexts. Examples of such compacted descriptions included a detailed description of the sampling, research design, data collection and analysis (Botma *et al.*, 2010).

Dependability (consistency of the findings) was ensured by means of an audit trail, the safekeeping and storage of the raw material, giving a full description of the research method and applying the same procedure throughout. However, according to Teddlie and Tashakkori (2009:202), dependability is concerned “*with the extent to which variation in a phenomenon can be tracked or explained consistently using the human instrument across different contexts*”. *To increase the level of trustworthiness of the study the researcher personally collected the data and every effort was made to reduce errors and bias. The researcher remained neutral during the entire research process.*

1.7 LIMITATIONS TO THE STUDY

The primary limitation of the study lay in the fact that by their nature municipalities are not situated in the higher spheres of government, and as such, the sample involved the lower echelons of government. This would imply that the level at which these managers operate would represent decisional abilities at lower levels of government,

and they were therefore not always confident in representing firm convictions regarding the aspects relating to policy. One other limitation of this study was the small sample size of managers due to the cost and time implications of conducting a study by using the entire population of employees in the O.R. Tambo District Municipality. The study was also limited to the O.R. District Municipality and no other districts have been explored in this study. The findings are therefore not transferable to other municipalities in South Africa. The sample did not include an equal representation of different racial groups in South Africa, and therefore subsequent analysis with race or gender as variables was excluded from the study.

1.8 ETHICAL CONSIDERATIONS

It was very important to conduct fair and ethical research during the research process. If these ethical practices were not adhered to, the following may have occurred: a) exploitation of the managers; b) researchers could overstep the ethics laid down by legislation and councils; c) the law could have been contravened, resulting in the consequent violation of the protection of the participants.

After appropriate ethical clearance for the study was obtained from the College of Economic and Management Sciences at the University of South Africa, the researcher obtained organisational permission for the study from the O.R. Tambo District Municipality. The participants selected for the study were deemed legally and psychologically competent to give consent to participate in the study, and they were made aware that they were at liberty to withdraw from the study at any time (Salkind, 2014). In addition, all managers that formed part of the study in the municipalities were informed about the purpose and requirements of the study. They were asked to sign a consent form before taking part in the study. The consent form assured them of the confidentiality of their results, reminding them that they participated voluntarily and that they could withdraw from the study at any time. It also explained that the results from the study would be used as part of a bigger group of results and not on an individual level. No personal information was collected. Only information pertaining to individuals' understanding of intrapreneurship, their own activities pertaining to intrapreneurship, as well as the organisation's culture and policies on intrapreneurship was collected.

Being cognisant of ethical behaviour, the researcher took care to safeguard the integrity of all the data collected by recording all the interviews and ensuring an

accurate and unbiased record of all that was said during the interviews. The researcher also guaranteed the anonymity of participants by using pseudonyms. Given the protection of the identities of the participants, a truthful representation was guaranteed, especially since the participants were given the assurance that they could withdraw from the study at any time if they felt like it.

1.9 STRUCTURE OF THE RESEARCH

The chapters in this dissertation were structured as follows:

Chapter 1 – Introduction and background

This chapter provided the rationale for undertaking the research. Apart from providing the rationale, the chapter introduced the research problem, objectives of the research, research questions, research methodology, scope, limitations, the structure of the study, and generally contextualised the scope of the research project.

Chapter 2 - Literature review

This chapter presents the background of the field of intrapreneurship and its theoretical overview. While establishing the theoretical underpinnings of intrapreneurship, the chapter reviews the current literature and research projects that relate to the salient objectives of the present research project, to contextualise the research, as well as to establish any gaps in the literature that would prompt the need for further investigation.

Chapter 3 – Research design and methodology

In this chapter, the qualitative research methodology is explained in terms of the population, sample, data collection methods and data analysis methods.

Chapter 4 - Presentation of empirical data

In this chapter, a presentation of collected data is done by providing a descriptive narrative of the data categorised according to the mode of collection, as well as the relevance to the objectives of the research.

Chapter 5 – Findings of the research study

This chapter presents a discussion of the research findings by integrating the data collected from the interviews, the related literature and policy documents that formed part of the study.

Chapter 6 - Conclusion and recommendations

In this chapter, the conclusions and recommendations, as well as the proposition of future investigation emanating from the present research processes are provided, based on the most important findings of the research.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

This chapter serves to provide a review of the literature dealing with various elements related to local government operations in South Africa. This chapter also presents a discussion of service delivery and intrapreneurship in order to align innovation and the intrapreneurial approaches that relate to productive performance. The aim of this chapter is to critically analyse the local government context in terms of intrapreneurship. This will provide a premise to review the elements of intrapreneurship from a contextual standpoint. The review will focus on intrapreneurship in general, and its significance in performance enhancement in organisations, with a view to understanding the feasibility of its employment in a municipality context.

The literature review will provide conceptual guidance on intrapreneurship, entrepreneurship, the importance of intrapreneurship and characteristics of intrapreneurship. Furthermore, the literature review will explore the theoretical underpinnings that place innovation and intrapreneurial orientation in strategic discourse relating to the productive performance of organisations. Inevitably, organisational culture, as well as managerial approaches, will be examined to extrapolate the extent to which these critical pillars of organisational outcomes influence strategy and intrapreneurial orientation spirit (Van der Waldt, 2015). The role of management in the creation of environments that favour intrapreneurial behaviour is of great significance. The adaptation of concepts that are predominantly private sector concepts will be discussed in terms of their use in intrapreneurship within a public sector context.

The public sector faces various challenges that stem from its responsibilities to the general population (Pretorius & Schurink, 2007). These challenges include *inter alia* matters of governance, as well as the restrictions placed on local government as a result of the legislative framework under which they operate (Van der Waldt, 2015). This means that it is therefore critical in such a demanding environment for the organisations to invent innovative approaches to ensure the fulfilment of their

mandate, while adhering to the structures that have been designed for the management of public institutions such as local government. Mogashoa (2014), citing Rwigema and Venter (2005), claims that the problem faced by municipalities and other public entities include budgetary constraints and unrelenting high expectations from the public that they serve. Dealing with complex demands means that the municipalities should become competent entities (Rwigema & Venter, 2005). However, innovations and strategies that are typically employed to make competency possible, are usually practised in private businesses, not within the public sector. This implies that municipalities ought to run their organisations in a similar manner to private sector, adopt flexibly structure to overcome constraints that are caused by rigid structures.

2.2 LOCAL GOVERNMENT CONTEXT IN SOUTH AFRICA

The government in South Africa is composed of three strategic levels, namely, national, provincial and municipal (local government). These three levels are a creation of the constitution that sees them as distinctive, inter-related and inter-dependent (Pretorius & Schurink, 2007). Van der Waldt (2015) unpacks the roles of the three tiers of government by stating that national government, for example, is responsible for the establishment of a national framework to facilitate development. The role of provincial government would thus be to enable, monitor and provide guidance during the implementation of sectoral programmes, such as infrastructure provision. Over and above that, the provincial governments have an oversight role over municipalities and are free to intervene if municipalities cannot meet their constitutional mandates (Pretorius & Schurink, 2007).

Local government implements national and provincial initiatives in juxtaposition with a number of non-governmental organisations and the private sector. Local government is most contiguous to the general public, and as such, its role is generally seen as service delivery to the public (Nightingdale & Coad, 2013). Although local governments operate as autonomous entities, they are in partnership with the provincial and the national government. Added to the mandate is the transformation of former apartheid institutions into fully non-racial entities that promote equity (Pretorius & Schurink, 2007). Government uses the top-down approach where the decisions are made by national government and driven down to local government to implement. The delivery

of municipal services to citizens is enshrined in the Constitution of the Republic of South Africa (Van der Waldt, 2015). To do so efficiently, the Constitution also provides parameters for municipal performance. These parameters, as provided in section 40 (1) of Act 108 of the Constitution of 1996, which states that the domains of government must include local government (Mogashoa, 2014). The provisions of the constitution delineate the mandate of local government as:

- the establishment of a democratic and answerable government for local communities;
- guaranteeing the establishment of service to local communities in a viable manner;
- the promotion of social and economic development;
- promotion of a safe environment for the communities;
- offering an environment conducive to participatory governance; and
- combating poverty and underdevelopment (Mogashoa, 2014; Pretorius & Schurink, 2007).

The two lower levels of government, namely, the provincial and local government, have to align their financial budgeting with the Medium-Term Revenue and Expenditure Framework of the national government level when preparing their plans and fiscal statements. The South African government uses a three-year cycle when budgeting. This is a structure that countenances administrations to disposition their budget and finances grounded on a three-year time perspective and limit (Mogashoa, 2014). It is in this context mentioned by Mogashoa (2014) that local government operates as autonomous entities that are in partnership with the provincial and the national government.

Added to the mandate given by the Constitution is the much needed transformation of the erstwhile apartheid institutions into fully non-racial entities that promote equity (Pretorius & Schurink, 2007). The levels and the functions of the three levels of government are depicted in Figure 2.1, on the next page.

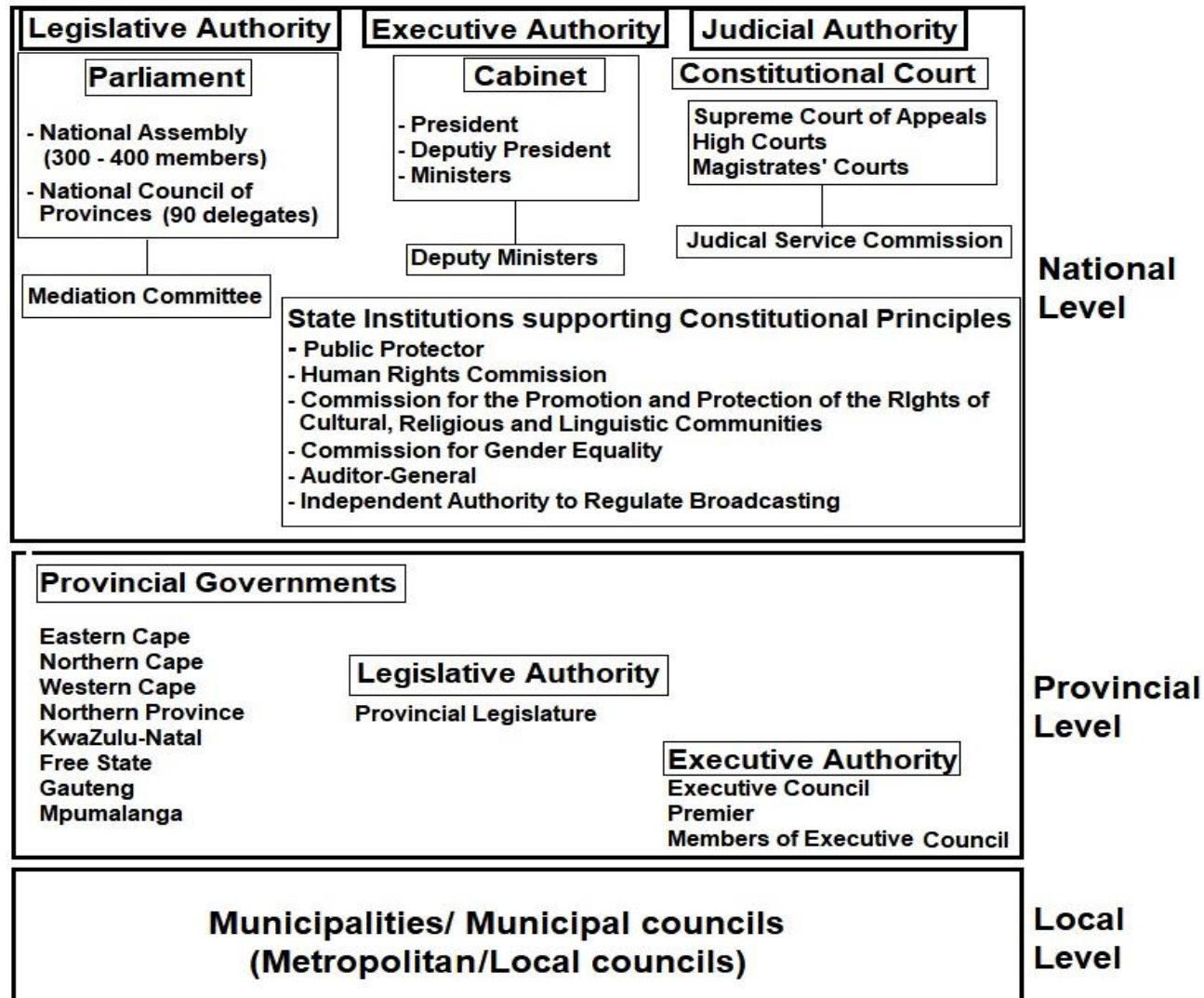


Figure 2.1: Structure and functions of the South African Government

Source: National government domain

As alluded to earlier in this study, the South African Constitution provides for the role and purposes of municipalities (Chapter 7 of the Constitution of 1996). It has proven challenging to regulate the degree to which the municipalities are wholly independent of both the provincial and national governments (Mogashoa, 2014). The local governance domain is therefore acknowledged to be an establishment that subsists with some autonomy; and is not just a simple extension of the national and provincial state administrations (White Paper on Local Government of 1998). However, the national government is in a dominant position as it has access to the national revenue coffers and is mandated in terms of the Division of Revenue Act 5 of 2015 to distribute the money to the other spheres of government. The complete independence of municipalities as enshrined in the Constitution is thus due to the oversight role that the provincial governments play.

2.2.1 Finances and local government

According to Van der Walddt (2015) and Mogashoa (2014), there are three basic means of revenue collection for local government, namely, tariffs, taxes and transfers. For district municipalities, tariffs especially present a challenge, as a large percentage of households are indigent and cannot afford to pay for rates and municipal services (Mogashoa, 2014). However, this in no way eliminates the municipality's responsibility to provide basic services and infrastructure. For example, Statistics South Africa (2015:4) reports that 43.3% of households in the Eastern Cape receive free water from their municipalities. Service delivery protests have become the order of the day; begging the question whether the current revenue collection models are adequate for district municipalities to meet their mandate as espoused in the Constitution (Madumo, 2015). This confirms that these local municipalities are struggling to generate revenue. Therefore, new intrapreneurial strategies are a necessity to improve the state of the municipalities.

Bank credits, bonds, environmental funds, foreign grants and loans, and private equity are other secondary methods of raising municipal capital to fund the operational expenses in efforts to adequately address their mandated service delivery requirements (Madumo, 2015). According to McGinnis and Verney (2007), cost-recovery is one of the leading challenges related to revenue generation in municipalities.

Madumo (2015) and Pretorius and Schurink (2007) point out that the current local government environment is facing challenges in terms of resource capacity and the need for it to be translated into instruments to reduce poverty. Furthermore, they state that one of the major provisions of the Constitution is for the creation of sustainable service delivery that is dependent on positive environmental provisions. It is in this light that intrapreneurship should be considered as a possible element in the transformation of the public sector environment to assist district and local municipalities to meet their constitutional mandate.

2.2.2 The historical context of local government

Historically, local government did not meet the service needs of everyone in South Africa, because of the racially selective circumstances under which it operated (Madumo, 2015). With the advent of democracy, the need for the transition from a local government that offered selective service to a holistic service delivery for the entire population has meant that municipalities subsequently serviced larger constituencies, without the benefit of expanded budgets. The distributive function of provincial and national governments means that the autonomous existence of municipalities still depends heavily on their financial benefactors, leaving minimal room for independent and innovative decisions. Consequently, the internal structures and processes of District Municipalities (DMs) exist in a context that does not promote flexibility, responsiveness and competitive leadership.

2.2.3 Cadre deployment policies in local government

The local government arena and its performance, both in terms of service delivery and intrapreneurship, is further muddied by cadre deployment policies, which are followed by the major political parties (Madumo, 2015). The cadre deployment policy in the South African context is best explained by the politicised bureaucratic model. The gist of the model is that it is not possible to separate politics from administration (Madumo, 2015). The cadre deployment policy consequently gives the politicians power to determine how the public servants work, and this implies that under the politicised bureaucratic model, politicians take centre-stage and lead the administrators (Mafunisa, 2003).

From 1997 the ruling African National Congress (ANC) has utilised a cadre deployment policy, which emphasises recruitment from within the ANC (ANC, 1997). The deployed personnel are expected to accept and implement the policies and programmes of the ANC. Suffice to say, the National Party (NP) from 1948, when it came into power, deployed its members to strategic positions in pursuit of the apartheid agenda until 1994 (Mafunisa, 2003).

The model necessitates the dynamic involvement of senior public servants in policy decision-making by virtue of their proximity to elected administrators (Madumo, 2015). Literature here implies that these personnel possess the political and ideological orientation to ensure that they execute their roles in the best interest of the governing political administration in achieving targeted service delivery objectives.

It is pertinent to point out that the O.R. Tambo Municipal District is run by the ANC, which garnered about 65.3% of the vote in the Eastern Cape in the 2015 local government elections (IEC, 2016). As a consequence, the ANC did not need to enter into a coalition with any other party and can govern on its own. Therefore, it is safe to conclude that the policies being implemented in O.R. Tambo District Municipality are informed by national policies that were introduced by the ANC.

The party that wins an election is able to deploy the mayor, speaker, and usually also the municipal manager (Mogashoa, 2014). The major challenge with cadre deployment is the blurring of the lines between party imperatives on the one hand and service delivery imperatives on the other. It is because of this dissonance and disconnect that a large percentage of municipalities get qualified reports from the Auditor General (Kolveried & Amo, 2012). In June 2016, the Auditor General remarked the following concerning Eastern Cape municipalities in general, and the O.R. Tambo District Municipality, in particular:

Each of these provinces also faces immense contests in explicit areas, such as the municipalities in the O.R. Tambo district in the Eastern Cape; and Matjhabeng municipality in the Free State; ... where dedicated governance is obligatory. In parallel, Mpumalanga province could experience the possibility of stagnating if governance does not get involved in a vital approach traversing the entire province (Auditor General South Africa 2016:4).

It is imperative that steps are taken to professionalise the municipalities so that politicians can be separated from bureaucrats. The implementation of service delivery imperatives, while informed by politics, is typically left to the bureaucrats. This argument is one that is supported by Tahmasebi and Musavi (2011) who argue that policy is for politicians, while implementation is for organisational administrators and technocrats, and as such, should be left to them. However, of concern to the intrapreneurship proponent is the constricting environment that works against innovation and creativity because of the need to stick to policy. To that end, literature concurrently stresses that implementing innovative and creative intrapreneurship requires proficient technocrats who ought to have the flexibility necessary to foster intrapreneurship (Madumo, 2015).

2.3 ROLES OF DIFFERENT CATEGORIES OF MUNICIPALITIES

The Constitution provides for three types of municipalities: Category A (metros), Category B (local municipalities) and Category C (district municipalities) (National Treasury, 2017; Madumo, 2015). The metros are accountable for all the local government functions within their corresponding areas of control. Every district municipality comprises of a number of local municipalities. Category B and C share the influences and functions allotted to local government in a particular area (National Treasury, 2017; Madumo, 2015).

Subsequently, after obtaining guidance from the Municipal Demarcation Board, the provincial Member of the Executive Council (MEC) for local government approves specific municipalities for functional purposes in a specific province. According to Madumo (2014), the existing division of responsibilities between district and local municipalities leads to coordination complications and has a negative effect on service delivery.

There are districts in which some local municipalities are authorised to accomplish a particular purpose, such as water and sanitation service delivery, while in others, the district municipality performs the water and sanitation function and local municipalities are not authorised for the water and sanitation function (Van der Waldt, 2015). Such local authorities are responsible for the service to homes using agencies in liaison with the district authority (SA Local Government Research Centre, 2014). Therefore, national government assigns legal control of the function to the municipality, while it

may not necessarily be the municipality providing the service. In most cases, it is the district municipalities that are typically apportioned the task and that receive the funds from national government. Despite the fact that district municipalities are expected to allocate the funds to the local municipalities that accomplish the tasks, district municipalities typically fail to do so. As a result, the funds do not reach the specific function (Du Plessis, 2018). Consequently, the budget for service delivery is undercut with a resulting lack of service delivery.

2.4 THE MUNICIPALITY'S ROLE IN THE MANAGEMENT OF RESOURCES

Characteristically, a discussion about municipal finances is concerned with the relationship between the needs of the community and the resources accessible and available to meet those needs (Madumo, 2015). Municipal councils, mayors and municipal managers are in control of and accountable for ensuring the following:

- Collecting obtainable returns;
- Guaranteeing that accessible incomes are collected;
- Allocating resources appropriately;
- Ensuring that procurement and service delivery processes are economical, efficient, effective and equitable (Van der Waldt, 2015; Madumo, 2015); and
- Finally, they are responsible for ensuring that the municipality raises its own revenues in line with its fiscal capacity.

The municipal council, mayor and municipal manager are responsible for guaranteeing that the income of the municipality is assigned in such a way that basic needs are ranked as critical, and thereafter the social and economic development of the community is ranked (Van der Waldt, 2015; Du Plessis, 2018). They are duty-bound to appraise all budget apportionments and to authenticate disbursements with a view to ascertaining all non-essential, unproductive and uneconomical expenditure.

The municipal council, mayor and municipal manager are accountable for guaranteeing that the municipality has comprehensive financial management programmes and systems in place (National Treasury, 2017). The municipal audit outcomes demonstrate that over half of municipalities' financial systems and

governance and financial information are deficient (Madumo, 2015). The prevalent flaws leave municipalities susceptible to financial maladministration.

The municipal council, mayor and municipal manager are ultimately accountable for ensuring that service delivery is cost-effective, well-organised, operative and impartial (Van der Waldt, 2015).

2.5 ENTREPRENEURSHIP VS INTRAPRENEURSHIP

Hailed by Antoncic and Hisrich (2003) as an American theory, intrapreneurship was universalised by Nicolaidis and Kosta (2011) who asserted that the principles of innovation and passionate involvement in any form of enterprise defy cultural limits, and intrapreneurship therefore presents an apt theoretical context to determine the effectiveness of performance in a public institution. For this reason, it is important that the municipalities be viewed from a resource-based view which suggests that organisations should seek to leverage their resources to gain competitive advantage (Jerevicius, 2013). The resource-based view (RBV) is premised on two assumptions:

- The first assumption is that business organisations can be viewed as possessing bundles of productive resources and that different organisations are endowed with different sets of resources. Different organisations also have unique sets of these resources (Ferreira, Azevedo & Ortiz, 2010).
- The second assumption is that some of these resources are either very expensive to copy or are not ubiquitously available. This is the assumption of resource immobility (Ricardo, 1966). Entrepreneurship, and by extension, intrapreneurship are often seen in people who exhibit characteristics such as confidence, enterprising, and creativity (Lumpkin & Dess, 1996). They emphasise that this often depends on the psychological and personal traits of the entrepreneur.

In order to leverage the resources of the organisation, Joseph Schumpeter (2017) posits that the entrepreneur is an innovator. According to Schumpeter the entrepreneur seeks to improve existing products by creating new products, improving process methodologies, markets, sources of supply, or industrial combinations. The main idea behind Schumpeter's theory is to turn an industry on its head (Kirzner, 1968). This view shows similarities with the situation as currently found in municipalities, where there are set ways of doing things. To foster a culture of

intrapreneurship, a critical rethink of systems and processes that operate in municipalities is necessary, so that these can be re-evaluated and improved, while leveraging the resources that are available to municipalities.

2.5.1 Differences between intrapreneurship and entrepreneurship

It is essential to have insight into the differences between intrapreneurship and entrepreneurship to avoid the misnomer of using these terms interchangeably (Kuratko, Morris & Covin, 2011). Netshifefhe (2008) attempts to address the lack of consensus among various scholars by offering consensus-driven definitions. The tenuous line that exists in the use of these terms normally limits the use to business and profit-driven contexts. However, it is the intention of this research to demonstrate the scalable nature of intrapreneurship, in particular, as an option for public organisations.

This research views intrapreneurship as the entrepreneurial behaviour by employees within an organisation in order to improve processes and output (Pinchot, 1985). Given this definitional preference, more effort will be invested in unpacking the meaning, value and application of intrapreneurship, while appreciating its link with entrepreneurial qualities. This argument is supported by Antoncic and Hisrich (2001), who focus on the four dimensions of intrapreneurship, which are: new business creation, innovativeness, self-renewal, and pro-activeness.

2.5.2 Definitions of intrapreneurship

Pinchot (1985) uses the term intrapreneurship to define entrepreneurship inside the organisation where individuals champion new ideas from their development to total profitable reality. According to Dollinger (2003), intrapreneurship is the development of internal markets and moderately small, self-governing or semi-autonomous occupational units within a large organisation. These business units produce products, services or expertise that effectively exploit the organisation's resources in a unique way. As a result, corporate managers and employees receive the opportunity to take initiative and to try out new ideas within their organisation, as argued by Tahmasebi and Musavi (2011).

The definition of intrapreneurship converges into the identification of an opening, taking advantage of it, and hoping that taking advantage of that opportunity is a way

that deviates from previously inadequate practices to help and support the achievement of the organisation's aims (Heinonen, 1999).

For the purposes of this study, the above-mentioned definition by Dollinger that has been modified to suit the public sector context will be used. What is considered as internal markets in Dollinger's definition will thus be considered as units within the municipal structure to promote delivery efficiencies. It is in this context that a description of the conditions of proper intrapreneurship within the municipal context becomes necessary.

Entrepreneurship is an ability to identify and enact business opportunities primarily for private benefits by the maximisation of profit or certain utilities (Tahmasebi & Musavi, 2011). Entrepreneurship is concerned with creating organisations, change, innovation and wealth (McGinnis & Verney, 2007). Entrepreneurs create value where there was none before; consequently, implying that entrepreneurship is a way of thinking and acting (Morris *et al.*, 2010).

While the entrepreneur is a creative person, an innovator, who develops projects outside organisations, the intrapreneur does so within an organisation, with organisational resources and means (Tahmasebi & Musavi, 2011; McGinnis & Verney, 2007). However, an intrapreneur does not necessarily have the spirit or desire to create something new (Carland & Carland, 2007). The intrapreneur should rather be motivated and driven by a creative spirit that focuses and excels to better current and existing organisational structures.

In a prevailing system of administration, notwithstanding its size, an intrapreneur ought to exhibit innovative activities with orientations towards new organisational products and services development, improving on technologies, enhancing administrative techniques, strategies and sustainable competitive postures (Morris *et al.*, 2010).

Westrup (2013) has acknowledged the growing need for intrapreneurship in the public sector discourse since the 1990s. There should be less emphasis on the profit-driven business and more emphasis on the importance of intrapreneurship to achieve the organisational mission and strategic goals. Furthermore, intrapreneurial processes encompass innovations that are connected to organisational and market effects.

The similarity in the terms intrapreneurship and entrepreneurship is best expressed by Westrup (2013), who replaces the term intrapreneurship with the phrase 'internal

entrepreneurship'. This implies therefore that one who practises entrepreneurial roles within the ambit of an organisation is an intrapreneur. Molina and Callahan (2009) add that entrepreneurship is dependent on resources and opportunities in order to thrive, while intrapreneurship is dependent on organisational structures and resources.

Intrapreneurship is entrepreneurial behaviour inside an organisation (Carland & Carland, 2007). Entrepreneurial behaviour can be developed in any individual and can also be evident in profit and non-profit organisations, and in business and non-business activities (Kuratko *et al.*, 2011). This behaviour can be prevalent in government spheres. The term intrapreneurship was created by Pinchot in 1978. According to Pinchot (1985), intrapreneurship is a method of using the entrepreneur's spirit where many of the best people and resources are to be found, namely, in large organisations.

Intrapreneurship shares some basic characteristics with entrepreneurship, such as innovation and risk-taking; and the distinction is in the organisational context where these characteristics are used (McGinnis & Verney, 2007). The entrepreneur is an owner with decision-making capacity, or an employee whose term of employment is subject to continuous assessment and performance benchmarking for continued relevance to the sustainable organisational growth and competitiveness (Kuratko *et al.*, 2011; McGinnis & Verney, 2007).

Morris, Kurakto, Schindehutte and Spivak, (2012) introduced the notion of the employee being central to the generation of internal ideas in an organisation, and all aimed at improving effectiveness and efficiency. This concept of intrapreneurship bids the researcher to focus more on the employees as the key drivers (human resource functions) of intrapreneurial endeavour, as well as searching for the optimal circumstances under which employees thrive as intrapreneurs. It is these circumstances that inform innovation as a building block that establishes intrapreneurship.

2.5.3 Characteristics of intrapreneurship

Both intrapreneurship and entrepreneurship include innovation by introducing novel products and services to market environments, strategic regeneration by renewing key strategies and structural changes and corporate venturing, which include ground-

breaking determinations that prime the conception of, and compelling responsibility for new business units within the organisation (Kuratko *et al.*, 2011; Burns, 2010).

Intrapreneurship is also concerned with gathering resources that are needed to exploit opportunities and turning ideas into profitable organisations (Schachtebeck & Niewenhuizen 2013). Molina and Callahan (2009) argue that intrapreneurship demands a dedicated workforce that is not only able to learn quickly in a shifting environment, but is also able to use novel concepts and ideas in new and thought-provoking situations. Franco and Pinto (2016) state that the development of new products and services can be considered as critical success factors that differentiate successful and unsuccessful organisations.

In summary the distinction has been made between entrepreneurship as external to an organisation, and intrapreneurship as the practice of entrepreneurial habits within an organisation.

In the context of these definitions, and in line with the present research effort, these definitions will be employed to assess the possibility of successful intrapreneurship in public contexts, such as municipalities. In this regard the emphasis becomes intrapreneurial practice rather than just profit generation.

The differences between entrepreneurship and intrapreneurship are summarised in Table 2.1 below.

Table 2.1: Differences between entrepreneurship and intrapreneurship

ENTREPRENEURSHIP	INTRAPRENEURSHIP
The entrepreneur carries the risk.	The company takes the risk, while the intrapreneur carries career-related risk.
Individual entrepreneur owns the concept and business.	The company normally owns the concept and intellectual rights.
Potential rewards for the individual entrepreneur are theoretically unlimited.	An organisational structure is in place to limit the rewards that could potentially accrue to the intrapreneur/employee.
In a start-up venture, one strategic mistake could mean instant collapse of the venture.	The organisation has more flexibility for management errors.
The entrepreneur is subject to outside influences.	The organisation is more protected from outside forces.

Source: Maier and Pop Zenovia (2011)

The next section discusses public sector intrapreneurship.

2.6 PUBLIC SECTOR INTRAPRENEURSHIP

Morris *et al.* (2010) indicate that intrapreneurship can be fostered in organisations of all sizes and types, including non-profit and governmental organisations. To add to this, they state that many privately run organisations in South Africa and abroad are starting to implement intrapreneurship as a management approach through management structures that incorporate the flexibility, innovation and the development of an intrapreneurial culture. Intrapreneurship has proven to improve the organisational and financial performance of organisations, thereby creating competitive advantage for those who implement it (Salarzahi & Forouharfar, 2011).

The predominant notion, as indicated by Morris and Kurakto (2003), is that the public sector is bogged down by bureaucracy and monopolistic tendencies, which results in poor service delivery. Rwigema and Venter (2005) assert that the morass of public sector inefficiency should be redressed through intrapreneurship. This idea of the efficacy of intrapreneurship in the public sector is supported by Wickham (2004) who argues that intrapreneurial efficacy helps to break down bureaucratic inertia and releases a climate of enterprise building. It is therefore clear that there is credence in the notion that intrapreneurship could be a viable theoretical premise to consider ameliorative interventions for the O.R. Tambo District municipalities.

There is limited literature with practical reference to the situations where public sector intrapreneurship has been successfully applied in South Africa. Nestshifefhe (2009) conducted a research study to measure the intrapreneurial climate in the Ekurhuleni Metropolitan Municipality and recommended that further studies should look at other public institutions to assess the existence or absence of an intrapreneurial climate.

There are international examples of the successful employment of intrapreneurship in public institutions, such as in the US Department of Housing and Urban Development. These include the realisation of a healthy, responsive market orientation, flexible policies and heightened job satisfaction that ought to lead to enhanced intrapreneurship.

At an organisational level, intrapreneurship can offer direction to the enterprise's operations, as well as improving business excellence (Urban, 2012; Nestshifefhe,

2009). It is with this in mind that this research seeks to assess the concept within the municipality under review.

For intrapreneurship to be effective, the cultures of the municipalities have to be properly adjusted to foster intrapreneurship. Culture may influence the trajectory of public institutions (Cummings & Worley, 2006; Timmons & Spinoli, 2007). This is also supported by Bessant and Tidd (2007) who maintain that the patterns of behaviour are critical to influencing change and growth in public institutions.

In crafting a framework to promote intrapreneurial behaviour it becomes necessary to be cognisant of strategies that promote the desired behaviours. Public sector intrapreneurship cannot develop obliviously to the environment in which the municipalities operate, so there is need to influence the cultural atmosphere. It is therefore necessary to look at the political environment that influences how municipalities operate.

2.7 POLITICS AND MUNICIPAL INTRAPRENEURIAL EFFICACIES

Encouraging intrapreneurship is not an easy task and it cannot be accomplished instantaneously (McGinnis & Verney, 2007). This is especially so, given the political environment and its dictates in local governance structures' decision-making competencies. It is also apparent in the context of municipalities that some of the employees in influential positions do not have the necessary qualifications and skills required for the positions they hold (Westrup, 2013). This can be attributed to the deployment policies of political parties (as mentioned in Section 2.2.3), as well as the generally acknowledged shortage of skills in various disciplines, such as accounting and financial management (Hayton, 2005).

Management discretion and political interference in municipal enterprises has resulted in the reduced coordination of tasks which are not easily outweighed by scale benefits to service delivery (Garrone, 2013). The argument here is that compromised management discretion further diminishes the development of a healthy responsive market orientation, while flexible policies and heightened job satisfaction should lead to enhanced intrapreneurship. However, proper management is only attainable when there are no undue political decisions that prevent structured systems from efficiently

operating, and that ultimately takes place outside of political populist policies that are not anchored on sustainable strategies.

2.8 THE IMPORTANCE OF INTRAPRENEURSHIP IN MUNICIPALITIES

Although intrapreneurship thrives in profit-generating enterprises, its importance is almost ubiquitous since it can be adapted to enhance organisational performance in other contexts (Westrup, 2013; McGinnis & Verney, 2007).

Local municipalities have the arduous task of delivering services to a public whose expectations are rising daily, while operating in an increasingly economically constrained environment where the economy is not growing as fast as it used to. In 2016, the gross domestic product (GDP) grew by 3.1% (StatsSA, 2017:7), while in 2017 it grew by 0.3% in the fourth quarter (StatsSA, 2018:7). In 2017, South Africa officially went into recession, having gone through two consecutive quarters of negative growth. However, the trend reversed, resulting in the economy increasing by 1.3% in 2017 (StatsSA, 2018:7). The March 2017 statistics put unemployment in South Africa at 27.7% (Statistics South Africa, 2017:8). The rising unemployment figure indicates an increase in the number of poor families who are unable to pay for services, which negatively impacts revenue collection in municipalities, such as the O.R. Tambo District Municipality. Consequently, the burden on the municipality's capacity to meet service delivery demands are further strained. For example, Nyandeni Local Municipality, which falls within O.R. Tambo District Municipality, is largely rural, and during 2015/2016 had a 77% indigent population with access to either no income or incomes of less than R800 per month (Nyandeni Local Municipality, 2015:35). It is therefore imperative that the district municipality finds creative ways of fulfilling its constitutional mandate. This is where the notion of intrapreneurship comes into play as the municipality seeks innovative ways to deliver on its mandate.

Factors related to the importance of intrapreneurship are discussed in the following sections.

2.8.1 Intrapreneurship as a leadership issue

Some scholars contend that intrapreneurship is a leadership issue that has both human resource dividends, as well as growth and efficiency implications (Madumo,

2015; Kuratko & Audretsch, 2009; Kuratko, Horsby & Covin, 2014). Intrapreneurship is increasingly being viewed as a valuable element for rejuvenating and revitalising existing organisations. In a study conducted by Morris *et al.* (2010:67), 86.4% of managers in the public sector perceived that fostering intrapreneurship would have a significant positive impact on organisational performance. Srivastava and Agrawal (2010) observe that intrapreneurship leads to product and process innovation and market developments. Therefore, intrapreneurship would be a valuable element to enable managers in the municipalities, as it would effectively influence and increase performance.

2.8.1.1 *Renewal in organisations*

According to Dunlap-Hinkler and Kotabe (2010), intrapreneurship succinctly refers to renewal of the organisation, based on two phenomena, namely, corporate venturing and strategic intrapreneurship (Kuratko & Audretsch, 2009). Corporate venturing refers to a company's ability to start or incorporate other business stratagems into its main portfolios for profit-making, and strategic intrapreneurship looks into an internal organisation's ability to create sustainable and competitive new ways of doing business, and or, modifications of existing business strategies into more competitive processes for optimal results (McGinnis & Verney, 2007).

It is this renewal that also bolsters the creation of organisational employees as critical change-agent instruments, to championing the idea generation and innovation (Diefenbach, 2011). Renewal brings the needed innovative impetus to the running of organisations. It is the responsibility of the leaders in the organisation to create an internal environment that fosters creativity and innovation. De Souza and Smith (2014) argue that if public organisations are to retain their best employees, they need to let them design the future of the public organisations by allowing them to be innovative, and by providing an enabling environment for innovation.

2.8.1.2 *Collecting information about the organisational environment*

It is important for an organisation to be able to collect and systematically analyse information about the external and internal environments. The organisation has to integrate information from various sources, and as such, is required to have a national perspective. The management therefore ought to possess a national perspective and has to link information from different disciplines, as well as to gain insights from

external alliance partners (Fillis, 2010). Seen in this light, municipalities do not operate in isolation as they are a creation of legislation. They are answerable to the provincial governments, and hence, need to work in tandem with the relevant bodies that have a legal mandate to deliver services.

The information collected about external and internal environments can then be used for agenda-setting for the strategy that the organisation is pursuing; and aims to create strategic buy-in from its lower-level workforces (Fini, Sobreno & Mazorcchi, 2009). The decision regarding the direction will depend on their economic feasibility as well as the alignment with the chosen strategy. De Jong, Parker and Wennekers (2011) are of the opinion that the strategic direction has to be guided through implementation, with a view to breaking the traditional organisational boundaries. However, for this to work, the manager must avail the employees of the necessary resources within the necessary corporate governance structures so that the resources may be efficiently utilised.

This is particularly true with regards to corporate governance issues. Most municipalities in South Africa, including the O.R. Tambo District, receive qualified reports from the Auditor General on an annual basis. A qualified report is a statement that is issued after an audit has been conducted by a professional and authorised auditor. The report may conclude or recommend that the information and data provided for analysis was limited in scope and that the audited municipality has not maintained standard accounting principles (Pinchot & Pellman, 1999). Intrapreneurship can help to ameliorate the mismanagement issues that are causing problems for municipalities. It is prudent at this point to reiterate that intrapreneurship includes the improvement of systems and processes. The Auditor General's report highlighted several shortcomings at the O.R. Tambo District Municipality, and they were requested to investigate the relevant leadership structures and implement changes that would assist in dealing with systems and processes (Auditor General South Africa, 2016).

2.8.1.3 Flexibility in organisations

Organisations that have implemented intrapreneurship initiatives are more flexible in their approach when dealing with their environments. They seize strategic initiatives, even under challenging environmental conditions (Kuratko *et al.*, 2014). However, the

internal municipal environment is one that is constrained by rigid policies that are derived from legislation. As alluded to earlier in this study, municipalities derive their mandate from the Constitution and are subject to oversight by the national and provincial governments (Constitution of South Africa, 1996). This may have the unintended consequence of stifling employee innovation and creativity, as there are fears that taking any initiative may contravene the law. The structure of municipalities should be such that bureaucracy does not stifle innovation. The municipal managers should provide an environment that adheres to the tenets of corporate governance, while at the same time, fostering innovation.

Current conditions affecting the public sector in general, and municipalities in particular, suggest that municipalities may need to innovate by developing intrapreneurial employees. Mair (2015) is of the opinion that through training, managers may be able to guide their subordinates through the provision of resources and knowledge. The creation of an environment that fosters intrapreneurship aids in making sense of the available platforms to display their intrapreneurial prowess, while at the same time reducing the insecurities associated with intrapreneurial behaviour (Chen, Greene & Crick, 1998), and is valuable in dealing with potential role conflict.

2.8.1.4 Creating an enabling environment for intrapreneurship

The deliberate actions by organisational leadership to create an enabling environment for intrapreneurship gives credence to the assertion by Mair (2005) who claims that people can learn to develop their awareness of self-sufficiency and that platforms aimed at altering behaviour may be an excellent tool for top management to enhance the level of intrapreneurship in their organisation. Self-efficacy, consequently, appears to be an imperatively instructive variable when it comes to understanding the connection between preparation and employee entrepreneurial conduct (Wakkee, Elfring & Monaghan, 2010). It therefore becomes pertinent for managers to foster a sense of self-efficacy and adequacy in their employees to empower them to become innovative.

While the process of intrapreneurship requires employees to become flexible, this also enables them to achieve multiple points of excellence in operations, which increases the overall organisational performance (Zahra, Filatotchev, & Wright, 2009). Reed and DeFillipi (1990) define sustainable competitive advantage as the unique position that

an organisation develops in relation to its competitors through the way it deploys its resources. The argument is that the O.R. Tambo District Municipality may gain a sustained competitive advantage if it uses intrapreneurship as the cornerstone, and invests in its employees as a resource, while at the same time judiciously deploying them. When the municipality leverages the knowledge, skills and abilities of individuals, it can easily enable intrapreneurship (Srivastava & Agrawal, 2010).

2.8.1.5 Awakening an intrapreneurial spirit

Moreover, it is the role of leadership to create an environment that fosters the awakening of an intrapreneurial spirit. Foley (2016) delineates four areas in which intrapreneurship impacts the organisation or enterprise at any level as a growth agent: providing an environment that supports sustained innovation; the retention of entrepreneurial leaders; effective change management; and keeping employees engaged. These four areas are under the direct control of the leaders of the organisation. Thus it is the management that can either cultivate or destroy the intrapreneurial spirit.

Organisations measure their effectiveness in growth terms and when employees enjoy enhanced autonomy in the generation and implementation of ideas, they achieve the desired growth objectives at a faster rate (Block & MacMillan, 2013). Furthermore, intrapreneurship as an instrument of innovation implies that the propensity to innovate is dependent on the inherent habits of employees as change agents in an enterprise. Employees, who are provided with such an enabling environment, are therefore likely to offer both loyalty and commitment to the objectives of an organisation (Foley, 2016).

Hornsby, Kuratko, Shepherd and Bott (2009) refer to support by top management as the extent to which it is perceived that top managers support, facilitate and promote intrapreneurial behaviour; including the championing of innovative ideas and providing the resources people require to take intrapreneurial actions. Management should support activities that sustain intrapreneurial activities to maintain strategic competitiveness. Furthermore, organisations should develop strategies that support practices that sustain intrapreneurship. The absence of managerial commitment towards creating intrapreneurial environments often hinders the success of organisations in achieving their objectives in general (Hovarth, 2016).

Park, Kim and Krishna (2014) view managerial receptiveness to innovation and intrapreneurship as a key factor in stimulating success in various facets of the organisation. Their research study conducted with 528 employees revealed that voluntary intrapreneurship was directly stimulated by management commitment and the encouragement of autonomous habits among employees. Park *et al.* (2014) submitted that employees become innovative and adaptive as a direct response to managerial stimuli. This notion is supported by Draft (2012) who applauds the managerial leverage of employee innovations to enable the strategic objectives of the organisation. Similarly, Binsiddiq and Tsai (2012) view the internal competencies of employees as emanating from managerial commitment. Kim (2012) describes employees as the internal micro actors whose contributions to the organisation's strategic mission and values are achieved through the communicative environment created by management. Management support is a cardinal element in ensuring intrapreneurial behaviours. Therefore, Park *et al.* (2014) advocate for employee participation in managerial processes to foster novel and innovative practices.

2.8.1.6 Transformational leadership and intrapreneurship

A study by Chen, Tang, Jin, Xie, and Li (2014) found that top management's transformational leadership has a significantly positive effect on intrapreneurship. This finding is supported by Northouse (2015) as follows:

Transformational leadership is the process whereby a person engages with others and creates a connection that raises the level of motivation and morality in both the leader and the follower. This type of leader is attentive to the needs and motives of followers and tries to help followers reach their fullest potential. (Northouse, 2015:162).

According to Northouse (2015), transformational leadership, if properly leveraged, can result in the following benefits to the organisation:

- the leader raises the followers' 'levels of consciousness' regarding the value of organisational goals;
- the leader inspires followers to transcend their own self-interest for a higher team calling; and
- the leader helps followers attain the tools needed to address high-level needs.

The benefits mentioned above can be the foundation for the development of the entrepreneurial mind-set. Intrapreneurship fully mediates the relationship between the top management's transformational leadership and product and service innovation performance. The management principles that are used in the private sector have to be introduced to improve performance and efficiency in the public sector (Meynhardt & Diefenbach, 2012). Inevitably, it is important to take cognisance of the fact that management is a critical element of the internal environment. Being a manager involves identifying issues that require attention, seeking guidance when a need arises, making decisions and implementing the decisions made. Some of these decisions are made quickly, intuitively, and with little information available, whilst some decisions require significant information and analysis (Leaptrott & McDonald, 2009).

Municipal managers are faced with a greater need to apply decision-making principles that are informed by logic rather than intuition, since the impact of their decisions have far-reaching consequences in the public context. Management should not play a passive role in establishing intrapreneurial deeds within an organisation. Any task aimed at assessing the feasibility and efficacy of intrapreneurial practice needs to invest in assessing the espousal of empowerment and participatory approaches by the management (Van der Waldt, 2015).

The next section discusses intrapreneurship and the employee.

2.8.2 Intrapreneurship and the employee

Westrup (2013) opines that those employees who are intrapreneurial by nature have the courage to implement new and untried ideas. The communicative environment should stimulate unfettered managerial support of individual employee leadership in advancing creativity and intrapreneurship. Such empowered employees are a creation of the organisation through the internal environment and culture that it fosters. The above-mentioned author sees intrapreneurship as a spectrum concerned with re-organising work processes through incremental change to attain radical innovation.

The argument is that an intrapreneurial process starts when something has to be changed or improved and an individual is given the mandate to implement the change. Mack *et al.* (2008) similarly state that intrapreneurship is not a formal process but should rather be seen as something that gradually takes place. Intrapreneurship is seen as a proactive action rather than a reactive action and is not evident until

something changes. By extension, this means that no one will be blamed if the change does not happen, as there is no expectation in the first place. An employee becoming intrapreneurial arises as a result of a specific circumstance (Park *et al.*, 2014).

Intrapreneurship empowers employees, in cases revenue and improves the overall organisation performance. Opportunities that exist within an organisation are identified and exploited by intrapreneurs (De Jong *et al.*, 2011). For example, if a municipality has astute employees who are able to identify possible opportunities that will enhance service delivery; their contribution may boost the general performance of other employees in their quest to deliver quality service to the public; and also improve the overall performance of the municipalities (Garrone, 2013).

The lack of resources is one of the reasons why innovative projects do not get off the ground. Thus, support from senior management is necessary if district municipalities are to be truly intrapreneurial. According to Diefenbach (2011), this backing can come in different forms, including but not limited to, the freedom to choose how to do work, a remuneration system that rewards creativity, and an organisation that does not unduly punish failure.

It is consequently imperative to interrogate the effect of culture on intrapreneurship. Yildiz (2015) studied the five dimensions of culture as proposed by Hofstede (1991) and their impact on corporate entrepreneurship and reached the conclusion that there is a positive correlation between three of the five elements and corporate entrepreneurship. The three elements are power distance, uncertainty avoidance, and masculinity. Although the focus of Hofstede's seminal work is on national culture, it is safe to conclude that organisational culture has a profound effect on organisational innovativeness.

Organisations that have shown evidence of intrapreneurship are generally viewed as being dynamic and they exhibit a high degree of flexibility, which allows them to take advantage of new business opportunities whenever they arise. Innovation-oriented organisations exhibit a willingness to deviate from established routines and business models (Kuratko *et al.*, 2014). However, management commitment and support would essentially be an embedded element of intrapreneurial leadership strategy (Yildiz, 2015).

Managerial support in intrapreneurial strategy ought to be further supported by teamwork that exhibits high coordination and consensus in the execution of municipal functions and decision-making (Kuratko & Hodgetts, 2003).

The next section discusses management team-work in organisational intrapreneurship.

2.8.3 Teamwork in organisational intrapreneurship

Miller (1983), cited in Block and MacMillan (2013), argued that an organisation needs to continually reinvent itself, constantly innovate, and be able to take calculated risks. For calculated risks and innovation to happen, all the managers need to work as a team. Certainly, owing to dynamics, such as improved competition and rapid innovation progressions, it is no longer prudent to regard intrapreneurship as the sole preserve of senior management in a municipal setting (Kuratko & Hodgetts, 2003). However, it is important to consider the importance of teamwork in fostering intrapreneurship.

Burns (2005) is of the opinion that intrapreneurship is usually a result of teamwork. He argues that generally in an organisation people work in project teams, although someone has to take charge and ownership of the project in order for it to succeed. The key to successful innovation is a local focus and a group decision-making process, which stress consultation and cooperation between the participants (Mack *et al.*, 2008). However, for these teams to become truly intrapreneurial there is need for them to break organisational boundaries. Accordingly, the operational environment should be accommodating enough to allow boundaries to be broken.

As alluded to above, the local government arena is subject to oversight by the provincial government. The national government, empowered through legislature, controls the national purse and thus leaves little room for the local municipalities to manoeuvre (Garonne, 2011).

However, the difficulties faced when trying to foster an intrapreneurial teamwork mind-set encompass the element of resistance to change. The next section consequently discusses resistance to change, a typical challenge for intrapreneurial organisations.

2.8.4 Resistance to change and employee empowerment in enhancing intrapreneurship in organisations

Enhancing the intrapreneurial behaviour of individual employees across the organisation can be challenging (Pinchot & Pellman, 1999). Resistance to change is especially prevalent when employees have been in the same organisation's employment for a long period of time (Serban & Lorga, 2016). This is particularly true in a setting where management is not traditionally known for fostering change and innovation, such as in the bureaucratic nature of the government sphere.

As will be discussed later, the challenge to attain change may also be an organisational culture issue, which might need to be addressed pragmatically as argued by Pinchot and Pellman (1999). It may therefore be difficult for such employees to quickly adapt to changed environments which suddenly become highly volatile and have high levels of uncertainty. Under such environments there might be need to judiciously make decisions in the face of moving targets and multiple competing sources of information (Busenitz & Barney, 1997; Serban & Lorga, 2016).

According to Pinchot and Pellman (1999), resistance to change can be minimised and handled by embedding employee empowerment. Empowering the workforce in their normal course of work is of critical importance, as it assists with the creation of a workforce that maintains its competitiveness (Kuratko & Hodgetts, 2003). Again, this promotes a climate that is conducive to the realisation of high achievements and ultimately constant innovation and risk-taking. There are many ways to achieve employee empowerment which include, *inter alia*, job rotation, job enlargement, training and management by objectives (Pinchot & Pellman, 1999). Remuneration, rewards and performance management are tools that may come in handy as means to motivate employees to perform better, and to ultimately become more innovative (Block & MacMillan, 2013).

The rewards and the recognition may ultimately lead to job satisfaction which plays a mediating role in intrapreneurial actions and business performance (Nonaka, Reis Neto & Togashi, 2017). Job satisfaction is regarded as a key determinant of organisational success (Ross & Van Eeden, 2008) and is vital in supporting businesses and form the basis of business performance. If employees are satisfied

with their jobs, they will become productive and secure, and therefore more willing to experiment with new ideas, as emphasised by Block and MacMillan (2013).

Rewards enhance the motivation of individuals to engage in intrapreneurial behaviour. Rewarding employees for success goes beyond the financial returns, and includes recognition, feedback, and meaningful work (Roche, 2007). Management may investigate methods to improve and support extrinsic job satisfaction and formalise flexibility policies and market orientation strategies to meet the demands of organisation intrapreneurial activities (Urban, 2012).

Rundh (2011) defines flexibility as the ability of an organisation to respond to and introduce change. There is a need for greater flexibility and decentralised in public sector decision-making (Roche, 2007).

When employees are empowered to influence their own work spaces, they become more amenable to accept change as they will be given the power to decide how to implement the changes. This will require an organisational structure that is structured to accommodate flexibility. The organisational structure as a vehicle for improved intrapreneurship will be discussed next.

2.8.5 Organisational structure as a vehicle for improved intrapreneurship

Organisational structure may be used as a vehicle for driving intrapreneurship which is characterised by flexibility, adaptability and agility, in so far as it encourages intrapreneurship (Firouzyar & Kojouri, 2013). Flexibility is viewed as the extent to which the different business units react efficiently, while being supported by administrative relations and situational proficiency (Barrett, Balloun & Weinstein, 2012). A flexible structural design is likely to encourage free and open discussion of ideas among employees, which is helpful in the successful development of innovative intrapreneurial ventures (Rundh, 2011).

Flexible organisational structures are useful in stimulating entrepreneurial activity, as they improve the flow of information concerning the external environment and the organisation, and also between departments or divisions within the organisation (Hornsby *et al.*, 2009). Consequently, a flexible structure is of strategic importance in a competitive environment; and more so in the municipalities because of multiple

competing interests, which include *inter alia*, the following political, economic and social dimensions (Pinchot & Pellman, 1999):

- The political dimension includes the interests of the political parties, as well as that of the elected councillors.
- The economic impediments are caused by the limited budgets, and the municipality's inability to collect revenue under the prevailing economic conditions (Van der Waldt, 2015); since O.R. Tambo District Municipality is situated in a rural area.
- The social dimensions include a highly indigent populace with high expectations, which stem from over-promising during election time, as well as the misplaced expectation after the demise of apartheid.

Therefore, it is not only the culture of the municipality that needs to change, but also the culture of the communities they serve needs to be realigned (Madumo, 2015).

Hovarth (2016) asserts that for competitive performance, intrapreneurship should be embedded in the culture of an organisation. According to Hovarth (2016), competitive performance is a culture that not only supports innovation, but also entrenches individual initiatives that can propel organisations forward. In the case of municipalities this may require a little more effort in navigating the bureaucracies that typically curtail creativity. In support of this notion, Balmaekers (2015) acknowledges the need to overcome corporate or organisational culture in order to achieve success by fostering an internal intrapreneurial zeal (Balmaekers, 2015).

It is evident therefore that the culture and the structures of an organisation largely inform its propensity towards fostering intrapreneurship as discussed in the next section.

2.8.6 Intrapreneurship and organisational culture

Organisational culture is the medium through which an organisation articulates itself to its workforce. It is shaped by the values that are not visible, but often misunderstood by the workforce and leadership. These values and norms direct the workforce to the organisational primaries and guide their behaviour and decision-making (Sharma & Sharma, 2010). Fayolle, Basso and Bouchard (2010) suggest that corporate culture acts in a pervasive way as everything that individuals do and think within an

organisation. Culture can be expressed in dissimilar forms: both tangible and intangible. The above-mentioned authors add that culture acts as a coordinating principle and plays an active role in the way that the organisation is governed. Organisations ought to strive to recognise and cultivate internal organisational factors that nurture a vibrant intrapreneurial environment, and pursue an intrapreneurial orientation (Covin & Wales, 2011).

Organisations have different attitudes towards innovation, which may influence the culture of the organisation. As such, municipalities are bureaucratic entities with rigid policies that sometimes lag behind environmental changes and imperatives. Such environments tend to stifle innovation because they are regarded as intolerant towards innovation (Baruah, 2015). Such organisations sometimes fail to realise and take advantage of innovations occurring outside the organisation's interest. Intrapreneurs are constrained by the strong controls and policies prevalent in municipalities. Morris *et al.* (2008) remarked that when intrapreneurs are not given the freedom to implement their ideas, they might become frustrated and leave the organisation altogether.

Gursory and Guven (2016) point out that organisational culture shapes the trajectory of the organisation, as well as determine the extent of creativity and other elements of intrapreneurship that help to create a viable environment for exceptional performances. Intrapreneurial culture should permeate the organisation structure and management of an organisation to allow an enabling environment for innovation (Gursory & Guven, 2016).

Growth and sustainable effectiveness are also leveraged by an organisational culture that places culture at the centre of the success or failure of any strategy implemented by the organisation (Bason, 2013). McGowan and Hu (2014) support this notion by adding that an organisation wishing to fulfil its mandate, should adopt an innovative culture. This is consistent with the quest of this study to enable local government to fulfil their constitutional mandate to accelerate service delivery.

Organisational culture can therefore impede or provide impetus to intrapreneurship as well as determine the intensity with which an organisation promotes innovation (Van der Waldt, 2015). It is also essential to understand that there may be inherent inhibitions within an organisation which are influenced by its internal structure and culture. Municipalities are not immune to such inhibitions and the creation of change

agents is therefore a critical imperative for public institutions (Chepureenko, 2015). It is with this understanding that an examination of public sector intrapreneurship ensues.

The influence of the legislative environment concerning intrapreneurship in South Africa's local government is discussed next.

2.9 THE LEGISLATIVE ENVIRONMENT IN SUPPORTING INTRAPRENEURSHIP

As discussed previously, the public sector is reputed to offer bureaucratic barriers that preclude the success of intrapreneurial contributions. The barriers are purely legislative and regulatory (Garrone, 2013). The Constitution is the supreme law in South Africa and all the other legislation is subordinate to the Constitution. Statutes or acts are laws that are voted for by an elected body, including a municipal council, provincial legislature and the national parliament (Van der Walddt, 2015). One of the most important Acts governing local governments is the Municipal Systems Act (2000). There are also municipal by-laws which are local government laws that are passed by a majority vote of a municipal council (Madumo, 2015). Under the Constitution, the public must be given an opportunity to review and comment on by-laws before voting by a municipal council can take place. Each municipality publishes its by-laws in what is called a municipal code (SA Local Government Research Centre, 2014).

Through a voting process the municipal council passes resolutions which are decisions of the municipal council decided on through a majority vote. Some decisions, such as to dissolve a municipal council, require a two-thirds majority to be passed. Each municipality will also have standing orders and rules that deal with how the municipal council conducts a meeting, when meetings may be closed to the public, the role of the speaker and how petitions are handled. A municipal policy is one that has been adopted by a resolution of the municipal council and a by-law; and is legally binding. Examples are the indigent policy, credit and collections policy and tariff policy (Kolveried & Amo, 2012). Policies that are not approved by a resolution or by-law of municipal council are not necessarily legally binding, which means they are not enforceable by law. Lastly there are regulations, frameworks and guidelines that are subordinate laws approved by the executive. In the case of local government, this refers to the municipal council, mayor and/or the executive committee. To be legally

valid, regulations must be authorised or approved by legislation or by-laws (Kuratko *et al.*, 2014).

The above presents the legal connotations and circumstances under which municipalities are expected to deliver on their mandate. By extension, these are the conditions under which employees are expected to operate. These conditions do not augur well for entrepreneurial pursuits of employees, as the policies and procedures that are enforced result in a constraining environment. If there is managerial commitment, ways can be explored to stimulate the entrepreneurial spirit, even under such stifling conditions.

The next section discusses the conceptual framework for organisational intrapreneurship intentions and behaviour planning.

2.10 ORGANISATIONAL INTENTIONS AND BEHAVIOUR PLANNING MODEL

According to Fini, Sobreno and Mazorcchi (2009), there are four micro-domains of organisational entrepreneurship that are embedded within perceived behaviour planning and attitudes. Fini *et al.* (2009) suggest that a combination of entrepreneurial intentions and behaviour planning (Cooper, Woo & Dunkelberg, 2008; Busenitz, 1999) crystallise four key constructs to successful corporate intrapreneurship (entrepreneurship) in organisations (see Figure 2.3).

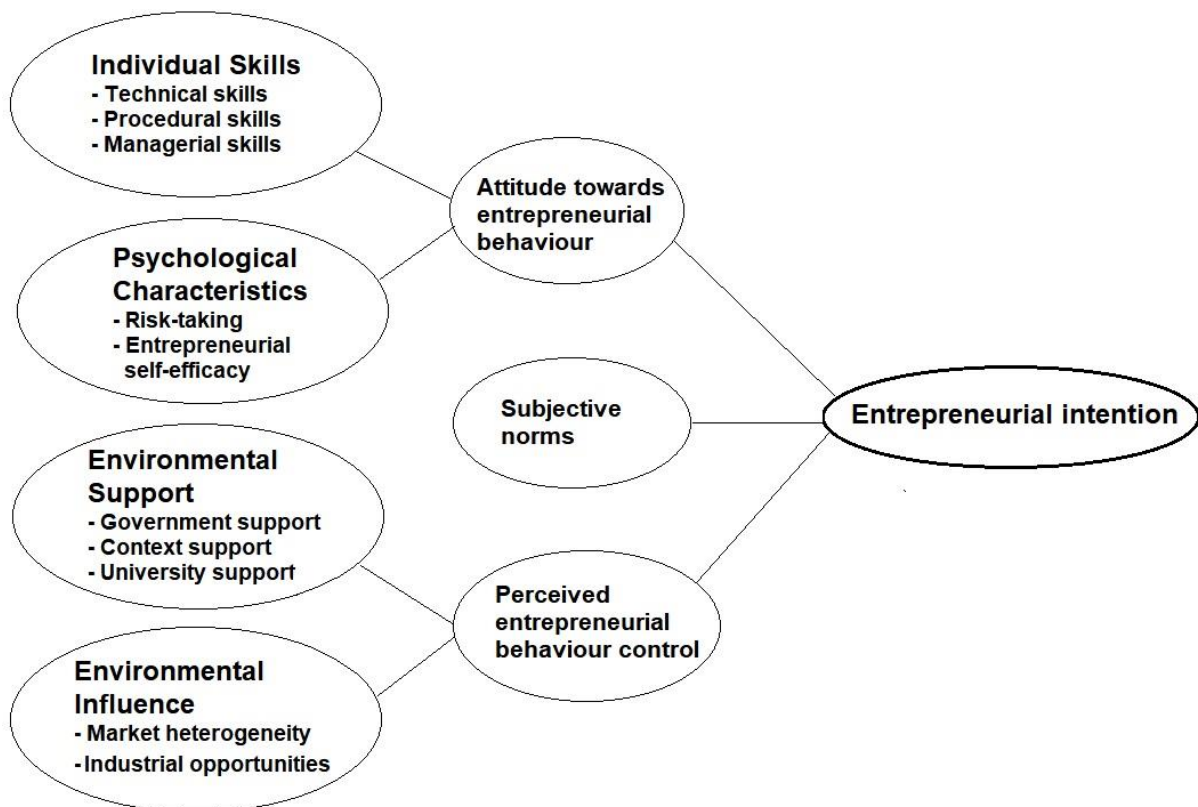


Figure 2.2: Foundations of intrapreneurial intentions and behaviour planning

Source: Fini *et al.* (2009)

The conceptual approach draws on the individual and contextual domains of entrepreneurial intentions and perceived behaviour planning and control (Fini *et al.*, 2009). The key elements that are put forward are concerned with individual skills, environmental support and environmental influence (Cooper *et al.*, 2008), which will be briefly discussed in the sections below. The environmental domains illuminate the local governance municipality administration which is the focus of this specific research.

2.10.1 Individual skills and prior-knowledge

Individual skills and prior knowledge refer to the personal acumen, competence, and responsive alertness of an individual to task executions and performances relating to specific tasks they are accountable for (Meynhardt & Diefenbach, 2012). The element of prior knowledge is displayed where past experience in the execution of related tasks, as part of the individuals' current assignments and functional roles, provide a platform of enhanced embedded skills in task execution and planning (Fini *et al.*, 2009).

Three key classifications of skills are raised in the concept, namely, technical, procedural and managerial skills (Cooper *et al.*, 2008).

- Technical skills relate to the acquired abilities to execute, with deductive reasoning and capability, tasks that require the structured and practical application of knowledge, utilising methodologies that are computational and scientific in approach and nurtured with objective results (Madumo, 2015; SA Local Government Research Centre, 2014). For example, knowledge of engineering equipment can assist an organisation in establishing the most applicable engineering solutions and resources in addressing specific organisational product and service delivery needs.
- Procedural skills look into aspects of process and methodological blueprints that are employed in executing organisational stratagems into process activities (Colombo, Del Mastro & Grilli, 2014; Cooper *et al.*, 2008).
- Managerial skills are a critical element that aids in ensuring strategic resource allocation of processes and methodologies used by the organisation in delivering on its combined task performances. Colombo *et al.* (2014) argue that an individual ought to ensure that they have the decision-making competencies, with strong hindsight to enable effective and efficient critical thinking that can create a competitive advantage for the intrapreneurial organisation. Management skills can include talent management, procurement proficiencies, resource allocations, performance assessments and strategy re-engineering in response to market dynamics to service and produce offerings.

Equally important are the psychological characteristics that are discussed in the next section.

2.10.2 Psychological characteristics

Psychological characters are found to be embedded into social and cultural beliefs, and correlate with the emotional connections that drive the personal needs and expectations of an individual (Chen *et al.*, 1998). These characters are identified largely as distinguishing features and qualities about personality traits and behavioural characteristics defining the intrapreneur. Intrapreneurial intentions and behaviours can be seen in an individual who creates conversations and generates opportunities

through social interactions, and by targeting key stakeholders from an otherwise unpredictable environment (Chen *et al.*, 1998). The ability to listen to others, to realise that heterogeneous minds can generate more robust constructs to problem-solving, and a habit of seeing the end of a task within the prescribed time are personal traits that correlate with intrapreneurial thinking and intentions, as argued by Busenitz (1999).

2.10.3 Environmental support

Environmental support reflects on the governmental policies that affect the operational delimitations of the organisation and the internal environmental dynamics, such as availability of infrastructure and financial support. Government taxes that are cascaded to local authority entities, in the study's context, would therefore consider the municipal by-laws and the government funding schemes to mitigate on corporate entrepreneurial market delivery challenges, such as subsidised funding for Capex (Capital expenditure) on the acquisition of service delivery machinery (Colombo *et al.*, 2014; Fini *et al.*, 2009; Chen *et al.*, 1998). In summary, physical environmental support involves the usage of infrastructure and physical assets, as well as research and development (R&D) laboratories within the organisation. On the other hand, intangible environmental support dynamics involve the usage of adequate human resource functions and enabling organisational policies that are aligned to the established goals and objectives of the organisation.

2.10.4 Environmental influence

Environmental influence is concerned with the impact of environmental support structures and the efficiency of the designs (Cooper *et al.*, 2008). This encompasses aspects, such as organisational training of the workforce to enhance their skills development, that in turn, enhance the overall performance of the organisation. According to Cooper *et al.* (2008), environmental influences further consider the influence of the political administration in organisational strategy implementations, the regulations that govern the influence of outside stakeholders, and the level of programme implementation accountabilities aligned with responsible human interests thereof.

It can be argued that the direction of government policy is cascaded towards the municipal authorities' capacities and will require that government creates enabling resources and support functions that are critical to ensuring that municipal authorities exert autonomous creativity. In addition, government policy should generate strategic innovation that is aligned to the purpose of the existence of the municipal service functions as related to the public and private sector stakeholders. In the case of South Africa, municipalities typically expend their available resources to attain the objectives of local government, with the explicit undertaking that a municipality should only do so "within financial and administrative capacity" (Chepurenko, 2015:35; Modumo, 2014).

2.11 SUMMARY

This chapter presented an assessment of the context within which local government operates in South Africa. By providing a background of the transition from the segregated nature of service delivery prior to democracy, and the resultant transitional measures put in place, the author has explored the mandate given to local government by the South African Constitution. In delineating this mandate, the relationships between various levels of government have been discussed to illustrate the level of autonomy that is enjoyed by municipalities to assess whether or not it is enough to permit the employment of intrapreneurial practice.

The study has also explored the various definitions offered to explain the differences between entrepreneurship and intrapreneurship, thus providing the context for an understanding of the fitness of the concept within the public sector. Furthermore, the chapter also revealed the subtle relationship that exists between organisational culture, and the ease with which intrapreneurial intensity can be introduced in public sector contexts.

In examining the extent to which intrapreneurship can enhance the performance of municipalities, the chapter provided an understanding of the roles of the different categories of municipalities. This culminated in the description of a model of service delivery and management, as illustrative of the need to navigate entrenched systems to promote intrapreneurship. The chapter also exposed the effects of resistance to change, as well as the way organisational culture can impact on efforts to promote intrapreneurship. Organisational structure was revealed as a possible vehicle to promote intrapreneurship.

It is therefore evident from the literature reviewed that there is reasonable consensus on the efficacy of intrapreneurship in bolstering the impetus of change and effective service delivery in any organisational context.

CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The preceding chapter discussed literature arguments pertaining to the study. The current chapter explains the research design and the methodology employed in gathering the empirical evidence for the study. The methodology is guided by the research question, as populated in the objectives to address the key research questions defining the interest of the research. Saunders, Lewis and Thornhill (2016) argue that scientific research should ensure that the current literature guides the validation of empirical findings in order to give credence and validity to the research being done. However, in order to understand the research design and the systematic steps followed in establishing the empirical evidence, it is critical to determine the research paradigm that influenced the research strategy.

3.2 RESEARCH PHILOSOPHY

A research philosophy is a belief about the way in which information about a subject should be gathered, analysed and used in the development of knowledge. Saunders *et al.* (2016) liken a research paradigm as a research philosophy, in which a paradigm is essentially a basic set of beliefs that guide action. A research philosophy therefore influences the manner in which data is assembled, explored, and borders on what is known to be true, against that which is believed to be true (Saunders *et al.*, 2016). This study looks at the phenomenological research philosophy. Phenomenological research philosophy is comprehensive and most appropriate where the researcher need to comprehend a phenomenon. In the study, the researcher investigated whether and to what extent intrapreneurship was being used within the municipality. As a result, the phenomenological research philosophy was the best suited for this study.

3.2.1 Research paradigms

Positivism, phenomenology and constructivism are the three typical research paradigms employed in scientific research. Table 3.1 provides a summary of the three, and it is followed by an explanation of the concepts.

Table 3.1: Comparison of positivism, phenomenological and constructivism research philosophies

Positivist research paradigm	Phenomenological research philosophy	Constructivism paradigm
There is objective reality established, with the researcher not affecting or becoming affected by the research subjects.	The researcher is involved within the setting of gathering meanings and understandings of the phenomenon's occurrences.	Positions the researcher within the context, collects participant-generate meanings.
Focuses more on facts.	Finds significance in establishing meanings.	Focuses on a single concept or phenomenon.
Formulates hypothetical assumptions that are tested.	Develops ideas using inductive reasoning.	Brings personal values into the study.
The researcher essentially looks for causality and uses fundamental laws.	The researcher is expected to try to comprehend what is happening within the phenomenon itself.	Involves the researcher in collaborating with participants.

Source: Saunders *et al.* (2016); Creswell (2012)

Positivists believe in establishing the objective reality of what is actually happening within the phenomenon, while phenomenologists hold the belief that there is no possible way to quantify perceptions and emotions that are pertinent to the research being studied. Phenomenologists further argue that the world is apparently socially defined and subjective, in contrast to the positivist assertion that the world is external and objective, as argued by Creswell (2012). Moreover, positivists are concerned with the phenomenological arguments that rich data idea generation (induction) and human interests may limit the accurate interpretation and meaning of data without the use of numerical significances that validate the gathered data accurately (Streubert, Speziale & Carpenter, 2003). Positivists further argue that it is difficult to control pace, progress and the essential end-points in research, which is a drawback found within the phenomenological research paradigm. However, the advantages found within the phenomenological research paradigms that are deficient in positivist philosophy, border on the ability to cover a wide range of issues, the low-cost economics of completing the research, and its rich human interaction element which paves the way for research that can influence policy decisions when statistics are typically exaggerated in large samples (Kumar, 2014).

3.2.2 Phenomenology

At the core of phenomenology is the notion that an individual construct or builds knowledge (Burman, 2007). Knowledge building is therefore an active process rather than a passive one. From the above, it follows that different individuals take different paths, which may result in different states. The constructivist paradigm was birthed from phenomenology, which itself originated from trying to understand the broad subject of hermeneutics (Kumar, 2014). The phenomenology approach therefore seeks to understand the world as people experience it. The phenomenological approach comes from the notion that reality is a social construct. Given that reality is a social construct, the researcher is therefore forced to depend on how the participants view the situation under study. Creswell (2012) adds that the phenomenological approach requires of the researcher to develop a theory inductively and to recognise the impact of the participants' backgrounds on the research.

Qualitative data collection methods are popular with the constructivist approach though quantitative data can be used to support the qualitative research. The main strength of the qualitative approach is that it provides deep and rich descriptions of the phenomena being investigated.

For the purpose of this study, a phenomenology approach was used which seeks to study the phenomena in their natural settings (Kumar, 2014). The philosophies are projected to influence the following outcomes of the study's research strategy:

- Deeper understanding of meanings that are easily overlooked in quantifiable enquiries, as they cannot be easily subjected to numerical assertions (Kumar, 2014);
- Ability to generate new discoveries, and therefore the generation of new ideas that are otherwise typically unintended at the onset of the research (Kumar, 2014);
- Opportunity for the realisation of new theory development or modifications through empirical data which is gathered naturally and not artificially (Dudovskiy, 2015);
- More suitable for rich data induction that may influence policy change because of the high human-interest, as the elements actively participative in empirical data collection (Saunders *et al.*, 2016; Dudovskiy, 2015).

This approach is most suitable to answer the research question and to achieve the objectives

The research questions states: How can intrapreneurship contribute to enhancing the effectiveness of service delivery in the O.R. Tambo District Municipality?

The objectives of the study are as follows:

- To explore the intrapreneurship practices that can improve service delivery within the O.R. Tambo District Municipality;
- To explore factors that may influence intrapreneurship within the O.R. Tambo District Municipality; and
- To explore the factors that influence effective service delivery in the O.R. Tambo District Municipality.

3.3 RESEARCH DESIGN

A research design explains the overall strategy constituting the different components of the study, integrated in a logical and systematic manner to answer the research questions in the study (Creswell, 2012; Trochim, 2012). Interchanged with the research methodology are several scientific research approaches, where a research design explains and justifies the usage of suitable and appropriate tools as a blueprint for how the data is to be collected, the measuring units of analysis, and the actual analysis of data.

Scientific research commonly uses two main research strategies, namely, the qualitative and quantitative approach (Saunders, *et al.*, 2016). Creswell (2012:32) defines qualitative research as a way of looking at and gaining understanding of how individual people or groups give meaning to social or human problems. A qualitative design fits into the phenomenological paradigm as it allows for rich data gathering through in-depth probing of the occurrences as they are revealed within the phenomenon being studied. The qualitative design is the most suitable as the design afforded the researcher an opportunity to take an active role in the collection of data. There are not many previous researches that focused on intrapreneurship in the public sector. A qualitative approach allowed the researcher to ask additional questions to clarify the data that was collected. This allowed for rich and tick data to be collected which strengthens the choice of research method. The qualitative strategy further suits

small sample sizes, unlike a quantitative research strategy that requires a larger sample size element.

The strategy allows for strategic aggregation of research elements into specific, knowledgeable and informant groups where the researcher finds it necessary to optimise.

Conversely, quantitative research is less concerned with perceptions, emotions and other human interactions that reflect the social element (Kumar, 2014). Quantitative strategy is essentially deductive in reasoning by means of quantifiable metrics when it is difficult to ascertain the emotional connection of the human element to the phenomenon.

Figure 3.1 (on the next page) graphically illustrates the steps in research design.

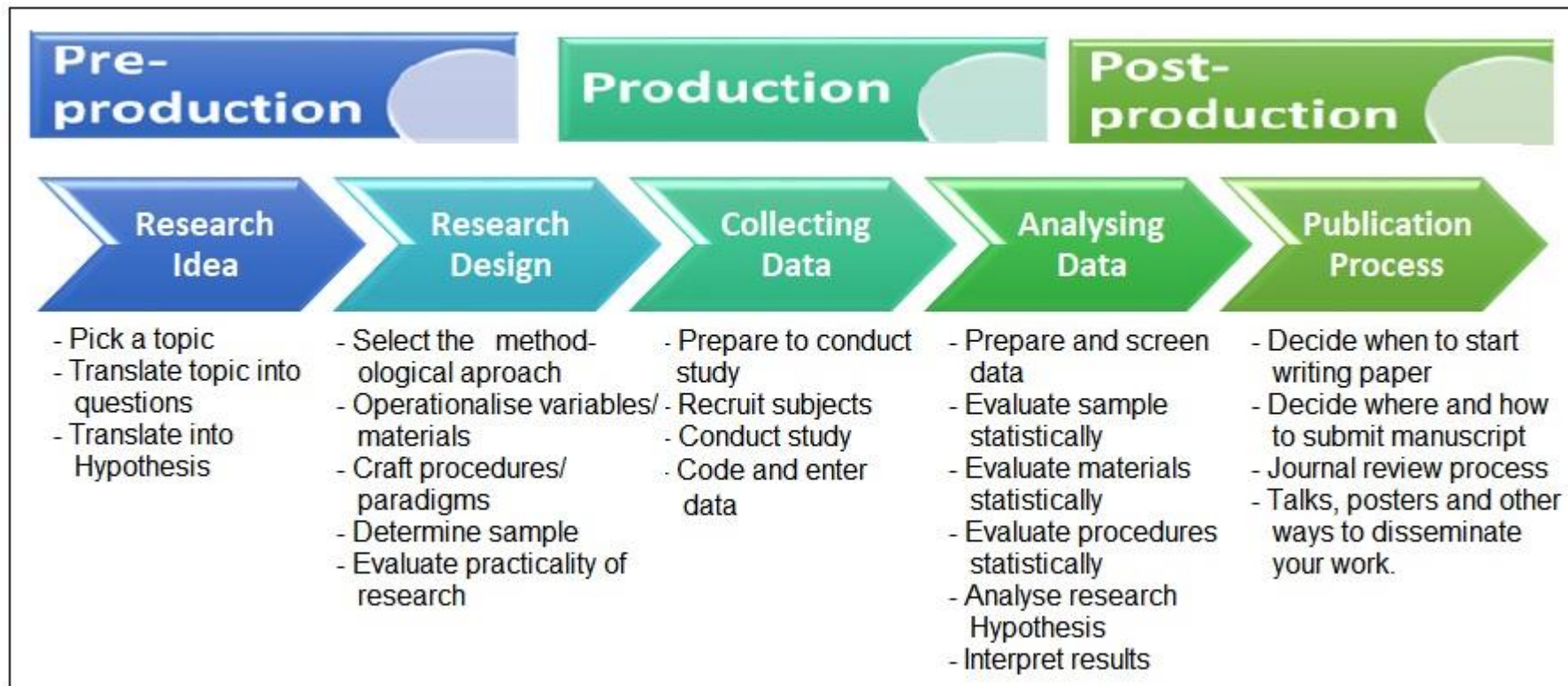


Figure 3.1: Steps of research design

Adaptation from Creswell (2012)

A qualitative research strategy allows rich data to be analysed in a manner that exposes deep underlying issues that are not easily exposed with a quantitative strategy (Kumar, 2014). Therefore, the study adopted a qualitative research strategy that would give rich data that can influence policy within the research phenomenon in the O.R. Tambo District Municipalities' intrapreneurial efficacies, opportunities and challenges as contingent antecedents to effective service delivery.

3.4 POPULATION AND SAMPLING

A target population defines the sum total of people and other elements of the research that make up the phenomenon and have some kind of chance to be included in empirical data gathering contributions (Creswell, 2012). For this specific study, the total targeted population of senior managers, middle level managers, lower level managers and supervisors, was established at a total of 187 individuals. All the managers are from the O.R. Tambo District Municipality and its five local municipalities, namely, King Sabatha Dalindyebo Municipality, Mhlonto Municipality, Ingquza Municipality, Port St Johns Municipality and Nyandeni Municipality.

A sampling strategy explains the technique that is used to select the most appropriate and accessible sample elements from which empirical evidence will be gathered (Trochim, 2012). When undertaking empirical research, it is vital to select a sample that is generally accepted as a fair representation of the population under study (Saunders *et al.*, 2016). The credibility of the findings depends on the sample selected (Higson-Smith, Parle, Lange & Tothill, 2000). The sample had to be representative of the population from which it was chosen. The sample needed to be employed in a management capacity with a minimum of 3 years of managerial experience. Therefore, the purposive sampling allowed the researcher to select the sample that complied with all the requirements and that was representative of the entire O.R. Tambo District Municipality. This specific research applied a purposive sampling technique, which conveniently targeted available participants as a way of gathering primary data related to the phenomenon (Cohen *et al.*, 2011).

Palys (2008) maintains that the use of purposive sampling shows that one sees sampling as a strategic choice about whom, where, and how one does the research. Purposive sampling is tied to the research objectives and the context in which the

research is carried out. The sample relevant to the study would need to have access to information in the municipality with regards to how the environment uses intrapreneurship. They also needed to have decision-making capabilities to introduce and foster an intrapreneurial climate.

From the target population of 187 (supervisors, lower-level, middle-level and top management), 15 managers, between 18 and 65 years of age, were selected to participate in the study. The middle and senior managers were selected from the population representing all the local municipalities in the district. The lower managers, supervisors and general employees were excluded from this study as they did not fit into the criteria of having expertise, knowledge and decision-making capabilities as that was essential for this study. The managers were chosen for their managerial experience and knowledge of the organisational culture, organisational structure and policies of the O.R. Tambo District Municipality and its local municipalities, and they also needed to have a minimum of three years' experience in the position. The researcher assumed that managers that have been in a managerial position for more than three years would have been involved in the review process of the existing organisational policies and, or in the formulation of the policies. Furthermore, the managers were chosen based on their availability and disposition to participate, and the managers also represented each of the municipalities in the O.R. Tambo District Municipality.

The sample size was additionally predicated on the principle of saturation (Marson, 2010). Morse (1995) defines saturation as data adequacy and it is operationalised as the collection of data until no new information is obtained. The sample size of 15 provided the best opportunity of reaching saturation (Fusch & Ness, 2015). In this study, saturation was reached after 12 interviews were conducted as there was enough data to replicate the study (Walker, 2012). There are no set rules for defining the appropriate sample size. The determinants were time allocated, resource considerations, and 'informant' bias towards those in strategic portfolios where service delivery is critical (Creswell, 2012). The 12 interviews were conducted with representatives from all the municipalities in the O.R. Tambo district.

One of the main disadvantages of purposive sampling includes sampling bias, which results in a sample that is not representative of the population and which attracts more criticism as it leads to systematic bias (Robinson, 2014). Systematic bias refers to the

difference between the results from the sample and the results which would come from the whole population. Therefore, systematic bias leads to skewed results. If the results are skewed, transferability becomes impossible and it becomes difficult to reach sound conclusions about the entire population. Furthermore, even when similarities occur between and among contexts, the results of the study may still not be transferred. The researcher will then provide sufficient information when discussing the research findings (Pitney & Parker, 2009).

The researcher sought to increase external validity (Higson-Smith *et al.*, 2000) through the use of member checking, which affords participants the opportunity to review their statements for accuracy (Dudovskiy, 2015). The results of the study thus became relevant only in the context of the study and it had the unintended consequence that the applicability of the research results will therefore be limited to the O.R. Tambo District Municipality only.

3.5 DATA COLLECTION

The data was collected in two phases. The first phase comprised an extensive desktop literature review. The literature investigated aspects pertaining to the strategies used by the municipalities in their operational affairs, as well as the levels of innovation and flexibility with which service delivery within the municipalities is conducted. Furthermore, the literature review was related to the level of intrapreneurship generally employed and particularly in municipalities. The purpose of the literature was to gain an understanding of the operations of local governments in South Africa, and the O.R. Tambo District Municipality, in particular.

The second phase dealt with the collection of data through the use of semi-structured interviews. In a research study, interviews can be either structured, semi-structured or unstructured. The completely structured interview contains questions that are pre-set, although it is possible to expect a variety of answers, while an unstructured interview is more like a focused dialogue (Blandford, 2013). Semi-structured interviews allow flexibility during the interview process and are appropriate for small-scale research (Smith & Osborn, 2008). Therefore, with semi-structured interviews (as utilised in this study) some questions are planned in advance, but there is the flexibility of following-up on interesting points and nuances that emerge. Semi-structured interviews were

chosen because they afforded the researcher a chance to probe for clarity, as well as to garner responses based on the demeanour of the participants.

The interview questions, as the data collection method, were developed after the primary literature was interrogated. A semi-structured interview schedule was used during the interviews (see Appendix E).

Bless and Higson-Smith (2000:104-109) cite the following as the advantages of qualitative interviews:

- The participants are empowered because they are actively involved in the research process.
- The interviewers and the interviewees interact freely.
- There is scope to seek for clarification so that all the relevant data is recorded.
- There is maximisation of description and discovery.
- Researchers get access to ideas and memories, which they get from people in their own words, rather than the words of the researcher (Bless & Higson-Smith, 2000:104-109).

The data were collected locally in the participants' setting (Saunders *et al.*, 2016). The participants were encouraged to explain their views in detail. The selection of the participants was based on their understanding of the intrapreneurship phenomena, and they would benefit the most from the study and understanding of the processes (Creswell, 2012).

In advance of the interviews, the participants were emailed the questions to allow them time to prepare for the interview and to reduce the element of surprise. To ensure that the participants were comfortable, they were interviewed in their workplace in secluded offices, behind closed doors to ensure confidentiality. The participants were encouraged to express their opinions freely and the researcher endeavoured to eliminate disruptions. Generally, the interviews took between thirty minutes and one hour.

During the interview, the researcher asked follow-up probing questions to gain a deeper understanding and to clarify certain aspects of the responses, as and when the need arose. The interviewer moved seamlessly between English and Xhosa, to allow the participants to express themselves better, although the interview language

was predominantly English. After obtaining permission from the interviewees, the interviews were recorded using a voice recorder to provide evidence of the conversations.

In addition to the interviews, the researcher collected non-confidential municipal policy documents and integrated plans that were publicly available on the websites. The documents collected included the Human Resource Development Plan, IDP-2016, Internal Audit Charter, Performance Management Policy, Scarce Skills Policy and ORT-IDP-Final Draft 2017. These documents form an important aspect of the data triangulation process.

Olsen (2004), defines triangulation as the careful reviewing of data collected through different methods in order to arrive at more acceptable and valid approximations of qualitative research results. Triangulation is a technique of validation and gives credence to research outcomes through the use of different sources of data inputs and outputs (Saunders *et al.*, 2016; Trochim, 2012).

3.6 DATA ANALYSIS

Before data analysis could commence, the recorded interviews were transcribed verbatim. Tilley and Powick (2002) define verbatim transcription as the exact replication and writing of the recorded voices. The main advantage of this type of transcription is that it provides an accurate reconstruction of what transpired during the interview, as it also seeks to capture the meaning and perception adduced during the interview. In terms of the current study, the transcription was outsourced to a third-party transcriber, but the researcher listened to all the recordings to ascertain the quality and accuracy of the transcript. Where errors were identified, they were duly corrected.

After confirming the corrections of each transcription, the researcher read through all the transcribed data to get a general picture of the data that was collected during the interviews. The researcher read the transcriptions a second time while making general impression notes.

Groups of codes were then identified and translated into themes. Open coding is a process of making notes comprising of words and short phrases to summarise the

content from the transcript (Strauss & Corbin, 1990). The basic aim of the open-coding process is to organise large quantities of text into fewer content categories.

The Atlas.ti coding function was used to identify keywords and to tag the data with initial codes, after which meanings were attached to the codes. A code in qualitative research refers to a word or short phrase that symbolically assigns a summative, significant, principle capturing, and/or suggestive characteristic for a portion of audio or visual data (Lofland & Lofland, 1995). The process allowed for the coding of translations into categories that were derived from patterns, relations and trends, as revealed from the transcribed data and in line with the research questions of this specific study, as stressed by Ramirez *et al.* (2015).

Data analysis of the interview data was conducted by means of content analysis. Content analysis is a process of analysing documents such as memos, annual reports, accessible audios, videos and pictures of the sample elements for empirical data collection (Shreier, 2012). Rosenberg, Schnurr and Oxman (1999:298) have a broad definition where content analysis is “any technique for making inferences by objectively and systematically identifying and mapping specified characteristics of messages, and further extends to the coding of other domains outside text such as audios and videos”.

Content analysis involved the systematic reading and observations of annual performance reports, policies within the O.R. Tambo District Municipality, as well as labelling (coding of the interesting and meaningful patterns of the data to statistically estimate the distributions of patterns in the texts and relative correlations between observed research materials (Trochim, 2012). Municipal policy documents and integrated plans are available in the public domain and were used to support the findings from the interviews and literature. Together with the interviews of the 12 managers during the sampling process, the content analysis added richer data to the empirical data and provided for a triangulation of the observed material and interview outcomes, which enhanced the credibility, generalisability and traceability of the gathered evidence.

The categories were populated in a table where similar subcategories were grouped together. The tables and transcripts were then emailed to each participant for confirmation of the interpretations (Elo & Kyngäs, 2007). The process of sending back

the transcripts and themes to participants is known as member checking (Ramirez *et al.* 2015). The information collected from participants was examined and correlated with the findings of the literature and interview data.

Together with observed and coded data from the content analysis and the interview outcomes, a triangulation within the qualitative research strategy enhanced the credibility of the findings. In this study, the researcher used Streubert's procedural steps (Streubert *et al.*, 2003), which are shown in Figure 3.2 below.

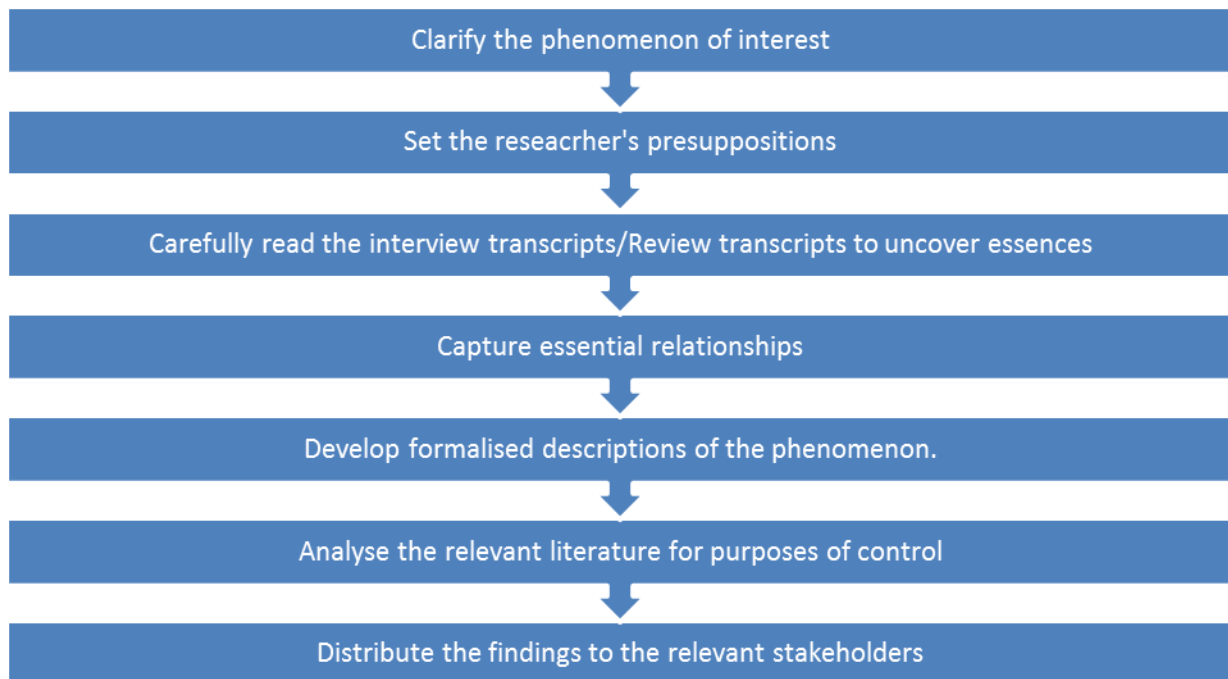


Figure 3.2: Streubert's procedural steps

Adapted from Streubert *et al.* (2003)

The procedure outlined above is simple but effective, as it provides an orderly way to analyse data and allows for triangulation. The steps are sequentially shown and should be read from top to bottom as per the arrows. The researcher carefully read the transcripts and immersed herself in the data, identified themes and relationships with the literature, interpreted the data, and will ultimately distribute the findings to the municipalities.

3.7 TRUSTWORTHINESS OF THE STUDY

An overarching principle of qualitative research is trustworthiness, which means that the results of the study can be trusted (Babbie & Mouton, 2012). Lincoln and Guba (2004) suggest that trustworthiness is measured through credibility, dependability,

conformability and transferability. Purposive sampling (as was employed in this study) enhances trustworthiness, since the range of specific information obtained is maximised by selecting participants that differ with regard to some aspects (Babbie & Mouton, 2012). To increase the level of trustworthiness of the study, the interviews were recorded which provided an unbiased record of each conversation. The researcher was personally responsible for data collection and no field workers were used in the collection of data. Participants also had the opportunity to review their transcripts and the coding to clarify any misrepresentations that may have occurred. The independent coding was used to check the truth-value of the findings.

3.7.1 Credibility

Credibility refers to having confidence in the truth of the data and its interpretation, which is enhanced by prolonged engagement with participants (Botma *et al.*, 2010). The credibility of the study was also ensured by data source triangulation, whereby multiple sources of data were used to validate the conclusions of the findings (Pitney & Parker, 2009). The interviews were conducted with managers in different local municipalities within the O.R. Tambo District, thus more than one group of participants was included in the study. The research collected varied individual opinions and experiences which were compared the other data collected.

3.7.2 Transferability

Transferability of the findings was ensured through the comparison of sufficient, dense descriptions of the data. Botma *et al.* (2010) posit that there is a delicate balance between contextual truth, and the ability to transfer findings with ease to other circumstances.

It is difficult to achieve transferability in phenomenological studies, due to the fact that data were collected as the lived experience of the participants (Saunders, Lewis, & Thornhill, 2012). Secondly, the researcher used purposive sampling, which is a form of non-probability sampling, which does not guarantee that the sample is representative of the population from which it was taken, thus limiting extrapolation. The sample size was also small, and as a result, the findings of this study will not be transferable.

3.7.3 Dependability

Teddlie and Tashakkori (2009) define dependability as the level to which deviation in a phenomenon can be traced or explained consistently using the same research instrument across different contexts. In this study, the researcher analysed the information and the data obtained from the first three interviews immediately, to facilitate subsequent data collection. The process helped to ensure rigour (Strauss & Corbin, 1990). After transcribing and coding of the interviews, member checking was performed. Transcripts and coding were forwarded to the participants to verify the content and interpretations that emerged. Member checking also establishes the dependability of the data, as well as the credibility of the findings (Amadi-Echendu, 2017).

The data were kept in a secure place consistently throughout the research. The data will be kept in a safe box for the next five years, and thereafter it will be shredded.

To ensure consistency across interviewees and the interviewer, triangulation was used. The researcher relied on previously published literature to validate some of the assertions made during the interview process.

Content analysis was conducted on the documents that were collected from the municipalities. The process of triangulation involves the corroboration of data through the cross-verification of information from two or more sources. Triangulation facilitates corrective intervention, if in the process of triangulation, some of the information is found to be inconsistent or inaccurate (Cohen & Manion, 2000). Given the qualitative nature of the study, it is important to eliminate the impact of nuance by seeking comparative or corroborative source alternatives.

3.8 ETHICAL CONSIDERATIONS

Saunders *et al.* (2009) define ethics as the appropriateness of your behaviour in relation to the rights of those who become the subject of your work or are affected by it. Cooper and Schindler (2008) propose that ethics are norms or standards of behaviour that guide our relationships with others. In any research endeavour the dignity, rights, safety and well-being of participants must be the primary concern of the researcher. Ethical considerations are multifarious in qualitative research, given the methods used. For example, the phenomenology approach is more personal and is

thus more intrusive. The researcher is more than an observer as he or she becomes more intimately acquainted with the participants, leading to questions around the need for ethical interaction (King, Horrocks & Brooks, 2018).

A formal request for permission to undertake the study was sent to the corporate communications department of O.R. Tambo District Municipality (see Appendix B), and the researcher was granted written approval from the office of the municipal manager (see Appendix C). The accounting officer had the necessary authority to grant the permission. Ethical clearance to undertake this study was sought and obtained from the University of South Africa (UNISA) (see Appendix A). All participants were requested to complete and sign an Informed Consent letter (see Appendix D). The first part of the Informed Consent letter contained the aims and objectives of the research as well as an outline of the ethical matters relating to the rights of the interviewees to decline to participate or withdraw from the research project at any time should they wish to do so without any negative consequences being incurred. All the participants were adults and could provide their own consent.

The informed consent form was emailed to the participants, together with the interview questions, prior to the interview and retained by the participants as a way of demonstrating objectivity and openness on the side of a researcher. The document also gave the participants the opportunity to confirm the authenticity of the study with UNISA or report any concerns to the supervisors of this study. The second part of the informed consent form was signed and retained by the researcher as evidence.

As part of good practice, no participants were coerced into taking part in the research. Coercion refers to the use of force or threats to cajole (Fong & Wilhite, 2017) the participants into answering questions. The force does not necessarily have to be physical, it can be psychological as well (McDermott, 2013). The threats may be expressed or implied. It was brought to the attention of the participants that they were not in any way being forced to participate in the research and that they could withdraw from the interview at any time.

All the interviewees were requested to sign and retain a portion of the informed consent letter. There was little risk attached to their participation, and the participants were assured that their identities would be protected by assigning a pseudonym to each participant that guaranteed their anonymity. The researcher ensured that the

participants' names were not used in any documents in the study, and no information about the participants' responses would be shared with anyone. During the transcription process all words that could potentially reveal the identity of the interviewee were redacted. All identifying information was removed from data that were collected.

By its very nature, the research did not in any way jeopardise the rights of the participants to privacy, dignity and protection from embarrassment. The interview records were kept in a secure place to ensure that no one had access to the data. The research subjects were neither stigmatised nor embarrassed, and their privacy and dignity were maintained.

3.9 CONCLUSION

Chapter 3 reviewed the methodology that was used in this study. The study used a qualitative approach, hinging on a phenomenological method. In reviewing phenomenology, a comparison between positivism and constructivism was offered to justify the use of phenomenology. The review was based on the advantages it offered in gathering information, as well as allowing interviews as a reflective and experienced epoch. It means that inductive derivations would be made from experiences lived by the municipal managers from established experiences, and not opinions. For the purpose of this research, this offered insight into the lived experiences that would promote or preclude output within the municipal context. The limitations of phenomenology were highlighted.

Methods of data collection and analysis, as well as the ethical considerations related to the study were highlighted. Data collection methods were based on semi-structured interviews of selected managers, as informed by the sampling methods that were opted for. Post-transcription data analysis was discussed; followed by a discussion of the content analysis and document analysis as the options used in the research. The last segment of Chapter 3 mostly dealt with issues of ethics, transferability and the dependability of the gathered data.

The next chapter will present the data collected from the participants.

CHAPTER 4: PRESENTATION OF EMPIRICAL DATA

4.1 INTRODUCTION

This chapter presents the findings of the study after the data was analysed and thematic aggregation of the variety of responses from the 12 study participants was done. The findings are presented in line with the primary research objective, which was to explore the intrapreneurship practices that can improve service delivery within the O.R. Tambo District Municipality. In presenting the results, pseudonyms were used for the participants, given the sensitive nature of the information that some of the participants offered and also in line with the ethical considerations highlighted in Chapters 1 and 3.

The chapter first details how the concept of intrapreneurship was understood by the management-level municipal officials who participated in the study. This is followed by a discussion of the descriptions and views on how, if at all, intrapreneurship was being applied in the municipalities, and this helps in creating an overall picture of the understanding of intrapreneurship within the municipality. The chapter proceeds to present the participants' opinions on how an intrapreneurial climate could be enhanced within the municipalities and concludes by outlining the perceived benefits to service delivery that would accrue from the adoption of an intrapreneurial culture by the municipality.

4.2 INTERVIEWS AND THEMES

Semi-structured, face-to-face interviews were conducted with 12 participants from the O.R. Tambo District Municipality and its five local municipalities. The participants are middle and top level managers, representing the local municipalities. The researcher also collected documents such as policies, the integrated development plan and internal audit charter that were in the public domain. These documents were analysed and will be presented in the next chapter and will be used to triangulate the data. The documents offer contextual information to facilitate informed analysis.

The interviews were transcribed, and the researcher confirmed the transcriptions by listening to each interview, checking and rechecking the typed version of each

interview against the recorded interview. The data was analysed through the use of content analysis. The researcher read through the transcripts a number of times, during which notes, and keywords were identified through a process of open coding (Strauss & Corbin, 1990). Meanings were then attached to the keywords and codes, and categories were identified as per the matching groups of codes. These categories were translated into themes which were broken down into sub-themes. The themes and sub-themes, together with the transcript of each interview, were emailed to each participant for them to confirm that the interpretations that were derived were correct. This process is known as member checking and also increases the credibility of the data (Harper & Cole, 2012). Four main themes emerged from the data, namely: understanding of intrapreneurship, application of intrapreneurship in the municipality, factors influencing intrapreneurship in the municipality, and factors that influence service delivery.

The first theme is the understanding of intrapreneurship, which has two sub-themes that are: (1) personal-level characteristics of intrapreneurship, and (2) organisational characteristics of intrapreneurship.

The second theme is the application of intrapreneurship in the municipality, which also has two sub-themes: (1) enablers of the practice of intrapreneurship in the municipality, and (2) barriers to the practice of intrapreneurship in the municipality.

The third theme that emerged from the findings is factors that influence intrapreneurship in the municipality, which has one sub-theme, namely: constraints.

The final theme is the factors that influence service delivery. These will be discussed in more detail in the sections that follow.

Table 4.1 (on the next page) reflects the themes and sub-themes, as well as the content analysis that was done for a particular interview.

Table 4.1: Main themes, sub-themes and content analysis

Themes	Sub-themes	Excerpt
Understanding of intrapreneurship	Personal-level characteristics of intrapreneurship	<i>It's people doing business, to put it in simple terms. Looking for ways and means to make money.</i>
	Organisational-level characteristics of intrapreneurship	<i>Unemployment, in this region, is more than 50%. We have to think out of the box all the time, and we also have to put blinkers on at times.</i>
Application of intrapreneurship	Enablers to the practice of intrapreneurship in the municipality	<i>The Council does not dictate on the method in which I must carry out the set targets. What the institution does is to identify goals in the IDP which must be reduced into strategies and activities. Now, the Council doesn't dictate to me as to what strategy must I employ in order to achieve that particular objective and, in fact, they give us space to develop our own strategic objectives for our different directorates as well as strategies for them to be adopted.</i>
	Barriers to the practice of intrapreneurship in the municipality	<i>There is no formal policy in the municipality on intrapreneurship. It becomes an initiative of the individual to do such things around your area of responsibilities.</i>
Factors that may influence intrapreneurship in the municipality	Constraints	(Political Factor) <i>I think there must be a political way, there must be a buy-in where the politicians, who are the policy-makers, they need to understand the importance of intrapreneurship, it's very critical [...] there's nothing you can do in a municipality unless there is a political way, meaning that the intrapreneurship has to be understood by the politicians.</i>
		(Organisational Culture) <i>Spirit might be there, but I do think we still need to do more as an organisation to actually inculcate and encourage that intrapreneurship spirit within the workforce.</i>
	Enablers	(Motivation and Rewards) <i>For the municipality to achieve the IDP goals, they need motivated staff, they need innovation from staff, self-renewal of course, proactiveness.</i>
		(Policies) <i>Look at various policies, your HR-related policies, your economic development, funding, LED (local economic development) strategies. Those are the policies that should be talking specifically to intrapreneurship.</i>

Source: Author's own compilation

4.2.1 Participant roles and responsibilities

The interviews started with the participants outlining their positions and job functions within the different local municipalities under the O.R. Tambo District Municipality. The roles and responsibilities that the participants described were in line with their management-level postings and ranged from policy and strategy development to managing the implementation of programmatic interventions and service delivery.

These various, and often overlapping functions, are summarised in Figure 4.1. As shown in the diagram the roles are spread across nine areas, ranging from policy formulation to human resource management and leadership support. It is evident from the roles outlined, that the study participants occupied positions from which they would be able to meaningfully contribute to the research topic from a sufficiently proximate and informed perspective. The participants' positions in the municipalities are such that they participate at strategic levels and have the authority and decision-making capabilities to implement and/or influence policy.



Figure 4.1: Participants' roles in the municipality

Source: Author's own compilation

In clarifying their roles, the participants who are indicated here using their pseudonyms (namely, Marcus, John, Richard, Zach, Promise, Peter, Wilson, Tom, Isaac, Samson, Hamilton and Anthony) shed light on their respective contributions to the municipality. This, in turn, provides scope to assess their influence with regards to intrapreneurship.

“I initiate, analyse policies...to make sure that there is improvement of the service delivery”. – Marcus.

“I’m responsible for infrastructure development”. – John

“I’m responsible for municipal planning”. – Richard

“I am a manager human resources”. – Zach

4.3 THEME 1: UNDERSTANDING OF INTRAPRENEURSHIP

Intrapreneurship is defined as entrepreneurial behaviour by employees within an organisation that are innovative and pro-active (Pinchot, 1985). The researcher started by probing the participants’ understanding of the concept of intrapreneurship. This theme is comprised of two categories, namely: the personal-level characteristics and organisational-level characteristic of intrapreneurship. The rationale of the question was predicated on the understanding that knowledge of the intrapreneurship concept would be helpful in identifying if intrapreneurship was being used in the O.R. Tambo District municipalities. The direct words of various participants are used as evidence of their knowledge of the concept of intrapreneurship. As previously stated, the adopted definition of intrapreneurship alludes to innovation and creativity in the micro-environment of an organisation. Mishra and Zachary (2015) emphasise the creation of new ideas by employees within an organisation to improve efficiency. The study seeks to understand how intrapreneurship can contribute to enhancing the effectiveness of service delivery in the O.R. Tambo District Municipality.

4.3.1 Personal-level characteristics of intrapreneurship

At the level of the individual employee, the participants mentioned knowledge, skills, and experiential, attitudinal and motivational factors when defining intrapreneurship. Six of the participants (50%) mentioned innovation as one of the essential elements of intrapreneurship, with an intrapreneur being repeatedly depicted as an “innovative type of person” with a drive to “test their creativity”. The participants mentioned that

intrapreneurship required “out of the box” and “forward” thinkers who were inquisitive and willing to take risk and do things differently. One participant described intrapreneurship as “not business as usual”.

“Definitely, there are people who are very much proactive, who are innovative in their own right, who are capable to think, thought leaders”. – Marcus

While being innovative and creative are important attributes of intrapreneurship, other personal attributes, such as the requisite knowledge and expertise, are also important (Passerini & Bartolacci, 2018), hence some descriptions of intrapreneurship included aspects such as the “know-how as an individual” and “a platform to test that knowledge”.

Other characteristics of intrapreneurship that the participants mentioned included the following: self-belief and drive, results orientation, problem-solving mentality and being a hands-on driver of change. Data shows that the participants did not have a universal definition of intrapreneurship. That notwithstanding, there was an indication that the understanding of intrapreneurship was adequate among the participants. While each one of the participants emphasised different aspects of intrapreneurship, it was established that the participants have an understanding of the meaning of the term intrapreneurship. This knowledge did not necessarily denote their application of intrapreneurial principles in dispensing their duties within the municipality. Since the participants were all in the employ of the municipality, there would be a reasonable extent to which their knowledge would contribute to the absence or presence of intrapreneurship in the municipality.

“Intrapreneurship is about the self-character, I’ll say, being developed within someone, innovative type of a person within the institution [...] it means provision of a space for out-of-the-box type of thinkers”. – John

“Drive a change management”. – Zach.

“An intrapreneur would be a person who drives change”. – Promise.

In the same vein of thought, one participant was able to draw a distinction between intrapreneurship and entrepreneurship.

“I know that there is a difference between intrapreneurship and entrepreneurship. The other one focuses on people that you are trying to develop as being business people but when it comes to intrapreneurship it may refer to me, for example, in a municipal setup where I am an employee”.

- Samson

Having located intrapreneurship within the municipality, some participants made the point that local municipalities had a mandate to deliver services to the community, hence, the practice of intrapreneurship was not an end, but an aid to policy and implementation. It was also mentioned that skilled personnel play a vital role in service delivery because of their intrapreneurial disposition encapsulated in their innovative ways of solving service delivery problems.

“The core business of the municipality is the service delivery. So that’s why it (intrapreneurship) means the ability of the key personnel to organise and deliver services to the communities of O.R. Tambo”. – Peter

“Have capacity to introduce new ideas, adapt to the ever changing local-government environment, able to internalise that environment, emerging with plans to respond to the emerging trends [...] having personnel that is able to deal with [...] institutional risk”. – Richard

“It’s more of being business-minded within the institution, that is, working for the institution, that would be trying to improve the municipality in a way that looking at ways of generating revenue, looking at ways of improving the well-being of our communities”. – Wilson.

Three participants did not have a clear understanding of what intrapreneurship entails. They presented convoluted answers that did not in any way shed light on the term ‘intrapreneurship’. This dissonance would also be indicative that not all the personnel that the municipality employs share the same level of intellectual and functional engagement that would help them understand intrapreneurial principles.

“I’m a very open person, I think intrapreneurship in myself, I have the space”.

– Tom

“I’m only familiar with the entrepreneurship, not intrapreneurship, so I know very little about intrapreneurship. I know that it is very similar [...] it shares

certain characteristics with the entrepreneurship but, certainly, to me, it's a new word." – Samson

"It's people doing business, to put it in simple terms. Looking for ways and means to make money". – Isaac

"It's all about management, creating something, but you have to be guided. For instance, if you are going to Labour Relations Act, Labour Relations Act is open to [...] it's very clear when you talk about intrapreneurship, even if it's not direct, but that is important, that process of giving space to workers, of not intimidating workers, it's all about their rights then, that one of Bill of Rights, and this thing of association, Freedom of Association". – Tom

"If I were to use the entrepreneur, it's somebody who takes risks in anticipation of profits, or something like that. So, even in our case, you want to use little money so that you can deliver more services to the people. So it's something that should be encouraged for people to come up with different ways. As an engineer, I'm trained to use little resources to get the best out of that". – Samson

Altogether, the majority (9) of the participants characterised intrapreneurship as a human resource-dependent and -driven practice meant to aid service delivery within the existing organisational and legal frameworks. This municipal framework is illustrated in Figure 4.2.

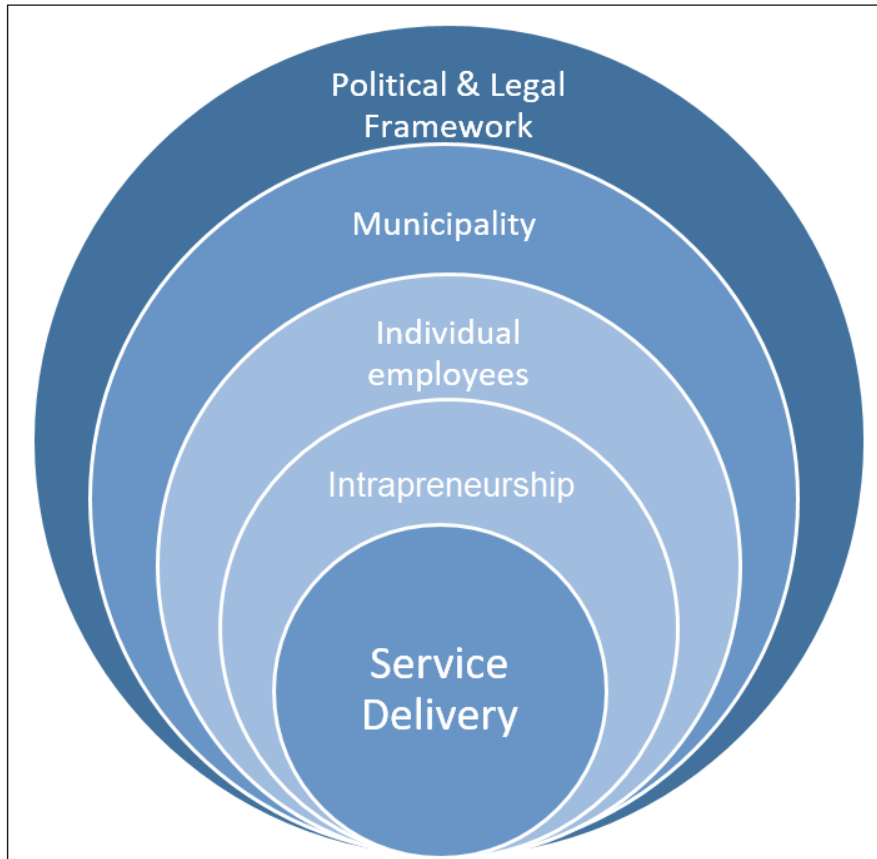


Figure 4.2: Municipal framework

Source: Author's own compilation

A key element of intrapreneurship that the participants identified, as illustrated in Figure 4.2, is that intrapreneurship is driven by individual employees within the bounds of the municipality, as an organisation. The way municipalities operate is governed by a variety of laws and regulations, which means that although intrapreneurship may be practised it has to be done within the boundaries of the law. At the core of every municipality is the issue of service delivery, therefore all intrapreneurial endeavours should be used towards meeting the primary goal of service delivery. For intrapreneurship to be successful it must be premised on an understanding of the strategic direction that the O.R. Tambo District municipalities are taking and can therefore not be viewed in isolation. The terms and phrases that the participants used in explaining their understanding of intrapreneurship in the organisation level are discussed below.

4.3.2 Organisational characteristics of intrapreneurship

While an intrapreneur is an individual, as described above, they can only thrive in an organisation that has certain intrapreneurial tendencies, as implied by the interviewees. In the case of the municipality, participants envisioned a municipality that has institutional capacity and is innovative. This capacity would include skills sets spanning from financial management, to adequate resource allocation and the general empowerment to make decisions.

“It means have capacity to introduce new ideas, [...] it means having personnel that is able to deal with the strategic risk, so that we are able to mitigate those risks”. – Wilson

“Within an institution that is able to be mostly innovative, so to say. Then, within our space and environment, it becomes applicable to employees within the institution, the municipal entity”. – John

Participants also highlighted that for intrapreneurship to benefit the municipality it should be an innate aspect of human capital orientation.

“My understanding is that it’s a concept that deals with the employees’ contribution in the organisation to achieve set mission and objectives...So it’s that contribution, generally, of the employees to ensure that the organisation is achieving its set objectives”. – Richard.

“Unemployment, in this region, is more than fifty percent. We have to think out of the box all the time, and we also have to put blinkers on at times”. – Isaac

The aforementioned indicates that municipal operations have to be based on and are informed by a proper strategic direction.

“Some of these ideas are coming from them (managers) so as to influence the strategic direction of the department, which will ultimately influence the strategic direction of the municipality”. – Tom

In line with innovation being regarded as one of the pillars of intrapreneurship, a municipality that embraces technology is an ideal environment for growth of the intrapreneurial spirit within the municipal district.

“You do need to expose them (employees) to what is happening, the technology that is out there, and you do need to let them think out of the box, on their own, so that they can resolve their own issues, give them problems so that they come up with ideas”. – Isaac

Skills are critical for innovation. A municipality in which intrapreneurship is practised not only identifies and recruits people with the necessary skills, but also embarks on skills development of its existing employees on an on-going basis.

“It means we must commit resources and we must appoint people that have relevant skills, who can drive these new initiatives...Where there are no skills we need to partner with institutions of higher learning just for them to come up with new ideas and give support to the municipality”. – Zach

Although local authorities are funded by central government, a municipality that also has self-generating revenue is more conducive for the growth of intrapreneurship. Similarly, although municipalities are public entities, openness to private sector partnerships provides a support mechanism for innovation. An intrapreneurial public sector organisation can also draw lessons and best practice from the private sector.

“We also need to partner with private sector so that we are able to take their ideas and implement those ideas for the benefit of the local communities. So, what it means to me, really, it’s just for me to ensure that there’s more commitment to innovation”. – Samson

As mentioned, municipalities are regulated by law. As such, municipalities should remain compliant while embracing innovation and supporting intrapreneurship. Some of the laws that regulate municipalities are: The National Constitution, The Municipal Systems Act 32 of 2000, The Municipal Structures Act 117 of 1998, as well as The Municipal Finance Management Act 504 of 2003 (Corruption Watch, 2014).

“It should talk about skills development within it, it must talk about capacity development, allowing and providing a space for innovation, but not really getting off the conformance towards the standards that exist or guides the institution”. – JohnDist

One participant lamented the non-existence of an innovation section/centre within the local municipality arguing that its absence creates an environment which does not foster intrapreneurship in the organisation.

“But the region is bigger, it’s one of the biggest regions within the country, and they do not have a section that deals with innovation, like us at a local space”. – Promise

The participants identified human capital, an environment that is conducive for innovation and on-going skills development as the pillars of successful intrapreneurship in the organisation.

4.4 THEME 2: APPLICATION OF INTRAPRENEURSHIP IN THE MUNICIPALITY

Having defined intrapreneurship, the participants were asked to detail how, if at all, intrapreneurship is applied within their respective local municipalities. There were varying opinions on whether intrapreneurship was practised. Again, there was no consensus on whether certain organisational practices could be taken as evidence of an intrapreneurial environment. The various opinions on this subject are discussed below; beginning with the perspective that intrapreneurship was indeed being applied in the municipalities and the factors that were enabling that.

4.4.1 Enablers to the practice of intrapreneurship in the municipality

Seven of the study participants were of the view that intrapreneurship was being applied. The central viewpoint was that conditions exist in the municipality that essentially amount to intrapreneurship, although those may not be formally referred to as such in everyday discourse. Participants mentioned a process of being given the opportunity to make decisions related to their work as an enabler of intrapreneurship.

The point was made that the standard organisational practice of creating and assigning roles and responsibilities to staff was also at the foundation of intrapreneurial behaviour. These practices ensured that employees focused on tasks for which they were ultimately accountable. Having defined roles and responsibilities, employees were challenged to deliver services to the best of their ability and this spurred innovative behaviours, as employees sought to deliver efficiently and optimally on

functions for which their performance would be assessed and for which they could potentially be rewarded. In municipalities, given the remuneration structures and systems, it is not possible to reward employees directly for being innovative. However, indirect rewards in the form of best employee awards are present.

“We participate by nominating the best employee. So that means that the politicians or the management has put up a structure of making people to deliver and, when you deliver to the best of your ability, there is a reward at the end of the day. So that means that they’ve created this space for intrapreneurship”. – Marcus

The municipality and by extension, the staff have to operate within the existing legislative and policy stipulations. There was a view that council leadership that is headed by the municipal manager and the various section heads remained open to new ideas, and thus employees are being given “space and time” to come up with ideas.

“The Council does not dictate on the method in which I must carry out the set targets. What the institution does is to identify goals in the IDP which must be reduced into strategies and activities. Now, the Council doesn’t dictate to me as to what strategy must I employ in order to achieve that particular objective and, in fact, they give us space to develop our own strategic objectives for our different directorates as well as strategies for them to be adopted”. – Richard

A consultative approach was also said to exist within the O.R. Tambo District municipalities, and this was intrapreneurial, as it allowed for the generation and sharing of ideas. The approach included the existing platforms for gathering input from both internal and external stakeholders.

“Currently, we do sit in departmental meetings. That’s where we can have our agenda but, at some stage, we do have an item where we say: Is there anyone who wants to propose change...so that we can actually improve the municipality? We do see people wide-open thinking and all that. So, it’s something that we are actually doing”. – Samson

Although these conditions may not have been understood by all participants as intrapreneurial, the responses provided evidence that there was enough scope for the enablers of intrapreneurship in the municipality and its functions. The fact that the employees could identify the existence of intrapreneurial scope, as well as interactive policies to allow them to express themselves in their functional roles is a positive sign.

4.4.2 Barriers to the practice of intrapreneurship in the municipality

Barriers are known as the obstacles that prevent movement; in this study barriers are the obstacles preventing the practices of intrapreneurship. Despite the foregone discussion on how intrapreneurship was being applied in the municipality, there was broad acknowledgement that the local municipalities were not fully flexible enough to adopt intrapreneurship. In direct contradiction to an earlier stated view, which portrayed the legislative environment in South Africa in general as being supportive of intrapreneurship, the laws and policies governing local government were highlighted as impediments to the implementation of intrapreneurship in the municipalities. Six of the 12 participants felt that the municipal environment is too restrictive, making it a constraint to foster intrapreneurship. Municipal officials were therefore highly conscious and apprehensive of doing anything that could be construed as a deviation from policy. The restrictive environment encouraged a rigid and mechanical approach to the discharge of duties, contrary to intrapreneurial tenets.

“As you would know, local government is a very complex organisation. Highly, highly legislated. So, even if a person would want to be innovative, that innovation must happen within the context of the legislation and legal framework”. – Peter

“As officials, we are only appointed to carry out a decision of the Council based on the policy which they have adopted. That’s why, if you are found to have used something different from the policy and it is realised that, in the process, you have contravened what is in the policy, then there’s no mercy on you”. – Hamilton

What further complicated the regulatory environment was that there were no policies that directly addressed and supported the idea of intrapreneurship.

“There is no formal policy in the municipality on intrapreneurship. It becomes an initiative of the individual to do such things around your area of responsibilities”. – Richard

To add to the above, one participant was of the view that some of the existing policies were poorly researched and therefore failed to address existing challenges. In addition, policies that did not adequately address pertinent matters could not aid the development of relevant solutions, but rather perpetuated “outdated strategy”.

“The policies are not based on thorough research and findings [...] as we speak, today, there’s going to be a plethora of turnovers, senior management leaving local government, because of these policies that are not really well-thought, unfortunately”. – John

Although some participants said that there existed a consultative decision-making approach this was dismissed by five participants who felt that the system was rather top-down and that such a system does not foster intrapreneurship.

“The policy doesn’t allow that particular space. In fact, even if you are being audited, the auditor will check if you have followed the procedure as it is [...]. So, there is no flexibility within our policies for such, to do things in your own way”. - Peter

The lack of a formal policy pertaining to intrapreneurship meant that there was no funding allocation for additional projects in the annual budgets of municipalities in the O.R. Tambo municipalities.

“There are a lot of innovations that have come from the employees that need to be implemented, but some are not being implemented because of lack of resources”. – Isaac

A recurring theme around the concept of intrapreneurship was that it was associated with the adoption of new technologies. The local municipalities were regarded as lagging behind in this regard, partly due to budgetary limitations.

“If you are in a communication space, you’ll want to be innovative to say probably, as part of innovation, let’s talk about record management, let’s go

paperless. The first thing is that it's a brilliant idea, (but) do you have resources to do that? Do you have budget to support your idea"? – Richard

Generally, the responses from participants indicate that the environment was not wholly enabling in as far as promoting intrapreneurship was concerned. The major area of reservation as indicated by the participants, was the legislative and policy environment that curtails individual initiative. The legislative and policy environment was also hampered by the fact that there were not written parameters around which functionaries could employ intrapreneurial practices.

4.5 THEME 3: FACTORS THAT INFLUENCE INTRAPRENEURSHIP IN THE MUNICIPALITY

The preceding sections presented the views of the study participants on what they understood by the term intrapreneurship, as well as an assessment of current practices that either supported or impeded intrapreneurial practices in the municipality. The next phase in the enquiry was to gather opinions regarding factors that could influence intrapreneurship in the municipality. A sub-theme, namely, the constraints was identified as factors that could influence intrapreneurship in the municipalities.

4.5.1 Constraints

Participants mentioned ten constraining factors that influence intrapreneurship, as illustrated in Figure 4.3. Constraints are limiting and restricting factors that hinder intrapreneurial practices. These factors include, *inter alia*, regulatory, financial, political, bureaucracy and human resources constraints. Figure 4.3 shows the intersectionality of these constraints in influencing the lack of ease with which intrapreneurship could be applied in the municipal context. These constraints, as illustrated, do not impede as single factors but contribute to a composite environment that impedes intrapreneurial practice.

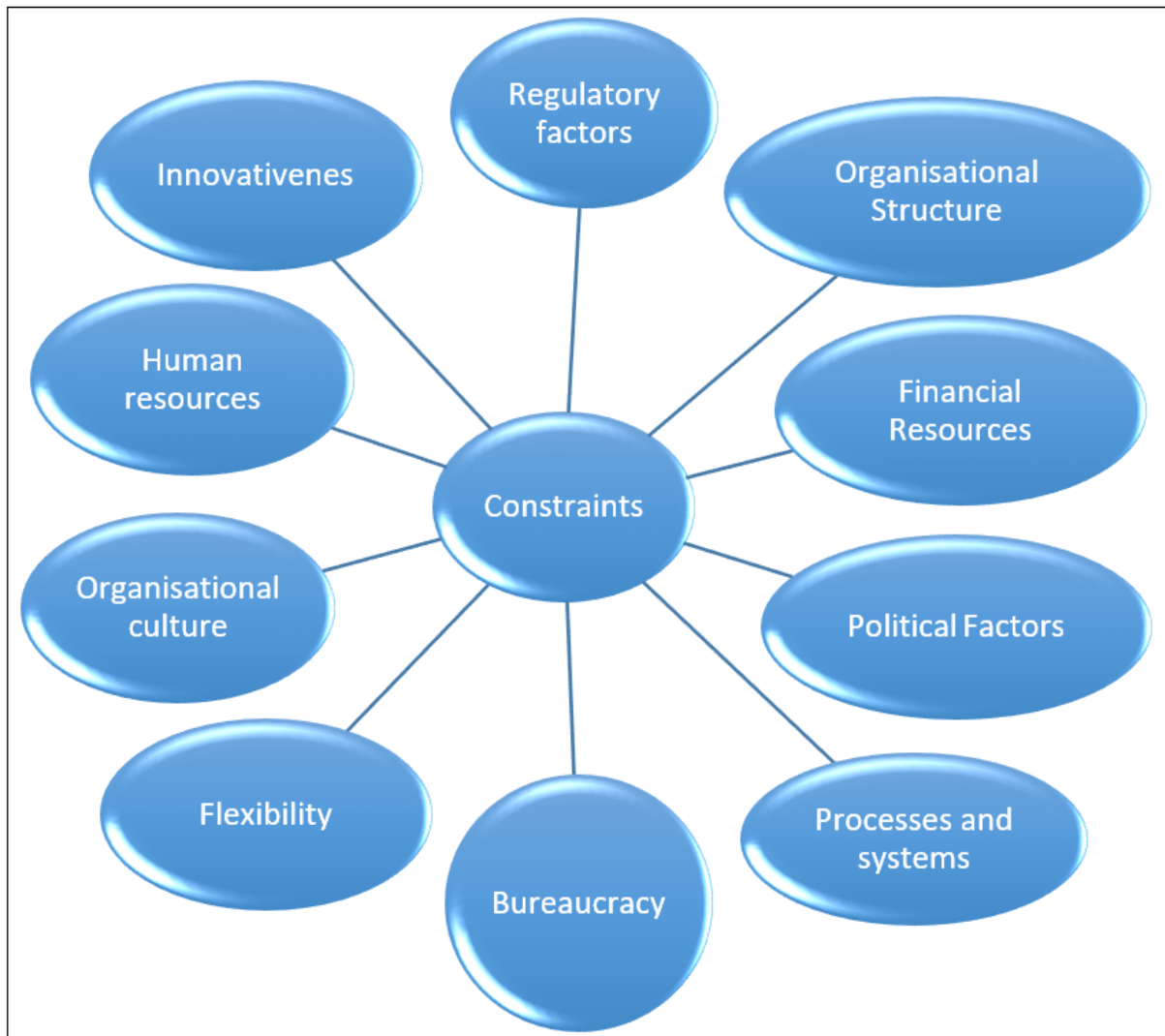


Figure 4.3: Intrapreneurship constraints

Source: Author's own compilation

4.5.1.1 Regulatory factors

The O.R. Tambo District Municipality was created by statute (Corruption Watch, 2014). One of the arguments in this line of thought is that existing legislative frameworks at the national and local governance levels were in favour of intrapreneurship in theory but not in practice. An enabling legislative framework is therefore paramount for any intrapreneurial activity to take place. The intrapreneurial activities would involve regular policy evaluations in which policies that curtail innovation are identified and amended. The participants, Zach, Hamilton and Samson (interviewed participants) explained how regulatory factors hinder intrapreneurship in their respective municipalities. This is reflected in the following quotes:

“The policies are there, though they’re not more specific. You would look at your supply chain management policy, that’s the policy that you would use to advance intrapreneurship. You would look at various policies, your HR-related policies, your economic development, funding and strategies. Those are the policies that should be talking specifically to intrapreneurship”. – Zach

“As officials, we are only appointed to carry out a decision of the Council, based on the policy which they have adopted. That’s why, if you are found to have used something different from the policy and it is realised that, in the process, you have contravened what is in the policy, then there’s no mercy on you”. - Samson

“At our level, for example, you just have to do as Council tells you because, if you don’t, then you are likely to be chased out. Because we get employed by the Council. Even though the position gets advertised, you apply just like any other person, but then interviews are conducted by counsellors, the actual employment [...] they are the one that decide whether you should be employed or not. So it’s really tough”. – Hamilton

“The municipality is over-legislated”. – Zach

4.5.1.2 Bureaucracy

Bureaucracy was mentioned as one of the constraints to intrapreneurship. The bureaucracy that characterises the local government procedures has the effect of slowing down decision-making and killing off what could have turned out to be intrapreneurial and innovative initiatives. Two of the participants highlighted that this militates against innovation.

“Red tape, the delays in the process, and also the readiness of the communities to receive major investment programmes”. – Promise

“I think the system is structured or the systems that govern local government, it’s too much of a red tape. I think the systems that govern local government are too much restricted to an extent that, in most cases, the people, when they perform, they might find it even demoralising because it becomes a bit stringent or difficult to really recognise what they are doing out of what is provided there systematically”. – John

4.5.1.3 Political factors

The municipality falls under political leadership and therefore could not escape the political element. Buy-in by politicians is imperative for intrapreneurship to take root within the municipality. The buy-in entails full appreciation of the importance of intrapreneurship by the policy makers. Five participants highlighted the importance of role clarity by and among politicians, as well as a stable political environment. Participants also mentioned that politicians and management are not working together. As such there is no congruency of efforts, since at times, the two groups of stakeholders seem to be working against each other.

“I think there must be a political way, there must be a buy-in where the politicians, who are the policy-makers, they need to understand the importance of intrapreneurship, it’s very critical [...] there’s nothing you can do in a municipality unless there is a political way, meaning that the intrapreneurship has to be understood by the politicians”. – Richard

“So, the challenge that we might have [...] if we deal directly with the ward councillors, they won’t allow us because they’ve got pressure from the communities”. – Anthony

“You mentioned about the political interferences, because sometimes, although we deal directly with the portfolio head, some councillors [...] are coming to harass, when we go to the site, they come and interfere with our work. So, if they can control that”. – Samson

“There’s the integration between politicians and officials, it’s overwhelming, so that makes it a bit confusing and maybe that affects people to be over...to have the over zeal of doing things because of the environment, because, at times, it is interpreted politically whilst it was just a typical high-performance type of a person”. – John

“There’s nothing you can do in a municipality unless there is a political way meaning that the intrapreneurship has to be understood by the politicians”. - Marcus

The recorded results show clearly that the link between service delivery issues and political interferences in the running of municipalities has an influence on the extent to

which intrapreneurial practice may be applied. The coexistence of political ideals and the functional demands of service delivery provide a rough terrain for the fostering of intrapreneurship. There has to be a clear distinction between the policy role of the politicians, and the municipal employees who are ultimately responsible for the provision of services to the municipal residents.

4.5.1.4 Organisational structure

Four participants highlighted the need for a clear, but flexible organisational structure that exhibits an openness to organisational development and change. The management philosophy has to be one that is open to new ideas and innovations and should also be one that nurtures innovation and intrapreneurship. The municipalities must also have structures that allow for upward growth and out-of-the-box thinking, thus fostering innovation and intrapreneurship. Employees ought to feel that there is room for career advancement if they perform well in the positions that they currently hold. This is reflected in the following quotes:

“I think, with this one, one of the key factors that will influence intrapreneurship in our municipality is to have a flexible organisational structure that will allow a pathway for upward growth [...] in that one, recruitment must be flexible in such a way that it must be able to recognise the potential but at the same time the institution must be able to source out expert skills”. – Zach

“Council, basically, is the body of counsellors that make laws that make decision on the direction that the municipality follows. So the Integrated Development Plan of the municipality, actually, you would say, is developed by them [...] So the Council, basically, is a group of politicians that make [sic] laws, bylaws, policies, and decisions on behalf of the communities”. – Hamilton

“When we talk of your municipality, we talk of many functions that are there. Then, if you can't integrate in those functions with all the stakeholders, you talk of committees, this thing of traditional leaders, priests and the stuff, because you need to work together then”. – Tom

“We have senior managers of the department sitting on that platform [...] in terms of the structure we have, the head of the department, which is the senior manager, will have someone who is middle manager, which is our level. You then have your officers right up to the clerk level”. – Wilson

The constraints that emanate from the structural defects in the council seem to contribute to the decisional limitations alluded to by the participants. At the heart of this structural element is the need for the integration of the stakeholders to promote flexibility. The developmental plan is the product of councillors. The implicit constraint is the ability of the municipal employees to successfully implement the stated elements of that plan. Councillors are elected or appointed, and their objectives and priorities may be different from those of the employees who are supposed to be the technocrats. If the lack of goal/objective congruency is not addressed, this will have a negative impact on service delivery. These responses seem to suggest a more flexible structure that will see to the devolution of decision-making processes.

4.5.1.5 Organisational culture

Intrapreneurship, by definition, is an intra-organisational phenomenon. Hence, an organisational culture is needed which is conducive for the promotion of intrapreneurship (Van der Waldt, 2015). There has to be a culture of performance and a willingness to take risks in pursuit of excellence and new opportunities. Ultimately, the right culture has to be commonly shared across the entity. This view is shared by six of the participants who highlight the importance of culture in fostering a spirit of innovation and intrapreneurship.

“We do have a culture to a certain extent, but the culture really has to be cutting across all departments because a director for infrastructure should be having that intrapreneurship spirit and culture, a person from finance, a person from corporate services, a person from community services, and all of the departments”. – Samson

“Most government institutions don’t naturally have the culture of performance”. - John

“Spirit might be there, but I do think we still need to do more as an organisation to actually inculcate and encourage that intrapreneurship spirit within the workforce”. – Richard

“I am not certain what the organisational culture here is but there is a culture [...] I’m not even sure if, all of us, we understand the culture. So, I underline the fact that it is an important issue, but I’m not sure what the culture here is [...] Of course, there are norms and standards but to what extent are people adhering to those norms”? – Promise

“The culture of the organisation, it must be an organisation that supports the employees who go attend relevant courses to keep up to date”. – Peter

“When you talk of culture, it’s problematic. There are many challenges”. – Tom

Intrapreneurship itself could be well developed if the municipality has an enabling culture. The fact that some of the participants expressed ignorance as to what organisational culture means for the council is of great concern. One of the limitations indicated that the intrapreneurial culture did not permeate the entire organisation and that presents an opportunity to probe ways to stimulate an intrapreneurial culture.

4.5.1.6 Human resources

By definition, intrapreneurship is supposed to be driven by the managers. It was not surprising therefore that most of the factors that were mentioned in relation to influencing intrapreneurship in the municipality pertained to human capital. Five participants identified the following as the missing human resource elements:

- Recruitment of people with the right skills.
- Ongoing in-service skills and knowledge acquisition.
- Performance management and incentives system.
- Recognition of potential.
- Succession planning and promotion.
- Staff retention.
- Stable and cordial labour relations.

“Have challenges in terms of human capacity”. – Promise

“I think the leadership of the municipality, which is your politicians [...] Council is made of politicians, in terms of their leadership...their background mostly they are teachers. It’s rare you will find a Council member that’s an engineer or anything like that. And then you get an MMC that’s a teacher by background to manage human settlements portfolio. So you talk about these things, it’s going over their heads”. – Peter

“Managers who are naturally slow performers, they would then feel threatened by those ones who are always high innovative and come with new ideologies and they’re thinking out of the box”. – John

“If we can have our officials, having them embedded with the knowledge and the skill as far as intrapreneurship is concerned, we’ll change our municipality”. – Marcus

“The resources include also the labour, because you’ll find that, at the organogram, we have ninety workers that are supposed to be around this is an example, but you’ll find that we have sixty that are employed. So thirty is outstanding, and we end up using casual workers and, those casual workers, they work on cycles. Maybe they work for six months, every six months we have to change them, so it means we have to train now and again”. – Anthony

The responses provided by the participants criticised the expertise of the sitting councillors by alleging that there was incongruence between them and the tasks that the municipality needed to perform. The councillors are elected to represent the interests of the political parties and people who voted for them. After being elected, the councillors have a policy-making role which impacts how municipalities are run. The councillors are not necessarily qualified, nor equipped to understand the service delivery imperatives of the O.R. Tambo District municipalities. As mentioned in Chapter 2, some political parties have cadre deployment policies which result in senior positions being occupied by people who might owe their allegiance to the party instead of the municipality. Generally, capacity to deliver could therefore be faulted on the skills set available and this could also lead to a limited will related to intrapreneurial endeavours.

4.5.1.7 Creativity and innovativeness

Six participants emphasised that creativity and innovativeness among employees is lacking in the municipalities. They also pointed out that this often leads to frustration, which can be one of the reasons why there are occasional protests by community members.

“Lack of creativity, innovativeness among the municipal officials creates a big gap as regards to service delivery”. – Marcus

“That’s why you see [...] people, when they are toyi-toying for the access road, they burn the clinic. And, after burning the clinic, toy-toying for the access road, they fight each other, they cut each other with knives”. – Marcus

“Sometimes you’d have challenges in terms of your stability. People would not own up to different projects”. – Anthony

*“The municipality needs innovative staff, proactive staff, and capable staff so that they are able to deliver this capable state in relation to the 2030 vision”.
- Richard*

“We do have people that are innovative but, if I were to rank them out of ten, I would say two out of ten”. – Wilson

“When you look at the human development in the index for the region, we’re the lowest within the province and the country, O.R. Tambo is the worst region in terms of the poverty level. So it calls for us to be more intrapreneurial in terms of the projects that we identify and projects that gets to be implemented”. – Promise

4.5.1.8 Flexibility

Three participants identified inflexibility in the structure, processes, and policies as constraints that hinder intrapreneurial practices in the municipalities.

“I think, with this one, one of the key factors that will influence intrapreneurship in our municipality is to have a flexible organisational structure that will allow a pathway for upward growth”. – Zach

“So there is no flexibility within our policies for such, to do things in your own way”. – Samson

“Even if you provide a platform that allows those people to be who they are to some extent they must still work within some confinement”. – John

There was an indication that excessive rigidity existed in how the municipality conducts its business processes. Flexibility is one of the principles that drives intrapreneurship, and where it is lacking, as was indicated by the participants, that impedes intrapreneurship (Burchell & Kolb, 2006).

4.5.1.9 Financial resources

Four out of the 12 participants mentioned that municipalities receive limited funds from central government and this has the effect of hindering service delivery and limiting intrapreneurship levels. This, coupled with the high number of indigents in the municipality, means that there is little room to innovate, since funds are limited.

“We not only rely on the funds that we receive from government but, at the same time, our mandate is to bring services closer to the people. With the limited funding that we have, we are just unable to reach all the thirty-two wards of the area”. – Hamilton

“The money that we use for provision of services, it comes as conditional grants from National Treasury [...] it comes with conditions to say what type of service can you provide, what level of service can you provide, how do you do procurement of contractors to be able to provide those [...] you can't manoeuvre [...] otherwise you lose the funding, or it can be interpreted as being corrupt if you use it differently, even if it benefits the community positively”. – Peter

“Because, the innovations, you'll find that they are aligned to IDP so they can help the municipality, but there are no resources to implement. So, if there can be enough resources, the service delivery can be upgraded a lot [...] because it's the resources that we are short of, resources like machinery, we only have machinery, we do not have enough funds because, if do not have machinery, you must have money to do those things but, ideally, we must use our own machinery”. – Anthony

One contrary voice mentioned that municipal financial resources are available, but it is the manager's prerogative to allocate funds according to municipal priorities. .

“Funds are not a problem [...] you can need more money; you can save more money on the other side. In terms of supporting where you'll say that maybe that new strategy, that new innovative way, is going to need some funds, it's up to you as the manager of the department, you just budget for it, it goes to all the process for the budget to be approved. Once it is approved, then it's very easy”. – Tom

There were contradictory notions about funds, with some participants indicating that funds were a problem and others indicating that they were not. This dissonance is worrying, since it indicates communication as well as transparency issues. It may well indicate structural faults within the organisation, since there is no uniform understanding of the financial situation. The financial element can therefore be a constraint at the reporting level, as well as at the disbursement level. Financial resource constraints sometimes restrain the intrapreneurial spirit.

4.5.1.10 Systems and processes

Municipal systems and processes were mentioned by three participants being too weak to foster innovation, and that there is a need for improvement of the systems and processes. As mentioned by Zach, the system does not allow for the quick implementation of an ordinary employee's innovative ideas.

“Systems are not yet allowing that an ordinary person who has an innovative idea could just quickly penetrate through into the decision”. – Zach

“I think these systems don't allow high-performing people that are intrapreneurial because, when they perform, it's misinterpreted”. – John

“I think the issues around the systems, local government systems, they very loose, in a way, so you are unable to track down [...] I know that there's AG and all that but, in most cases, you are unable to track down as what is actually happening. So if they can improve systems, turnaround”. – Wilson

The fact that participants identified systems as preventative to the intrapreneurial individual, is key to understanding the possibilities of creating spaces for innovation in

the municipalities. Restrictive systems do not augur well for progressive and innovative interventions as they restrict the employees from being innovative.

4.6 THEME 4: FACTORS THAT INFLUENCE SERVICE DELIVERY

In view of the constraints mentioned in Section 4.5.1, the following section will present the factors that the participants considered more or less generic for effective intrapreneurship in the municipality. Participants mentioned five factors that would enable intrapreneurship and improve service delivery. The enablers of municipal intrapreneurship that were identified are: skilled labour, management support, motivation and rewards, policies and innovation. The enablers are those organisational and individual features and characteristics that foster the intrapreneurial spirit. The intersection of the enablers means that there are complex factors at play.

The enablers are shown in Figure 4.4 and are then briefly discussed in the section below.

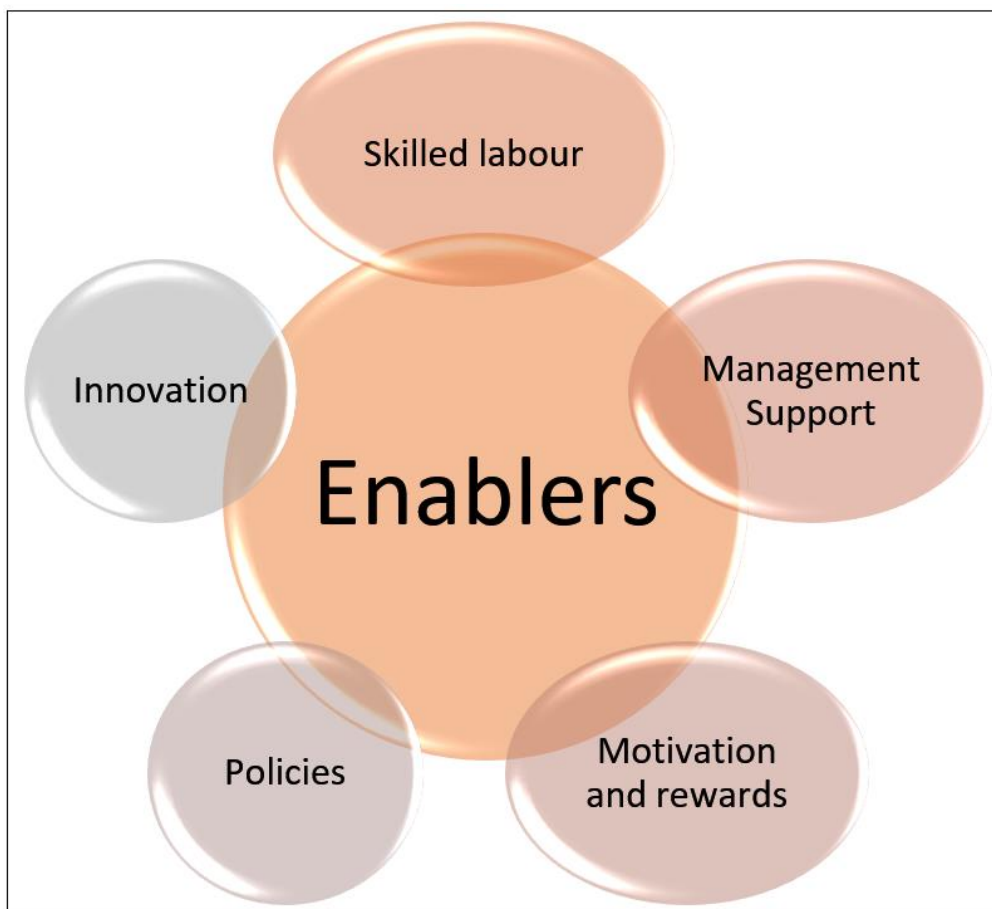


Figure 4.4: Enablers of intrapreneurship to improve service delivery

Source: Author's own compilation

4.6.1 Innovation

Nine of the participants said that the municipality needs to pursue a service delivery model that is premised on an intrapreneurial environment which is innovative, efficient and quality-driven. Among other things, such an approach attracts skilled people to the municipality, while also challenging and motivating those already in the institution to come up with innovative solutions. Consequently, there will be less reliance on external contractors and this would help to reduce costs. Relying less on contractors is critical, as it will help the municipality to come up with innovative solutions to community issues as they are identified.

“You’ve got to look at innovative ways of providing good-quality roads without necessarily doing your black surface as we know it, which is expensive. We need to find other ways and other materials that we can use to develop more roads”. – Hamilton

Intrapreneurship involves embracing new technologies and ways of doing things. Embracing new technologies results in improvements in local government systems and enhanced efficiency by ensuring “things were done right the first time”. In the process, this creates useful service quality benchmarks.

“We have an app which says in our communities, if there is a leakage, the people just go on an app and they just SMS [...] that is intrapreneurship (through) which we are managing to improve on the service delivery”. – Peter

“Creativity also had the effect of helping conserve vital resources”. – Samson

“With the intrapreneurship, it has enabled us to save water, to make services environmentally friendly, to do something like that”. – Tom

The sum effect of the above and other influences of intrapreneurship was to “close gaps in service delivery” and ensure delivery on set targets. Moreover, this was achieved by focusing on the quantity, in addition to the quality of services that are delivered by the municipality.

“Remember, you have to try and improve the efficiency...as much as you are pushing for quantity, you must also get the quality. So, if you introduce proper

technology to try and be able to track down the quality, then you'd be able to improve the situation". – Anthony

As one of the critical elements of intrapreneurship, innovation is key to infusing an intrapreneurial spirit in the municipality. The participants were unanimous in underlining the importance of technological innovations, as well as applauding instances where the municipality has shown an innovative streak, such as in developing cell phone applications to report power failures and pipe leakages in the municipalities. The technology that has been introduced is not merely limited to a website, but involves systems and processes as part of ordinary and daily activities executed by municipal staff as well. Of importance is the fact that participants acknowledge the importance of innovation in enhancing service delivery at the O.R. Tambo District municipalities.

4.6.2 Skilled labour

Three participants mentioned the importance of employing skilled personnel who can introduce new initiatives and promote intrapreneurship.

"It means we must commit resources and we must appoint people that have relevant skills, who can drive these new initiatives". – Promise

"Need to have people that have capacity. For instance, the management, you need to have good leaders, people that have leadership skills that would actually talk or be able to promote this intrapreneurship". – John

*"We have had backlogs for years. Initially, it was a little bit of capacity problem, but we don't have that problem anymore. Now it's the political side".
– Isaac*

A skilled labour force enables confidence in the use of intrapreneurship. The indication by the participants is that there is a need to align skills with municipal tasks to enhance intrapreneurship. If the employees are appropriately skilled then they can apply those skills to solving service delivery issues, which will in turn allow the municipality to more effectively fulfil its service delivery mandate.

4.6.3 Motivation and rewards

Eight participants were of the opinion that motivation and rewards are drivers of innovation. Some participants mentioned that since rewards and incentives are only awarded to the top-level managers in the district municipality, this has the overall effect of reducing innovation. Their argument was that if these rewards and incentives could be cascaded to lower-level employees, there would be an increase in innovation as the rewards will be acting as extrinsic motivators.

“We try to motivate them but, going forward, we might have to cascade the performance management system so that we can give rewards in any form”.

– Samson

“For the municipality to achieve the IDP goals, they need motivated staff, they need innovation from staff, self-renewal of course, proactiveness”. – Richard

“That we need to have systems in place, because we need to have those so as to motivate those people because, at the end of the day, what the person will bring will really assist the municipality. So there need to think of some ways of coming up with systems to motivate. But, as of now, no, there’s nothing”. – Wilson

“Benefits are only at the level of section fifty-six managers, which is directors and the MM, those that are at the highest level, directors that are reporting to the MM as well as MM who is reporting to the mayor. A thirteenth cheque is for everybody, whether you performed or not [...]. At lower level, it’s just the pat on the shoulder. There are no rewards whatsoever.” – Samson

“Nope, there are no incentives at all”. – John

“I think we need to create incentives, make sure that we set realistic targets, identify people, capacitate them, look at what other municipalities doing, identify those opportunities, and identify the drivers for intrapreneurship”. – Zach

“There is no policy that speaks to rewarding people with innovation in certain sectors. So there’s no policy to that effect”. – Peter

“If a person shows innovation, right attitude, contribution to the achievement of the municipal targets and service delivery, then it should be promotion, it should be training and development”. – Richard

It would seem that the belief by the majority (8) of the participants that rewards and benefits as drivers of innovation may be misplaced. The intrapreneurial spirit thrives mostly, through an intrinsic and individual decision to invest selfless commitment to the prerogatives of an organisation. There is a need therefore to examine the attitudes that prompt such responses among the participants.

4.6.4 Policies

No formal policies that promote intrapreneurship exist. Eight participants mentioned that there are gaps in the municipal policies.

“There is no formal policy in the municipality that meets at intrapreneurship. It becomes an initiative of the individual to do such things around your area of responsibilities. And I think a bad thing is that, because it’s not a policy of the municipality, it doesn’t come with resources, so you’ve got to go out and look for resources as an individual”. – Peter

“When you do the scanning and analysing your policies [...] we are able to say this is where we need to improve, this is where we identify policy gaps, and then we fill those gaps during the processes of policy development and policy review”. – John

“Look at various policies, your HR-related policies, your economic development, funding, LED (local economic development) strategies. Those are the policies that should be talking specifically to intrapreneurship”. – Richard

“As the municipality, we need [...] to scan our policies and see if, really, they do favour concept, because one would say some of them do favour but some really do not favour [...] this is where we identify policy gaps, then we fill those gaps during the processes of policy development and policy review.” – Hamilton

“The way government works, if things are not made policy of the institution, then nobody pays attention to that, nobody supports that and all that. But I think it’s not something that affects only O.R. Tambo District municipalities. You’ll find it to be prevalent throughout South Africa, except for the metropolitan municipalities”. - Peter

“Not really. I’ll say the policies within institution does not really allow”. – John

“We have this environment where you have politicians and you have administration. Politicians only think positive; they don’t think negative at all. We, as the administrators, have to try and pander to everybody’s needs”. – Isaac

In contradiction with the above, Marcus and Promise emphasised that policies do promote intrapreneurship.

“We do have policies to really talk to the spirit of intrapreneurship, but I think the challenge is the implementation part of that policy, and, also, we don’t have clear oversight in terms of ensuring that whatever has been planned, like the leadership, is implemented.” – Marcus

“Policies, they foster intrapreneurship [...] there are policies in place which allows you to implement, which allows you to acquire more knowledge and skill to drive your agenda to another level”. – Promise

From the responses regarding to matters of policy, it was made clear that policy formulation and implementation should be aligned to the prerogative of the municipality to become intrapreneurial. Participants mentioned the fact that there was no stipulation in policy that tacitly or explicitly promotes intrapreneurship.

4.6.5 Management support

Nine of the participants highlighted that management support is a special driver of motivated and innovative employees. The participants mentioned that politicians and top-level managers need to be willing to support innovativeness, creativity and have a deep understanding of intrapreneurship.

“At the same time, we cannot do that alone, as officials. We need to get buy-in from politicians because we can come with those brilliant ideas but if there is no backup in terms of buy-in”. – Hamilton

“There are managers that are not able to work with other people”. – Tom

“The municipality doesn’t promote, it doesn’t say the one who came up with ideas where we spend less than we had planned, we will increase the allocation to his directorate or something, which would also be a reward at a higher level that says anyone who has come up with something that has not been thought of we’ll promote to increasing the budget. It’s not happening. It’s not happening now”. – Samson

“I think then it also talks to the willingness. I think that’s one of the things, the capacity and willingness of us as leadership and management, I think that’s one aspect in general. I don’t think we have willingness, most of us”. – Richard

“The issue of communication and proper management by the management... is that we don’t want to manage while we are the managers”. – Tom

“It’s lack of creativity within the managers to create space for others to come”. – Samson

“Here must be a buy-in where the politicians, who are the policy-makers, they need to understand the importance of intrapreneurship”. – Marcus

“Being vigilant, as the leadership and the management of the municipality, will assist us in considering intrapreneurship factors to say that let’s be able, as the management, to get things right first time”. – Zach

Management support alludes to leadership issues that would be strategically positioned to create an environment that would promote intrapreneurship. The participants complained about the lack of willingness to foster an intrapreneurial environment, which indicates a clear need to redirect municipality leadership to create an enabling environment to assist self-expression of professionals to advance the municipality’s service delivery tasks.

4.7 SUMMARY

The findings were divided into four themes which are: understanding of intrapreneurship, application of intrapreneurship, factors that influence intrapreneurship in the municipality, and factors that influence service delivery. The data shows that most participants have an understanding of the concept of intrapreneurship. The majority of the participants pointed out that intrapreneurship is generally an individual phenomenon but may be influenced by the municipality in a number of ways. There are political factors, as well as organisational factors, which may work for or against intrapreneurship. It was noted that there is a lot of political interference in the way that municipalities are run, and this has a negative impact on innovation and creativity.

It was also clear that for intrapreneurship to take root there is a need for rewards to act as extrinsic motivators to the individual employee to foster innovation. Intrapreneurship enablers and barriers were also identified. The barriers and enablers are both internal and external to the municipality. What stood out is the interconnectedness and the overlap that exists among all the themes.

The next chapter discusses the findings, condensing these into conclusions and recommendations on how intrapreneurship practices could be employed in order to improve service delivery within the O.R. Tambo District Municipalities. In the next chapter the triangulation of the results from the interviews with the document analysis will offer a lucid analysis in respect of the attendant research objectives stated in Chapter 1.

CHAPTER 5: FINDINGS OF THE RESEARCH STUDY

5.1 INTRODUCTION

The previous chapter presented data that were gathered during the data-collection process. The data included responses from 12 high-level employees of the O.R. Tambo District municipalities who participated in semi-structured interviews. This chapter provides a general discussion of the results that were presented in the previous chapter. It summarises the implications and findings of the study. The participants in this study had three to five years of experience and decision-making authority in managerial positions within the municipalities, and inferences from their responses informed the trajectory of the study. Due to the fact that they occupied positions of authority within the municipalities they offered meaningful insights to the interview questions. The researcher was responsible for collecting all the data herself.

In addition to the data that was collected from the interviews, the researcher delved into literature dealing with intrapreneurship as practiced in public sector employment elsewhere. Furthermore, documents relating to the functions of the municipalities, which included policy material, developmental plans, reports, process documents and audit reports relating to the municipalities under review, were collected. Triangulation was therefore achieved by using literature, documents and interview data. The documents assisted to unravel both the enablers and impeters of intrapreneurship in the context of the public sector ecosystem and bureaucracy as viewed by the municipalities in the O.R. Tambo District municipalities.

The following research question was formulated:

RQ: How can intrapreneurship contribute to enhancing the effectiveness of service delivery in the O.R. Tambo District Municipality?

Emanating from the research question were the following objectives that guided the process of the research:

The **primary objective** of this study was to explore the intrapreneurship practices that could improve service delivery within the O.R. Tambo District Municipality.

The **secondary objectives** were formulated as follows:

- To explore factors that may influence intrapreneurship within the O.R. Tambo District Municipality.
- To explore the factors that influence effective service delivery in the O.R. Tambo District Municipality.

5.2 THEMES IDENTIFIED FROM THE RESEARCH DATA

The analysis of the data led to the identification of four specific themes and their resulting sub-themes. Theme 1 consisted of two sub-themes, namely, the personal-level characteristics of intrapreneurship and the organisational-level characteristics of intrapreneurship. The research findings delineated in Chapter 4 established that the sample interviewed were all from management levels. This was essential to the study because of the management's role in facilitating intrapreneurship. Intrapreneurship is considered as a management concept (Antoncic & Hisrich, 2003). According to Westerberg, Nilsson and Falholm (2011), management wields significant influence in facilitating the intrapreneurial spirit in an organisation. By virtue of the participants' senior managerial roles in the municipalities, they are in a position not only to ensure that municipal activities were entrepreneurially driven, but also to add their own creative inputs in directing municipal activities.

5.2.1 Defining intrapreneurship

Most of the participants were able to define the term intrapreneurship. They were able to identify the personal dimensions of intrapreneurship. North (2015) states that the generation of new knowledge and innovation should not be conducted top-down but rather it should permeate the entire organisation. It is individual creativity that results in intrapreneurship. Intrapreneurs possess certain characteristics which include, *inter-alia*, opportunity-seeking and pursuit, resource procurement, risk-taking, proactiveness and innovativeness (De Jong & Wennekers, 2008). Azami (2013) also sees intrapreneurship as a way of doing business that allows people to be innovative while working for an organisation. This innovation results in benefits to the organisation as well its customers. In the case of O.R. Tambo District municipalities the participants identified innovation as a key pillar of intrapreneurship.

Of the participants, Hamilton had this to say: *“I understand intrapreneurship as a way of ... trying to be innovative within the municipal environment”*. John added to this saying that, *“intrapreneurship is about the self-character, I’ll say, being developed within someone, innovative type of a person within the institution”*.

Innovation and creativity are not the only key individual determinants of intrapreneurship. There are other determinants that include being business-minded and having the necessary knowledge. Participant Wilson said that, *“Intrapreneurship is more of the know-how, as an individual, of understanding, as it’s more of being business-minded within the institution, that is working for the institution, that would be trying to improve the municipality in a way that looking at ways of generating revenue, looking at ways of improving the well-being of our communities”*.

According to Forbes (2011) an intrapreneur ought to have understanding of both the external and internal environments. The understanding particularly is important as it will enable the intrapreneur to navigate the internal environment, which is often bedevilled by politics and rigid structures and policies. A review of the documents and policies collected from the municipalities showed that no programme could be identified that indicated an agenda by the municipalities to empower employees to practise intrapreneurship. This means that municipal employees are not afforded the opportunity to practice entrepreneurial activities in their work environment due to the absence of intrapreneurial policies, which resulted in lack of innovative ideas to accelerate service delivery. It was therefore concluded that although the range of skills and experience existed in this context, these were not necessarily being leveraged to promote intrapreneurial practice. Not all the managers understood intrapreneurship in the O.R. Tambo municipalities, Tom said: *“I’m a very open person, I think intrapreneurship in myself, I have the space”*. Samson added to this saying: *“I’m only familiar with the entrepreneurship, not intrapreneurship, so I know very little about intrapreneurship. I know that it is very similar [...] it shares certain characteristics with the entrepreneurship but, certainly, to me, it’s a new word.”* It is therefore evident that there is no focus on intrapreneurial activities and it is left to each manager to do so, given that some managers did not even have an understanding of intrapreneurship.

First finding: Intrapreneurship is not consistently applied in a focus approached in the O.R. Tambo District Municipality.

Azami (2013), citing Hirsch (2003), identified seven dimensions of intrapreneurship. Azami posited that intrapreneurship results in new ventures and businesses. Secondly, it results in product/service and process innovativeness and innovation. Thirdly, it results in self-renewal of the organisation, as well as proactiveness. Careful consideration of the dimensions show that it is the organisation that mainly benefits from intrapreneurship. The above-mentioned dimensions of intrapreneurship would benefit the municipalities, as intrapreneurial employees would be innovative and proactive in developing new ways of accelerating service delivery.

5.2.2 Enabling environment

Bhatia and Khan (2013) maintained that the creation of a conducive environment is important both for the individual as well as the municipality. For the organisation, they argue that an intrapreneurial environment is important because the employee becomes the change agent. A change agent is an employee that is focused on organisational transformation (Carnall, 2018). Once an employee becomes a change agent, they will then be free to bring forward new ideas and innovations. The conducive environment not only fosters intrapreneurship, but also creates an environment where service delivery is improved, with the result that the municipality is able to meet its constitutional mandate. It is therefore important that the O.R. Tambo District municipalities enable their staff members to become more innovative.

As Byrd *et al.* (2002), opined that an enabling environment is also important for the individual employee, as it will give employees access to company resources, as well as allowing the employee to gain the necessary experience, which will come in handy should the employee be promoted or move to another organisation. Intrapreneurship thrives best in a flexible organisational environment where employees are allowed to be creative. Rundh (2011) defines flexibility as the ability of an organisation to respond to and introduce change. There is a need for greater flexibility and decentralised in public sector decision-making (Roche, 2007). The Scarce Skills Policy (O.R. Tambo District Municipality Policy) contains a number of clauses that encourage such an environment, and these include the following:

- Less supervision of employees;
- Allocation of “exciting” jobs to employees;

- Allocation of higher responsibility to employees; and
- Allowing employees to “learn from mistakes”.

While there is a realisation that an enabling environment is important, the problem that works against intrapreneurship in the O.R. Tambo District municipalities is that most actions are guided by policies and laws. However, the Scarce Skills Policy (O.R. Tambo District Municipality Document) is couched within a strict framework that cites up to six different statutes that need to be adhered to. These policies and laws cannot be easily changed, resulting in an environment in which the innovative employee cannot thrive, due to the restrictive nature of the operating environment. This situation persists despite the realisation that intrapreneurship would be beneficial for the O.R. Tambo District municipalities, as the innovativeness that is inherent in it augurs well for novel ways of meeting service-delivery obligations, which are at the core of the mandate of the municipality. This implies that the municipalities ought to amend their strict frameworks and policies and implement a flexible working environment.

One participant mentioned that intrapreneurship is, *“a concept that deals with the employees’ contribution in the organisation to achieve set mission and objectives...to ensure that the organisation is achieving its set objectives”*.

As such, intrapreneurship, as mentioned by Drejer (2004), is organisationally structured, albeit supported by an organisational leadership and management for it to visibly bear service or product of superior quality. This shows that managers at the municipalities have a responsibility to support and motivate employees that show intrapreneurial behaviour. One of the participants John mentioned that: *“Most government institutions don’t naturally have the culture of performance”*. Richard added: *“Spirit might be there, but I do think we still need to do more as an organisation to actually inculcate and encourage that intrapreneurship spirit within the workforce”*. It is notable that the Performance Management Policy (O.R. Tambo Municipality document) only observe the importance of instilling a “performance orientated culture”. A gap was therefore identified between the alignment of the municipal culture and strategic goals, and the personal intrapreneurial traits of managers.

Second finding: There is a gap between the strategic goals and municipal managers’ entrepreneurial leadership in the O.R. Tambo District Municipality.

The below quotation by Seshadri and Tripathy (2006) makes it clear that when organisations choose the intrapreneurial path, not only are the employees liberated to flourish and bring about new ideas, but it is the organisation that reaps the benefits of the intrapreneurship.

“Intrapreneurism enables employees of an organisation to unleash their passion that often results in generating new avenues for business growth or alternately provides radically different ways of doing existing business. Every company requires new ideas to survive and grow profitably and, hence, it has to find ways to tap the entrepreneurial potential inherent in its employees.”
(Seshadri & Tripathy, 2006).

Intrapreneurship can therefore be a source of competitive advantage, according to the resource-based view theory (RBV) of the firm as well as municipalities.

5.2.3 Resource-based view theory

At the core of the RBV, is the idea that organisations should seek to leverage their resources, instead of focusing on the competitive environment, in order to gain a competitive advantage. The organisation should strive to have resources that set it apart from its competitors. From a resource-based view theory, for an organisation to be successful, it needs resources that are rare, unmatched and non-substitutable. Once an organisation has such resources that will be a source of competitive advantage (Kellermanns, Walter, Crook, Kemmerer & Narayanan, 2016).

The RBV is illustrated in Figure 5.1 below. Intrapreneurship, which involves innovation and creativity, is one of the intangible organisational resources as it resides in the employees of the municipalities, and if properly promoted, it can be a resource that has VRIO (valuable, rare, costly to imitate and are organised to capture value) (Jerevicius, 2013). In the case of the O.R. Tambo District municipalities, it can be argued that their competitive advantage will be the ability of the municipality to meet its service delivery imperatives in the face of limited resources. The competitive advantage will be achieved if the employees are intrapreneurial and if the municipalities acknowledges that and create an environment which is amenable to intrapreneurship through valuable resources.

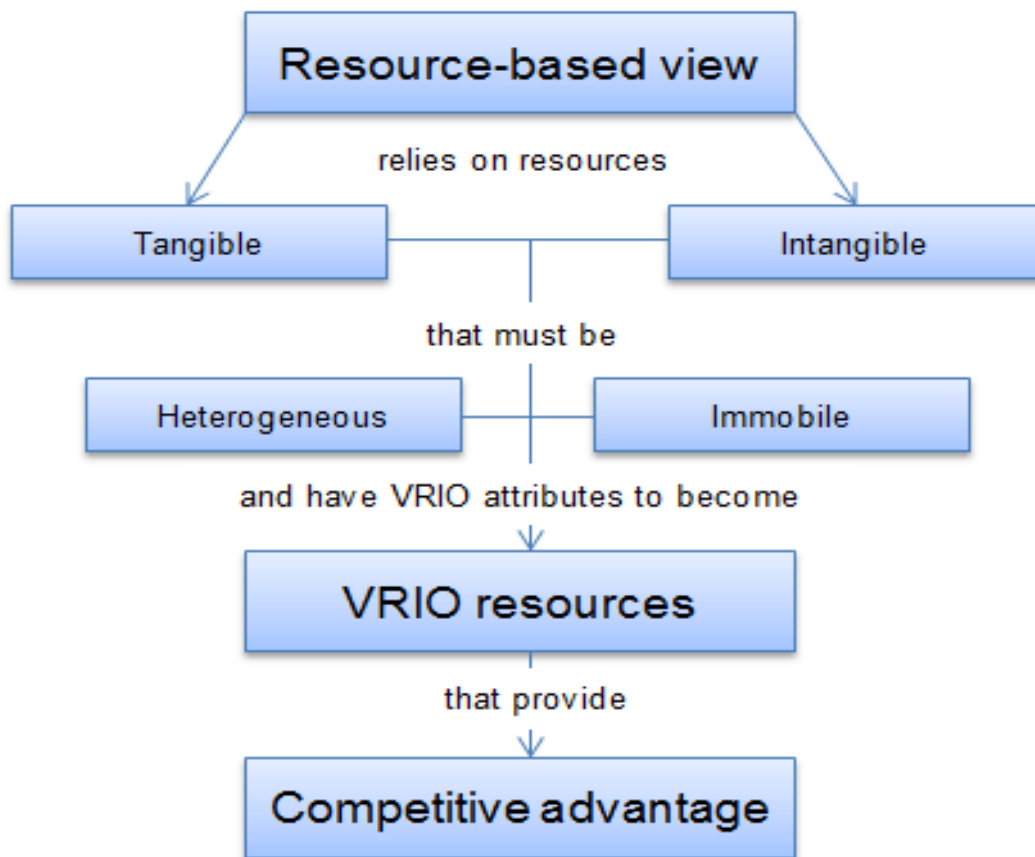


Figure 5.1: The resource-based view

Source: Jerevicius, 2013

Figure 5.1 shows the resource-based view theory as a means for organisations to achieve competitive advantage. The theory is based on both tangible and intangible resources. In O.R. Tambo District municipalities tangible resources identified for the purpose of this study were labour, property, plant and equipment. Intangible resources identified for the study were intrapreneurship, systems, technology resources, skills, knowledge, experience and reasoning. Srivastava and Agrawal (2010) found that when the municipality leverages the knowledge, skills and abilities of individuals, it can easily enable intrapreneurship. The literature thus confirms the data that was collected in this study. As shown in Figure 5.1 these resources must have attributes that provide value such as VRIO attributes. Systems as one of resources were identified by the participants as restrictive. Zach mentioned that systems are not enabling intrapreneurship: *“Systems are not yet allowing that an ordinary person who has an innovative idea could just quickly penetrate through into the decision”*. John identifies systems as a major preventative to accelerated service delivery: *“I think these systems don’t allow high-performing people that are intrapreneurial because, when they perform, it’s misinterpreted”*. Therefore, in O.R. Tambo municipalities systems and

processes used, do not add desired value to service delivery. The municipalities are failing to implement new ideas due to lack of resources, Isaac mentions this in this regard: *“There are a lot of innovations that have come from the employees that need to be implemented, but some are not being implemented because of lack of resources”*.

A study by Hyde, Aas and Breunig (2014) found that intrapreneurs display a number of characteristics of intrapreneurial resource. The characteristics which emanated from their study of service intensive firms include: a high level of education, experiential knowledge, skills, the provision of altruistic service innovations, possession of high degrees of autonomy, and the use of management processes. The Human Resource Development Policy document (O.R. Tambo Municipality Policy) appears to be in alignment with these factor as it does refer to the importance of effective and efficient service delivery through resources. A link between skills development and effective service delivery is also made in the document, implying that the human resource development specifications in the policy are ultimately intended to facilitate service delivery. This result in municipalities employing people that are not fully competent for the positions they occupy translating to poor decision making in service delivery. One of the participants Zach suggest that skills as a resource is key to effective service delivery: *“It means we must commit resources and we must appoint people that have relevant skills, who can drive these new initiatives...Where there are no skills we need to partner with institutions of higher learning just for them to come up with new ideas and give support to the municipality”*. Financial resources were also mentioned as limited at that impact service delivery negatively and limits intrapreneurial practices in the O.R. Tambo municipalities as Hamilton points out: *“We not only rely on the funds that we receive from government but, at the same time, our mandate is to bring services closer to the people. With the limited funding that we have, we are just unable to reach all the thirty-two wards of the area”*.

Stam (2012), mention the key dimensions of intrapreneurship, and these include: innovativeness, proactiveness and risk-taking. Marcus notes this regarding innovativeness: *“Lack of creativity, innovativeness among the municipal officials creates a big gap as regards to service delivery”*. Richard adds: *“The municipality*

needs innovative staff, proactive staff, and capable staff so that they are able to deliver this capable state in relation to the 2030 vision”.

Third finding: Resources for service delivery are not available or optimally used in the O.R. Tambo District Municipality.

This implies that intrapreneurship entails the unique exploitation of the abilities and knowledge of the key personnel in order to organise and deliver services to the communities of O.R. Tambo District Municipalities.

This supports the findings of Rwigema and Venter (2005) who assert that the morass of public sector inefficiency should be redressed through intrapreneurship. Wickham (2004) earlier mentioned that intrapreneurial efficacy helps to break down bureaucratic inertia and releases a climate of enterprise building. Conversely, as argued by Urban (2012) and Nestshifefhe (2009), at an organisational level, intrapreneurship is posited to offer direction to the enterprise’s all-inclusive operations, working as a fundamental element of an organisation’s stratagem, and possibly as the avenue to business excellence.

5.2.4 Policies, laws and regulations

There are a number of laws that govern the operations of municipalities in South Africa. The main legal instrument is the Constitution of South Africa, from which the municipalities receive their mandate. The parameters for performance by the municipalities are provided for in Act 108 of 1996, and they emanate from section 40 (1) of the Constitution of the Republic of South Africa, which states that the spheres of government must include local government. The provisions of the Constitution delineate the mandate of local government as:

- The provision of democratic and accountable government for local communities;
- Ensuring the provision of service to local communities in a sustainable manner;
- The promotion of social and economic development;
- Promotion of a safe environment for the communities;
- Offering an environment conducive to participatory governance; and
- To combat poverty and underdevelopment.

As provided for in the Constitution, local government operates as an autonomous entity, but in partnership with the provincial and the national government. Added to the mandate given by the Constitution, is the much-needed transformation of previous apartheid institutions into fully de-racialised entities promoting equity (Pretorius & Schurink, 2007). The essence of the mandate, as enshrined in the Constitution, are captured in the Batho Pele principles, which require public servants to be respectful, open and transparent and to deliver good service to the public. The principles include: consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

There are also other acts, which include but are not limited to, Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), Local Government Municipal Systems Amendment Act 44 of 2003, Local Government: Municipal Property Rates Act 6 of 2004, Municipal Fiscal Powers and Functions Act 12 of 2007, and the Local Government Laws Amendment Act 19 of 2008. Of import is Act 56 of 2003 (Local government: Municipal Finance Management Act) whose objective is to “secure sound and sustainable management of the fiscal and financial affairs of municipalities and municipal entities by establishing norms and standards...” There are a plethora of regulations and policies that arise out of the laws.

The participants pointed out that the laws, policies and regulations are an impediment, as everything has to be done according to the policies and regulations. Regarding the limitations imposed by the regulatory environment, respondent Peter had this to say:

“As you would know, local government is a very complex organisation. Highly, highly legislated. So, even if a person would want to be innovative, that innovation must happen within the context of the legislation and legal framework”.

An overregulated operational environment is one of the barriers to intrapreneurship that was identified by the study. There are up to 10 different statutes listed as providing the legislative framework for the Human Resource Development Policy (O.R. Tambo Municipality Policy) and this points at the existence of significant constraints on the flexibility required for the intrapreneurial spirit to take root. With so much legislation to navigate, it is less likely for employees to think freely and creatively.

Hamilton, another participant, concurs and says:

“As officials, we are only appointed to carry out a decision of the Council based on the policy which they have adopted. That’s why, if you are found to have used something different from the policy and it is realised that, in the process, you have contravened what is in the policy, then there’s no mercy on you”.

The unintended consequence of this over-regulation is that innovation, and by extension, intrapreneurship is stifled because people are often too cautious.

Fourth finding: Informed policies, laws and regulatory aspects are a hindrance to the development of intrapreneurial practices in the O.R. Tambo District Municipality.

To the above, participants Samson and Zach add their voices and they had this to say about the policy and regulatory environments under which they operate:

“The policies are there, though they’re not more specific. You would look at your supply chain management policy, that’s the policy that you would use to advance intrapreneurship. You would look at various policies, your HR-related policies, your economic development, funding and strategies. Those are the policies that should be talking specifically to intrapreneurship”. – Zach

“The municipality is over-legislated”. – Zach

“As officials, we are only appointed to carry out a decision of the Council, based on the policy which they have adopted. That’s why, if you are found to have used something different from the policy and it is realised that, in the process, you have contravened what is in the policy, then there’s no mercy on you”. - Samson

The blurred lines between the administrative and political wings due to cadre deployment in the municipalities, are a constricting environment that hinders intrapreneurial practices in the O.R. Tambo District municipalities. As alluded by Madumo (2015) cadre deployment policy makes it difficult to separate administration from politics. As Hamilton mentions administrative strategic posts are appointed by councillors: *“At our level, for example, you just have to do as Council tells you because, if you don’t, then you are likely to be chased out.*

Because we get employed by the Council. Even though the position gets advertised, you apply just like any other person, but then interviews are conducted by counsellors, the actual employment [...] they are the one that decide whether you should be employed or not. So it's really tough".

5.2.5 Municipalities and technologies

Mawela, Ochara and Twinomurinzi (2017) argue that e-government (electronic government) is changing the discipline and broadly mention the governmental actions that are influenced by and make use of information and communication technologies (ICTs). There are many reasons why municipalities need to embrace the use of ICTs, which include the rising expectations of citizens as they continue to use e-commerce websites. This has the effect of pushing the municipalities to offer electronic services which have the effect of improving processes and efficiency. The advantages that accrue from the use of ICTs, is that there may be more efficient service delivery and the municipality will be able to meet its constitutional mandate.

The use of ICTs and the governance thereof is governed by the ICT governance framework which was promulgated:

"To institutionalise the Governance of ICT as an integral part of corporate governance within municipalities. This Municipal ICT Governance Policy Framework provides the Municipal Council and Management within a municipality with a set of principles and practices that must be complied with ..." (Anon, 2017).

In 2012, The South African Local government Association SALGA produced a document entitled: "A Municipal guide / roadmap to successful ICT governance". Two of the agenda items of the document are instructive in this case:

- *"Recognition that ICT's can be better leveraged to effective administration, service delivery and socio-economic development and are therefore integral to the functioning of any well run municipality;*
- *Raising the political and actual profile of ICT within local authorities (and down to the community level)".*

While a lot of emphasis has been placed on the importance of ICTs, participants pointed out that municipalities are still hamstrung by the lack of proper technology.

Secondly, there is also a shortage of ICT skills, which is working against intrapreneurship and the provision of proper service delivery. This is supported by participant Anthony who laments the many unfilled positions in the municipality and the high staff turnover.

“The resources include also the labour, because you’ll find that, at the organogram, we have ninety workers that are supposed to be around this is an example, but you’ll find that we have sixty that are employed. So thirty is outstanding, and we end up using casual workers and, those casual workers, they work on cycles. Maybe they work for six months, every six months we have to change them, so it means we have to train now and again”. – Anthony

Two participants cited the importance of employing skilled personnel who can introduce new initiatives and promote intrapreneurship.

“It means we must commit resources and we must appoint people that have relevant skills, who can drive these new initiatives”. – Promise

“Need to have people that have capacity. For instance, the management, you need to have good leaders, people that have leadership skills that would actually talk or be able to promote this intrapreneurship”. – John

A skilled labour force will be confident in their use of intrapreneurship. The indication by the participants that there is a need to align skills with the municipality’s tasks is a positive drive towards intrapreneurship. The Human Resource Development Policy rightly stipulates that “all training and skills development programmes should be evaluated to assess their impact and effectiveness”. However, the policy is silent on the exact impact indicators. In the context of the objective to construct an intrapreneurship framework, therefore, these indicators could include practices consistent with intrapreneurship, such as the creation or new and faster methods of service delivery (O.R. Tambo Municipality Policy).

There are many policies and ICT infrastructure that have been put in place by the South African government to make sure that citizens get the services that they are entitled to. These policies are premised on the need to make sure that all citizens get the services that are due to them and secondly the realisation that ICT tools and information are the key drivers of economic and social development. To that end, the

government put in place agencies, such as the State Information Technology Agency (SITA), Govtech, Universal Service Agency, Savant and Infraco, to help with matters such as capacity building, providing the essential broadband capacity, encouraging the realisation of universal services, providing effective and efficient ICT products and services, and promoting dialogue between stakeholders with a common interest in improving government service delivery (Ntetha & Mostert, 2011).

Despite these good intentions by the government, the municipalities are still lagging behind in terms of ICT because of reasons such as fragmented government service, poor turnaround times, and shortages of skilled people in the municipalities, and issues of access and frequent power outages (Ntetha & Mostert, 2011). This implies that even though the national and provincial government has afforded local government with the infrastructure to accelerate service delivery through ICT interventions municipalities are still lagging behind. These implications are in line with the lack of capable and skilled individuals that can identify innovative opportunities to utilise the technology in improving service delivery.

Fifth finding: The lack of skilled labour and advances in ICT in the municipality are an impediment in innovation and the development of intrapreneurship in the O.R. Tambo District Municipality.

5.2.6 Proposed Framework

As discussed in the section above, there are a number of factors at play in the O.R. Tambo District municipalities. The municipal internal environment is constrained by a number of factors and actors that sometimes act antagonistically. Figure 5.2 is a conceptual framework for the integration of intrapreneurship drivers in municipalities to enable improved service delivery. The framework aims to integrate intrapreneurship drivers into the, municipality culture, municipality structure and into the strategic formulation and planning. These are shown in Figure 5.2 on the next page.

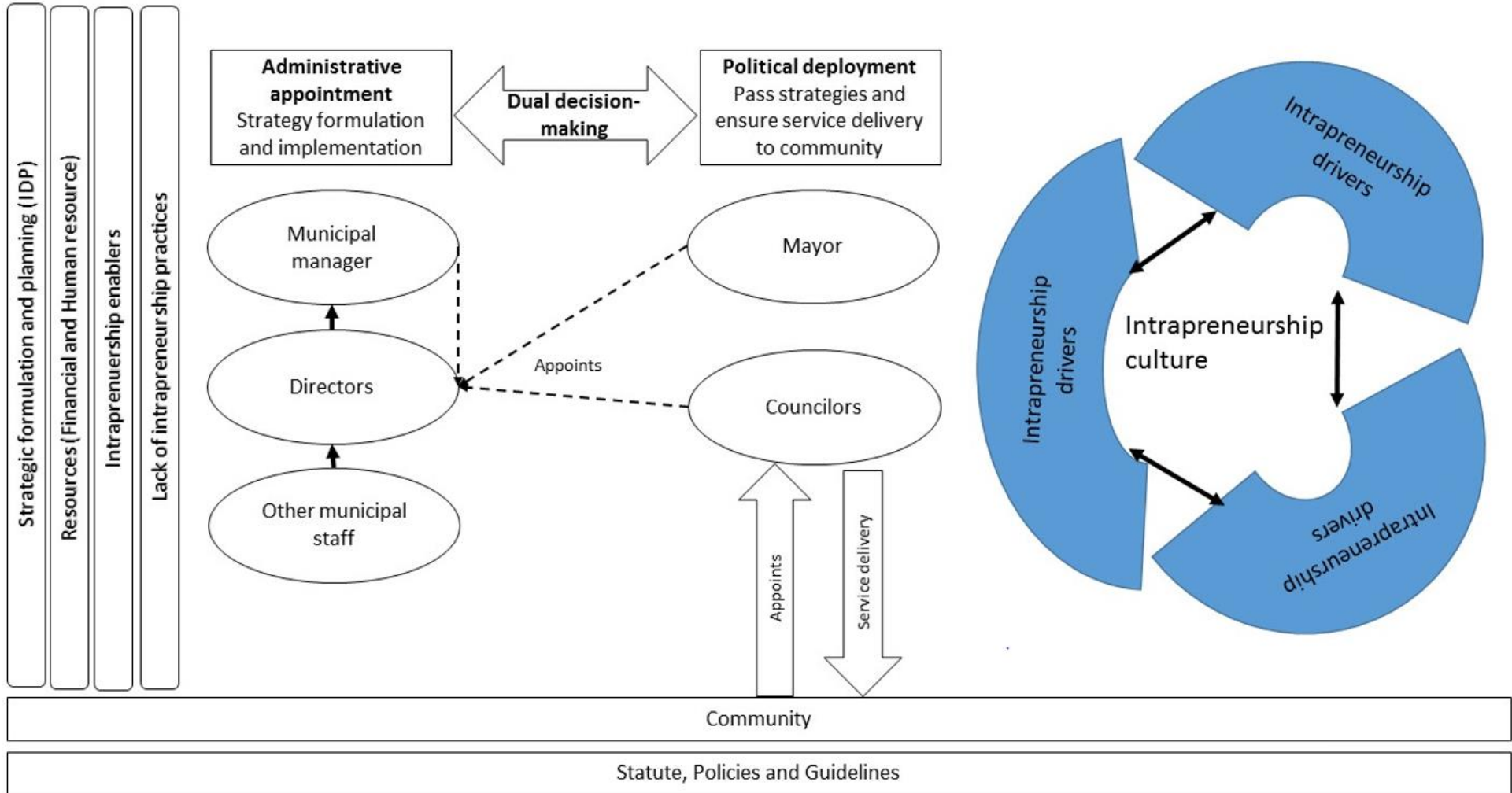


Figure 5.2: Framework for the integration of intrapreneurship drivers in municipalities to improve service delivery

Figure 5.2 shows the cornerstones of the municipalities, namely, the statutes, policies and guidelines. These stipulate the processes and procedures to provide service delivery. The primary goal is to render service delivery to the communities. The structure of the municipality consists of an administrative wing and political wing, which typically result in dual decision-making. As shown in Figure 5.2 there are misaligned reporting lines, as key appointments are made both by politicians and the administrative executive. The political party that holds the majority in O.R. Tambo District Municipality is the ANC. From 1997, the ANC has followed a cadre deployment policy, which emphasises recruitment from within the ANC. The deployed cadres are expected to accept and implement the policies and programmes of the ANC (Twala, 2014). This means that cadres that do not have essential experience and prior knowledge of implementing policies and programmes are deployed to key positions in the municipalities.

The gist of the deployment model is that it not possible to separate politics from administration. Politicians are given power to determine how the bureaucrats work. Under the politicised bureaucratic model, politicians are the ones who take centre-stage and lead the administrators (Mafunisa, 2003; Sebola, 2014). The cadre deployment policy entails the active participation of senior public servants in policy decision-making, by virtue of their proximity to elected officials. These officials abide by a political and ideological orientation that they have to serve the best interest of the ruling party to achieve its objectives of service delivery within public sector institutions.

The major challenge in municipalities is the blurring of the lines between party imperatives on the one hand, and service delivery imperatives on the other, as shown in Figure 5.2. Party policies tend to be populist, as they are meant to entice the voter, while administrative policies are grounded in the principles of sound corporate governance and financial management as enshrined in law and common practice. It is because of this dissonance and disconnect that municipalities fail to meet their service delivery imperatives and fail to stimulate intrapreneurship.

The other issue that merits special mention is the blurred lines between the councillors who are elected officials, and the technocrats who are supposed to control the levers of the municipality. As previously mentioned, the O.R. Tambo District Municipality is dominated by the ANC, which garnered about 65.3% of the vote in the Eastern Cape (IEC, 2016). It is therefore safe to conclude that the policies that are being

implemented in the O.R. Tambo District Municipalities are purely ANC, as far as they are informed by the national policies. The party that wins an election gets to deploy the mayor, speaker and often the municipal manager.

However, the implementation of service delivery imperatives, while informed by politics, should be left to the technocrats. This argument is one that is supported by Tahmasebi and Musavi (2011) who argue that policy should be for politicians, while implementation should be left to technocrats. Of concern to the intrapreneurship proponent, is the constricting environment that works against innovation and creativity, due to the need to adhere to policy. When implementing, the technocrats should have the flexibility necessary to foster intrapreneurship as confirmed by Madumo (2015).

The culture that exists in O.R. Tambo District Municipalities is another key factor that needs to be considered. Culture is important as it can create an environment that can either facilitate or kill the intrapreneurial spirit. Gursory and Guven, (2016) explore the effect of innovative culture on intrapreneurship. In doing so, they point out that organisational culture shapes the trajectory of the institution, as well as determining the degree of creativity and other elements of intrapreneurship that help to create a viable environment for exceptional performance. Intrapreneurial culture should permeate the entire institution, structures and management of an organisation to enable innovation to flourish (Gursory & Guven, 2016). As illustrated in Figure 5.2 intrapreneurship drivers should be incorporated into the municipality culture.

Organisational culture can therefore impede or provide impetus to intrapreneurship, as well as determine the intensity with which an organisation promotes innovation. It is also essential to understand that there may be inherent inhibitions in the organisation that are influenced by the internal structure and culture. Municipalities are not immune to such inhibition, and the creation of change agents is therefore a critical imperative when it comes to public institutions.

However, as shown in Figure 5.2, for the integration to work, an internal environment that is conducive for intrapreneurship is necessary. This includes having the necessary human capital in place, as well as having the necessary intrapreneurship enablers in place. Another absolute requirement is the availability of mechanisms to deal with the factors that constrain intrapreneurship in the municipality. The key problem is that there have to be ways to navigate the minefield that is the policy and regulatory

environment. As illustrated in Figure 5.2, statutes, policies and guidelines are the foundation of the municipalities. Participants mentioned that the policy environment is not conducive for innovation and intrapreneurship. As indicated in Figure 5.2, the framework under which the municipality operates is complex, and if intrapreneurship is to take root in municipalities, then there is a need for strategies with which to navigate the complex environment.

It was therefore concluded that the fact that the managers saw the restrictive nature of their relationship with national government, as well as the controls brought to bear in the allocation of resources, as allowing them minimal latitude for creativity. It is therefore clear that the bureaucratic environment is not flexible enough to encourage intrapreneurial conduct among employees. This restrictive environment would thus need to be altered or navigated to allow the necessary mind-set adjustment if intrapreneurship should be given a chance to thrive. Private sector organisations are not encumbered with such restrictions, and therefore they empower employees to be innovative, creative and forward-looking.

5.3 SUMMARY

The chapter presented the results that came out of the research process. It was established that the managers at the O.R. Tambo District municipalities are aware of the personal drivers of intrapreneurship, which they identified as innovation, creativity and business-mindedness. The level of service delivery in the municipality does not, however, reflect the benefit of this knowledge to the operational processes of the municipality. This study therefore concluded that the level of knowledge exhibited by the managers indicates that there is potential for the development of an intrapreneurial approach in the municipality. It is apparent that there are other factors that stand in the way of successfully practising intrapreneurship within the municipality. One obvious indication is that there is no deliberate effort to harness the knowledge that is possessed to execute intrapreneurial activities within the municipality. The results show that while there is a general appreciation of entrepreneurship, there are a lot of factors that are working against the success of intrapreneurship in the municipality. These factors need to be addressed if an innovation and intrapreneurial culture is to be fostered in the O.R. Tambo District municipalities.

The RBV, which was discussed, resonated with the fifth finding of the research which stated that serious shortages of skilled labour and ICT skills militated against the municipality's mandate to deliver service efficiently. In the private sector context, resources would affect competitive advantage, as well as impact on the organisational culture. It was concluded that in the instance of the O.R. Tambo District municipalities these resource deficiencies were an impediment to intrapreneurship. Unless there is a conscious move by the municipality to remedy these shortages, the municipality will continue to be bereft of the opportunity to advance intrapreneurial practices. Municipal managers pointed to the regulatory and policy frameworks that exist as impediments to an agile approach in dispensing their duties.

The next chapter looks at the recommendations and conclusions that arose from the study.

CHAPTER 6:

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

Chapter 1 provided the rationale for undertaking the research and introduced the research problem, objectives of the research, research questions, research methodology, scope, limitations, the structure of the study, and generally contextualised the scope of the research.

Chapter 2 presented the background to the field of intrapreneurship, provided the context and a theoretical overview. The theoretical underpinnings of intrapreneurship were established, the chapter reviewed the current literature that related to the salient objectives of the research, and contextualised the research, while also establishing gaps in the literature that would prompt the need for further investigation. The chapter provided evidence that there is an agreement on the efficacy of intrapreneurship in strengthening the impetus of change and service delivery in any organisational context.

Chapter 3 discussed the methodology that was used in the study. The study used a qualitative approach. Methods of data collection and analysis, as well as ethical considerations related to the study were discussed. Data collection methods were based on semi-structured interviews of the selected managers. Issues of ethics, transferability and the dependability of the gathered data were discussed.

Chapter 4 presented the data collected from the interviews. Four themes were derived which are: understanding of intrapreneurship, application of intrapreneurship, factors that influence intrapreneurship in the municipality, and factors that influence service delivery.

Chapter 5 discussed the findings of the research and provided the framework that depicted the whole relational ecosystem that informs the governance and service delivery processes at the O.R. Tambo District municipalities.

This chapter will provide the conclusions arrived at in the research, as well as state the recommendations emanating from the findings.

6.2 CONCLUSIONS REACHED

The focus of the study was to establish intrapreneurship practices that could improve service delivery in the focal municipality. The major question that the research sought to answer was:

RQ: How can intrapreneurship contribute to enhancing the effectiveness of service delivery in the O.R. Tambo District Municipality? This culminated in the framework discussed in Chapter 5.

Figure 5.2 suggests a conceptual framework that may address the practical gaps and measures identified by the participants in the study, as well as the literature that formed part of this study, in order to improve service delivery in municipalities. The study proposed that the framework might be introduced as a means to integrate intrapreneurship drivers in municipalities to improve service delivery.

The primary objective of this study was to explore the intrapreneurship practices that could improve service delivery within the O.R. Tambo District Municipality.

The following finding is related to this objective: Intrapreneurship is not consistently applied in a focused approach in the O.R. Tambo District Municipality.

The secondary objectives were formulated as follows:

- **To explore factors that may influence intrapreneurship within the O.R. Tambo District Municipality.**

The following findings are related to this objective:

There is a gap between the strategic goals and municipal managers' entrepreneurial leadership in the O.R. Tambo District Municipality.

Resources for service delivery are not available or optimally used in the O.R. Tambo District Municipality.

- **To explore the factors that influence effective service delivery in the O.R. Tambo District Municipality.**

The following findings are related to this objective:

Informed policies, laws and regulatory aspects are a hindrance to the development of intrapreneurial practices in the O.R. Tambo District Municipality.

The lack of skilled labour and advances in ICT in the municipality are impediments to innovation and the development of intrapreneurship in the O.R. Tambo District Municipality.

A framework for the integration of intrapreneurship drivers to improve service delivery was proposed in Chapter 5. The framework incorporated elements that were identified during the data collection process. The community that is being served by the municipalities, as well as statutes, policies and other guidelines are recognised as being the foundation on which the entire process hinges. Factors that influence the structure and processes include the municipal strategic formulation and planning that is captured in the IDP document, financial and human resources that are available to effect service delivery, enablers as identified in the study that may assist for intrapreneurship to be introduced, as well as lack of intrapreneurship practices that were identified during the data collection process. The establishment of an intrapreneurship culture comprise various drivers that are also captured in the framework. The roles of administrative and political appointments in the O.R. Tambo District municipalities were also illustrated in the framework. Benefits of implementing the framework would include improved service delivery, improved policies, enhanced quality of services and improved processes and systems.

Implications of the findings

Finding 1: Intrapreneurship is not consistently applied in a focus area approached in the O.R. Tambo District Municipality.

This means that municipal employees are not afforded the opportunity to practice intrapreneurial activities in their work environment due to the absence of intrapreneurial policies, which resulted in a lack of innovative ideas to accelerate service delivery. This implies that the municipalities ought to amend their strict frameworks and policies and implement a flexible working environment. Failure to incorporate intrapreneurship into the municipal policies and framework, may result in the continuation of a very rigid process that does not use innovative strategies to provide a better service to the community that is served by the O.R. Tambo District Municipalities.

Finding 2: There is a gap between the strategic goals and municipal managers' intrapreneurial leadership in the O.R. Tambo District Municipality.

Municipal managers are expected to implement and manage the municipalities according to strict adherence to policies and procedures that were set out by government. There seems to be very little scope to introduce flexible working arrangements for staff, as well as a different way of working more innovatively into this environment. Leadership need to translate the strategic goals to staff and equip them with an environment that will allow them to thrive and come up with new ideas in which to achieve municipal strategic goals. Although leadership is expected to be change agents, they seem to lack the authority to change the restrictive nature of their operating environment. Should this gap that has been identified not be addressed, the municipalities may continue to work in the restrictive environment that they have been exposed to and leadership will continue to face the same challenges with no resolution in sight. Essentially, leadership may need to step out in the absence of policies making provision for them to incorporate intrapreneurship practices.

Finding 3: Resources for service delivery are not available or optimally used in the O.R. Tambo District Municipality.

The importance of skills development as an intrapreneurial resources is linked to service delivery in the Human Resource policy document, which shows that there is an intention to use skilled labour to facilitate service delivery, although this aspect has not been optimally implemented. This result in municipalities employing people that are not fully competent for the positions they occupy translating to poor decision making in service delivery. The documents simply state intentions that should be introduced but lack the steps and control measures to ensure proper implementation thereof.

Municipal service delivery objectives that has to be met with minimal resources will not improve. Intrapreneurship practices, if implemented, will allow for additional resources to be generated by municipal staff, or intrapreneurship practices may allow for the same limited resources to achieve more output. Instead of relying on limited government funding, the municipalities may also come up with initiatives to generate additional funding or service delivery channels to meet community requirements.

Finding 4: Informed policies, laws and regulatory aspects are a hindrance to the development of intrapreneurial practices in the O.R. Tambo District Municipality.

Municipalities have overregulated legislative frameworks that constrain an intrapreneurial spirit. This results in employees being over cautious of what they do meaning that they are scared to embark on innovative activities. The data that was collected also indicated that any contravention of policies is severely disciplined. Essentially, the aim is not to allow people to contravene rules and regulations, but flexibility of these rules may result in innovative practices with long-term benefits. The implication is that staff would not introduce any new initiatives due to fear of being disciplined, which does not bode well for intrapreneurship initiatives.

Finding 5: The lack of skilled labour and advances in ICT in the municipality are impediments to innovation and the development of intrapreneurship in the O.R. Tambo District Municipality.

There is a presumption that information and communication technology can advance and improve administrative processes. The inference drawn is that service delivery may be improved as a result as also contained in the SALGA document that was collected as part of the data collection process. National and provincial government has afforded local government with the infrastructure to accelerate service delivery through ICT interventions, but municipalities are still lagging because the people that need to use these technologies are not able to do so. An example would be the use of websites to keep the community informed of initiatives and service delivery imperatives. The websites have been established but the information is not being updated regularly, thus rendering this platform useless and of no value. An informed community may be less likely to revolt and petition.

Better recordkeeping may also assist to manage and control processes and financial aspects. Technology may be very useful in this regard, but skilled ICT specialists would need to be able to programme systems to provide prompts and specialised reports for better decision-making capabilities. The absence of ICT specialists renders these processes manual, which may take longer and result in many mistakes. Staff also are hesitant and unwilling to do these manual paper-based tasks. Changes in technological systems may also result in an unwillingness to learn the system due to

limited technological knowledge and skills. Skilled and capable individuals may assist to identify innovative opportunities by using technology to improve service delivery.

6.3 RECOMMENDATIONS

The recommendations of this research are informed by two aspects of the investigation. At one level, the recommendations pertain to the functions of the municipality, and at another level, the opportunities that arose to allow further academic investigation.

6.3.1 Proposed actions for O.R. Tambo District Municipality

It is recommended that the municipality should perform the following:

- The policies and guidelines for municipal staff need to be reviewed to incorporate intrapreneurship principles.

It is recommended that policy documents need to incorporate intrapreneurship as a discipline. This will allow for the very rigid current environment to be relaxed to allow staff to be take innovative initiatives.

- Leverage the knowledge that the managers wield with respect to intrapreneurial practice and implement pilot projects that promote independent and agile actions by designated employees.

It is recommended that municipal managers take incremental steps towards the implementation of intrapreneurship practices. Managers may provide a platform for staff to share innovative ideas that may be rolled out as projects. Pilots are small scale projects that can test intrapreneurial initiatives without impacting too many people and processes. These prototypes could be improved over time before it is rolled out to a bigger audience to limit losses, reputational risks and time. For example, test a new concept or idea in a smaller area, perfect its processes and mechanisms before rolling the initiative out to the larger municipality or district.

- Make efforts to align the strategic goals of the municipality to the drivers of intrapreneurship by incorporating low-level employees into the planning stages of the development plan.

Planning should not be restricted to managers, but staff working on the ground may be able to contribute meaningfully to new ventures.

- Accentuate the role of professional managers to lead change ahead of the political appointees as a way of depoliticising municipal functions.

To promote efficiencies, there should be a clear distinction between political wing and administrative wing. The mayor is a political deployment, while the administrative wing comprises the municipal manager and administrative staff. In the current structure, the appointments of some of the administrative staff are politically influenced. Consequently, not all these staff members are competent for the position that they hold, and the political clout that rests on the more competent staff may inhibit the effective execution of the administrative tasks. The cadre deployment policy consequently gives the politicians power to determine how the public servants work, and this implies that under the politicised bureaucratic model, politicians take centre-stage and lead the administrators (Mafunisa, 2003).

- Timeously recruit skilled personnel to fill the gaps that have been created by resource shortages, as well as to train staff to be on par with current technological advancements.

As mentioned, staff are appointed due to political influence and they may not possess the necessary skills to do the work that they were employed to do. These practices should cease and appointments should be strictly executed according to job descriptions and skills requirements.

6.3.2 Recommendation for theory

It is recommended that municipalities reorganise their environment to introduce intrapreneurial activities that will allow them to better utilise their resources by means of the resource-based view.

The core idea of the resource-based view is that organisations should leverage their resources instead of focusing on obtaining a competitive advantage within a competitive environment. This is usually associated with profit-generating organisations in the private sector. Municipalities do not compete for a competitive advantage as they form part of the public sector that focuses on services delivery, not profit generation. However, a municipality may indirectly obtain a competitive advantage over scarce resources by finding innovative ways to stretch these scarce resources for service delivery. It is imperative for municipalities to identify and recognise their existing scarce and valuable resources to be able to put strategic

objectives in place for the management of those resources. The contribution to this theory is that public sector organisations may also use the resource-based view to leverage their resources and in the process gain a competitive advantage to limited and scarce resources for effective service delivery.

6.3.3 Opportunities for future research

The level of knowledge regarding intrapreneurship that was displayed by the municipal managers indicates that there is potential for fostering an intrapreneurial drive in the O.R. Tambo District Municipality. The constraints that result from resource shortages have a bearing on what needs to be investigated by academics. The area of research that is likely to yield academic traction may be one that investigates how best the municipality can leverage advances of the fourth revolution to promote intrapreneurship. The focus of such a research project could be beneficial in the creation of models that incorporate artificial intelligences in the execution of service delivery to optimise gaps that are created by the current shortages of skills. Furthermore, future work would involve testing and evaluating the framework in practice.

6.4 CONCLUSION

The research set out to establish the possibilities of leveraging intrapreneurial practice in the O.R. Tambo District Municipality. The findings pointed to the existence of intrapreneurial drivers by the municipal managers. The literature that was reviewed also indicated that there are benefits to implementing intrapreneurial practices in public sector institutions. It was also found that there were a number of impeters of intrapreneurship, which included, *inter alia*, the regulatory and legal environment, as well as acute shortages of the necessary resources. A framework was therefore provided to depict the global scope that needs to be navigated to foster an intrapreneurial climate. The recommendations provided the scope to answer the research question as initially stated.

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APPENDIX A: ETHICAL CLEARANCE CERTIFICATE



UNISA DESTTL ETHICS REVIEW COMMITTEE

Date: 13/12/2017

Dear Ms N Ntoyanto

Reference number : 2017_CEMS_ESTTL_019

Name: Nonceba Ntoyanto

Student number: 90358767

Staff number:

**Decision: Ethics Approval from
12/2017 to 12/2020**

Researcher(s): Nonceba Ntoyanto
ntoyan@unisa.ac.za
0785233719

Supervisor (s): Dr Anthea Amadi-Echendu
amadiap@unisa.ac.za
0825562767
Ms Nthabeleng Mmako
0716773232
mmakonm@unisa.ac.za

Working title of research:

A framework for service delivery improvement in the O.R. Tambo District municipalities through implementing intrapreneurship practices

Qualification: MCom: Business Management (Entrepreneurship)

Thank you for the application for research ethics clearance by the Unisa DESTTL Ethics Review Committee for the above mentioned research. Ethics approval is granted for three years.

The low risk application was reviewed by the DESTTL Ethics Review Committee in December in compliance with the Unisa Policy on Research Ethics and the Standard Operating Procedure on Research Ethics Risk Assessment. The decision was approved on the 13 December 2017.

The proposed research may now commence with the provisions that:

1. The researcher(s) will ensure that the research project adheres to the values and principles expressed in the UNISA Policy on Research Ethics.



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2. Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study should be communicated in writing to the DESTTL Committee.
3. The researcher(s) will conduct the study according to the methods and procedures set out in the approved application.
4. Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.
5. The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study. Adherence to the following South African legislation is important, if applicable: Protection of Personal Information Act, no 4 of 2013; Children's act no 38 of 2005 and the National Health Act, no 61 of 2003.
6. Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data require additional ethics clearance.
7. No field work activities may continue after the expiry date (12/2020). Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.

Note:

*The reference number **2017_CEMS_ESTTL_019** should be clearly indicated on all forms of communication with the intended research participants, as well as with the Committee.*

Yours sincerely,



Signature

Chair of DESTTL-RERC

E-mail: loedoc@unisa.ac.za

Tel: (012) 433-4668



Signature

Executive Dean: CEMS

E-mail: mogalmt@unisa.ac.za

Tel: (012) 429-4419

APPENDIX B: REQUEST TO CONDUCT RESEARCH



College of Economics and Management Sciences
Dept. of Entrepreneurship, Supply Chain, Transport, Tourism and Logistics Management
Cnr Delly and Albert, Hazelwood

11 September 2017

Attention Municipal Manager

O. R. Tambo District Municipality

Dear Sir/Madam,

RE: REQUEST FOR PERMISSION TO UNDERTAKE RESEARCH ON SERVICE DELIVERY IMPROVEMENT THROUGH IMPLEMENTING INTRAPRENEURSHIP PRACTICES

I am a Master's student in the Department of Entrepreneurship, Supply Chain, Transport, Tourism and Logistics Management at the University of South Africa. My study focuses on intrapreneurship initiatives in a service delivery context. The output of my study will be a framework that may be useful for the OR Tambo region in enhancing the effectiveness of service delivery of the municipalities. I request your permission to conduct interviews with key informants in the municipalities situated within the O.R Tambo region. The study will not incur monetary costs to the municipalities.

The main aim of this study is to examine whether intrapreneurship, if implemented within the O.R. Tambo District Municipalities, can improve service delivery.

The main objectives of the study are:

- To assess the possibility of effectively employing intrapreneurship practices in order to improve service delivery within the O. R. Tambo District Municipality.
- To determine factors that may positively influence intrapreneurship within the O.R. Tambo District Municipality
- To investigate the factors that influence effective service delivery in the O.R. Tambo District Municipality.
- To evaluate intrapreneurship orientation in municipalities in the O.R. Tambo Municipality District.
- To develop a framework that incorporates intrapreneurship elements

The ethical research principles will be strictly adhered to throughout the research process so as to maintain a high standard of work and a high quality of the research study. The information obtained will be used only for purposes of this study, and will ensure anonymity

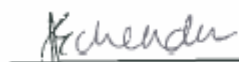
and confidentiality of potential research participants or respondents. A copy of the full research report, once approved by the University can be forwarded to the municipality – upon your request.

The study is being undertaken under the Supervision of Dr Anthea Amadi- Echendu, Lecturer in Operations Management and Ms Nthabeleng Mmako, Lecturer in Entrepreneurship at UNISA. Should you require further clarity, please do not hesitate contacting me on email: ntoyan@unisa.ac.za Tel : 012 433 4631 or you can contact my supervisors Dr Anthea Amadi-Echendu on email: amadiap@unisa.ac.za Tel:012 429 2627 or Ms Nthabeleng Mmako on mmakonm@unisa.ac.za Tel: 0124294298. I am looking forward to your prompt response.

Kind regards,



Nonceba Ntoyanto



Dr Anthea Amadi- Echendu
(Supervisor)



Ms Nthabeleng Mmako
(Co-Supervisor)

APPENDIX C: PERMISSION LETTER

O. R. TAMBO DISTRICT MUNICIPALITY

OFFICE ADDRESS:
O.R. Tambo District
Municipality House
Nelson Mandela Drive

POSTAL ADDRESS:
Private Bag X 6043
UMTATA
5100



TEL: (047) 501 6400

(047) 501 7000

FAX: (047) 532 3045

E-mail: ortambodm@ortambodm.org.za

TO : **Local Municipalities**
Directors
Managers
Section Heads
Staff Members

I am writing to formally indicate our awareness of the research study titled: **Service Delivery improvement Through Implementing Intrapreneurship Practices**. The main aim of the study is to examine whether Intrapreneurship, if implemented within the OR Tambo District Municipalities, can improve service delivery. We hope that the findings of the research will benefit your institution, the entire OR Tambo region and South Africa in general.

You are kindly requested to grant him access to your institution and officials to further her research program.

Your cooperation and support of this student will be greatly appreciated

Yours in Municipal Administration

O.N Hlazo

Municipal Manager



APPENDIX D: INFORMED CONSENT



PARTICIPANT INFORMATION SHEET

22 January 2018

Title: A framework for service delivery improvement in the O.R. Tambo District municipalities through implementing intrapreneurship practices.

Dear Prospective Participant

My name is Nonceba Ntoyanto and I am doing research with Dr Anthea Amadi- Echendu, Lecturer in Operations Management and Ms Nthabeleng Mmako, Lecturer in Entrepreneurship, towards a MCom degree, at the University of South Africa. We have funding from Post Graduate Development Fellowship Program for the study mentioned above. We are inviting you to participate in a study entitled: A framework for service delivery improvement in the O.R. Tambo District municipalities through implementing intrapreneurship practices.

WHAT IS THE PURPOSE OF THE STUDY?

I am conducting this research to find out whether intrapreneurship, if implemented within the O.R. Tambo District Municipalities, can improve service delivery. The output of my study will be a framework that may be useful for the OR Tambo region in enhancing the effectiveness of service delivery of the municipalities.

WHY AM I BEING INVITED TO PARTICIPATE?

The O.R. Tambo District was selected because of its accessibility to the researcher, as well as the fact that it exhibits service delivery problems that are representative of many other municipalities. The study population consists of all top managers and middle managers employed at the O.R. Tambo District Municipalities. Participant's details are being obtained from the office of the Executive Mayor OR Tambo District Municipality. The 15 managers that will participate are selected based on their experience, availability and willingness to participate and represent each of the municipalities that form part of the district.



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WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

You will respond to the interview questions asked by the researcher. The study involves audio taping of semi-structured interviews. The semi-structured interview scheduled is attached on this document. Approximately the interview will take 60 minutes.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Statement that participation is voluntary and that there is no penalty or loss of benefit for non-participation.

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

As a manager this study will benefit you in decision making, facilitating, and promotion of intrapreneurial behavior; including the championing of innovative ideas and providing the resources employees require in taking intrapreneurial actions. The study will also help and influence policy development. The framework will benefit the municipality in promoting effective service delivery. The findings of the study will benefit the community through improved service delivery, after the implementation of intrapreneurship practices by the municipalities.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

The researcher does not foresee any adverse events, as the interview questions are not sensitive. Only information pertaining your understanding of intrapreneurship, your own activities pertaining intrapreneurship, as well as the organisation's culture and policies on intrapreneurship will be asked. However, should any such events occur, the researcher will provide medical/psychological help, at his/her own account.



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WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

You have the right to insist that your name not be recorded anywhere and that no one, apart from the researcher and identified members of the research team, will know about your involvement in this research. Your answers will be given a code number or a pseudonym and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings.

Only the researcher and the supervisor will have access to the recordings. Also your answers may be reviewed by people responsible for making sure that research is done properly, including the transcriber and members of the Research Ethics Review Committee, they will be asked to sign a confidentiality agreement. Otherwise, records that identify you will be available only to people working on the study, unless you give permission for other people to see the records.

A report of the study may be submitted for publication, but individual participants will not be identifiable in such a report.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

Hard copies of your answers will be stored by the researcher for a period of five years in a locked cupboard/filing cabinet *in Pretoria* for future research or academic purposes; electronic information will be stored on a password protected computer. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. The hard copies of the data will be shredded and electronic copies will be permanently deleted from the hard drive of the computer after 5 years.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

No payments or incentives will be received for the study. There is no direct benefit for the participant since it is for the improvement of service delivery in the OR Tambo Region.

HAS THE STUDY RECEIVED ETHICS APPROVAL

This study has received written approval from the Research Ethics Review Committee of the DESTTL Research ethics Review Committee, Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.



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HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Nonceba Ntoyanto on ntoyan@unisa.ac.za Tel: 012 433 4631. The findings are accessible for 5 years.

Should you require any further information or want to contact the researcher about any aspect of this study, please contact Nonceba Ntoyanto on ntoyan@unisa.ac.za Tel : 012 433 4631.

Should you have concerns about the way in which the research has been conducted, you may contact Dr Anthea Amadi-Echendu on email: amadiap@unisa.ac.za Tel:012 429 2627 or Ms Nthabeleng Mmako on mmakonm@unisa.ac.za Tel: 0124294298. Alternatively, contact the research ethics chairperson of the DESTTL Research ethics Review Committee, Ms C POOLE on loedoc@unisa.ac.za Tel: 0124334668.

Thank you for taking time to read this information sheet and for participating in this study.
Thank you.



Nonceba Ntoyanto



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APPENDIX E: INTERVIEW SCHEDULE

TITLE: A framework for service delivery improvement in the O.R. Tambo District municipalities through implementing intrapreneurship practices.

Dear Prospective participant,

My name is Nonceba Ntoyanto and I am doing research under the supervision of Dr Anthea Amadi-Echendu, Lecturer in Operations Management and Ms Nthabeleng Mmako, Lecturer in Entrepreneurship, towards a MCom degree at the University of South Africa.

This research views intrapreneurship as an entrepreneurial behaviour by employees within an organisation. This implies therefore that one who practices entrepreneurial roles within the ambit of an organisation is an intrapreneur. Intrapreneurship behaviour includes innovativeness, self-renewal, and pro-activeness to mention few. Intrapreneurship is a spectrum ranging simply from re-organising work processes through incremental change to radical innovation. Intrapreneurship includes improvement of systems and processes.

This concept of intrapreneurship bids the researcher to focus more on the employees as the drivers of intrapreneurial endeavour as well as searching for the optimal circumstances under which employees thrive as intrapreneurs. It is these circumstances that inform the aspect of innovation as part of the blocks that establish intrapreneurship.

Interview schedule for managers

Tell me little bit about yourself and your role in this municipality.

Topic 1. How do you understand intrapreneurship?

- a. What does intrapreneurship mean in the O.R. Tambo District Municipality?
- b. What does intrapreneurship mean to you as a manager?

Topic 2. How is intrapreneurship applied in the municipality?

- a. Do policies and procedures foster intrapreneurship?
- b. How flexible is your municipality in terms of innovation adoption and practice?

Topic 3. In your view which factors would influence intrapreneurship in your municipality?

- a. Which of these factors does your municipality have?

Topic 4. Which factors affect service delivery?

Topic 5. How do you think intrapreneurship factors may influence service delivery in your municipality?

We have come to the end of the interview. Thank you very much for your time and participation. Are there any questions or concerns you might have that you would like clarity on or to discuss regarding the study?

Should you have any further queries regarding the study please feel free to contact me any time, ntoyan@unisa.ac.za Tel: 012 433 4631

APPENDIX F: DECLARATION OF PROFESSIONAL EDIT



Dear Ms Ntoyanto

This letter is to record that I have completed a language edit of your dissertation entitled "An exploration of the intrapreneurship practices that can improve service delivery within the O.R. Tambo District Municipality".

The edit that I carried out included the following:

- Spelling
- Grammar
- Vocabulary
- Punctuation
- Pronoun matches
- Word usage
- Sentence structure
- Correct acronyms (matching your supplied list)
- Formatting
- Captions and labels for figures and tables
- Spot checking of ten in-text references

The edit that I carried out excluded the following:

- Content
- Correctness or truth of information (unless obvious)
- Correctness/spelling of specific technical terms and words (unless obvious)
- Correctness/spelling of unfamiliar names and proper nouns (unless obvious)
- Correctness of specific formulae or symbols, or illustrations.

Yours sincerely

Retha Burger

20 December 2018