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Examining the Influence of Organizational Culture on Employees' Ethical Behavior in Public Sector Organizations

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EXAMINING THE INFLUENCE OF ORGANIZATIONAL CULTURE ON
EMPLOYEES' ETHICAL BEHAVIOR IN PUBLIC SECTOR ORGANIZATIONS

by

RICHARD H. AFEDZIE

A dissertation submitted in partial fulfillment
of the requirements for the degree of
Doctor of Philosophy
Department of Human Resource Development and Technology

Jerry W. Gilley, Ed.D., Committee Co-Chair

Judy Y. Sun, Ph.D., Committee Co-Chair

College of Business and Technology

The University of Texas at Tyler
November 2015


The University of Texas at Tyler
Tyler, Texas

This is to certify that the Doctoral Dissertation of

RICHARD H. AFEDZIE

has been approved for the dissertation requirement on
November 4, 2015
for the Doctor of Philosophy degree

Approvals:



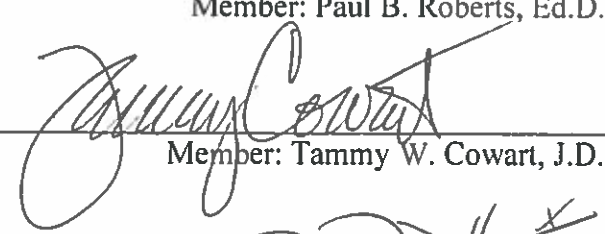
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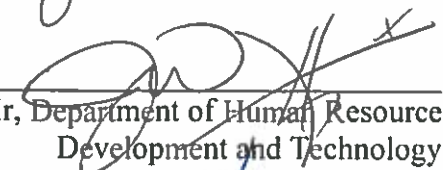
Dissertation Co-Chair: Judy Y. Sun, Ph.D.



Member: Paul B. Roberts, Ed.D.



Member: Tammy W. Cowart, J.D.



Chair, Department of Human Resource
Development and Technology



Dean, College of Business and Technology

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Dedication

I dedicate this work to the two special people in my life, who supported and pushed me through the long arduous days and nights, Freda and Andrew Afedzie. Your fervent belief in me and constant encouragement will forever be remembered. Many thanks for your unflinching support and for motivating me to keep working hard. You are my inspiration! And to my Dad and Mom, Peter Kwesi and Agnes Eva Afedzie, who are with the Lord, but taught me the values of hard work and brought me up to be the man I am today. Finally, to the memory of my Mom-in Law, Mrs. Gladys Agyeiwaa Bugyei, your words of encouragement and prayers gave me the drive and strength to achieve my life-long dream.

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Abstract

EXAMINING THE INFLUENCE OF ORGANIZATIONAL CULTURE ON EMPLOYEES' ETHICAL BEHAVIOR IN PUBLIC SECTOR ORGANIZATIONS

Richard H. Afedzie

Dissertation Co-Chairs: Dr. Jerry Gilley and Dr. Judy Sun

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Much of the literature on organizational ethics attribute unethical behavior in the workplace as originating from greed, inadequate ethics training, lax ethics laws, and lenient disciplinary actions when ethical lapses do occur. While this perception advances a cogent argument, it does not examine the entire concept of unethical behavior, because it does not consider the organizational culture which clearly guides employees' ethical behavior and decision making in the organization. In this study, a basic interpretative qualitative research design was employed utilizing semi-structured interviews to investigate how organizational cultural systems, member interactions, leadership role modeling and training interventions influence employees' ethical behavior in the workplace. Purposeful sampling was utilized in selecting a public sector organization with a record of ethics reforms and participants comprising of senior managers, middle level managers and lower level employees.

The data analysis uncovered five seminal themes, which resulted in three major conclusions. The conclusions derived from the findings indicate that cultural systems of

organizations such as code of ethics, authority, norms and peer behavior are pivotal in influencing employees' ethical behavior at the workplace. Second, the group dynamics in the organization's culture such as member interactions, leader's role modeling and training interventions are vital to encouraging and making significant changes in employees' ethical behavior. Third, external cultural factors such as religiosity and parental guidance in terms of values-based upbringing actively enhances and fosters ethical behavior among some employees in the workplace. Suggestions for research and practice in the field of HRD are also offered.

Chapter One - Introduction

Background to the Problem

The issue of ethical behavior has dominated the political and business landscape of the United States over the past three decades (Bauer, 2009; Gino & Margolis, 2011; Kangas, Feldt, Huhtala, & Rantanen, 2013; Nielsen, 2003; Trevino, Weaver, & Reynolds, 2006). With the collapse of multinational corporations such as Enron, WorldCom, and Tyco and the recent financial crisis in 2008, there has been widespread media attention and scholarly work on the adverse effects of unethical behavior by leaders and employees alike (Palazzo, Krings, & Hoffrage, 2012; Sauser, 2013; Stevens, 2008; Weber, Kurke, & Pentico, 2003). Importantly, research on ethical behavior has focused on examining cultural factors that influence employees' ethical behavior and ethical decision-making in private sector organizations (Brass, Butterfield, & Skaggs, 1998; Trevino et al. 2006; Verschoor, 2006). However, the increase in employees' unethical behavior is not exclusive to the private sector, though that is where a greater number of the subject's research has been conducted (Dion, 1996; Meyers, 2004; Sims & Brinkmann, 2003; Trevino, 1986; Verschoor, 2006; Weaver & Trevino, 1999). Unethical employee behavior is also reported among the ranks of public officials or government employees (Cooper, 2006).

Because organizational culture provides insights into employees' behavior, beliefs, and values in the workplace, understanding the relationship between an organization's cultural values and employees' ethical behavior in public sector organizations may offer a

roadmap to fostering a strong ethical culture in the organizations (Bowman, West, Berman, & Van Wart, 2004; Cohen & Eimicke, 2000; Huberts, Kolthoff, & Van den Heuvel, 2003). Scholars such as Schermerhorn (2005) asserted that an organization's internal culture has the potential to shape attitudes, direct behavior, and establish ethical expectations as well as the motivation to reinforce them. Schein (1992), a renowned researcher and a theorist in organizational culture, contended that the culture of an organization exerts a major influence on ethical behavior within it and that the problem of ethics in the organization can be perceived as a cultural issue.

Similarly, a survey by Ethics Resource Center (ERC) in 2009 on public organizations reported that an organizational culture embedded with strong ethical values and compliance programs relates to the following:

Employees feel prepared to handle situations that invite misconduct; Employees feel that they can question the decisions of management without fear of reprisal; Employees are rewarded for following ethics standards; Employees who achieve success through questionable means are not rewarded; Employees feel positive about the organization's efforts to encourage ethical conduct; and Employees feel that their organization is an ethical workplace. (p. 11)

In general, sparse research concerning organizational culture has been conducted within the field of human resource development (HRD), especially in the area where HRD practitioners could play a pivotal role in enhancing an organization's cultural values with the goal of promoting employees' ethical behavior (Ardichvili & Jondle, 2009; Stewart, 2003; Woodall & Douglas, 1999). Reviewing the HRD literature on organizational culture and ethics reveals scant research has been conducted within the field. Some of the important studies include the work of Ardichvili and Jondle (2009), who explored the literature on the characteristics of ethical business cultures and offered insights into certain

practices essential to such cultures. The authors defined the current role of HRD in ethical business cultures and argued that ethical behavior and decision making is learned and internalized through workplace interactions.

The goal of this research study is to fill the void by expanding the existing organizational culture literature base by synthesizing the cultural values and norms that influences ethical behavior in public sector organizations. In particular, the objective of this study is to examine the role of organizational culture, especially the “core public service values such as integrity, fairness, accountability, responsiveness, effectiveness, efficiency, neutrality, representativeness,” (Kernaghan, 1994, p. 620) in enhancing employee ethical behavior in the public sector. In so doing, the study findings may offer HRD practitioners strategies that will enhance ethically responsible employee behavior in public sector organizations.

Statement of the Problem

Although persistent reports in the media have appeared on the lack of ethical values in both private and public organizations over the past three decades, most of these organizations continue to be plagued by ethical violations (Kernaghan & Langford, 1990). For example, in the public sector, only 8% of local government employees indicated their workplace was strong when it came to living out the ethical values of the organization in daily decisions making and behavior (ERC, 2009; Menzel, 2009). At the heart of this problem is the fact that no systematic framework exists to illustrate the change process on how employees become influenced by cultural values, either through formal (code of ethics, authority, reward systems and structures) or informal (ethical norms and peer behavior) cultural systems of the organization.

Research in management and HRD indicates that a number of ethical behavior models have been studied in the realm of business ethics (Leonard, Cronan, & Kreie, 2004; Sethi & Sama, 1998; Schermerhorn, 2005; Wimbush, Shepard, & Markham, 1997); however, a significant portion of such studies have focused on private organizations' perspectives and are mostly devoid of empirical support. Scant attention has been focused on the role of cultural values in employees' ethical behavior (Matherne & Litchfield, 2012). The focus of the present study therefore is to explore the influence of organizational culture values on employees' ethical behavior, with the intention to contribute empirically to the literature base on organizational culture and ethical behavior and to recommend ways to improve service delivery in public sector organizations.

Purpose of the Study

The purpose of this study is to explore organizational cultural values that influence employees' ethical behavior and the different ways such cultural practices and values could enhance ethical values among employees in public sector organizations. Understanding how organizational cultural values shape employees' ethical behavior within the organization may help enhance the long-term sustainability of the organization by creating ethically responsive employees in the organization.

Research Questions

The following research questions will guide the study:

RQ1: How do formal and informal cultural systems cause changes in employees' ethical behavior?

RQ2: How do organization's member interactions, leadership, and training interventions cause changes in employees' ethical behavior?

RQ3a: What are the significant changes in employees' ethical behavior due to the culture systems?

RQ3b: What are the significant changes in employees' ethical behavior due to the Organization's member interactions, leadership, and training interventions?

Overview of Research Design

A qualitative research design was utilized to examine the influence of organizational culture in a public sector organization in south-western part of USA. A qualitative design is appropriate for this study primarily because a quantitative approach was not appropriate to deconstructing the richness of an organization's past cultural experiences and its meanings to answer the research questions (Maxwell, 2005; Patton, 2002). Using a qualitative study with an in-depth case study generated a wealth of detailed information significant to addressing the four research questions posed by the study. The public sector organization studied was selected based on ethics initiatives adopted over the past decade to encourage ethical behavior. This city government in south-western USA was also selected based on the size and diversity of city employees with more than 13,000 employees.

The qualitative design was a descriptive single case study with semi-structured interviews, observations, and document analysis as the primary approaches to gathering data. Using a qualitative approach allowed the researcher to "capture, understand, and represent participants' perceptions and meanings through and in their own words" (Ruona, 2005, p. 234). A qualitative approach enabled a richly detailed examination of the research

phenomenon and allowed the researcher to deeply investigate the phenomenon under study as well as the ambiguities or contradictions related to it (Patton, 1990).

This study included a pilot research with three employees from a city government in south-western USA to validate and fine-tune the study's instrument for the main interviews. The pilot organization was selected based its recognition for ethical reforms and culture by the International City/County Management Association (ICMA) in 2003. The questionnaire for this pilot study is self-developed and was administrated during a two-week period.

For the primary interviews, 35 departments in the city government were clustered into five key functions from which purposeful sampling was utilized to select participants (Merriam, 1998). Purposeful sampling was used primarily to “discover, understand, and gain insight” (Merriam, 1998, p. 61) from participants with rich information from the phenomena being studied. The researcher contacted the Director of Intergovernmental Services of the city government, who emailed the researcher's letter of invitation for volunteers to participate in the research study. The first batch of interviews included 10 participants, two from each of the five clustered functions in the city government. The researcher conducted additional interviews of one participant from each of the five clustered functions until the point of saturation was reached with the data provided. The interviews included seven upper level managers, four mid-level managers and three lower level employees who have been in the organization for at least three years. The choice of interviewing various group of employees in different management levels in the organization was meant to gather diverse perspectives of opinion from participants. In addition, rationale for selecting employees' with three years of experience in the

organization was primarily to interview employees who were well informed about the culture of the organization and could provide a rich source of information.

The selected participants each were engaged in an in-depth interview regarding the influence of the organization's culture on employees' ethical behavior. The participants were asked to describe important aspects of the organization's cultural values that defined employees' ethical behavior. The interviews and other data collection were conducted within a four-week period. The interviews were audio recorded and transcribed word for word by the researcher.

The constant comparative method was used in data analysis for this study. This approach sought to compare the data by looking particularly for difference and similarities. The data were arranged in familiar patterns, categorized by names, and then examined by the researcher to single out the themes in the data (Patton, 2002). The researcher used pre-set and open coding as well as axial coding as an approach to organize and synthesize the data from the perspectives of the participants. The volume of data was broken into categories and further described in great detail (Merriam, 2009). The strategies employed in establishing the categories involved the following steps: (a) coding for hearing, sight, action, and events; (b) marking the units of analysis; and (c) comparing and contrasting the sight, action, hearing, and events. Following the coding process, Nvivo, a qualitative data analysis software program was used to process the codes into parent and child nodes for better understanding, synthesizing and interpreting of the data.

Three main sources of data were used in data collection to ensure validity of the study. Findings of the study were sent to research participants for member checking to ensure authenticity and veracity of transcripts. Participant observation examined some of

the non-verbal body language and general behaviors of the participants during the interview. To ensure reliability, some of the common errors such as presumptions of certain responses from the subjects during the interviews were noted in a memo to the researcher. Establishing triangulation during the study, where the interview data was corroborated with observations was utilized to enhance reliability of the study.

Significance of the Study

Public sector organizations are constantly monitored by the public to ensure that the delivery of services conform to accountability, equity, and integrity (Luk, 2012; Menzel, 2005). Because public organizations are also challenged by changing forces such as technological advancement, globalization, and competition from the private sector, many scholars have recommend the need for public sector organizations to develop an organizational culture embedded with ethical values in order to influence and sustain employees' ethical behavior (Lewis, 2005; Stevulak & Brown, 2011). The aim of this study is to offer a broader understanding of how organizational culture embedded with strong ethical values is likely to influence employee ethical behavior.

Although much literature exists on organizational culture and its influence on organizational ethical climate and employee behavior (Ferrell & Gresham, 1985; McCabe & Trevino, 1997), few empirical studies have been done in public sector organizations to examine the role of organizational cultural values in influencing employees' ethical behavior. The intent of this study is to address the gaps in the HRD literature by offering to practitioners and researchers some of the values and norms in organizational culture that may be a driving force to engender employees' ethical behavior in public sector organizations.

This study is especially pertinent to the field of management and human resource development for a number of reasons. Because public sector managers are responsible for ensuring ethical climate and ethically responsible employees, they are often accountable for developing interventions and initiatives within the organizational culture that have the potential to orient the activities of employees towards ethical behavior and conduct. Researchers from other fields of study may use some of the ethical values and norms identified in public sector organizations to enhance the knowledge base essential to building more ethically responsible employees in other organizations.

Although organizational culture sets the tone for behaviorally grounded actions, it is dynamic, and as a result, it reinforces the importance and value of continual learning and development within both the individual and the organization. According to Bowman and Knox (2008), “Ethical matters clearly are pervasive in the workaday life of government” (p. 628). The capacity of continual learning through organizational culture by the employee presents a significant contribution to the field of HRD.

Organizational culture represents a sense of values the organization members espouse often unconsciously. As a result, culture instills a sense of responsibility in the individual, primarily because when an individual takes responsibility for his or her actions, everyone benefits. In a similar context, responsibility can be seen as accountability and honesty, and keeping oneself accountable enhances a sense of trust and loyalty, both in the community and organization. In essence, knowledge of ethics draws critical attention to the values of “trustworthiness, respect, responsibility, fairness, caring, and citizenship” in the organization (Josephson, 2008, p. 8). In this regard, such knowledge helps to build a more pleasant and productive work atmosphere for all employees.

The findings of this study may offer insight into how organizational culture is able to manage diversity in terms of different values and ethical perspectives among employees. Diversity program apply cognizance of diverse values and ethical perspectives to develop interventions and initiatives and to enhance the capacity of the organization to adapt to changes. Through diversity management, effective human resources development practice receives considerable attention.

The study of organizational culture and its influence on employee ethical behavior helps understand behaviors that are legitimate or unsanctioned within the organization. Understanding the key values of organizational culture that influences employee ethical behavior provides HRD practitioners a framework from which to develop initiatives, interventions, and services that enhance the organization's strategy (Gilley, Egglund, & Gilley, 2002). The focus on ethical behavior as a critical imperative in public sector organizations (Cooper, 2006) in this research study will offer a rich illustration of how organizational culture influences employees' ethical behavior through the lenses of cultural values and formal and informal cultural systems in public sector organizations. Above all, the focus on ethical behavior and development of the individual has been a key hallmark of the organizational development field (Ardichvili & Jondle, 2009).

Definitions

Various important terms used in the study are provided and defined below. The definitions are alphabetically listed.

Case study - This is a detailed description and review of a bounded system (Merriam, 2009).

Cultural norms - These are the unwritten expectations that represent organizational patterns of values, assumptions, beliefs, and feelings that have developed over a period of time for dealing with problems both internal and external to the organization and that are seen as the correct way to think, feel, and act in relation to those organizational problems and challenges (Owens, 2004; Schein, 1985).

Ethical behavior - This is defined as “that which is morally accepted as ‘good’ and ‘right’ as opposed to ‘bad’ or ‘wrong’ in a particular setting” (Sims, 1992, p. 506).

Ethical culture - Ethical culture is a “subset of organizational culture, representing a multidimensional interplay among various ‘formal’ and ‘informal’ systems of behavioral control that are capable of promoting either ethical or unethical behavior” (Trevino, 1990, p. 451).

Ethics – “Rules or principles that inform behavior within a particular culture exhibited by a particular group or organization” (Ardichvili & Jondle, 2009, p. 226).

Organizational culture - “This is the system of shared beliefs and values that develops within an organization and guides the behavior of its members (Schermerhorn, 2005, p. 12).

Public sector organization - The public sector comprises “governments and all publicly controlled or publicly funded agencies, enterprises, and other entities that deliver public programs, goods, or services” (Institute of Internal Auditors, 2015, p. 3).

Unethical behavior - This is a “behavior that violates generally accepted moral norms” (Kaptein, 2011, p. 233).

Values - “Values serve as a sense of common direction for all the employees and a guide of behavior for their everyday life” (Deal & Kennedy, 2000, p. 21).

Chapter Summary

This chapter introduced the study and explored the importance of organizational culture and its influence on employee ethical behavior in public sector organizations. The surveys by Ethics Resource Center (2009) and some of the key studies in HRD on organizational culture, ethics, and ethical business culture are emphasized, primarily to highlight the importance of this study to the field of HRD. The chapter drew attention to the lack of empirical studies in the HRD and management literature base, specifically concerning ethical behavior and organizational culture and the need to address this gap through research. The research questions ask how participants define ethical behavior and describe aspects of the organization's cultural values that influence employees' ethical behavior. This model offers HRD practitioners and researchers a better understanding of the way organizational culture shapes employees' ethical behavior in public sector organizations.

This study used a qualitative methodology with a descriptive single case study, semi-structured interviews, observations, and document analysis as the primary approaches to collecting data. A major city government in south-western part of USA was chosen based on its history of introducing ethics initiatives to enhance employees' ethical behavior over the past decade. Seven upper level managers, four mid-level managers and three lower level employees who have been in the organization for at least three years were asked to participate in an in-depth, semi-structured interviews on the influence of organizational culture on employees' ethical behavior. The significance of this study to the field of HRD and management were listed in the chapter and important terms were defined.

Chapter Two – Review of Literature

Introduction

This chapter contains a review, analysis, and critique of the literature in organizational culture and ethics to identify the research gaps and lay the groundwork for the current study. The chapter is divided into three sections. The first section traces a brief historical perspective of organizational culture, three key definitions commonly used in the literature, and the typology of organizational culture in public sector organizations. The second section reviews the empirical studies conducted on organizational culture and ethical behavior in public sector organizations. The third section describes the history and characteristics of public sector organizations.

The literature review utilized the online database search at the University of Texas at Tyler Library. EBSCO database was used to search for textbooks, e-books, and academic journal articles that dealt with organizational culture and ethical behavior of employees in public sector organizations. ProQuest was used to search for doctoral dissertations. The search included articles published from 1990 to 2014 and major attention was paid to articles published during the last decade. Journals reviewed included the following:

Human Resource Development Review, Human Resource Development International, Human Resource Development Quarterly, Advances in Developing Human Resources, Management and Organization, Integrity, Public Administration Review, Public Integrity Annual and Journal of Business Ethics. The keywords used during the search included

ethics, organizational culture, ethical values, cultural values, ethical behavior, integrity, public sector organizations and ethics at the local government level. The 75 articles and 20 books used primarily covered areas such as (a) organizational culture and public sector organizations, (b) ethical behavior in public sector organizations, and (c) cultural values and employees' ethical awareness at the local government level.

Historical Perspective of Organizational Culture

Although research study in organizational culture dates back to the early 1970s, the work of Barnard (1938), Weber (1947), Kaufman (1969), and Thompson (1967) referred to human interactions in defining organizations. Lewin's (1951) pioneering work on group dynamics and the environment (field theory) posited that for changes in organizations to occur, the culture of the group had to change. Research on organizational change processes by Argyris and Schon (1978) indicated that individuals in an organization could not resolve the organizational problems unless the pertinent issues associated with the culture and way of learning were addressed. Argyris and Schon (1978) referred to this form of addressing the culture as single-loop learning.

The study of organizational culture has always been integral to explaining and understanding organizational behavior and management decision making (Ouchi, 1981; Schwartz & Davis, 1981). In particular, Peters and Waterman's (1994) seminal work, *In Search of Excellence*, argued that cultures in successful U.S. organizations were comparable to productive Japanese organizations and that organizational cultures in both countries were based on eight characteristics of management excellence. The work of Schein (1992) on the theory of organizational culture also contributed immensely to organizational culture literature base by stating the underlying factors in a culture with

the potential to influence organizational members. Schein (1985) argued that the influence of culture rested on the pattern of shared beliefs, values, norms, artifacts, and underlying assumptions. Overall, the cultural beliefs, values, norms, and artifacts upheld by organizational members are essential theoretical concepts for understanding the behavior of organizational members and discerning the major components of a culture.

Defining Organizational Culture

Scholars in organizational culture have focused on norms, values, heroes, myths, symbols, artifacts, rites, and rituals shared by organizational members in defining organizational culture (Deal & Kennedy, 2000; Goffee & Jones, 1998; Hofstede, 1991; Kropp, 2000). Some of these scholars perceived organizational culture as a variable in the same domain as organizational strategy (Goffee & Jones, 1998). Others perceived culture as the organizing principle that determines how and why members behave in a particular way (Mahler, 1997; Trevino et al. 2006). Other scholars saw culture as a dynamic entity promoting ethics, morality, productivity, and development of the individual and the organization (Pettigrew, 1979).

Three prominent definitions of organizational culture in management and HRD will help guide this study. Schein (1992), a renowned scholar in management and a theorist in organizational culture defined organizational culture as:

A pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way you perceive, think, and feel in relation to those problems. (p. 9).

Hansen and Fancher (2002), prominent scholars in HRD, asserted that culture help people understand organizational behavior in the sense that it comprises many levels of inter-connected values and beliefs, each responding to the other in a number of ways and

culminating in standards for sanctioned and unsanctioned behavior. Schermerhorn (2005) defined organizational culture as “the system of shared beliefs and values that develops within an organization and guides the behavior of its members (p. 12). Although there is no broad consensus on what organizational culture is actually made of, the common understanding is that culture is a system of shared values that significantly influences behavior (Pettigrew, 1979).

Typology of Organizational Culture

Scholars in organizational culture and human sciences emphasize the importance of organizational culture as the defining benchmark for the differences in organizations (Ott, 1989). This research study is an examination of the four types of public organizational cultures to understand their inherent ethical and cultural characteristics. Sauser’s (2010) typology of organizational culture is noted as the primary foundation of this study. Sauser’s typology of culture is based on Schermerhorn’s (2005, pp. 75-76) classification of strategies for organizational ethical responsibility. The four types of organizational culture are defiance, compliance, neglect, and character.

Defiance. According to Sauser (2010), public organizations exhibiting a culture of defiance are associated with individuals who exhibit obstructionist behavior in regards to their moral responsibility in the organization. Within this culture, predominant characteristics are creating unethical schemes, manipulating the law, and engaging in unlawful activities when the risk of such action is low or the consequences for such an action are less than the reward for the action (Sauser, 2010). In a culture of defiance, senior management members portray unethical behaviors and transmit values that condone individuals who flout the laws of the organization as long as their actions contribute to the

organization's economic goals. Achieving economic productivity at all cost, regardless of the consequences, is often the overarching goal of an organization with a culture of defiance (Sauser, 2010).

Compliance. An organization with a culture of compliance tends to exhibit behavior that aligns with a defensive and accommodative approach to their social responsibility in the organization. This type of public organization is associated with leadership and members often disagreeing with the ethical and legal standards they are entrusted to enforce. In a culture of compliance, "There is a reluctant acknowledgement of laws and ethical standards and grudging attempt to abide by them—at least when the public is watching" (Sauser, 2010, p. 58).

Neglect. In a culture of neglect, leadership often pursues a plan of "accommodation or even proaction, but one or more flaws in the culture lead to a failure to achieve the goals of this strategy" (Sauser, 2010, p. 58). Potential flaws in the culture may culminate in failure to achieve the ultimate goals of the organization. Such flaws may include the failure to fully abide by the ethical codes, standards, and laws regulating the organization. Similarly, not communicating the laws and codes of ethics or identifying members who flout the laws of the organization create unintended ethical failures. According to Sauser (2010), "Leaders of neglect fail in their responsibility of due diligence" (p. 58).

Character. A culture of character, according to Sauser (2010), is the type of organizational culture in which management embraces ethical conduct and ensures that ethical behavior remains a key part of all individual actions in the organization (Sims & Brinkman, 2002). In an organization with a culture of character, management strictly abides by the laws and ethical standards. In such an organization, ethical values and ethical

behavior are the primary benchmarks for evaluating organizational goals, policies, and strategic plans. The hallmark of this organization’s culture are “values of integrity, trust, fairness and trust” (Sauser, 2010, p. 59). Table 1 shows the distinctive types of organizational culture.

Table 1. Typology of Organizational Culture

Culture Type	Characteristics of Moral Responsibility
Defiance	Obstructionist conduct and achieving economic goal at any cost
Compliance	Constant conflict on the right way to enforce ethics and laws
Neglect	Failure to identify and punish those flouting ethics laws and code
Character	Ensures that ethical conduct is at the forefront of all actions

Empirical Studies on Each Construct

Organizational Culture and Public Sector Organizations

This section contains reviews of the empirical literature regarding the role of organizational culture and its inherent influence on organizational practices, policies, and initiatives. Studies on the embedded values in an organization’s culture in the realm of public sector organizations is examined primarily to gain broader understanding of its influence on employees’ ethical behavior in the public organization.

Kim (2003) explained that the influence of organizational structure on employees’ ethical disposition in public sector organizations has been given less attention in organizational culture literature. He suggested that because organizational structure,

centralization or decentralization, is often used as a determining value for eliciting ethical practices in organizations, organizational control designs have considerable influence on members' ethical practices. The author study used a two-stage, stratified random method in sampling nine of the largest state agencies in Texas. The criteria for selecting the sampling units were based on the size of the agency in terms of employees. A "survey questionnaire was administered to 800 public officials representing the nine agencies" (Kim, 2008, p. 72). The study findings revealed that organizational structure had less relevance in regards to officials' moral conduct in these agencies. In essence, changes in moral conduct of officials often have more to do with other components of the culture such as norms, basic assumptions, and values (Valentine, Godkin, & Lucero, 2002).

Pelletier and Bligh (2006) analyzed the perceived value of three organizational programs and their inherent role in the culture of public sector organizations. The authors examined the code of ethics, leadership decision-making style, and availability of resourceful employees, and articulated that such programs were important to the culture of ethics in public organizations. Using a structural equation approach, Pelletier and Bligh conducted a survey on the effectiveness of the ethics programs in a government agency in California. Of these three programs, the findings asserted, "Employees perceived ethical leadership and ethical values were associated with employees' perceptions of ethics program effectiveness" (Pelletier & Bligh, 2006, p. 42).

A landmark study on organizational culture by Schraeder, Tears, and Jordan (2004) offered two ways of enhancing cultural knowledge and cultural change in public organizations. The study suggested role modeling by leadership and ethics training as a means to advance organizational culture in the organization. The authors compiled an in-

depth review of the literature on organizational culture and salient aspects on leadership and ethics training. They also provided an illustration of how changes in culture could be achieved in a major department in a public organization. The findings of the study acknowledged that training and role modeling can be an important approach to enhancing cultural knowledge and attaining culture change in public sector organizations. Schraeder et al. (2004) highlighted the role of culture as a major variable in bringing about changes and ultimately influencing employees' behavior patterns in organizations.

Cultural Values

Research conducted by Salminen and Mantysalo (2013) examined the role of cultural values in Finnish public organizations. According to the authors, public service values served as a moral guide to public officials in their interactions with the public and as a moral lens for public service professionalism. Using both qualitative and quantitative research approaches, the authors' analyzed individual beliefs and attitudes related to public service values. Respondents for the study were from 25 different public organizations. Dominant cultural values that emerged from the study were those of justice and equality. For Salminen and Mantysalo (2013), the study's findings validated the belief that values such as justice, equity, efficiency, and integrity should be an integral part of public service management culture.

Hebson, Grimshaw, and Marchington (2003) examined how traditional values undergirding public sector ethics were transformed among public sector employees because of changes in the contractual approach to providing services to the public. The public-private partnership (PPP) served as the new platform through which the public sector served the public. Two case studies from the PPPs were used to analyze the factors

impinging on five main features of the public service ethics. The study findings illustrated that changes in delivering services to the public had significantly reduced the traditional values associated with public service ethics.

In particular, public sector values such as accountability and bureaucratic behavior had been fundamental changed by the consistent pattern of monitoring and lack of trust among organizations delivering services to the public (Hebson et al. 2003). Among employees in the public sector, traditional values especially associated with delivery services to the public were particularly undermined with the cost-cutting measures and intense work rules related with PPPs. The study findings indicated public sector values likely to withstand changes within public sector organizations as well as efforts that could impact future survival.

Thompson (1992) argued that ethics is crucial to professionalism in public organizations because it holds the government accountable to the public. Thompson documented that when regulations on ethics are strictly enforced in public organizations, public officials are more responsible and accountable in ethics decision making in the organization. Such enforcement creates a sense of ethics awareness and guideline for public officials in the organization. The author proposed that public organizations should make ethics a central part of their culture.

Ashkanasy, Falkus, and Callan (2000) explored public administrators' ethical conduct, values, and potential to behave ethically in the organization. According to the authors, a code of ethics matters significantly in the conduct of employees. The authors suggested the growing interest in ethical issues was primarily because of the resurgence of unethical conduct and the abuse of power by elected officials. The study was conducted in

a single Australian state with over 500 respondents selected randomly from public organizations. The findings indicated that demographics, inherent moral values of the individual, and factors such as organizational and group values were more likely to determine administrators' use of a code of ethics and to enhance employee ethical behavior.

Gross (1996) reported on the results of a study on values regarding public officials and their relationship with the private. Gross attempted to determine whether the ethics and values practiced by public administrators were starkly different from those of the private. The study contained interviews of employees in public organizations in Colorado, ranking from the midlevel to senior employees, who had served for over 10 years. To compare the values of administrators to citizens, about 250 registered voters were chosen to answer the questionnaire.

The findings established efficiency and productivity as essential values to enhancing employee performance in public organizations. The findings also indicated, "Public administrators differed from citizens on issues of political awareness, predictability, advocacy, and public interest" (Gross, 1994, p. 579). The public perceived public administrators as "courageous, fair-minded, administrators, open-minded, individuals of high virtue, trustworthy, intelligent, and honest" (p. 578). Gross (1994) contended common areas of interest between the public and public administrators were especially in the "area of trustworthy, competency, and accountability," (Gross, 1994, p. 583) and remained a critical aspect of an ethical public organization.

Kernaghan (1994) explored the culture of Canadian public organizations by examining the ethical impact of the 1992 public service reforms. The author studied the ethical culture of Canadian public service from two historical contexts: before the year

2000 and after the year 2000. Traditional values of integrity, loyalty, impartiality, fairness and accountability featured prominently in the current era of public service. A standard survey questionnaire was administered to 279 non-municipal respondents, of whom 161 worked in federal government departments and 118 worked in state agencies and commissions. The study's contributions to organizational culture showed that ethical value was increasingly the guiding principle for ensuring individual and organizational ethical behavior and was the bedrock for doing the right thing. Particularly, shared values subsumed in the culture of the organization had significant implications that guided the behavior of administrators toward achieving the expected administrative goals.

Kernaghan (1994) suggested that public organizations should formulate ethical values based on past experiences and current operations and proposed that embracing core values such as delivery of quality public service could promote the importance of values among public administrators. Kernaghan believed the overriding purpose of a public organization is to serve the interest of the public in fairness, equity, neutrality, and accountability. These goals could be achieved over the long run if administrators pursued the interest of the public rather than self-interested goals.

The work of Kernaghan (1994) contributed to Maesschalck's (2004) study of ethics reforms in public organizations. Maesschalck reported the late 1990s generated a surge of interest in public organizations due to numerous reports of unethical behavior and misconducts. The public sought broad changes and reforms in public organizations to ensure that public officials were not only accountable to their superiors and elected officials but also to the public at large. Maesschalck suggested that reforms should incorporate regular ethics training, employees' adherence to the code of conduct, and regulations and

proposed that reforms should include regular oversight of recruitment practices and employees' ethical practices. Above all, integrity management should be an integral part of public organization reforms to help improve moral attitude and decision making.

Menzel (2007), in contrast, admitted that the challenges associated with integrity in public organizations could not be addressed by a singular "silver bullet" of rule-based intervention approach or ethics programs. He asserted that many of the problems of ethics in public organizations were the consequences of increase privatization, technology, and globalization. Findings suggested that value-based programs such as leadership role modeling could be a viable approach to dealing with ethical issues in the public sector.

Bruce (1994) questioned why public organizations had not kept pace with the growth of changes in ethical standards and behavior among employees. He contends the legal side of misconduct had been taken for granted in most public organizations because of "issues such as gossiping, lying to a supervisor, being mischievous, fomenting troubles, taking credit for others' work, and nit-picking others for faults" (Bruce, 1994, p. 247). Public service had been less attractive to most skilled and best employees, thus, competence had long been an issue confronting public service. The study was conducted with a survey in 10 countries that are members of the International Institute of Municipal Clerks (IIMC). The findings highlighted the point that ethical behavior was quite prevalent in municipalities where corruption was least tolerated and where ethics discussion as a form of training was regularly conducted. The results showed that recruiting highly ethical administrators created an environment when ethical behavior was sustained and placed at the forefront of decision-making. Based on these findings, Bruce suggested that fostering ethical behavior among employees should take several approaches and that organizational

policies and rules must create an environment conducive to supporting and encouraging ethical behavior in the organization.

Ethical Culture and Programs in Public Sector Organizations

This section contains a critical review of the literature concerning the major functions of ethics programs and ethical culture in public sector organizations. The section highlights the moral guidelines and directions provided by ethical cultural and ethical programs characteristic of organizational culture.

Abdullah, Sulong, and Said (2014) conducted a year-long study on ethics activities within Malaysia public sector organizations. The authors asserted that many of the activities of public officials were unethical and had resulted in negative public perceptions of their roles in the society. Using a questionnaire survey, Abdullah et al. (2014) sought the views of 300 public sector employees in two large cities. The study findings revealed that many of the respondents claimed to have high ethical judgment and behaved ethically, contrary to the perspective of the public. The authors suggested that code of ethics, value-based ethics, and religiosity were likely to enhance integrity and ethical judgment among public sector employees.

According to Beeri, Dayan, Vigoda-Gadot, and Werner (2013), a systematic increase in ethics program implementations had taken place over the past two decades, mainly to minimize the spate of ethical misconduct in Israeli's public sector. The authors addressed the phenomenon of ethical misconduct by studying administrators' views and behavioral changes before and after the implementation of an ethics program in a single public sector; an Israeli regional council. Surveys and case studies were utilized to show that establishing clearly defined and well-enforced ethics programs result in enhanced ethical

attitudes, particularly in employment engagement, performance, and commitment in the organization. Participants were 192 administrators from an Israeli regional council who were surveyed for the study. The study findings showed that leadership is instrumental in improving ethical behavior and influencing employees' views about organizational values. Beerli et al. (2013) suggested that leadership in public organizations should be aware that their conduct and attitude significantly influence organization's ethical standards.

Huberts and Six (2012) reported on the characteristics of local municipal integrity system across six cities in Europe and Asia. The researchers reviewed the role of integrity in local government municipalities and contended that it promoted efficiency of performance among public officials and served the interest of the public well. Interviews and document analyses of the cities of Hong Kong, Sydney, New York, London, Antwerp, Hamburg, and Amsterdam were used. Hubert and Six used the Transparency International Corruption Index as rationale for selecting the six cities; specifically, the cities had credible achievement and experience ratings dealing with issues related to integrity in public organizations. The common theme that emerged from the study was the role of integrity in enhancing public trust in the public sector organization. Huberts and Six proposed the development of local integrity system projects that create trust within local government organizations.

Raile (2013) presented a number of ethical factors that had considerable influence on public officials in their organizations. The study analysis reflected on the role of ethical climate that supported ethical employee conduct in the organization, defining ethical climate as norms shared by members of the organization that are significantly related to

the policies and practices of the organization. Raile sampled 17, 248 employees in a survey of 16 different organizations within the executive branch of U.S. federal government to determine employees' perceptions of ethical climates in the organizations.

The study findings suggested employees in management positions perceived the ethical climate in their organization positively and that it influenced their ethical decision making in the organization (Raile, 2013). Ethical training, employees' interactions with ethics officials, and perceived understanding about ethical policies in the organization also influenced employees' perceptions of ethical climate in the organization. In contrast, work tenure was perceived to worsen ethical climate. Raile suggested that nonsupervisory officers in the organizations should have additional training on the values of ethics to create a sustainable ethical climate in public organizations.

The Ethics Resource Center (2009) reported on the importance of ethical culture in influencing employees in public organizations. The study utilized a longitudinal research approach, interviewing 774 employees from federal, state, and local government agencies. Employees 18 years old and over were randomly selected to reflect a fair national distributions of participants. The report findings stated that ethical culture reflected strongly in public organizations, particularly in areas such as "decisions about who gets rewarded, who gets punished, and how to weather tough times" (ERC, 2009, p. 7).

Ethical culture also influenced decision making such as reporting unethical behavior to management (ERC, 2009). Improved organizational engagement and higher levels of employee performance at their tasks were key characteristics of ethical culture. The report suggested three reasons to sustain ethical culture in public organizations:

- Instilling ethical culture in the routine operations of public organizations should be given a priority in all circumstances,
- Recognizing that ethical culture has significant effect on unethical behavior,
- Creating ethics awareness through training, and
- Leaders serving as ethical role models.

The ERC (2009) report proposed that infusing a strong ethical culture was more than imposing a rule-based ethics program. Crafting an ethics program is not the ultimate guarantee of maintaining a strong ethical culture; rather, employees' understanding of the major pillars of ethics such as positive reinforcement, building trust among employees and management, and incorporating ethics in all decision making in the organization yielded improved results.

The research work on ethics in public organization by Gilman and Lewis (1996) was undertaken from a global perspective and used the concept of “normative and structural” as the baseline of their study (p. 29). The normative examined ethics in the context of organizational development: in essence, how does ethics contribute to organizational productivity and growth of the organization? The structural considered ethics from a formal-legal approach; that is, from a rule-based or compliance approach. The researchers used data from the 1990-1992 World Values Survey conducted in 43 countries by the University of Michigan's Institute for Social Research to find out from participants the influence of ethics in organizational development and productivity. To ensure “comparability among the samples, the study selected responses from communities greater than or equal to 20,000 in population” (Gilman & Lewis, 1996, p. 520). Results of the study highlighted a broad gap between the theoretical principles of ethics and the

practical application in public organizations. The findings explained the existence of differences in how countries apply ethics compliance, and that an individual country has the potential to change ethics values with time.

Smith (2003) conducted a comparative case study of Florida, Connecticut, and New York state ethics commissions to identify their effectiveness in reducing the rate of unethical conduct among employees. Reviews of the rules, laws, and regulations of the three states were gained through interviews with 60 ethics officials concerning their perspectives of the success of the state ethics commissions. Enforcement of rules was the primary emerging theme from the interviews and document reviews. Smith reported rule enforcement was poor in these states with regard to investigations on employee misconduct and adjudicative proceedings. Although Smith compared and contrasted the ethics practices of the state commissions, no definite conclusion emerged on which state had the best or worst practices.

The literature base on public organizations has scant information related to ethical conduct, values, practices, and beliefs of local government officials (Menzel, 1992). Studies conducted on ethics in government organizations focus primarily on codes of ethics and policy expectations stated in ordinances and regulations. Menzel used a confidential questionnaire randomly administered to 730 employees in a selected county and city in Florida. Selection of the city and county were based on the history of ethical stability and the length of tenure of the City Manager and chief administrative officer. Study findings indicated most of the participants in the city and county claimed knowledge of local laws and rules in regards to ethics and revealed that employees with longer years in local government service were more informed about ethics rules and regulations. Based on the

study findings, the employees' perceptions of ethical rules and standards facilitated a greater understanding of ethics in the public sector organizations.

In a later study, Menzel (1996) examined the effect of ethics-induced stress in public sector organizations. He defined ethics-induced stress as a measure of cognitive dissonance between an employees' perception of ethics and the unethical values existing at the employee's workplace. The concept of ethics-induced stress was explored by asking the following questions: "Does ethics-induced stress result in decreased employee productivity? Does it result in lower levels of job satisfaction? Higher levels of conflict? Higher levels of employee turnover?" (Menzel, 1996, p. 562). Through a survey of approximately 200 city and county managers in Florida and Texas, the study findings showed a strong correlation between high levels of ethics-induced stress by managers and dysfunctional organizational performance. In particular, an increase in ethics-induced stress resulted in decreased job satisfaction, increased organizational conflict, and higher levels of employee turnover.

Research by Skidmore (1995) concerning public officials and ethics shared similar perspectives to the study by Menzel (1992) on public administrators and ethics in local government. Skidmore (1995) argued that public officials elected and appointed primarily had no coherent understanding regarding the ethical demands of their tasks and ethical expectations for their roles in the society. The author posited that although public service ethics had been broadly debated, no constructive solution had been developed concerning the ethical dilemmas that beset public sector organizations.

West and Berman (2003) conducted a broader investigation of Berman's (1996) research with a survey of City Managers in cities with populations of 65,000. The research

was an examination of the effectiveness of the work of municipal audit committees. West and Berman also explored the ways in which audit committees enhanced accountability and managed ethical issues associated with financial management. The study findings showed audit committees were quite effective in detecting unethical behavior and actions in the organization.

Menzel and Benton (1991) acknowledged the limited research on ethics in local government and alleged that most of the information on ethics in local government was anecdotal. The study was based on state ethics commissions established with the goal that citizens could have a legal means to channel their complaints against public officials' wrongdoings. The authors reported on the growth of ethics complaints in Florida since the creation of the Florida Commission on Ethics in 1974. Most of the complaints were aimed at city and county administrators' conduct and failings. The study reviewed 883 city and county complaints and found 506 to have a justifiable legal basis, 251 to have likely cause, and 208 to be in direct breach of Florida ethics law. Although differences in the number of complaints were based on the size of population and the level of education, creating awareness about the ethical expectations of the public could reduce ethical complaints. States such as Ohio, Pennsylvania, and Massachusetts had citizens who shared similar educational backgrounds and population characteristics as Florida and could benefit from the findings.

Seminal studies on ethical behavior of public administrators contended that public organizations were primarily responsible for inappropriate behavior by employees (Caiden, 1991). The author posited that public organizations had ineffective rules and ethical culture that were often too weak to regulate administrators on their responsibilities to the public.

Caiden listed 175 issues that have often bedeviled public organizations, such as “inefficiency, lack of accountability, incompetence, bribery, dishonesty, lack of integrity, and fairness” among others (p. 496). Caiden stated that most public administrators were ethical and decent individuals who would want to perform well, but the apparent shortcomings of public organizations in terms of setting the right standards and ethical culture placed individuals in positions to be seen as corrupt, with unethical attitudes.

Roizen, De Pelsmacker, and Bostyn (2001) investigated the role of ethics on behavioral motives of employees in a number of public and private sector organizations. Public sector organizations and education comprised 14% of the total sample of 427 organizations, which included services, manufacturing, banking, and transport. The study used a quantitative approach to measure the ethical motives of employees by examining the relationship between personal values and organizational commitment with goals of the organization and the influence of stakeholders. The findings specified that employees in public sector organizations or educational institutions reflected more often on ethical considerations in decision making than did those in the private sector.

According to the study findings, ethics training, stringent oversight of administrators and compassion should be incorporated into public service management to improve organizational delivery of service and productivity (Burke & Black, 1990). The scholars investigated the relationship between organizational ethics and productivity by surveying two service organizations in Texas and California. Participants included 69 senior managers and supervisors who completed surveys, with one-third from the public sector and two-thirds from the private sector. The questions of ethics and productivity in each of these organizations were examined from four perspectives: “ethics codes, training,

and decision making as well as punishment for ethical infractions within one's company” (Burke & Black, 1990, p. 37).

Overall, a considerable number of respondents attested that ethics consideration was central to decision making in the organizations (Burke & Black, 1990). The study found that the ethical climate of the society and ethical behavior of leaders were the biggest issues likely to influence ethical behavior among employees. The authors proposed that ethical issues be integrated in organizational decision making, and ethics should be key to fostering organizational productivity and employee efficiency.

Madsen and Shafritz (1992) identified four levels of ethics and that each level has a standard that places enough responsibilities on individuals to act in particular ways. The levels included (a) personal morality, (b) professional ethics, (c) social ethics, and (d) organizational ethics. The different categories of ethics may have stringent rules that may cause ethical dilemmas for public servants, especially when they attempt to fulfil the goals of organizational ethics and the competing demands of the public and elected officials. Public officials often encounter ethical dilemmas, making decision making more cumbersome at the workplace. The review of the literature on ethics indicated three phases of ethical dilemmas faced by public officials:

1. Lesser of evil quandary: “When public administrator is faced with several undesirable choices, he or she must select the least evil choice” (Madsen & Shafritz, 1992, p. 15).
2. Quandary of ethical alternatives: “The public administrator has several viable choices and he or she must select the most desirable alternative” (Madsen & Shafritz, 1992, p. 15).

3. Values quandary: “The public administrator is faced with selecting from alternatives that are based on different values that most people would agree are desirable” (Madsen & Shafritz, 1992, p. 16).

Cultural Aspects of Trust and Honesty in Public Sector Organizations

Trust and honesty are major characteristics of ethical behavior in public organizations (Cramton & Dees, 1993). Specifically, the perception of the public officials from citizens is often viewed through the lens of trust and honesty. Because these two concepts embody a key aspect of the literature base on cultural values, a presentation of seminal studies on these two concepts is cogent here.

Hoekstra and Kaptein (2012) acknowledged that the loss of trust in public officials and organizations by Dutch citizens over the last two decades occurred primarily because integrity was absent in their routine dealings and contact with the public. Findings suggested the right approach to institutionalization of ethics had been neglected. Hoekstra and Kaptein (2012) defined institutionalization of integrity as the process of creating integrity goals into intended outcomes by means of “support structures, specialized agencies and officers, and formalization processes in a given context” (p. 6).

A grounded theory research approach was used for the Hoekstra and Kaptein (2012) study. They interviewed 15 employees in local government organizations that had been involved in institutionalization of integrity. Findings from the study showed that no single effort could succeed in the institutionalization of integrity across the different public sector organizations. Commitment of public officials to organizational integrity and organizational structures that support integrity should be considered as an effective

approach to instituting integrity across diverse public organizations (Hoekstra & Kaptein, 2012).

Downe, Cowell, Chen, and Morgan (2003) investigated whether ethics programs crafted to enhance ethical behavior of public administrators influenced public trust. The authors used a survey of nine local councils in England as their sampling unit to ascertain whether ethical behavior of local councilors generated public trust among the local councils. The findings indicated that diverse ethnicity and moral conduct of councilors were the central issues that influenced public trust among local councils. Respondents believed that the council code of ethics served as an ethical tool for regulating the conduct of public official. Generally, perception of trust by the public was particularly related to the level of moral conduct and ethical standards within the organization.

Feldheim and Wang (2003) explored the relationship between public trust and ethical behavior of public officials using a survey to collect data from city government officials. The primary research question sought to determine whether ethical behavior of civil servants had major influence on public trust. Public officials interviewed responded in the affirmative, specifically because they felt most of their members were quite ethical in their behavior and decision making process. The study findings proposed that to foster ethical behavior and ultimately earn public trust, public organizations must encourage cultural values such as “openness, integrity, ethical competency, and loyalty” among public officials (Feldheim & Wang, 2003, p. 73).

Grødeland, Koshechkina, and Miller (1998) explored the concept of trust between public officials and citizens in Bulgaria, Ukraine, Czech Republic, and Slovakia. The researchers conducted 136 in-depth interviews in these four countries and found significant

distrust in three of the countries, but not in the Czech Republic. The authors proposed the importance of ethical changes in the behavior of public sector officials in the three countries.

Berman (1996) analyzed the connection between ethics and trust among employees in local government municipalities. The study included surveys of chief administrative officers and City Managers in 502 cities with a population over 50,000 to explore their perception of trust in local government. The findings suggested that cities managed by a council-manager had a higher level of trust than did cities with the mayor-council form of government (Berman, 1996, p. 33). Based on the study findings, cities with a council-manager form of government were more collaborative and responsible to each individual regarding ethical decision making and behavior than were those with a mayor-council form of government.

Additional studies examining honesty in public sector organizations were conducted by De Vries (2002), who undertook an investigation of honesty in local government administrators in 17 countries across the world. De Vries developed his research using teleology, deontology, virtue, and dialogic as the measuring principle of honesty. The author interviewed 15 administrators and politicians about “their valuation of honesty in general, and more specifically, about their opinions on the disclosure of facts and the presentation of one-sided facts” (De Vries, 2002, p. 313). The statistical model explained 5% of the variance at the individual level and 13% of the variance at the administrators’ level. Although the research findings expressed the role of culture as contributory to ethical behavior in the organization, the findings suggested that generally honesty among public officials were caused by circumstances outside their control.

Overview of Organizational Culture and Ethics in HRD

The implications and importance of culture and ethics in HRD are examined in this section, primarily to understand the influence of the concepts on individual career development and organizational development. Because career development and organizational development are fundamental aspects of HRD, a review of the research studies exploring the role of cultural values and ethics in HRD is vital and constructive in this study.

Foote and Ruona (2008) examined the role of ethics in promoting ethical conduct and on organization's reputation. The authors made the case for institutionalizing ethical behavior to ensure that ethics was deeply rooted in an organization's culture. The authors analyzed the various frameworks for institutionalization of ethics over the past 15 years.

Bates and Chen (2004) explored the perspectives of HRD professionals on the implications of values in organizations and evaluated HRD value orientation measures developed from past research to determine whether the variables could fit readily into independent sample subsets. The sampling unit for the study comprised HRD professionals from different backgrounds and organizations. Respondents participated in the study through an online survey. The findings identified that value orientations such as empowerment, individual development, expertise, and social responsibility that provided employees with substantive standards for workplace behavior had general applicability across many situations. The authors proposed that HRD professionals should emphasize the importance of these values in their work and integrate them in organizational practice (Bates & Chen, 2004).

Hatcher (2002) argued that institutionalization of a formal system that encouraged ethical and responsible values through employee learning, development, rewards, and punishment provided greater insight into the relevance of culture and ethics in HRD. Similarly, Bates, Chen, and Hatcher (2002) contributed to the importance of ethical standards in HRD by articulating that it served as a reliable platform for individuals to use in making ethical decisions in the organization.

A study by Berman, West, and Cava (1992) on ethics management and human resource agencies in local municipalities included surveys of 1,000 directors in municipalities with populations of over 2,500 specifically to investigate when participants used ethics management strategies, the implementation process of the strategies, and their level of effectiveness. The authors believed ethics management strategies should be analyzed from a perspective of formal to informal and posited that formal ethics strategies involve the process of employee training, using ethics as a key measure for rewarding employees, developing organizational rules that enhances ethical climate such as requirement for financial disclosure for all employees. Informal ethics strategies included role modelling and cultural values that enhanced ethical values in the organization.

A factor analysis of the survey responses found four primary areas of ethics management strategies, two of which were identified as formal, one informal and the last, a combination of informal and formal (Berman et al. 1992). Their findings confirmed that for a greater number of municipalities, ethics management strategies were based on role modelling strategies. Although the study revealed that an informal ethics strategy was more effective than a formal strategy in ethics management in local municipalities,

continuous applications of both strategies was likely to ensure equity and curtail the level of conflicts of interest in public organizations.

A review of the work of 10 authors showed 41 characteristics of organizational culture. Table 2 shows a summary of primary authors and their study of cultural values in public organizations.

Table 2. Summary of Studies on Organizational Culture Characteristics

Cultural Values in Public Sector Organizations	
Pelletier & Bligh (2006)	Salminen & Mantysalo (2013)
<ol style="list-style-type: none"> 1. Code of Ethics 2. Leadership Decision-Making Style 3. Resourceful Employees 	<ol style="list-style-type: none"> 1. Justice 2. Equity 3. Efficiency 4. Integrity
Kernaghan (1994)	Caiden (1991)
<ol style="list-style-type: none"> 1. Integrity 2. Loyalty 3. Impartiality 4. Fairness 5. Accountability 6. Neutrality 	<ol style="list-style-type: none"> 1. Accountability 2. Competence 3. Honesty 4. Integrity 5. Fairness 6. Efficiency
Gross (1996)	Schraeder et al. 2004
<ol style="list-style-type: none"> 1. Efficiency 2. Productivity 3. Trustworthy 4. Competency 5. Accountability 	<ol style="list-style-type: none"> 1. Leadership role modeling 2. Ethics training
Ethical Culture Orientation	
Ethics Resource Center (2009)	Abdullah et al. (2004)
<ol style="list-style-type: none"> 1. Instilling ethics in routine operations at the workplace 2. Ethics awareness through ethics training and leadership role modeling. 3. Building trust among employees. 	<ol style="list-style-type: none"> 1. Code of ethics 2. Value based ethics 3. Religiosity
Trust and Honesty	
Downe et al. (2003)	Feldheim and Wang (2003)
<ol style="list-style-type: none"> 1. Moral conduct 2. Diverse ethnicity 3. Code of ethics 	<ol style="list-style-type: none"> 1. Loyalty 2. Openness 3. Integrity 4. Ethical competency

The compilation of the organizational culture characteristics selected for this study represents a list of cultural variables that have been studied and measured in the studied reviewed. Specific cultural values common in the literature included rules such as accountability, ethical competency, integrity, code of ethics, trust, and honesty.

Characteristics and History of the Public Sector Organization

Public sector organizations differ profoundly from private sector organizations. Public organizations are channels through which the government fulfills the needs of the public (Gortner, Mahler, & Nicholson, 1997). The primary goal of public sector organizations is to help ensure the integration and convergence of core social goods to the public (Denhardt, 1993).

The development of American local government dates back to the birth of United States Constitution in 1789. Although there were city governments during the British colonial period in the United States, local governments during this era were not cohesive and were not key providers of public utilities and other vital public services (Kaufman, 1969). The modern administrative state in the United States was formulated during the Federalist-Jeffersonian era between 1789 with Washington and 1829 with Adams (Nathan, 1994). The introduction of rational administrative practices such as reasonable and systematic decision making, a hierarchical organizational structure, a merit system, and record keeping became part of the federal system and guided operation of local governments (Kim, 2003).

The structure and operational responsibilities of state and local governments differ throughout the United States. The operations of states and local governments directly influence the day-to-day life of the public more than do the federal government services

(Hirsch, 1995). State and local governments provide services such as certificates of marriage, birth, and death and they make laws for protecting the public from harm and crimes. City, town, and borough governments derive their mandate to govern from the state, and today about 80% of the American population are provided public services by these forms of governments (Kim, 2003). The following are the three distinctive attributes of public sector organizations.

1. Public sector organizations operate under multiple hierarchies. Hierarchy involves superior and subordinate rank positions, with other vertical levels of positions in the organization, such as elected officials, appointed officials, and career service personnel.
2. Public sector organizations' mission is primarily to offer services, not products, to the public, such as fire services, police, the courts, and public transport services.
3. The main objective of public sector organizations is to serve the interest of the common good, which is the public.

The structure of control is mostly assumed by a political authority, which operates with the mission and goal of serving the public good rather than an external market. The interest of the public defines the environment of public sector organizations, which are primarily a hierarchical organizations structured on authority, stability, and executing instructions. The hierarchical system is based on a career system, where individuals advance to higher positions based on merit, performance, and qualifications. Individuals are controlled by a system of accountability processes such as regulations, laws, and government audits. Behavioral changes are controlled by the forces of budgetary and

performance measures. Each individual's role is clearly defined and each is aware of the order of authority that exists in the organization.

Public organizations values are created in reaction to the environment in which they function. Present values in public organizations involve a post-modern perspective of the society from the modern era. The post-modern focus of societal values focuses distinctly on client or user interest, high employee interest, and more flexibility in the organization (Peters & Waterman, 1994).

In sum, the role of public sector organizations is not only to provide services with efficiency and effectiveness but also to ensure fairness, equity, transparency, accountability and responsibility (Appleby, 1945; Frederickson, 1999). These values are inherently absent in private sector organizations (Boyne, 2002).

Gap in the Literature

Although Menzel (1992, 2005) is noted as the leading scholar in ethical behavior in local governments, much of his work is focused on the role of ethics and the public's perceptions of public officials. Most of the studies in organizational culture examining the influence of culture on ethical behavior have been conducted in the private sector organizations (Baker, Hunt, & Andrews, 2006; Ferrell & Skinner, 1998; Sims, 1992; Trevino, Butterfield, & McCabe, 1998). Much of such study dates back a decade or more and does not account for recent global socio-economic changes that have significant impacts on organizational culture and ethics in organizations.

Because the literature base on organizational culture and ethics provides scant perspectives on organizational culture and ethical behavior in public organizations, this study offer an in-depth analysis on how organizational cultural values influence

employees' ethical behavior. In doing so, this study contributes to the literature on organizational culture and the systematic changes and processes that cultural values have on ethical behavior. Values such as integrity, equity, fairness, accountability, representativeness, efficiency, and effectiveness will be examined in the context of public organizational culture. The study will also address some of the limitations in the HRD literature regarding the impact and contribution of cultural values to the development of responsible and ethical individuals in the organization.

Specifically, the gap seeking to capture the rationale for this study is addressed by looking at the conceptual framework provided below. The conceptual framework presents a comprehensive portrait of the process analyzing how organizational culture values influence employees' ethical behavior.

Conceptual Framework

Lewin's (1959) three steps of change model will serve as the conceptual framework for this research study. Lewin developed an ethical and humanist approach to change that saw the environment (field theory) and group interactions (group dynamics) as the key processes for achieving behavioral change (Burnes, 2009). Table 3 shows the model that will guide this study.

The first step in this model is the phase of unfreezing or status quo. This phase encompasses the cultural attributes of the organization such as artifacts, values, and basic assumptions. The organizational culture also involves the formal and informal characteristics of the organization. At this stage, the desired reasons for change in cultural values has to be explained and primary needs for embracing new cultural values in terms of ethical behavior is clarified to employees. Qualitative, semi-structured interviews of

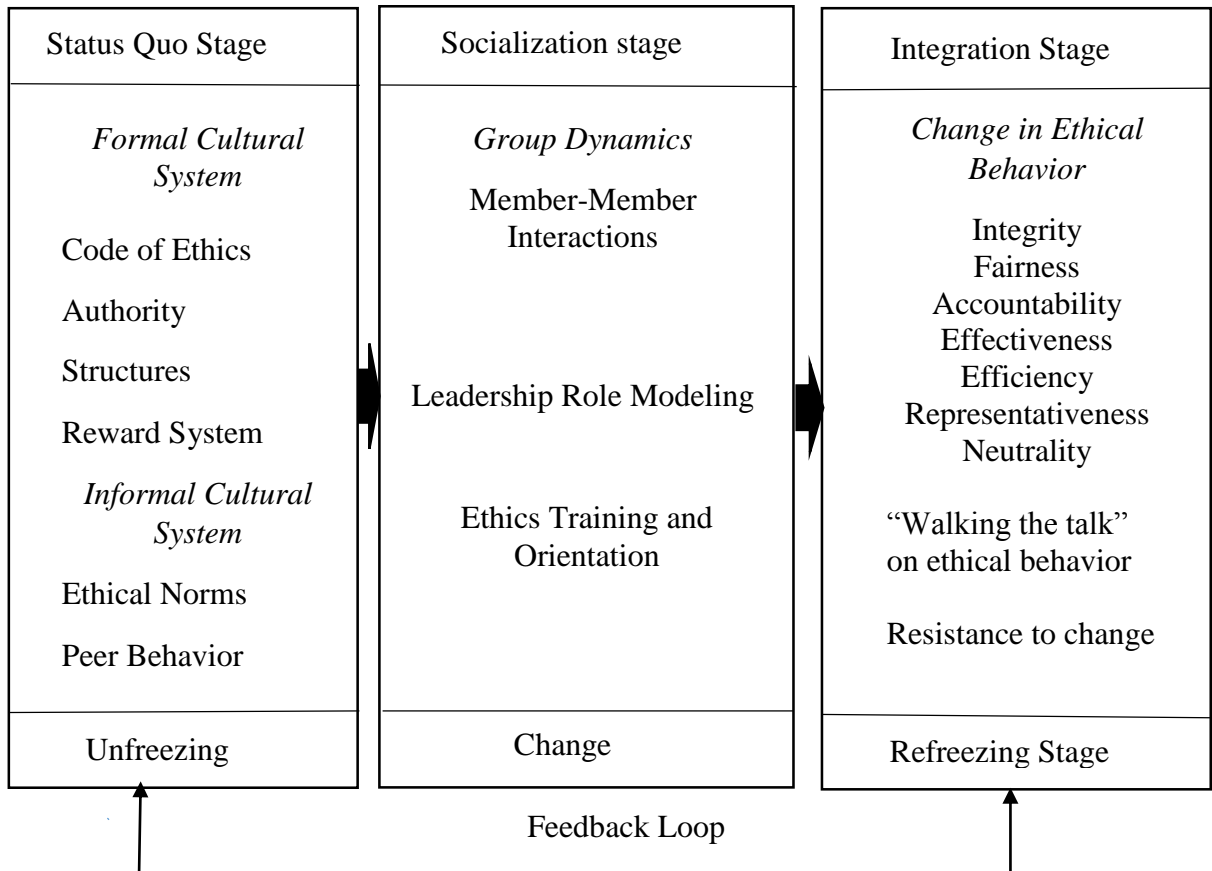
senior and mid-level managers and lower level employees are used to measure (a) the level at which cultural norms support ethical behavior, (b) the level at which ethical behavior is rewarded, and (c) the level at which unethical conduct is punished.

The second step is the phase of change, which is presented as the change-socialization process. This phase involves the period when employees learn and recognize the organization's cultural values, norms, and beliefs as a key dimension of "the way we do things here" through interactions, leadership, education, and training. During the socialization phase, the organization fosters awareness among organizational members to embrace the new cultural values (Martins & Martins, 2003). Within this context, semi-structured interviews are used to find out (a) how organizational leaders act as models of ethical behavior, (b) the level at which employees are expected to obey management without question, (c) the extent to which employees receive ethics training and orientation annually, and (d) the level at which employees report unethical conduct when it happens.

The third step is the refreezing phase, which is also recognized as the phase of integration. This phase completes the period of uncertainty and fear regarding the proposed cultural values and norms during the era of change. At this point of refreezing, employees begin to internalize the cultural change by integrating their new expectations as a vital part of the organization's culture. Individuals accept the new cultural values and "walk the talk." The myths and stories supporting the cultural values are diffused and allowed to permeate into the social fabric of the organization during the period of refreezing. Observation and documents bearing evidence to the integration and influence of cultural values on ethical behavior will be utilized at this stage. The benchmark for determining the

influence of cultural values on employee ethical behavior in the organization will be the consistency of participants' perspectives on core public service values.

Table 3. Conceptual Model Guiding the Study



Chapter Summary

The literature reviewed for this research study focused on four areas: (a) definitions and typology of organizational culture, (b) empirical studies on organizational culture and ethics in public sector organizations, and (c) public sector history and characteristics. Each section contributes to the study in different ways. The definitions and typology reviewed some of the generally used descriptions of organizational culture and the types of culture inherent in most public sector organizations.

The empirical research on organizational culture and ethics emphasized that public officials and their organizations develop ethics programs with the goal to comply with federal rules and regulations; however, cultural values associated with ethical behavior have not been given considerable attention in most of these studies. Research on organizational culture and its underlying components such as ethics has resulted in numerous studies such as trust and honesty in public sector organizations, although precise descriptions of the behaviors that characterize these aspects of culture have barely been discussed.

Despite widespread media attention on the dangers of chronic ethical problems in public sector organizations, scant research work has been conducted in the area of ethical behavior of employees. Increasing amounts of studies in ethics have been conducted in the area of the private sector. Such studies of the cultural values and ethical behavior in public sector organizations will contribute to the literature on employees' ethical behavior and help to create a work environment conducive for organizational development.

Chapter Three - Methodology

Introduction

This chapter deals with the research methodology chosen for the study. It contains an in-depth description of the research questions, research context, research design, sample selection, data collection, data analysis, validity, reliability, assumptions, and limitations.

Research Questions

Several scholars and practitioners in management and HRD have emphasized the role of organizational culture in shaping ethical employee behavior and ethical organizations (Ferrell & Ferrell, 2014; Svara, 2014). The goal of this study was to collect data from both management and lower level employees to find out their experiences regarding the influence of cultural values on employees' ethical behavior. In doing so, the findings addresses the gap in the literature by examining the following four key questions:

- RQ1: How do formal and informal cultural systems cause changes in employees' ethical behavior?
- RQ2: How do organization's member interactions, leadership, and training interventions cause changes in employees' ethical behavior?
- RQ3a: What are the significant changes in employees' ethical behavior due to the culture systems?
- RQ3b: What are the significant changes in employees' ethical behavior due to the organization's member interactions, leadership, and training interventions?

Research Context

A significant amount of research and media focus has been on the effects of ethics on individual and organizational development and performance. Little research work has been conducted on ethics and organizational culture in public sector organizations. To examine the influence of organizational cultural values on employees' ethical behavior, a major city government in south-western part of USA that has a strong reputation for initiating ethics programs to reduce the state of unethical employees' behavior over the past decade was used.

According to Yin (2011), participants in qualitative study reveal their experiences in their own personal terms in a manner that it reflects on their own life perspectives. The collection of data took place using a semi-structured interview approach. Using a qualitative approach is cogent because it enhances reliability and efficiency by examining cultural events more effectively than a survey method could do (Schein, 1992). Lewin's (1959) model of change served as a guide to analyze the three phases of change process for individuals in an organization. The model explains the assumptions and limitations underlying the outcomes of cultural values on employees' behavior.

Research Design

A qualitative descriptive single case study research design is appropriate for this study. A qualitative case study was selected for this study because it "involves the collection of a variety of empirical materials such as personal experience, introspection, life story, interview, artifacts, cultural texts and productions, observation, historical, interactional and visual texts that describe routine and problematic moments and meanings in individuals' lives" (Denzin & Lincoln, 2005, p. 3). Importantly, a qualitative design

methodology was used primarily because it allowed the researcher to generate the richness of previous experiences and meanings of cultural values within the organizational social systems from participants (Maxwell, 2005; Patton, 2002).

The choice of a qualitative research approach enabled the researcher to “capture, understand, and represent participants’ perceptions and meaning through and in their own words” (Ruona, 2005, p. 234). The qualitative approach offers a broad definition explaining the various kinds of inquiry for studying human behavior, perceptions, and environment that exist within a specific boundary with little disruption (Merriam, 1998). In qualitative research, the researcher remains the instrument. As such validity is based generally on the expertise, rigor and skill of the researcher undertaking the fieldwork (Bogdan & Biklen, 2003). In this study, a descriptive single-case study design helped examine several units of analysis (individual employees) in a “bounded system” or case: a public organization (Yin, 2011).

The bounded system is constricted by place and time, and it is the case under study, which may be an activity, individuals, event, or program (Creswell, 2003). A descriptive single case study was relevant for this study because it is rigorous and flexible enough to harness rich detail of conditions and experiences while allowing for the development of insightful data (Eisner, 1998; Gay & Airasian, 2000). The choice of a single case study is particularly appropriate because it examined how “conditions relate the extent of control over behavioral events and the degree of focus on contemporary events” (Swanson & Holton, 2005, p. 330). Using a single case study research approach allowed the researcher to explore “human behavior in the social, cultural, and political contexts in which they occur” (Salkind, 2003, p. 13).

Pilot Study

Pilot study was utilized to test and fine-tune the concepts and methodological approach chosen by the researcher (Maxwell, 1996). The researcher reached out to the Community Relations Officer of the city for the pilot study and scheduled an appointment to discuss the nature of the study. The researcher and the Community Relations Officer convened a brief meeting on Thursday, April 23rd, 2015 to discuss the study and the Community Relations Officer ultimately agreed to email the researcher's letter inviting participants for his study to five departments in the city government. The researcher selected three participants from the 15 employees who stated their interest to participate in the study.

Following the approval to undertake this study from the Institutional Review Board (Appendixes A) from The University of Texas at Tyler in May 2015, the researcher familiarized himself with the questions to ensure that the interview protocol significantly answered the research questions prior to undertaking the data collection.

After the interview, the researcher started transcribing the audio recording on Saturday, May 9th, 2016 and completed on Tuesday, May 12, 2015. The transcription of the data yielded fifty-two (52) double space pages of interview data. The data was later discussed with the researcher's dissertation co-chair before conducting the main interview with the larger city government. Following the review of the transcript, field notes and recommendation by researcher's co-chair, the researcher made subsequent adjustment regarding the study: (1) debriefing and a memo for each interview session should be made after the interview. (2) Interview protocol that seems repetitive should be merged into similar questions to make meaning to the question. (3) Another audio recorder should be

added to the one used in the pilot study because of the researcher's inability to capture some of the statements made during the transcription of the pilot interview. In an attempt to protect the identity of the organization and participants, alphabetic designation was given to the pilot city organization and the three participants.

Interview Protocol. The interview questions for the pilot interviews were developed from a critical review of empirical and theoretical work on organizational culture and employees' ethical behavior in public organizations. Feedback from the analysis and review of the pilot interview offered significant insight in modifying and improving the questions for the main study. Of the 13 questions initially used in the pilot study, the interview protocol was modified to 12 questions based on the analysis of the pilot study.

Sample Selection and Strategy

According to Miles and Huberman (1994), samples in qualitative study are not entirely pre-specified, but can change when the fieldwork begins. In selecting the right study sample, Patton (2002) contended that critical attention should be given to the purpose of the study. For sample selection, the researcher picked participants who had profound experience and could provide rich information and meaningful discussion for the phenomenon under study (Merriam, 2002). A major city government in south-western USA was chosen for this study. The choice of this city government was based on size and diversity of workforce (over 13,000 employees), proximity to researcher, and the initiation of an integrity program over the past decade. This city government is enriched with a diverse population situated on a total land area of 384 square miles.

Purposeful sampling was the strategy used for participant selection (Merriam, 2009). Merriam (2009) assert that purposeful sampling is relevant when the researcher

seeks information from a chosen sample of participants who are well informed about the phenomenon under discussion due to their position and experience in the organization. According to Patton (1990), the rationale and significance of purposeful sampling is based on the selection of information-rich cases for in-depth investigation. Information-rich cases are the category of cases that the researcher can make meanings and understand the key issues paramount to the goal of the research. Thus, the sampling was informed by participants, events, and deliberations driven by a set of guiding questions (Corbin & Strauss, 2008). For this study, participants were described as upper level managers, mid-level managers, and lower level employees who have adequate knowledge about the cultural practices and values in the organization for at least three years.

Participants. Spradley (1997), describes the participant as an individual in a natural setting providing information in their natural language and capable of presenting current circumstances and explanation of the local environment in an unanalyzed, specific and with much ease. According to Spradley (1997) participants are essential part of the context under study and are familiar with the setting for a while; adequate to explain the implicit and common understanding of the context and to be specific and trustworthy. They do not deliberate much on their responses and do not offer significant synthesis of the context.

According to Spradley (1980), selection of good participants depends on five essential requirements: (a) the participant must be well enculturated in the culture of the specific organization or environment (b) they must be currently active participant in the environment under study (3) they must be capable of devoting enough time to participate, (d) they should not be too engaged in being analytical to the point that they translate for the researcher, and lastly, (e) the researcher should investigate a cultural environment

which he or she does not know (uncultured) in order to ensure that the data collection is given full attention. Merriam (2009) argues further that participants should be readily accessible. Creswell (1998) adds that in selecting a participant, the research participant should be: (a) familiar with the phenomenon (b) is significantly knowledgeable about the meanings and insights of the phenomenon, and finally, (c) is duly interested in participating in in-depth interview, and grants the researcher the consent to audio-record the interview.

The primary objective of this study was to collect data from a broad section of the city government in order to understand different employee experiences at various positions and influence of the organization's culture on their ethical behavior. Although significant observations of the city government as a system was undertaken, limited resources (particularly money and time) prevented data collection from the city council members who are elected by the city.

Data Collection

Data collection employed a semi-structured interview approach. According to Merriam (2009) interviews are the common method of data collection in a qualitative study and a reliable method of gathering a rich source of information (Creswell, 2003; deMarris & Lapan, 2003). Because direct observation of participants will not permit a full collection of data from participants, interviews are utilized to obtain a broader understanding of participants' perspectives and experiences about the topic in their personal terms (Denzin & Lincoln, 2005).

Using an interview guide was resourceful for three seminal reasons: (1) first, it improved the depth and richness of information gathered from participants; (2) it ensured data collection was organized in an orderly and methodical format; and (3) it allowed the

researcher to discuss the research study in a friendly way. The interview guide was tested for validity and refined during an initial pilot study.

Five primary sources were also utilized in the data collection process; “reviewing of documents, archival records, physical artifacts, direct observations, and participant observation” (p. 54). Importantly, observations and archival records offered valuable resources in analyzing the phenomenon of organizational culture and employees’ ethical behavior in city government.

Interviews. For the main semi-structured interviews, 35 departments in the city government were clustered into five key functions from which purposeful sampling was used (Merriam, 1998). The purpose of clustering the 35 departments into five related functions was to prevent potential duplication of interviewing participants in similar roles in the organization.

The researcher contacted the Director of Intergovernmental services at the city government who emailed the researcher’s consent letter to the directors and managers of the 35 departments, offices, and services within the five clustered functions. Following this, the directors and managers forwarded the researcher’s consent letter to their employees. The researcher received 33 emails and telephone calls from employees from the five clustered functional areas expressing interest in participating in the study. The researcher selected two participants from each of the five clustered functions for the initial round of interviews. Participants from these five clustered functions included a mixed of five upper level managers, three mid-level managers and two lower level employees. The 10 participants from these five clustered functions included employees who are well informed and have been in the organization for more than three years. After the initial

round of 10 interviews, four more participants were interviewed at which point a level of saturation was attained. At this point, no new information were provided by participants. The selected participants engaged in in-depth interviews regarding the influence of the organization's culture on employees' ethical behavior. The participants were asked to describe important aspects of the organization's cultural values that defined employees' ethical behavior.

During the interviews, the researcher made efforts to take field notes but was unsuccessful because it diverted focus from participants. As a result, the researcher made special signs and codes during each interviews. The researcher designed a double page notebook which acted as the researcher's field journal. The journal served two primary purposes: reflections and observations of nonverbal body language following each interview. The researcher transcribed the interviews word for word.

The researcher transcribed the first and second interviews after each data collection process, however, because subsequent interviews occurred each day from May 19th to June 8th, it became impractical to transcribe the twelve other interviews. These twelve interviews were transcribed during the month of June and July, 2015. Overall, 14 interviews were transcribed verbatim by the researcher. The transcripts generated one hundred and ninety-seven (197) double space pages of interview texts.

The following table highlights the 35 departments and offices in the south-western USA city government clustered into five related functions.

Table 4. 35 Departments and Offices Clustered into Five Related Functions

Clustered Functions in the City Government	Departments, Services and Office
Safety, Security and Judiciary	Office of Emergency Management XYZ Fire and Rescue Department XYZ Police Department XYZ Municipal Court
Development and Planning	Office of Economic Development XYZ Intergovernmental Service Business Development and Procurement Fair Housing Department Housing and Community Service Department Public Works Department Code Compliance Water and Electric Utilities Sustainable Development and Construction Transportation Department Human Resources Department Department of Street Services Code Compliance
Cultural and Social Affairs	Office of Ethics and Diversity Office of Cultural Affairs XYZ Public Library XYZ Special Events Community and Information Service Community Development
Natural Resources and Environment	Environmental Quality and Sanitation Park and Recreation Animal service
Small Business and Finance	Office of Finance Service Office of the City Auditors Controller's Office Office of Risk Management

Participants were interviewed face-to-face in a semi-structured format in the conference rooms of each participant's departments, offices and services. The interviews lasted between 30 minutes to 45 minutes. The researcher sought the consent of each

participant to audio record the interview and coded salient comments and nonverbal body language from participants. The data collection lasted from May 4th to June 8th.

Semi-structured interviews allowed the study's participants the opportunity to share their perspectives and opinions about the subject matter in personal terms. Interviews provided several advantages in data collection, including;

1. allowing for discovery of more information through follow-up questions,
2. the ability to observe and make meaning of non-verbal responses,
3. enabling a systematic way of managing the pattern of data collection, and
4. fostering a sense of friendly bond with the participants, allowing them to share more information freely with the researcher (Schatzman, 1973).

The interviews began with the researcher explaining the IRB approved consent forms for participant's signature and consent. The interviews progressed in a systematic format, primarily to enhance consistency in data analysis and to ensure that participants engage in the interview process in a friendly and open manner. In appropriate circumstances, supplemental questions were asked following the guiding questions to generate more in-depth responses and information from participants. The researcher rephrased and reformulated some of the guiding questions when participants' responses deviated from the guiding question. To prevent any situation of bias, the organization's ethical statements on posters in the conference rooms were removed.

Documents and Archives. Sources of information collected for data analysis included materials from the organization's website, informational handbook for the public, meeting records, weekly or monthly bulletins, and newspaper articles on city governments related to the particular study site were used. In addition to the semi-structured interviews,

organizational posters, and pamphlets used in the day-to-day activities of the organization were collected to make meaning of information on cultural values and basic assumptions inherent in the organizational culture.

Confidentiality. After transcribing all the interviews, the recorded audio files were identified with an assumed name to protect the confidentiality of participants (Merriam, 2009). A principal list with participant's identity linking with the participant's number and their assumed name was kept in a location in the researcher's home to safeguard the protection and integrity of the records (Ruona, 2002).

Research Site

As organizational culture and employees' ethical behavior is constructed through leadership role modeling, peer interactions and cultural norms prevailing within the social environments (Trevino, Weaver, & Reynolds, 2006), understanding the cultural norms offers greater insights into the cultural systems that influences employees' ethical behavior. This study was undertaken in a large city government in south-western USA. This city government is the ninth largest in United States and serves about 1.4 million citizens in south-western USA. It has 35 departments, services and offices ranging from animal services, the environment, economic development, housing and urban development. The physical space of this city government organization has portraits of prominent mayors in the early twentieth century quite visible upon entering the building. These images highlight the rich history and values of the city government over the past century and the importance of adhering to the cultural values that connects the city government to the twenty-first century. Also visible in most of the offices and conference rooms were posters stating the values, mission, and code of conduct statements.

Based on the principle of providing efficient and quality services to the public, the city government mission states that they: (a) offer services to the public with integrity and ensure quality service delivery in all their work, (b) value the public needs of the citizens (c) ensure that excellence is key in their service to the public (through continuous improvement), and (d) pursue public satisfaction through the services provided. Adherence to these values has culminated in the city winning many awards for excellent and quality services in the state and nationwide. According to the Director of Ethics and Diversity, the organization has achieved a significant milestone in ethics training, but needs to keep reinforcing ethical awareness among employees. These achievements, in concert with the organization's goal of creating a strong ethical environment offers not only a fertile ground for effective workforce, but also ensures accountability, integrity and fairness among all employees.

The structure of government of the city government in south-western USA, comprises the Mayor, who is elected by the citizens and is the chief Manager of the entire city. The Mayor works in conjunction with the 14 elected council members who appoint the City Manager to direct the day-to-day administration of the city government organization. The 14 Council members also appoint the City 12 City Judges, City Attorney and City Secretary.

Data Analysis

According to Ruona (2005), "The purpose of data analysis is to search for important meanings, patterns, and themes in what the researcher has heard and seen" (p. 233). In addition, data analysis help coordinate the interviews to aptly provide description of

occurrence of events or understanding of the “norms and values that underlie cultural behavior” (Rubin & Rubin, 2005, p. 229).

The data analysis began with the researcher critically reading each transcript and making notes and observation by the side of the transcripts. By transcribing each of the interviews, the researcher became well acquainted with the text of the interviews. The constant comparative method was used for data analysis in this study. This approach compares the data by looking particularly for difference and similarities.

Data analysis occurred throughout the data collection process. The first step in analyzing the collected data involved listening to and transcribing the audio-recorded interviews. The second step entailed the reading of interview transcripts and written field notes of observations carried out during interviews. The third step was coding the data into themes. The goal of coding is to organize and arrange the data collected into useful themes in order to support the theoretical concepts of the study (Strauss, 1987).

The data was arranged in familiar patterns, categorized by names, and then examined by the researcher to single out the themes and patterns in the data (Patton, 2002). The researcher used open coding as an approach to organize and synthesize the data from the perspectives of the participants. The volume of data was broken down into categories and further described in great detail (Merriam, 2009). The strategies employed in establishing the categories involved the following steps:

- (a) coding for hearing, sight, action, and events;
- (b) marking the units of analysis; and
- (c) comparing and contrasting the sight, action, events, hearing, and events.

Specifically, constant comparative was undertaken following the first interview. In line with qualitative methodology, two processes of data analysis was performed: open coding and axial coding using Nvivo.

Because this research study examines the influence of organizational culture on employees' ethical behavior in city governments, employees who have been in the organization for more than three years were best to provide rich information considering how and why the city government's culture influences their ethical behavior. About 11 of the employees were able to reflect on some of their past and current experiences and how organizational events and situations influenced their ethical behavior.

Nvivo, a qualitative data analysis computer program was used to analyze the data from the field. This researcher undertook a brief tutorial sessions to understand and familiarized himself with the process of coding, analyzing, synthesizing and interpreting the data generated from the software program. Nvivo arranges all the data into documents and nodes. Attributes (parent nodes) such as the "code of ethics," "authority" "reward system," "member-to-member interactions," "leadership role modeling" and "ethics training" in the data were assigned to the nodes as the primary categories-attributes. The child nodes included categories such as "rules", "administrative directives", "manger's concern" about our welfare and spirituality.

The parent and child nodes helped the researcher search for coding patterns from the study data. The coding patterns were arranged in a form of a string essentially to understand how the cultural systems, member-to-member interactions, leadership role modeling and training interventions influence employees' ethical behavior within the organization.

Open Coding. The initial stage of coding utilized opening coding to generate meaning from the data. Open coding is the method of “selecting and naming categories from the data” (Glaser, 2005, p. 28). Glaser (2005) asserts that it is the primary phase of data acquisition and relates to the entire characteristics of the phenomenon under study. Variables included in the “phenomenon are identified, labelled, categorized and related together in an outline form” (Glaser & Holten, 2004, p. 61). This comprised the words of participants’ and creating properties for each open code (Charmaz, 2004).

Using the word frequency button, a text search in Nvivo qualitative software program, the researcher was able to establish properties for common words that emerged from the data. By using the word frequency in the Nvivo software program, the researcher was specifically interested in the number of times participants used words relating to cultural values, ethical behavior, code of ethics, leadership role modeling, member interactions and ethics training. This approach guided the researcher with the data analysis as he perused the transcripts for insights of key phases and words from the data.

Following the initial stage of opening coding, the researcher examined the similarities and differences in the open coding process to find emerging attributes or categories of organizational cultural systems, member-to-member interactions, leadership role modeling, ethics training and ethical behavior. This approach of constant comparative of new attributes and categories of participants’ words proceeded until the point of saturation. Saturation was reached during the 14th interview when the participant’s descriptions of the study phenomenon was more repetitive and reinforced the data collected from the previous 16 participants (Morse, 2008).

Axial Coding. The second stage utilized axial coding where categories are compared to their subcategories to create a more specific and detail explanation about the phenomena studied (Richards, 2009). Axial coding involves the identification of relationships among the open codes (Hsieh & Shannon, 2005). In essence, the axial coding establishes the relationships among the categories identified in the open coding. This process helps to explain the connections between “categories in order to understand the phenomenon to which they relate” (Ezzy, 2002). In this process, the researcher merged the categories identified in the open codes to form themes.

Coding Scheme

The coding scheme involved two key stages, pre-set coding with open coding and axial coding. The use of a coding scheme allowed the researcher to place the data into categories and sub-categories and ultimately establish seminal themes from the open codes. The first phase of coding began with pre-set and open coding. The pre-set codes (often denoted as “a priori codes”) were developed from the research questions, interview questions and conceptual model. As such, the pre-set codes were derived from participants’ words on organizational cultural systems, ethical behavior, member-to-member interactions, leadership role modeling, and ethical training. Open codes were categorized based on participants’ words from their routine activities, events, behaviors, practices, relationships and meanings in the organization which were different from the pre-set codes. Both the pre-set and open coding process were labeled with fitting names which expressed the concept and ideas undergirding the categories. In essence, the pre-set and open coding is the primary stage of splitting the data into discrete parts with the goal of categorizing the concepts and ideas (Strauss & Corbin, 2008). When a statement was

identified from the data which does not match the existing codes, a new code was created. By categorizing the preliminary codes, the researcher created seven open codes from the data.

Axial coding was the second stage of the coding scheme where relationships are identified among the open codes in a form of a relationship between a category and its subcategories. Seven categories were grouped into five major themes with its related subcategories. Upon completion of the coding, an Nvivo qualitative software program query run was performed to help build a robust definitions of the codes. Further, a word frequency run was performed to create the percentage of the key words used by participants.

The following table is an example of the coding scheme used by the researcher to illustrate how the coding was performed. The table illustrates the coding scheme with category, subcategory, open codes and number of data strips.

Table 5. Coding Scheme

Category	Subcategory	Open Codes	No. of Data Strips
Code of Ethics	Administrative Directives	Having the code of ethics is good	43
	Personnel Rules	Avoiding ethical lapses	23
	City Charter	Abiding by rules	51
Leadership	Setting the tone for ethical behavior	Champions teamwork	21
		A good role model	57
	Supportive Guidance	Behavior influenced me positively	15
Reward	Annual award ceremonies	Boosting morale	11
		Encourages good behavior	7
Member Interactions	Town-hall meetings	Trusting relationship at work	8
	Regular interactions	Resolve ethical dilemmas	5
	Ethnic Group Associations		
Ethics Training	One-on-one meetings	Trained on ethics	15
	Employees' Advisory Council	Professional license	3
		Guidelines on rules	17
Value-Based Ethics	Personal morality	Own personal beliefs	3
	Parental guidance	Taught to make ethical decisions	4
Ethical Norms	Appropriate ethical ethical behavior	Philosophy of helping others	21
		Living by the spirit of Public service	12
Total			312

Validity

Validity and reliability are vital components of any kind of research work because researchers and readers of research findings seek assurance that the findings are trustworthy (Merriam, 2009).

Validity in qualitative research is “concerned with the integrity of the conclusions that are generated from a piece of research” (Bryman & Bell, 2011, p. 42). An attempt was made to address the question of validity by considering the factors likely to influence the participants’ responses. The following four factors were applied to help ensure validity of the study.

First, researcher’s observations were included in the non-verbal responses and body language of participants during the interview process. The non-verbal responses and reactions of participants’ body language provided ample clues as to whether the participants were forthcoming with information or attempting to conceal certain information relating to the question asked. The researcher also probed the coherence of certain responses and rephrased some of the questions to ensure coherent responses by participants.

Second, memos were used to help ensure content validity of the study. Bryman and Bell (2011) suggested, “Memos serve as reminders about what is meant by the terms being used and provide the building blocks for a certain amount of reflection” (p. 581). Generally the memos helped protect against losing track of key events, particularly in regards to the questions, observations, and biases that are likely to occur during the course of the study. Specifically, memos were used simultaneously during the data collection and analysis of data periods of the study.

Third, reflexive journal was utilized to ensure validity. According to Malterud (2001), “reflexivity is an important concept because it is directed at the greatest underlying threat to the accuracy of our qualitative research outcomes – that is, the social interaction component of the interviewer-interviewee relationship” (p. 38). Finlay (2002) categorizes five seminal approaches to reflexivity – “introspection, inter-subjective reflection, mutual collaboration, social critique, and discursive deconstruction” and examines the researchers can use these techniques to “enhance the trustworthiness, transparency, and accountability of their research. As such, this researcher utilized a reflexive journal as a constructive technique to manage his reflexivity, and hence minimize his personal presumptions about the phenomenon under study from influencing participants’ responses. In addition, reflexivity enhances the richness to the final report by its demonstration of the union of the self and the phenomenon (Dowling, 2006; Gergen & Gergen, 2002).

Finally, the pilot study allowed a prolonged period of time to refine and adjust the questions to improve the instrument based on the data collected from the pilot study. The pilot study helped drive the questions directly to the specific research questions of the study and helped maintained validity of the study.

Reliability

Reliability is the extent to which the researcher provides consistent interpretation of the subject matter being studied (O’Sullivan & Rassel, 1998). It is also the extent “to which research findings can be replicated” (Merriam, 2002, p. 220). Merriam (2009) asserted that reliability creates considerable challenges because of the dynamic nature of human behavior. To ensure the study’s reliability, the researcher avoided some of the

common errors such as presumptions of certain responses from the participants during the interviews.

Triangulation. The use of triangulation during the study helped to sustain reliability. Triangulation involves the use of “multiple methods, multiple sources of data, multiple investigators, or multiple theories to confirm emerging findings” (Merriam, 2002, p. 225). Gay, Mills, and Arasian (2006) defined triangulation as “the use of multiple methods, data collection strategies, or data sources” (p. 405) to cross-check information. Using triangulation as a means to reinforce reliability compared all collected data against each other. These data included field interviews, field notes from observation, and document analysis. Triangulation helped establish merging lines of evidence to make the findings of the study as persuasive and well-grounded as possible (Green, Camilli, & Elmore, 2006).

Member Checking. Member checking of the interview transcripts with the research participants to audit the accuracy and veracity of the information given was done. This was a vital approach for verifying and validating findings or ensuring that they uphold the standard of confirmability (Schwandt, 2008). Member checks were applied after transcribing all the interviews by the researcher. All the transcripts were emailed to participants for their reviews on Friday, May 22, 2015. Out of the 17 participants, only seven participants returned the transcripts with minor revisions and confirming the accuracy of the data. Further, the researcher emailed eight of the participants to clarify specific responses but none of these participants responded to the email.

In general, to enhance reliability, data from this research was compared to other cultural frameworks that guided the study (Jones, 1991; Treviño, Weaver, & Reynolds,

2006). The following five-step approach proposed by Bogdan and Biklen (1982) was considered to improve reliability of the research.

1. Focus particularly on discussing the participants' experiences with the phenomenon being studied.
2. Refrain from giving advice to the participant on the phenomenon being studied.
3. Refrain from acting in a role of a "change agent" on participants' special behavior and values in the organization.
4. Focus more on the participant's experiences, life story, and behavior during the period of interview.
5. Request for more examples and illustrations from participant's responses.

Assumptions

Three major assumptions were related to the study. First, the assertion that employees in the public sector organization should always exhibit high ethical values and moral conduct to be more responsive to the needs of the public may not always be precise (Menzel, 1993). The underlying premise is that a public organization with strong cultural values has a significant ethical culture that transcends throughout the organization's members.

The second assumption is that through role modeling and positive reinforcement, leadership can ultimately change the behavior and make most employees more ethical (Lok & Crawford, 2004). However, some inherent individual values may be difficult to dispense with among certain individuals. In a sense, not all employees are likely to change by way of the cultural values embedded in the social fabric of the organization. The third

assumption is that employees' ethical behavior is likely to change due to the influence of organizational cultural values (Hunt, Wood, & Chonko, 1989). However, changes in employees' ethical behavior can also be influenced by regulations, rules, and external factors such as spirituality and the socio-political situation at a point in time (Ruiz-Palomino & Martinez-Canas, 2014).

Limitations

Three primary limitations are presented in this study. The first is researcher bias, the second is clustering the 35 departments into five functions, thus overlooking the unique function of the 35 departments, and the third is nearly always present in research: time and money.

Researcher Bias. Bias “refers to ways in which data collection or analysis are distorted by the researcher’s theory, values, or preconceptions” (Maxwell, 2009, p. 243). The issue of bias was caused by observer effect, where the researcher adhered to a self-asserted opinion on the subject matter being studied. Because this was the first major research undertaken by the researcher, there were biases regarding certain presumptions and perceptions of the organizations cultural values and norms. To minimize researcher bias, reflexivity was used.

Clustered Departments in a Form of Silo. The researcher clustered the 35 departments, offices, and services in the city government into 5 clustered functions according to work related functions. While the clustered functions of departments approach facilitated a purposeful approach to selecting participants, this study overlooked the uniqueness and difference in functions performed by each department. As such the findings may not give a full account of the departments in the city government.

Time and Money. External limitation such as time and money also hindered the researcher's work in data gathering. Participant availability for only a short period of time limited the amount of questions covered on the subject matter. The lack of financial resources to travel for follow-up interviews and gather additional data was also a potential limitation (Miles & Huberman, 1994). Problems associated with time and money cannot be rectified or resolved in a research study, primarily because they are often outside the scope of the researcher and are an inescapable part of many research studies.

Chapter Summary

This chapter described the qualitative research design chosen for the study. A descriptive single case study using data collection methods of semi-structured interviews, document analysis, and observations with field notes were used in designing the study. The constant comparative method was used in data analysis to compare the data by looking for difference and similarities. A coding scheme explaining the category, subcategory, open codes and data strips was presented. A systematic process for each step of the research is outlined in the chapter so readers can make meaning of the validity and reliability of the study.

Chapter Four - Findings

Introduction

The following chapter presents the results of the study. It starts with a brief review of the study's purpose. The study results related to each of the four main research questions are provided. Citations of direct quotes from participants are provided to buttress key findings. At the end of this chapter a table of the findings are presented.

Review of the Study

The main goal of this study was to examine the influence of the organization's culture on employees' ethical behavior. Importantly the study sought to investigate how formal and informal cultural factors such as cultural norms, code of ethics, reward system, leadership and member interactions influence the ethical behavior of employees' in the organization. Using Lewin (1959) three steps of change model, this study explored how cultural values cause changes in employees' ethical behavior.

The following section discusses the findings of the study. To enhance consistence and systematic presentation of participants' experiences about the organization's culture, the researcher omitted statements that deviated from the research question.

Overview of Research Participants

The researcher interviewed 17 participants: 3 for the pilot study and 14 for the main study. To get a broad understanding of participants' perspectives on the influence of organizational culture on their ethical behavior, the researcher interviewed 7 senior managers, 4 mid-level managers and 3 lower level employees from 14 different

departments and offices within the five clustered functions in the main city government. The researcher interviewed (8) Caucasians, (7) African-Americans and (2) Hispanics. Participants had a tenure in the organization for more than seven years, with the exception of the Ethics Officer who had been in the city government for over one year.

Most of the participants were males (70%). The average age of participants ranged between 43 years to 51 years while the working experiences within both organizations ranged between 11 years to 17 years. Eleven of the participants had colleges degrees (6 bachelors and 5 masters) while two had professional degrees in law. Professional occupations in the organizations included Judges, an Accountant, Police officers, a Fire Rescue officer, a Librarian, Administrative Secretaries, Social Workers and a Human Resource Development Specialist. Participants' were assigned a number from 01 to 017 to protect their identity.

Table 6 summarizes participants' demographic information. Numbers for particular demographic information were inserted in brackets.

Table 6. Demographic Information of Study Participants

Variable	Frequency					
Gender	Male (11)	Female (6)				
Age	36-45 (5)	46-55 (6)	56-65 (6)			
Race/Ethnicity	White (8)	Black (7)	Latino (2)	Asian (0)		
Education	GED (2)	Junior College (2)	Bachelor (6)	Master (5)	Professional (2)	
Years at Organization	1-5 (1)	6-10 (3)	11-15 (3)	16-20 (4)	21-25 (2)	26-30 (4)
Leadership Level	Lower Level Emp. (3)	Mid-Level Manager (4)		Upper Management (10)		

Note. Frequencies are shown in parentheses

Research Findings

The presentation of data in qualitative study could take the form of a narrative or matrices (Yin, 2011). The researcher used the narrative format in presenting the data specifically because it offered the best option to illustrate participants' responses in their own words while arranging the information in categories as shown in the coding scheme. The findings were arranged according to the order of the research questions established in chapter one.

Findings for Research Question One

How do formal and informal cultural systems cause changes in employees' ethical behavior?

The formal and informal cultural system was designed to explore the influence of code of ethics, authority, reward system, ethical norms and peer behavior have on

employees' ethical behavior in the city government. The interview protocol for this question composed of five questions based on the organization's cultural values. Aspects of the cultural values that were utilized to explain the influence of organizational culture on employees' ethical behavior included the definition of the organization's culture, code of ethics, reward system, managerial values, rules and procedure. Participants' quotes in verbatim are utilized to clarify and buttress their response to the interview questions.

Code of Ethics. Code of ethics are written primarily to guide behavior and decision making in organizations. In general the analysis of the influence of a code of ethics involves the overall impact it has on behavior. Codes are not made for "bad" individuals, but for individuals who seek to behavior ethically. Most individuals often embrace ethical guidance in situations of ethical dilemma and in cases where the rules are blurred between right and wrong. Therefore when employees have a clear insight of the ethical standards expected in the organization, they are often cognizant of wrongdoing and endeavor to rectify it (Lewis, 2004). Because the code of ethics covers the disciplinary measures associated with employees' behavior and actions, it teaches employees to act strictly to the values of the organization. A code of ethics therefore enhances the probability that employees will act ethically based on the standards specified by the rules. In essence, code of ethics is often instrumental in influencing employees into acting ethically. The organization's ethics code is a five page document with clearly defined rules for employees and external stakeholders. Most of the participants mentioned that all new employees are required to sign and know in detail the expectations of the code of ethics. Others also spoke of the code of ethics being introduced to new employees during orientation and as part of the ethics training refresher course for regular employees. As a result of the new orientation

for new employees and refresher courses for regular employees, participants were very familiar with the rules and expectations of the code of ethics. When asked about the influence of the ethics code on their ethical behavior and decision making, one participant, a mid-level manager responded that:

The awareness of doing what is right for the good of the organization and avoiding trouble was a factor that has shaped my ethical behavior in the organization. The driving factor about the code of ethics are the issues of honesty and integrity and how you are going to perform when nobody is looking. What are you going to do, what kind of decisions are you going to make. And because the organization expects you to behave in line with the code of ethics, you are always encouraged to make the right decision and behave well (Participant 015).

Another participant, who is an upper level manager in one of the offices remarked that:

Because customer service is a huge part of our operations, the code of ethics challenges us to treat every citizen like a family member in order to make the right decision all the time. But it does give us a guideline of how we need to do business here in the city internally with our coworkers as well as external with our customer base within the city of XYZ (Participant 012).

An upper level manager, who has been in the organization for 10 years stated the inherent values of the code of ethics:

I think that ethical behavior in respect to the code of ethics teaches me how to treat other people, the way I respond and deal with other people, and hence requires me to treat people the way I want to be treated. Likewise, the Code of Judicial Ethics requires me to treat everyone the same, and I try really hard to do that. As such the code of ethics causes me to behave ethically in dispensing justice (Participant 03).

Another participant who is a 30 year veteran in a Public Safety department also stated that:

The code of ethics affects our decision-making in a number of ways. In other words, when you go by the code of ethics in taking care of the customer [...] you will treat everybody how you want your family to be treated, and I think you will always make the right and ethical decision all the time (Participant 01).

Further, the researcher's observations in the organization regarding the posters and other statements on the walls of conference rooms and offices reminded employees of the high priority of behaving ethically in the organization. Most of the upper level managers the researcher interviewed also spoke of the disciplinary actions and sanctions documented in the code of ethics to discourage ethical lapses and unethical behavior. An upper level manager in one of the security departments and who has been in the organization for over 20 years commented on the disciplinary actions in the ethics code by stating that:

Sanctions and disciplinary actions are also reasons for shaping the attitude and behavior of employees. Because the consequence of unethical behavior can sometimes result in lawsuits, and jail time to the organization, employees are advised and challenged to behave with strict focus on the code of ethics in order to avoid any trouble for themselves and the organization. Moreover, The City's Code of Ethics serves as a roadmap for how you can uphold the City's strong commitment to the highest standards of integrity, professionalism and fairness. These standards should shape your thinking, guide your work and drive your results (Participant 09).

A participant in the Finance department stated that, although he worked for the city organization, his professional code of ethics shapes and guides his decisions and behavior in the organization. He argued that though the city ethics code and his professional code does not differ distinctly, he is more concerned by his professional ethics code than the city. He asserted that:

Because we [...] have this code of ethics we have to abide by its rules. It is not something that we came into the workforce to learn how to deal with difficult situations in an ethical manner. Is something that actually came about long before we came into the city and so we brought that with us (Participant 014).

An upper manager explains the importance of abiding by the code of ethics and emphasized that "if the law says "You have to do A", then you have to do "A". It might be nice if you could do "B" but if I allowed "B", I might not be following the law, as a

result I try to do what the law specify I do in order to avoid ethical troubles” (Participant 03).

In general, responses of participants confirm the importance of code of ethics in guiding ethical behavior in the organization. It also explains the consequences of unethical behavior and provides the systematic process for acting according to the rules and procedures of the organization.

Authority. The influence that authority has on employees’ ethical behavior and decision making is largely based on the perception of how authority treat employees. Further, the actions of authority with regards to handling ethical decisions convey to employees the influence authority can make on their ethical behavior. Participants gave positive account of how the values of the City Manager permeate from the heads of departments to the lower level employees. All the participants pointed out that the manager applies the administrative procedures fairly across the board and has been instrumental in helping them handle all of their activities with a strong sense of integrity and transparency.

The City Manager, who is appointed by the 15 member city council is the main individual with authority to manage the city government organization. Having started in this organization as Assistant City Manager, he understands how employee ethical behavior can sustain the development and keep the organization from legal suits and troubles. The role of the City Manager in regards to his influence in employees’ ethical behavior was given special attention and in-depth emphasis by the participants. Participants spoke of the interactions and concern the City Manager showed during town hall meetings and affirmed that it made you want to do the right thing all the time. One participant mentioned that, “the values conveyed by the City Manager has greatly

influenced how we supervise our departments and behave” (Participant, 02). Another participant who is an upper level manager and has been in the organization for only five years shared his experience about the City Manager by stating that:

So last year, during the budget season, because that is our busiest time and we were working on our budget, and there were many miscommunications, but I have never experienced the level of action from a City Manager before this process. He actually pulled me aside and said “what can I do to help you” because some things weren’t going the way I had anticipated they would and I was taking a little bit of heat at the time. And he knew that I had only been a director for a short period of time as well and he wanted to help. And for him to stop, pull me aside, after a town hall meeting to tell me, you did great, what can I do to help you, what should I be saying on your behalf and to take that minute. I was like wait, “I’m just small fish in a big pond.” He knew, he recognized that I was taking some heat and he wanted to help. It really made me feel good and made me want to work hard to do the right thing all the time for the good of the organization and my department (Participant 011).

This participant also confirm that she now uses the approach shown by the City Manager in her interactions with her employees. She stressed that after the interaction with the City Manager she now interacts more with all her employees on a one-to-one basis besides the monthly meetings.

Importantly, the degree of authenticity and concern conveyed by the City Manager engenders ethical behavior and encourages all employees to make the right decision in all their activities. It also leads to accountability and transparency on the part of employees as they deal with the public every day.

Reward System. Rewarding employees for ethical behavior has also been noted to encourage ethical behavior and good decision making by employees. Particularly, reinforcement of good ethical behavior by management and the organization creates a climate for employees to make ethical choices in all their activities. Being rewarded and recognized for going above and beyond to do right thing for the good of the organization can influence other employees to work toward the same goal. In one department there are

monthly awards for exemplary conduct. The award recipient receives a special parking spot and the photograph of the winner is posted in the main corridor of the department. Each participant talked about the award program called “WOWIE” which recognizes an exemplary behavior and attitude by employees. One upper level manager recalled giving the WOWIE award to an employee five years ago and the influence it had on the rest of his staff, particularly the changes in employees’ attitude to report wrongdoing and teamwork. This mid-level manager specified that the award system had the following influence “we always really want to reward good behavior. No questions about it. Because it tends to perpetuate good behavior, if you do that, not only the person that you reward, but those who see that and may not have gotten one” (Participant 09).

A mid-level manager also stated that the WOWIE award had a remarkable influence on employees’ ethical behavior by affirming that:

I think it had a good effect because it was one of the few moments when everybody came together, have fun and see each other in a different light and be recognized, so that type of recognition is a good way to be acknowledged by peers and supervisor, so I think that event had a positive effect on everybody (Participant 015).

Another participant provided an example of an employee who often receives recognition award for her services to the public.

So for example, K is one of the ladies at the window quite often. She often gets comments saying, “Miss K did this, she is wonderful and she's friendly, she is wonderful and patient with me and she did ABC and she did all these wonderful things”. We publicly recognize, affirm and reaffirm what a great employee she is and what great service she gave. That is one of the specific things that we do to reward her and it encourages others to do same (Participant 03).

It is quite evident from the data that the organization’s culture had an immense influence on the ethical behavior of employees. The award system provides employees the

extra initiative to reflect critically about their ethical behavior and making the right decision in the organization.

Figure 1 shows the WOWIE award presented to employees who display outstanding ethical behavior and performance.



Figure 1. A Picture of a WOWIE Award.

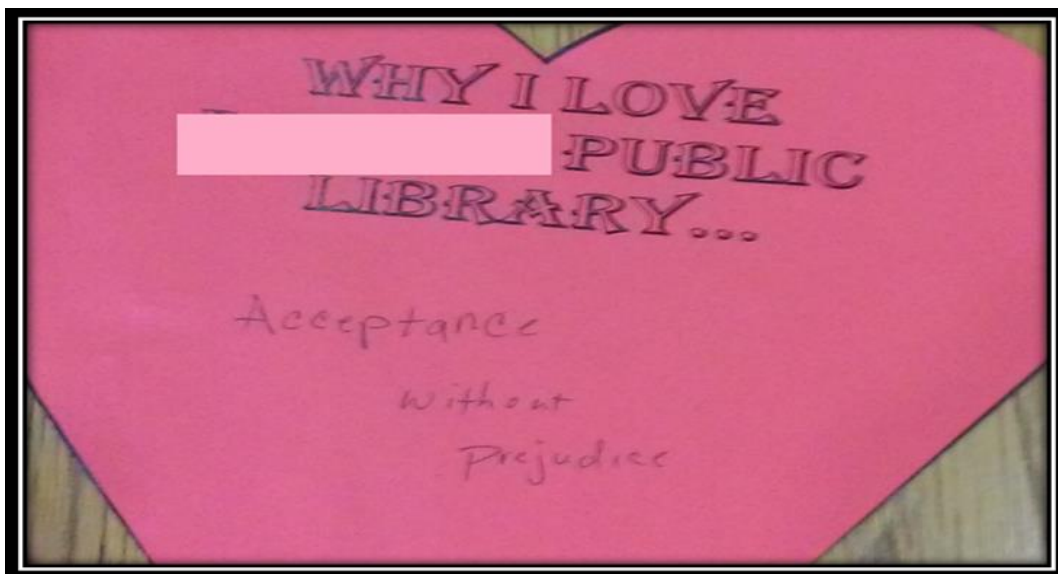


Figure 2. A Statement of Appreciation given by a Citizen.

While the reward system reinforced good conduct and foster the perpetuation of ethical behavior, most participants expressed the view that rewards served to boost morale and creates effective workface rather than influencing ethical behavior.

Ethical Norms. Ethical norms are the values and behaviors that employees observe in the organization which may be conformable or not with the ethics code. In essence, the norms influence the level at which employees recognize that conformity to the ethics code is championed and rewarded by management. There was a consensus among participants on how ethical norms influenced ethical behavior and decision making in the organization. Both upper level managers and lower level employees had the view that because their organization is public, their phone calls, emails and other activities performed in the organization are all accessible by the public. As such they have a strong incentive to behave ethically and make the right decision for the right reason. A lower level employee who has served for 10 years in the organization expressed that:

You always, always have to be careful within city government, because you are always notified of what you were or were not doing and it can have a negative impact on your reputation, even not on a management type employee and you always have to know that whatever you do here could be publicized. It could be pulled for public records and I'm always conscious of doing the right thing and following the ethical norms of the culture here (Participant 06).

While this participant's view is reflective of most of the participants, it does emphasize the influence that public scrutiny has on the organization.



Figure 3. Poster of Vision Statement in a Public Safety Department.



Figure 4. Poster of Values Statement in a Public Safety Department.

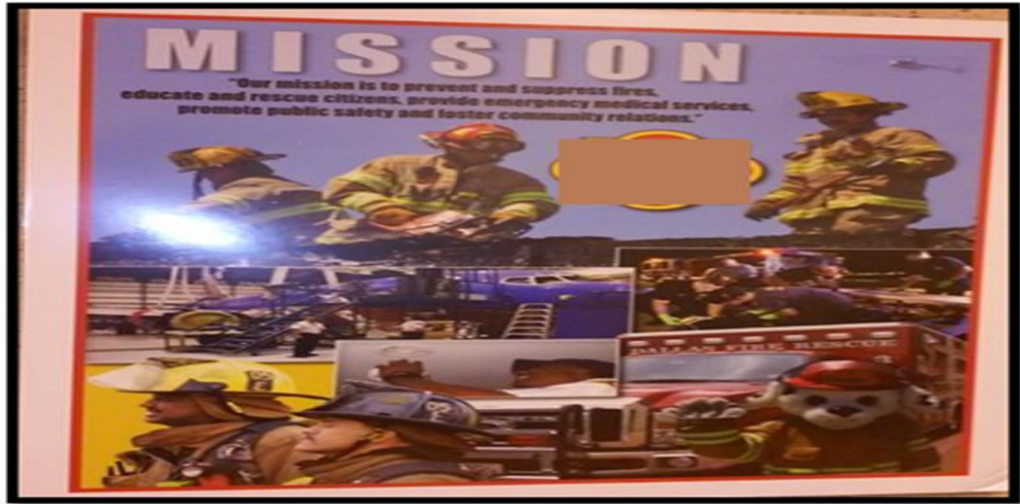


Figure 5. Poster of Mission Statement in a Public Safety Department.

Table 7 shows the Vision Statement and Values, Mission Statement and Guiding Principles observed in the offices and conference rooms of the study site. Adapted with the permission of the Office of Ethics and Diversity (2015).

Table 7. Organizational Values, Mission Statements Guiding Principles

Core Ethical Values	Accompanying Statements
Vision Statement and Values	A diverse, vibrant, progressive, and engaged workforce
Mission Statement	To attract, recruit, and hire quality individuals to be employees of the City of XYZ; and develop, motivate, reward, and recognize City of XYZ Employees
Guiding Principles	A workforce that: reflects current and future demographic of the City of XYZ; seeks to improve their skills and abilities; embraces change and develops new ways of providing services; is at work and constantly and consistently providing quality service to the citizens of XYZ

The ethical norms are key features of the cultural values in the organization. Most participants were aware of the ethical norms such as accountability, transparency and providing quality service to the public.

Peer Behavior. It does influence employees' ethical behavior by formal and informal interactions and organizational activities. Most participants talked about their department's meetings and one-on-one meetings with their managers. The formal interactions are designed specifically to discuss the current issues within the department. Often these kind of meetings include employees' progress report on their current activities.

An upper level manager commented that:

We do a number of different type of things regarding formal peer behavior. We have annual department meeting and the employees' advisory councils. [...] those are committees that people will sit down on often basis with me and the assistant director and discussed the issues in their areas but as part of the two-way communication. We talk about what's happening in the department and get some feedback from everybody else [...] so that we can work on changing things. There is no rule that we have that directly influence ethical behavior but we do try to mention to them the importance of more people understanding the concept of ethics and how it relate to their job and their decision-making. When we do that it is easier to help people know and live and be ethical. It all starts from the top and if you don't have the support from the top, then it is not going to affect the change anywhere else (Participant 014).

A mid-level manager also explained that peer interaction had influenced his ethical behavior because:

I think the people we surround ourselves with, once again, reinforce who we are and if those people are good people, that encourages us to be good and if the people we aligned ourselves with are less than ethical, then we are going to have ethical lapses and moral decay. "You lie down with dogs you get up with fleas". That principle is applicable to everything you do. You surround yourself with people who are going to reinforce the type of behavior that you value (Participant 06).

Another participant who is an upper level manager who has been in the organization over a year also expressed her surprise at the number of ethnic-based associations and the

opportunity that it creates for influencing ethical behavior among members. She specified that:

We have “Black Employees Support Team” which is called BEST, the HACER which is “Hispanic Association of City Employees for Results” and the “Asian American Association of City Employees” (AAACE). We now have the LGBT Association and all of them are very active here and I think that is a really good thing and they have programs and things that celebrate their cultures. Ultimately these groups and associations help employees express themselves in a number of ways and that includes ethical dilemmas they face on the job. So it does help employees know how to react and respond to ethical dilemmas from different perspectives. And that helps reinforce ethical behavior and decision making (Participant 010).

One upper level manager mentioned that:

I think we operate in an environment where people around us reinforce our ethical behavior and I know that if I didn't act in a certain way, they would be disappointed in me. So, the fact that I know that they think I am an ethical person and that I am a moral person and that I'm a good man reinforces my desire to follow that ethical standard. The people that you have around you will reinforce what you do and who you are (Participant 03).

Importantly, these formal and informal interactions with other employees and managers did influence and challenge employees to behave ethically and make the right decisions in the organization. The next question examines how organization's member interactions, leadership, and training interventions influence employees' ethical behavior. The findings that emerged from the first question guiding the study are presented in Table 8.

Table 8. A summary of Findings for Research Question One

Formal and Informal Cultural System	How Employees' Ethical Behavior is influenced	Frequency
Code of Ethics	Mandatory ethics training facilitated by the Ethics Manager on code of ethics and ethical values.	15
	Departmental meetings on policies and disciplinary policies	4
Authority	Exemplary behavior and fair treatment of employees by City Manager	6
Reward System	Recognition of ethical behavior perpetuating ethical conduct in others	3
Ethical Norms	Values of accountability, transparency and helping the public	19
Peer Behavior	Mentoring in a form of one-on-one Meetings. Ethnics Group Association such as African Americans (BEST), Hispanics Group (HACER) where friends are consulted for advice.	4
Total		51

Findings for Research Question Two

RQ2: How do organization's member interactions, leadership, and training interventions cause changes in employees' ethical behavior?

Member-Member Interactions. Member interactions occur through formal and informal communications in the organization. The frequency of departmental meetings and cultural events within departments and organization offers members the chance to reflect and observe ethical attributes of other employees. This level of employees' interactions

through cultural events is a common way to know other members and their ethical traits. In one of the formal meetings in one department, an upper level manager who has been in the organization for five years expressed her views on member interactions and their influence on employees' ethical behavior. She affirmed that:

We have the management team meeting, once in a month where the entire management team gets together. We get together the first Friday of every month. [...] so it works together for two hours and is called it "can we talk" and I usually choose some questions to get us going. Last month's question was, "one of your staff has a customer who is continuously asking them on a date and they are not comfortable. How are you going to handle such a situation" How are you going to support your staff? Just to make them think, that you can't ignore these situations when your staff are uncomfortable because we deal with the public. We do have an annual staff day too. We close and the entire staff come in for the day and we do team building and some of it is just fun. We play games so that they get to interact with each other. Because we have 30 locations around the city [...] where some of the staff don't get to see each other often. So everybody get to see each other and the one little thing in the whole day is to make a new friend, someone that is not in your building that you haven't met before and you have lunch with them. I think it reinforce positive values and ethical behavior among employees (Participant 011).

Still another upper level manager also remarked that his profession organizes ethics classes annually where he gets to interact with other members from different jurisdictions in the state and has learned a lot from them. He continued by asserting that:

The ability to interact with small jurisdictions as well as the larger jurisdictions as well as the ability to learn from those who know what you're talking about has affected the behavior of all judges from all over the state and continues to do so. And it has affected my own because I learn more by teaching than sitting in a class because if I am teaching a course I have to get deep into it in order to get information. These interactions is a always a reminder to always do the right thing and behavior ethically (Participant 05).

A mid-level manager who has been in the organization for seven years shared his member interactions experience during his first days in the organization. He echoed that his:

Colleagues were so wonderful because they taught me how to handle stressful situations and they were very ethical too. That was kind of self-reinforcing because with everyone doing the right thing, we were always in good position. I can't overemphasize how important that was being in the midst of these four individuals. With them directing me to good behavior with my assignments and duties, I wish everyone has that experience (Participants 015).

From these findings, it seems amply evident that the formal and informal interactions among management team and staff has helped build honest and mutual relationships that has encouraged accountability, trust and fairness among employees. As such these member interactions have been instrumental in influencing employees' ethical behavior and enhancing the quest to making the right decisions in the organization.

Leadership Role Modeling. When asked how leadership values influences employees ethical behavior, the upper level managers responded that setting the right examples with their deeds and actions in all their activities is of high priority. These managers specifically mentioned ethical values such as accountability, being fair and respectful regardless of the position of the employee. One manager specifically stated that the City Manager is a paragon of morality and his ethical behavior seems to influence their actions in a significant way. He remarked that the City Manager is "a good role model for how you should lead your life within the organization and how you should live your life outside the organization" (Participant 014).

The mid-level and lower level managers described the City Manager as a person of exemplary character for the organization. They asserted that his humility and desire to interact with most employees makes him a person of humble heart and honest. One mid-level manager mentioned that his ethical values were significantly reinforced by the City Manager during a meeting a couple of years ago. He argued that an employee asked the

City Manager a question, who in turn sought our opinion about the question, because the City Manager felt we were all part of the decision making process in the organization. The participant continued by saying that:

[...] the City Manager rather turned to us and said, I don't have a good read on this and what do you think. And so it reinforced that we were valuable and were expert in our piece of the field. And that even though he was the boss, he valued our input. "What do you think, let talk about this, let consult, let work together in this." It really set the tone of what his managerial style was going to be and I think that has permeated through many levels of the organizational culture. By his example I have learned to be more engaging and transparent in my activities within the organization (Participant 012).

Most of the lower level employees did assert that leadership role modeling was essential in their ethical behavior and decision making because they set the tone for what is rewarded and punished in the organization. One participant noted that:

When employees see that actions and behavior of manager, they feel that if upper managers can do things wrong then that allows employees to do the same way. Employees are going to imitate what they see and so even though the ethical training tells them what and how to conduct themselves in daily life, they see it done differently (Participant 08).

Another lower level employee expressed the view that his manager's concern and attention to special occasions such as employees' birthdays, death in the family, Thanksgiving parties and Christmas parties in the office reinforced his ethical behavior and influence his decision to always make the right decision for the department. He emphasized that:

My manager has over the years influenced our ethical behavior with her honesty, integrity and willingness to support employee whether it is for birthdays or retirement. She has really influenced me positively because of her trustworthiness and kindness. She set a good example and followed the canons of ethics- integrity, trust and honesty all those things and you will see that in those folks here and want to try and model that, so that has definitely influenced me (Participant 07).

When discussing aspects of leadership role modeling that has influenced participants the most, three values were frequently mentioned by participants. An upper level manager stated that:

He is a very principled and fair person. He is a very kind person. He is extremely smart and has the capacity to take in a lot of information. He is a doer, he gets things done and he expects people to get things done. He challenges me to do my job, without having to think about been micromanaged and rewards people for good work (Participant 010).

A mid-level manager also stated that:

He usually acts towards the good in people not the bad and so he acknowledges good people. Ethics starts at the top. He set an example, and employees model that behavior accordingly. He preaches and treat everybody the same way. He is fair and he really likes you to do the right thing (Participant 04).

A lower level employee also mentioned that:

The City Manager stresses integrity, fairness and honesty during town hall meetings. He rewards people who work hard. He has brought many changes to the way we do things and has shown accountability in his decision making and these values has sincerely influenced my ethical behavior in the organization(Participant 08).

The role of leadership in setting the tone for ethical behavior and ethical cultural was also confirmed by one participant who specified that “our leader applied the administrative procedures fairly across the board. She is also careful not to appear to be preferential. I think this is one of the things that she is very good at, she is careful to make sure that people are treated fairly” (Participant 03).

A mid-level manager remarked about the care and concern the manager exhibits in the department. This participant stated that, the manager has always been a model of ethical behavior for him and has made him more accountable and always willing to sacrifice more time for the department. He confirmed that:

My manager is a very kind giving person and that is an attribute that I don't think is a necessary requirement of team leader or manager but is something that stands out in my mind how somebody could be that consistent in that giving and that genuine in a time when people are self-centered and always worried about their jobs. I say that my manager's selfless attitude and kindness is big to me in many ways, especially my ethics in the department (Participant 016).

Based on the comments by participants on leadership role modeling, the values of a leader to many of these participants inspires and challenges employees to do the right thing and behave ethically.

Ethics Training and Orientation. According to the manager in charge of Ethics and Compliance in the organization, ethics training are organized in February of every year for all employees. She specified that employees are updated on some of the changes in the code of ethics and learn from some of the ethical lapses that occurred over the past year across the country. During the discussion with participants on ethics training, majority of them stated the importance of ethics training influencing their ethical behavior. A few of them mentioned that it had not influenced their ethical behavior because they were aware of doing the right thing.

A mid-level manager who has been in the organization for seven years remarked that:

Since the organization instituted the ethical training a decade ago, which has largely been focused on making ethical choices, employees have been forced to think about the right choices and what choices [...] needs to be made [...]. I think the training opened a lot of people's eyes. It was like wow, I never thought about [...] accepting a bottle of wine was unethical, so it has opened my eyes on a multitudes of ethical issues and doing the right thing and asking questions related to ethics (Participant 15).

Departmental training between the management and staff was also mentioned by an upper level manager who stated that:

We try to do more one to one training with people so that annually we explain to people what the rules are, kind of more of a real life type of thing and let them ask questions about it because to me that is a better way of effecting change of behavior and communicating to your audience as oppose to issuing guidance as to what you are supposed to do. Because we have let's say hundreds of administrative directives and each of them is very important but there is no way you can know everything in there. So the chances are that you are going to do something against the administrative directives. So it may not be necessary that you are intentionally doing something that is wrong but you just don't know it. Because my department deals with the city's money this approach of training has really influenced ethical behavior among my staff on a whole (Participant 14).

One mid-level manager also remarked that:

It had an influence in where to seek for information and ask anything when I face ethical dilemma. So we are always reminded of the Fraud, Waste and Abuse line and the Auditor's office as two importance areas to contact when you encounter ethical dilemmas. I can only speak for myself and to me it had been beneficial in how I talk with my coworkers and the public because of the ethical consequences of our role in this organization (Participant 16).

Ultimately the training organized by the various departments and the ethics office of the city organization helps to unearth ethical problems or issues employees may be encountering and the appropriate way to resolve them. It also helps to remind and make employees aware of the benefits and consequences of unethical behavior as an employee of the organization.

An outline of the findings of question two are provided in table 8.2. It presents the group dynamics and how it causes changes in employees' ethical behavior in the organization.

Table 9. A Summary of Findings for Research Question Two

Group Dynamics	How Employees' Ethical Behavior is Influenced	Frequency
Member Interactions	Emulating ethical behavior and values of fellow employees.	11
	Observation of behavior during cultural events and regular interactions.	15
Leadership Role Modeling	Setting the tone for ethical behavior for employees.	17
	Recognition and encouraging ethical behavior.	12
Training Interventions	Annual ethical training and orientations for new employees.	14
	Monthly meetings and Employee Advisory Council at the departmental level.	5
Total		74

Findings for Research Question Three

RQ3a: What are the significant changes in employees' ethical behavior due to the culture systems?

Significant Changes in Employees' Ethical Behavior due to the Culture System

Findings for research question three describes the significant changes in employees' ethical behavior stemming from the influence of the cultural systems. There are numerous changes that can be attributed to the influence of formal and informal culture systems. These changes occurred specifically because of the attempts of cultural factors such as cultural norms, peer behavior, code of ethics, and reward systems. This sections presents the findings of significant changes in employees' ethical behavior as a result of the formal and informal cultural systems in the organization.

Responses from participants on changes to their ethical behavior as a result of the code of ethics were mixed. While a significant number of them confirmed major changes and awareness of ethical rules and procedures, a few of them spoke of their personal inherent values. When the researcher probed for some of the characteristics of changes in their ethical behavior, one mid-level manager affirmed that the code of ethics has made him more accountable and principled in his work. He stated that:

If you don't know the rules, you hope you don't step over the line in a situation and get yourself in trouble. So, I think that the code of ethics has introduced the awareness of abiding by the rules and avoiding trouble. It has instilled in me the sense of fairness and respect for everyone, not that I didn't show respect but the awareness of it is great (Participant 016).

An upper level manager, who is a Judge in the organization asserted that although his professional ethics code and the organization differs slightly from the city organization, both ethics codes serve the same purposes, he claimed that the ethics code has:

Taught me that I have to be equally comfortable talking with homeless as well as I'm talking with presidents, queens and kings and to be able to do that and be humble enough to recognize where the power comes from. [...] and I don't know if you heard me but when we were getting towards the end, I apologized for the delay because I was on the phone and I had to take a phone call. I didn't have to do that but I did that because I respect them. As a judge I'm taught by code of ethics to be humble and respectful to everybody. We are supposed to treat everyone equally and we are not supposed to discriminate based on race, color, religion, sex, age, national origin, handicap or sexual preference (Participant 05).

A lower level employee who has been in the organization for 20 years and had served as support staff in three different departments mentioned the values of accountability, fairness and transparency as integral to the ethics code of the organization. She contended that "all those working on behalf of the city must conduct themselves according to the language and spirit of the Code and seek to avoid even the appearance of improper behavior" (Participant 08).

An upper level manager who become a manager three years ago confirmed after asking the influence of the ethics code on his behavior. He acknowledged that after the hiring of the Ethics and Diversity manager, he has been more proactive on ethical issues. He continued by stating that:

But I don't know if there has been an experience that has changed my mind or change how I do things but certainly if we have a question about "is it the right thing to do, is this the right way to go about it" we deal with it through the Ethics Manager and Peer Review Panel (Participant 012).

A mid-level manager who has been in the organization for 10 years and veteran of the US Army commented about the code of ethics by stating that:

I spent 28 years in the military and I was taught ethics, right and wrong, telling the truth and all that. So I have my own personal beliefs and ethics from the army and that has shaped my character. And so I am always honest with them upfront, I don't lie to them and I do provide good information and work in their best interest and all those things (Participant 07).

Another lower level manager who has been in the organization for five years affirmed that the code has made no impact on her ethical behavior because:

I had my own code of ethics about what is acceptable behavior and what is unacceptable behavior. But I think that it's good that the organization has methods, rules and guidelines in place for how we will interact with customers and how we will treat each other fairly (Participant 06).

Given the tone and observation of participants' perspectives on the changes of the ethics code, it is quite evident that employees have become more aware and proactive of seeking help in situations of ethical dilemma. It is also apparent that employees are cognizant of the importance of transparency, respect and humility in the performance of their duties in the organization. Finally, employees are mindful of the consequence of ethical lapses in the decision making and behavior in the organization.

The question of authority in the organization was mentioned through the lens of leadership role modeling by participants. Participants indicated that the City Manager reflected the core values of the organization and they have learned values of honesty, loyalty, respect and making positive impact in the organization. When the researcher probed further on some of the lasting ethical values that had influenced their behavior, a mid-level manager commented that:

The City Manager tries to be fair, and I say that not to say that he is not fair. Moreover, he is a very responsible and accountable for his actions having known him since he served as the assistant City Manager. And I believe that his character has shaped me to be more transparent and accountable in my role in the organization (Participant 013).

Another mid-level manager also admitted that:

Bringing an Ethics Officer was a good move toward showing the value of the organization has towards ethics and that is something I respect about this organization. We know where to seek help in situations of ethical dilemma and I'm now proactive in seeking help in ethical issues (Participant 012).

The responses of participants indicate that the influence of authority is reflected in values such as accountability, responsibility and loyalty which are modeled by the City Manager.

The discussion on reward system and changes of employees' ethical behavior seems to have contributed more to efficiency, moral boosting and effective workforce and much significance changes in employees' ethical behavior. Out of the 17 participants interviewed for the study, about seven of them stated that reward had little influence on ethical behavior. A lower level employee manager who has served for 25 years in the organization expressed his that:

The reward system, manager's values and events and activities have minimal impact on the ethical behavior of the employee, to me. It's nice to be rewarded by your organization and it's nice to be recognized and acknowledged by your supervisor, superiors, customers, citizens, and your peers, but to me it is more of a morale boosting than anything concerned with ethics (Participant 08).

One mid-level manager mentioned that he won an award for outstanding work four years ago but it did not motivate him to change his ethical behavior significantly because he is always aware of doing the right thing. He also remarked that "it's nice to be acknowledged every once in a while. I think I got one last year but I don't think it changed my ethical approach to work because I am always friendly and I treat everybody how they treat me" (Participant 04).

A mid-level manager in one of the security and safety departments also indicated that:

Yes we do try to recognize people but it is really more difficult to try to understand what motivates a particular person to strive to do better. So what some form of recognition will work in one person, in somebody else it won't [...] and I think it's more about the individual (Participant 014).

However, one upper level manager who has been in the organization for 20 years in one of Public Safety departments pointed that rewarding employees for ethical behavior promotes innovation and helps employees to critically think about their actions and behavior in the organization. This manager echoed that:

The reward of citizens stopping by our office and calling to thank us for helping them during their health crisis is truly rewarding. It makes you feel appreciated and wants to continue with the good works of kindness and helping others not for personal benefit (Participant 4).

A review of participants' responses on rewards reveals that rewards and recognition tends to perpetuate good behavior on one hand. On the other hand, it does more on motivating individuals to contribute effectively and efficiently to the organization.

Ultimately, employees' perspectives of the reward and recognition might vary differently on their ethical behavior.

There were several mentions of noticeable changes in employees' ethical behavior as result of the cultural norms observed and practiced by managers and other employees in the organization. Most of the participants did comment on the reminders and training that helped shape their ethical behavior. In particular, an upper level manager did emphasize that:

The cultural norms practiced in this organization by my fellow employees has taught me to be impartial, act fair, open-minded and unbiased. I also think it has made me more critical of examining facts of any situation before expressing my opinion. I also don't color my actions with other experiences (Participant 09).

Another upper level manager who has been a Judge with the organization for 30 years also indicated that because of the ethical norms of his profession and the organization:

We are on 24 hours a day, seven days a week, 365 days in a year, we are on duty, whether we are you on duty on not, whether you're getting paid or not, we are on duty. So we have to be very careful about what we say and what we do even during our off time. I try to be fair, transparent, approachable, and respectful to other employees and offenders of the law who come before me (Participant 05).

This Judge continued that the norms of the organization of his profession and this organization has prepared him to be respectful of others opinion. He asserted that:

My position in this organization has taught me that I can learn from anybody who stands in front of me. And I cannot come across as being arrogant, although there are those who have accuse me of that. I cannot come across as being high and mighty. I cannot come across as being any better than anybody else. I have learned to be respectful and be accountability of my decisions and actions (Participant 05).

When asked about the changes in ethical behavior resulting from the cultural norms and values of the organization, a lower level employees said that:

It is the individual value system that guides your ethical behavior and decision making in the organization. The value system that is been communicated throughout the organization aligns with my own personal beliefs. So is not like I need this organization to say “we should treat our customers with respect” or “we should treat other employees with respect.” Being respectful is something that is already a part of my personal inherent values and norm. I think the city’s values just underscore what my parents and church have already taught to me (Participant 06).

Another lower level employee also emphasized that:

I think if you have the right values in place, the right principles in place, you are automatically wired to do the right thing and I have always been aware that I’m always accountable for every action and behavior in this organization and outside (Participant 08).

Based on participants responses, there is enough evidence that the cultural values and norms had substantial influence on employees’ in terms of showing respect, being transparent and fair to fellow employees and the public in their actions and decision making.

Most participants insisted that peer behavior encouraged a spirit of transparency because one could confide in a trusted colleague for advice on an ethical dilemma. Other claimed that it helped build trust among members of the organization primarily because of the mutual relationship resulting from informal interactions. When questioned on the changes in ethical behavior resulting from peer behavior, one upper level indicated that:

Besides the informal every day interactions, we do a Christmas party, that is a holiday party. Some sort of all staff meeting every two months, because I think that is important for all of us to see the work that each other does. I think it helps us feel pride in the work that we do. It helps us see that we are part of something bigger and keeps us accountable to the goals of this department (Participant 012).

One upper level employee who was transferred to her current department two years ago talked profusely about peer behavior in the organization by encouraging her employees

to boast about their success and empowering them to make decisions on her behalf. She stated that:

Ethical behavior, through member interaction requires that, how I treat other people, the way I respond and deal with other people, requires me to treat people the way I want to be treated. When I do that I show respect and dignity for all (Participant 011).

From the responses of participants, peer behavior is a key dimension in encouraging authenticity among members, thus engendering employee commitment and transparency to the public and to each member in the organization.

Table 10. A Summary of Findings for Research Question Three.

Formal and Informal Cultural Systems	Significant Changes in Employees' Ethical Behavior due to Cultural Systems	Frequency
<i>Formal Cultural System</i>		
Code of Ethics	Honesty, Humility, Avoiding Unethical behavior	25
Authority	Responsibility, Accountability	19
Reward System	Boosting Morale, Effectiveness	11
<i>Informal Cultural System</i>		
Ethical Norms	Fairness, Treating everybody equally and with respect	20
Peer Behavior	Commitment, Trust	15
Total		90

Findings for Research Question Four

RQ3b: What are the significant changes in employees' ethical behavior due to the Organization's member interactions, leadership, and training interventions?

Significant Changes in Employees' Ethical Behavior due to the Group Dynamics

The final research question examines the changes in participants' ethical behavior resulting from member interactions, leadership role modeling and training interventions. Member interaction is a daily occurrence in the organization and expresses the bond of relationship existing within departments and the organization as a whole. It portrays the sense of collaborations, friendliness, and common understanding that prevails among members of the organization. All participants who were lower level employees did indicate the level of interactions of with their managers to mean "transparency, friendliness, humility and respect." One upper level manager indicated that engaging frequently with his subordinates sustains his ethical behavior because:

My subordinates expect me to act in a certain way and because of that knowledge, there is a certain expectation, a certain pressure knowing that they expect me to maintain a good reputation. I think it helps me to make better decisions at the right time for the department. And because I periodically interact with my employees I'm more ethically grounded and transparent in my activities with them. It is not always easy to do that. Sometimes it's hard but I feel like my religious affiliation helps me to be more ethical too (Participant 011).

A mid-level manager was impressed with the goodwill of some of his department members in organizing events, such as get-togethers during public holidays and paying for tickets for members to go watch basketball and baseball games at their expense. This participant stated that:

You see people doing good things, they got families, they are busy but they still go out of their way to be kind and bring people together. And you like to be a little bit more like them. And I believe I have learned to be more respectful and kind to others because of these events (Participant 04).

One mid-level manager described the level of member to member interactions in the organization and said that:

We also have an annual event where employees come together and each department has a booth and we have many games and food just for employees. That kind of interactions reinforces this kind of communal attitude we have within the city. The city is one big department. There are some cities where their departments are like silos. Meaning that the Court department won't talk with the Police department, the Police department won't talk with Parks department, and the Parks department won't talk with anyone. Their department directors are very territorial, they are kingdom builders, whatever you want to call them. I have been here over 7 years and have never seen that, the city of XYZ is never like that. We have never had that attitude and never had that perspective. In fact, it is discouraged. As a group, we value this collaborative effort across departments and I have learned to be accountable and transparent in everything I do in this department (Participant 015).

One participant asserted that member interactions built stronger bonds among employees and created trust and ethical culture in the department. He explained that:

The birthday parties, Thanksgiving and Christmas parties' makes you feel at home, it makes you feel like, this is in fact your team. It makes you feel like you don't have to fill out the paperwork in order to stay here and that you are part, you are welcome to be here and so it makes you sometimes ride a little longer, write a little faster. It makes you sometimes want to work a little more, stay a little bit longer and help little bit better (Participant 016).

Responses from participants confirm that member interactions fosters transparency, collaboration and personal accountability in the organization. Among other things, member interactions epitomize the spirit of selflessness, team building, sharing and supporting each other.

Leadership role modeling was the common response to the influence of organizational culture on their ethical behavior. One participant, who is a mid-level manager described the values of his manager and how he has learned to deal with members ethically. He explained that:

I think because the chief has been in his role for four years now and has been very consistent in these values-community focus, openness and transparency and communication, it has allowed throughout the department, people to pick up and move forward with these values (Participant 04).

Still, this participant recounted that it is important that:

If we also value transparency, friendliness, cooperation with people, we are going to reinforce those values. So, that is why it is so important that the leader has good, sound values, values that reflect the overall positive values of the organization. Then, they can inculcate, they can reinforce, they can promote those values into us (Participant 04).

One upper level manager who has been a manager in two different departments over the past 15 years mentioned that you always want the leader that “set those positive examples and is very focus on making sure that we are projecting the right and positive image to the public” (Participant 014).

In an organization serving the city in all areas of concerns from security, safety, housing, utilities and transportation, there is high public scrutiny and need for strong ethical foundation. In such an environment the importance of communicating ethical values through role modeling by the leader is central to sustaining ethical culture in the organization.

The annual training of employees on ethical issues and ways of dealing with ethical dilemmas was lauded by most participants to drawing awareness and upholding the ethical values enshrined in the code of ethics and code of conduct. Most participants pointed out the significance of ethical awareness on values such as transparency, accountability, fairness and loyalty on the job. A few participants also remarked that the training was just a monotonous exercise that was time wasting and taught nothing new. When asked about the possible changes of training on their ethical behavior, one mid-level manager emphasized that:

The training instills in us a common sense of what is right and wrong, common sense of ethics and morality and that is across the board. When we go to these classes, we learn these principles and bring them back to our work (Participant 016).

Another upper level manager also remarked that:

I believe to a certain extent that it reinforces within the people the fact that we care about the organization to be ethical. And the training reinforces the values of loyalty, transparency and accountability in the people which is critical to the success of any public organization (Participant 017).

A lower level employee emphasized that the training taught her to be careful and critical of her friendship in the organization and had this to say:

With the training made me become a lot more reserved with people and friendship within the city because you want to do the right thing but you see somebody that you know and you consider as a friend is not doing the right thing, I just don't want anything to do with it. It tends to make me a little more reserved and making new friends and being friendly with someone because if you see them do the wrong things and not adhering to the rules of ethics of the organization it tends to rub off on you (Participant 06).

Contrary to some of the changes in ethical behavior mentioned by most participants on the importance of training, one mid-level manager emphasized that the training had little to nothing to do with his ethical behavior in the organization. He made the point that:

To me what is studied in the class was sort of a routine. Anything that was said in the ethics class, I don't think you need to be told to do that. To me this level or stage of your life you should know the difference between right and wrong, what is ethical and not ethical. So in the class as well as the office. I don't know what good it does. I can't imagine some 50 year old man going to that class and them saying don't be racist and then him saying, "oh" I didn't know that, maybe I won't be racist from now on. Well, they state the obvious and stuff everybody should know, but there is not life or behavior altering (Participant 04).

A mid-level manager who has served in three different departments also stated that:

But the ethics training is worthless. People go through it and the next day they forget everything they have been taught. It is a waste of money. Real ethics training should be set for the upper managers, because they are the ones who set the moral tone and direction for the organization. Employees know what the right and wrong is but the upper management, they do whatever they can get away with. That is the way it operates. Employees are going to emulate what they see and so even though the ethical training tells them what and how to conduct themselves in daily life, they see it done differently. I have worked for some ethical managers and I have also worked for some that are there for business interest to promote themselves and to do whatever it takes to make themselves look good. As a result of that it sometimes affect employees. So the training while it was good in a lot of things, they see and hear too many things that contradict what they hear (Participant 07).

Significantly, the annual training organized by the Office of Ethics and Diversity and those by departments' heads has been instrumental in instilling the necessary ethical behavior expected of employees in public sector organizations. Ethical behavior such as transparency, fairness and accountability were seminal values mentioned by participants.

Table 11. A Summary of Findings for Research Question Four

Group Dynamics	Significant Changes in Employees' Ethical Behavior due to Group Dynamics	Frequency
Member Interactions	Teamwork, Selflessness, Camaraderie	17
Leadership Role Modeling	Transparency, Honest communication	42
Training Interventions	Trust, Accountability	21
Total		80

A summary of definitions of ethical behavior provided by participants.

Participants' definition of the concept of ethical behavior differed by their managerial levels, department of employment, socio-economic and educational status at both the organizational level and the society at large. Particularly, employees with

professional degrees defined ethical behavior in the context of their professional qualifications while other degree holders perceived ethical behavior based on the rules and inherent cultural values of the organization. The lower level employees described ethical behavior from a self-sacrificing and altruistic perspective.

Because the City Manager has created the environment for open and honest communication for all employees, most of the participants had clear insight of the value of ethical behavior and the importance of delivering services to meet the satisfaction of the public in a manner that reflects the ethics of the organization. The evidences of ethical statements in the physical space in the city government consistently reminding employees of ethical conduct amply explains the value attached to ethical behavior in the organization.

Table 12. Definitions of Ethical Behavior by Participants

Definitions of Ethical Behavior
Doing the right thing at the right time for the right reason.
Doing the right thing and making the choices that best support the ethical foundation of the organization.
Doing the right thing because it is the right thing to do, no matter where and what it is.
Behaving in such a way that if it were reported in the newspaper, one would not be ashamed or embarrassed about it.
It is a matter of doing the right thing in the context of an organization's code of conduct.
Knowing what is right and wrong and acting upon that regardless.
Doing something for someone with zero gain for yourself.
Not doing anything that you would not want anyone to see.

Chapter Summary

Chapter four described the findings which focused on the four research questions guiding the study. The conceptual model guiding the study provided the major themes used in the findings. The themes were developed after pre-set with open coding process and ultimately axial coding. Significant statements made by participants were quoted verbatim to specifically address the research question. Pictures and posters displayed in the physical spaces of the city government were also shown in this chapter primarily to support the research findings. The next chapter provides the conclusions and summary of the study.

Chapter Five – Conclusions and Recommendations

Introduction

This study utilized a qualitative research design to examine how organizational culture influence employees' ethical behavior in an organization. This study sought to explore how group dynamics, formal and informal cultural systems influence ethical behavior of employees. Using the Lewin's (1959) change management model, the study investigated the seminal elements in the cultural systems that influence change in employees' ethical behavior. The first three chapters outlined the context, conceptual model, literature review and research methodology under which the study was pursued. The fourth chapter presented the study's findings. This chapter reviews the study, provides a summary of the findings, and connects the conclusions to the literature and provides cogent recommendations to practitioners in organizational development and researchers.

Overview of the Study

A basic interpretive qualitative methodology was utilized to explore how organizational culture influences employees' ethical behavior at the workplace. A semi-structured interview approach was employed to guide the researcher in questioning participants' while allowing the researcher to enquire further on certain responses from participants. Purposeful sampling was used in selecting seventeen employees (six females and eleven males) who were serving as senior managers, mid-level managers and support staff employees. With the exception of one participant who has been in the organization for a year, the rest of them had served in the organization from seven to thirty years. This

public sector organization located in south-western part of USA instituted ethics reforms over the past decade in the form of annual ethics training and hiring an Ethics and Diversity Officer. The researcher conducted all the interviews and transcribed the data in a one month period. Using a constant comparative analysis approach, a three stage process for data analysis involving data preparation, coding and synthesizing of the data were employed.

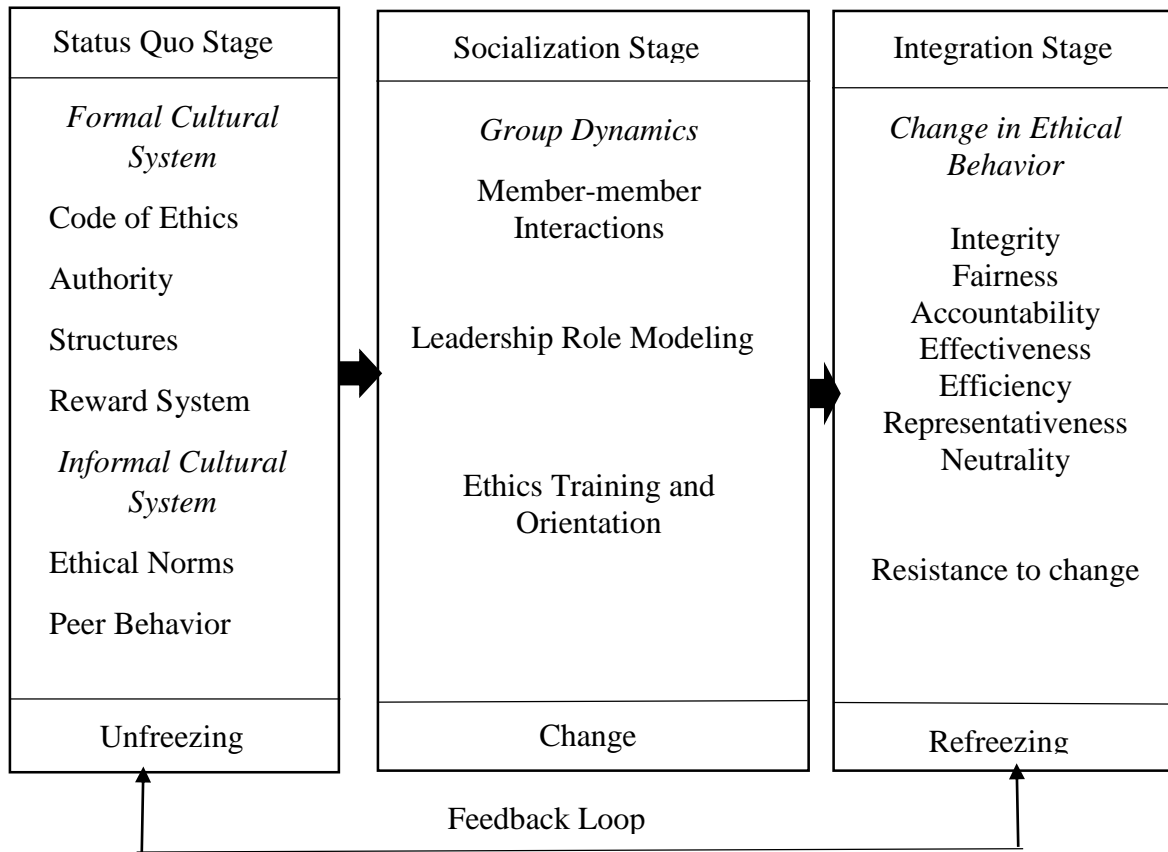
Major Themes from the Study

Five prominent themes became apparent from the data in addressing the research question: (a) rules, procedure and administrative directives which are embedded in the code of ethics, (b) norms and values of the organizational culture which is the ethical climate, (c) authority and leadership role modeling, (d) ethics training at the departmental and organizational level, and (e) external environment factors which are the influence of spiritual and parental ethical guidance. Participants classified the external environmental factors as individual ethical beliefs and values. First, the rules, procedure and administrative directives convey the policies guiding employees' ethical behavior and decision making in the organization. Second, the antecedents of ethical behavior communicates the ethically accepted behavior and values enforced in the organization. Member interactions through cultural events organized by the city government and ethnic associations also provide a forum for veteran employees in the organization to counsel and mentor new employees on ethical behavior expected of them by the organization. Third, authority and leadership role modeling refers to the ethical behavior, actions and decision making style by City Managers and departmental heads and their influence on employees' ethical behavior. Fourth, training at the departmental level on a one-to-one basis by managers and annual ethics training organized by the ethics office to review the code of

ethics and ethical dilemmas that employees encounter in their routine activities within the organization. Fifth, the influence of parental guidance and spiritual beliefs were inherent ethical traits that influenced employees' ethical behavior in the organization. In essence, employees with strongly held spiritual beliefs were deeply aware of the acceptable behavior and conformed to them with little directives and rules from the organization.

The following table outlines the original Lewin's Change Management Model (1959) proposed for the study. This section presents the original proposed model as (Table 13) and the extended findings model (Table 14) primarily to highlight the changes and contributions to the proposed model based on the study findings.

Table 13. Original Lewin's Change Management Model Guiding the Study



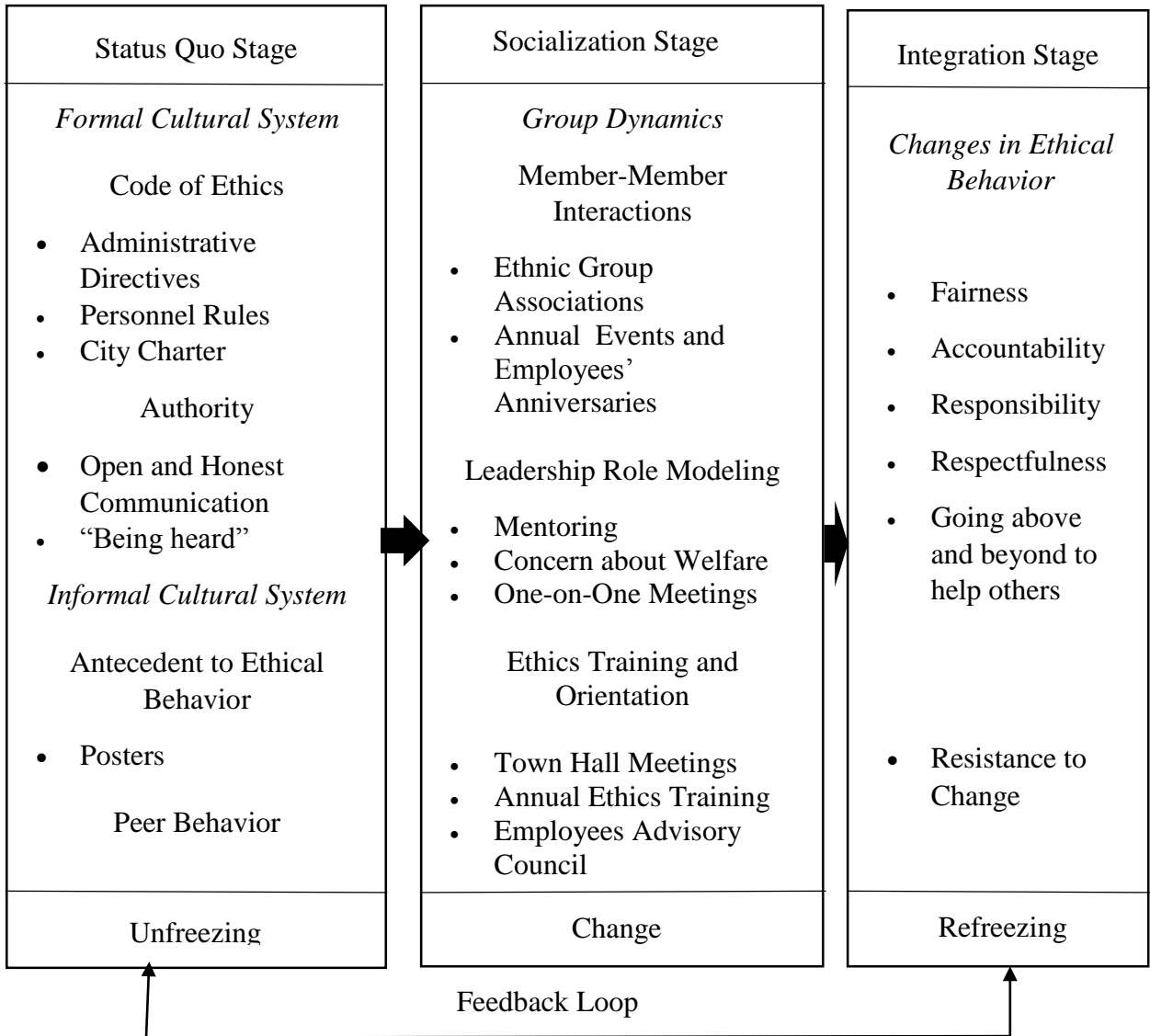
Lewin's (1959) three steps of change model was utilized as the conceptual model for this research study. Lewin developed an ethical and humanist approach to change that saw the environment (field theory) and group interactions (group dynamics) as the key processes for achieving behavioral change (Burnes, 2009). This chapter emphasize on the cultural practices that were proposed in Lewin's Change Management Model (1959) and the various revisions and contributions made to the model based on the findings from this study. Cultural practices that were insignificant in influencing ethical behavior in the organization are also reported in this chapter.

Extended Findings to Lewin's (1959) Change Management Model

Findings from the data revealed many contributions and changes to each of the three stages of Lewin's Change Management Model (1959) used for this study. While some of the findings corroborated on the cultural systems within the status quo, and within the socialization and integration stages, the influence of external factors were also influential in affecting employees' ethical behavior. Importantly, the external cultural values were not considered in the Lewin's Change Management Model (1959) proposed for this study. As such, this study contributes to the change management literature, suggesting that external cultural factors does influence change in employees' ethical behavior.

The following table contributes to the proposed Lewin's Change Management Model based (1959) on the study findings.

Table 14. Extended Findings to Lewin’s Change Management Model (1959)



An extended findings model based on the study findings was developed. This model suggests that some of the cultural practices from the original model were still important to the ethics reforms initiatives in the city government and, therefore, needed to be emphasized. Other cultural practices were not significant in influencing employees’ ethical behavior in the organization and were deemphasized.

Status Quo Stage

The status quo stage of the conceptual model includes both the formal and informal cultural systems. While some of the study findings confirmed the cultural practices within the unfreezing phase of the model, other cultural practices were deleted as they had less influence on employees' ethical behavior. The following section illustrate the cultural practices that were emphasized and deemphasized in this status quo stage.

Formal Cultural System Practices Emphasized in the Extended Findings Model

Within the cultural system, the formal cultural practices that garnered much emphasis in the study findings included the code of ethics and authority.

Code of Ethics. The code of ethics in the city government included the administrative directives and the city charter. Code of ethics provides ethical guidelines to acceptable and unacceptable behavior in the organization. Most participants agreed that the organization's code of ethics was cardinal in regulating ethical issues and ensuring that employees behaved ethically. They also mentioned that employees were expected to know the consequences of violating the code of ethics. Other participants expressed that the code of ethics were consistent with the values and norms of the organization.

One upper-level manager mentioned that the code of ethics was the premier piece of regulation for improving the ethical culture and employees' ethical behavior. This participant affirmed that:

Prior to the ethics reforms introduced in the organization, people didn't even know it existed. But, we have a very strong code of ethics which we called 12(a) in our charter. The Charter meaning laws actually. And now the code of ethics has several sections that talk about it in a very broad way on how to conduct yourself. We have the code of ethics on our website and we have a small booklet that employees can pick up at their department's front desk. We have a list and the code of ethics is the premier piece for us (Participant 010).

Participant 013 also acknowledge the significance of the code of ethics by stating that:

Over the years, I have seen examples where people did what they were told to do without really questioning it, even though they knew that what they were being asked to do wasn't the right thing. In many of those situations, the media found out about it and ran news stories embarrassing the organization. After that happening several times, the organization saw the need to give new teeth to the code of ethics in the organization. But before then, we didn't have those rules in writing within the organization. And so for employees coming into the city of XYZ since then, I think having written ethics rules and being well informed about them will be a defense if they may be told to do something that they personally don't think is right. They can lean on the ethics code and say, no, I'm not going to do that because I think is a violation of the ethics code (Participant 013).

In essence, the code of ethics highlight the values, behaviors and beliefs that are accepted and embraced within the organization. According to Thompson (1992) regulations on ethics when properly and thoroughly enforced in a public organization results in responsible and accountable behavior and decision making by public officials. Such enforcement also generates ethics awareness and guidelines for public officials. Given that public organizations are concerned about the public perception of their ethical culture, the issue of organizational cultural systems is quite essential. Likewise, Ashkanasy et al. (2000) study on code of ethics in public organizations in Texas stated that organizational programs such as code of ethics significantly influenced employees' ethical behavior in the workplace.

Authority. The influence of authority in the organization was expressed in the leadership role of the City Manager. Specifically, the introduction of monthly town hall meetings with employees played a crucial role in fostering authentic relationship between authority and employees. Through the monthly town hall meetings with the City Manager, employees had a platform to express their concerns in the workplace to the City Manager on a regular basis. Similarly, the significance of "being heard" by the City Manager implied

that employees are able to ask questions and voice opinion about some of the decisions by management. One manager echoed the changes in city government by confirming that:

I have seen the shift in the organizational culture in the last ten years by the leadership. We are not all the way there; but, I have seen the shift towards the light [...] towards the good. There is a better focus, especially with our current City Manager (Participant 017).

In particular, many participants stated that the City Manager's vision and exemplary behavior influenced their ethical behavior. They mentioned his candor, sincerity, friendliness and his willingness to talk to any employee regardless of the employee's position in the organization.

These findings confirms the study of Beeri et al. (2013) on the role of authority figures in enhancing ethical behavior in public organizations. Beeri et al. (2013) suggested that leadership in public organizations should be aware that their conduct and attitude significantly influence organization's ethical standards.

Formal Cultural System Practices Deleted from the Extended Findings Model

Structure. Most participants perceived the structure as an integral part of the authority and leadership in the organization. As such, many of the comments on organizational structure were made in the context of leadership in the workplace. Structure was therefore deleted from the extended findings model.

Reward System. The reward system, a key part of the proposed Lewin's Change Management Model (1959) was deleted from the formal cultural system primarily because most participants perceived it as a means of reinforcing ethical behavior and boosting employees' morale. One upper manager emphasized the impact of the reward system by stating that:

Right now rewards and recognitions are done here. They have employee of the month in different departments. They have what they call “WOWIE” award and is a card you write to people that you did a great job and you give that card to their manager. When you go round the city, you will literally see those cards in people's work station. So people appreciate that you recognize them. How that influences ethical behavior I'm not sure right now (Participant 010).

A lower-level employee also expressed that the reward system had less influence on employees' ethical behavior. This participant stated that:

Receiving recognition is always a great form of motivation. I must also say that, the reward system, manager's values and events and activities have minimal impact on the ethical behavior of the employee to me. It's nice to be rewarded by your organization and it's nice to be recognized and acknowledged by your supervisor, superiors, customers, citizens, and your peers, but to me it is more of a morale boosting than anything concerned with ethics (Participant 08).

In essence, the reward system was not influential in employees' ethical behavior.

Informal Cultural System Practices Emphasized in the Extended Findings Model

Informal cultural system generated two key findings in the study; antecedent to ethical behavior and peer behavior, unlike the original conceptual model which identified the informal cultural system as ethical norms and peer behavior.

Antecedent of Ethical Behavior. Major informal cultural practices antecedent of ethical behavior were the posters defining the ethical values and mission statements espoused by the city government. Not only do these ethical values and mission statements remind employees of the importance of ethical behavior in the organization but they also create awareness of the need to show transparency and accountability as they deliver services to the public. Overall, cultural practices antecedents of ethical behavior provide new findings to the conceptual model proposed in this study. The influence of ethical values and mission statement on posters in the physical spaces in the organization communicate to employees the value placed on ethical behavior in the city government.

The study by Salminen and Mantysalo (2013) support the assertion that cultural symbols and artefacts such as posters and cultural norms influenced employees' ethical behavior. This study stated that cultural values and norms in public sector organizations "serve as a moral guide to employees in their interactions with the public and acts as a moral lens for public service professionalism." (p. 32).

Peer Behavior. Peer behavior included the regular interactions and observations of employees during town hall meetings, annual cultural events and daily routine activities in the workplace. Because ethical values are often expressed through a person's inner values and beliefs, most participants noted that peer behavior of employees was influential in their ethical behavior in the organization. An upper-level manager spoke about the role of peer behavior in influencing ethical behavior by stating that:

I think we operate in an environment where people around us reinforce our ethical behavior. I know that if I didn't act in a certain way, my colleagues would be disappointed in me. I don't want that, I value their respect, and I value their good judgment of me. So the fact that I know that they think I am an ethical person and that I am a moral person and that I'm a good man reinforces my desire to follow that ethical standard (Participant 03).

Based on the study findings, peer behavior convey the beliefs, norms and ethical values prevailing in the organizational culture and often influence the ethical behavior of employees.

Table 15 summaries the findings related to the formal and informal cultural systems within the status quo stage of the conceptual model.

Table 15. Status Quo Stage: Contributions of the Findings

Findings	Supporting the Literature	New Findings
Code of Ethics	Ashkanasy, Falkus, and Callan (2000); Pelletier and Bligh (2006); Thompson (1992)	This study findings highlights the vital role posters and cultural symbols in the physical spaces play in influencing employees' ethical behavior in the organization.
Authority	Beeri et al. (2013) Menzel (2007)	
Antecedent of Ethical Behavior	Salminen and Mantysalo (2013)	

Socialization Stage

The socialization stage involves the member-member interactions, leadership role modeling, ethics training and orientation. These cultural elements are meant to bring about changes in attitudes suggested in the status quo stage. The study findings emphasized the pivotal role of member-member interactions, leadership role modeling, ethics training and orientation in influencing employees' ethical behavior. New findings on external factors such as employee's value-based ethics and spirituality also influenced ethical behavior in the city government.

Member-Member Interactions. Ethnic group associations, employee's anniversaries and annual recognitions events for employees were the basis of member-to-member interactions in the organization. Ethnic group associations comprised of Black Employees Support Team (BEST), Hispanic Association of City Employees (HACER), and Asian American Association of City Employees (AAACE). These ethnic groups offered members the opportunity to openly interact with their ethnic peers on a broad range of issues including ethics related concerns in the workplace. This form of ethnic association groups help foster a bond of understanding and teach members how to handle

common ethical issues in their various departments. In essence, these ethnic associations had meetings not only to discuss personal and social events but also orient members on ethical behavior in the organization.

Leadership Role Modeling. This study identified leadership role modeling as encompassing the broad range of responsibilities such as mentoring, one-on-one meetings with employees and the day-to-day concern about the employees' welfare in the workplace. Importantly, how leaders care about the employees' welfare reflects on employees' actions and behavior in the workplace. Participants underscored the role of leadership concern about them by mentioning that they feel open to speak their minds without fear of intimidation by their superiors. Further, the one-on-one meetings between managers and employees also offered employees the opportunity to express their concerns on how to improve and sustain ethical behavior among employees. Furthermore, the one-on-one meetings allowed managers to mentor and train employees on the rules and procedures regarding ethics in the workplace.

The study by Schraeder, Tears, and Jordan (2004) confirms this study's findings by asserting that organizational cultural values such as ethical role modeling by leadership and ethics training is a powerful cultural resource used to influence employees' ethical behavior in public sector organizations.

The relevance of mentoring and training by leaders was mentioned by one upper-level manager as crucial to ensuring that ethical behavior is sustained in the organization in the long term. This participant stated that:

All of us as leaders throughout the city that are charged with making sure the folks underneath us are trained, mentored and prepared to take over our job when we leave. And whether we leave in retirement or decide to quit or something else more drastic happens to us, you need to have people prepared to be able to take over the role. [...]. I'm currently working on training my guys, my assistants, and my captains to be prepared to take over leadership roles when I leave. So that is an important thing and I think ethics is the perfect topic to consider when you're thinking about leadership succession, in that you want to make sure you leave ethical leaders in charge when you retire. I mean, I will feel really bad when you have somebody that can be in charge who practices less than the best ethics and that would not be a very good legacy to leave for the department (Participant 02).

Ethics Training and Orientation. Training is the main approach to teaching employees the new ways of doing things ethically in the organization. Most participants agreed that the annual ethics training, Employees Advisory Council and monthly town hall meetings were the major forms of training utilized by the organization. In particular, the annual ethics training taught employees some of the common ethical issues committed by employees and discussed the city government's rules and procedures in detail. It was also a means to educate employees on ethical behavior expected of them in the organization and the consequences of breaching the city government's code of ethics. Many participants indicated that the annual ethics training communicated the values of transparency, accountability, respectfulness and trustworthiness to employees.

Employees Advisory Council is a form of advisory committee that addresses grievances of employees. They address issues from ethics to work related matters and help instill appropriate form of conduct among employees. Most participants mentioned the value of the Employees Advisory Council in helping with training related to ethical dilemmas in their department. In general, most participants acknowledged that "training instills a common sense of what is right and wrong, common sense of ethics and morality"

(Participant 016). A mid-level manager affirmed the influence of annual ethics training and orientation on employees' ethical behavior by stating that:

There has been a real focus on ethics training within the city and it has been good and it has opened a lot of individuals' eyes to what is expected of them. It ensures that there is awareness of ethics and I think awareness makes you think (Participant 011).

Raile's (2013) study on ethics in public sector organizations contends that ethics training and employees' interaction with ethics officials influenced employees' perceptions of ethical climate in most public organization. The study also affirmed that training reinforces the values of loyalty, transparency and accountability among employees.

External Factors. Individual value-based ethics and spirituality were confirmed by some participants as influential in their employees' ethical behavior. These participants mentioned that their spirituality was based on transcending values which inspired them to behave ethically. As such, spirituality fostered the attitude of self-reflection and acting toward the good in the workplace. While the main conceptual model overlooked the influence of external cultural values, the findings from this study indicated that the outcome of employees' ethical behavior can also be attributed to the individual's spiritual beliefs, awareness and parental ethical influence. A mid-level manager participant acknowledged that:

My parents were both Christians and my dad is a Calvinist so they are really big on ethical behavior based on Calvinist code of ethics, so I have always had the internal sense of, is this something I would want someone watching me do, and if it is not, then I'm not going to do that (Participant 015).

The influence of external cultural values such as individual's value-based ethics, personal morality and spirituality from the findings is supported in the literature by Abdullah, Sulong and Said (2014). These authors confirmed that value-based ethics, and

religiosity were likely to enhance integrity and ethical judgment among public sector employees.

Table 16. Socialization Stage: Contributions of the Findings

Findings	Supporting the Literature	New Findings
Ethics Training	Raile (2013).	This current study revealed that member-to-member interactions such as ethnic group associations, cultural events and celebrations does cause changes in employees' ethical behavior
Leadership Role Modeling	Schraeder, Tears, and Jordan (2004)	
External Cultural Values	Abdullah, Sulong and Said (2014)	

Integration Stage.

The integration stage involves the changes in ethical behavior resulting from the socialization stage of the model. This stage of the model consolidates the changes following the effect of the member-member interactions, leadership role modeling, ethics training and orientation as well as the external factors. This stage also ensures that the changes in ethical behavior by employees is sustained and internalize in employees daily activities in the workplace.

Ethical Behavior Emphasized in the Extended Findings Model

The following changes in ethical behavior were internalized by employees based on the findings from member-member interactions, leadership role modeling, ethics training and orientation as well as the values based ethics. These changes in ethical behavior included:

- Fairness
- Accountability

- Respectfulness
- Responsibility
- Going above and beyond to help others

Changes in Ethical Behavior Deleted from Extended Findings Model

Five changes in ethical behavior were deleted from the integration stage of the model because there was no referral to them by participants. The changes in ethical behavior deleted from the study included integrity, effectiveness, efficiency, representativeness and neutrality.

Resistance to Change. Resistance to changes in ethical reforms in the city government were observed in two areas. First, the fear of being watched constantly by management had negative consequence in the form of lack of trust and disruption in interpersonal relationships in the workplace. One lower-level employees stated that:

You always want to find yourself doing the ethical thing, because you could be scrutinized for a telephone conversation or an email. You always have to be careful within city government, because you are always notified of what you were or were not doing and it can have a negative connotation on your reputation (Participant 06).

Second, the fear of the unknown was expressed by some of the participants. Participants indicated that their managers were more responsible for ethics changes in the organization because they were responsible for setting the tone for ethical behavior in the workplace. One lower-level employee remarked that:

Ethics training should be set for upper managers, because they are the ones who set the moral tone and direction for the organization. Employees know what the right and wrong is but the upper management, they do whatever they can get away with (Participant 07).

A middle-level manager also emphasized that, “to me, at this level or stage of your life, you should know the difference between right and wrong, what is ethical and not ethical. So I don’t know what good the ethics training does.” (Participant 04).

Revised Model Based on Study Findings

The revised model presents the cultural practices that were exerted to achieve the desired state of employees’ ethical behavior in the city government. The cultural practices in the present state and the group dynamics in the change state, referred as the driving forces were crucial factors in reaching a desired state of employees’ ethical behavior in the city government. Existing within the city government were the resisting forces such as the fear of the unknown and the lack of trust between management and lower level employees.

Lewin (1951) advocated that to achieve change processes, “any organization must unfreeze its present state into a neutral state in order for old behavior to be unlearned and new behavior to be successfully adopted” (Dawson, 2003, p. 70). While the revised model fits core aspects of Lewin’s (1959) Change Management Model, the study findings highlight that external factors such as individual’s value-based ethics and spirituality also played a contributory role in achieving the desire state in the city government.

Figure 6 emphasized the cultural practices that extends the study on Lewin’s Change Management Model (1959) in the city government in south-western USA.

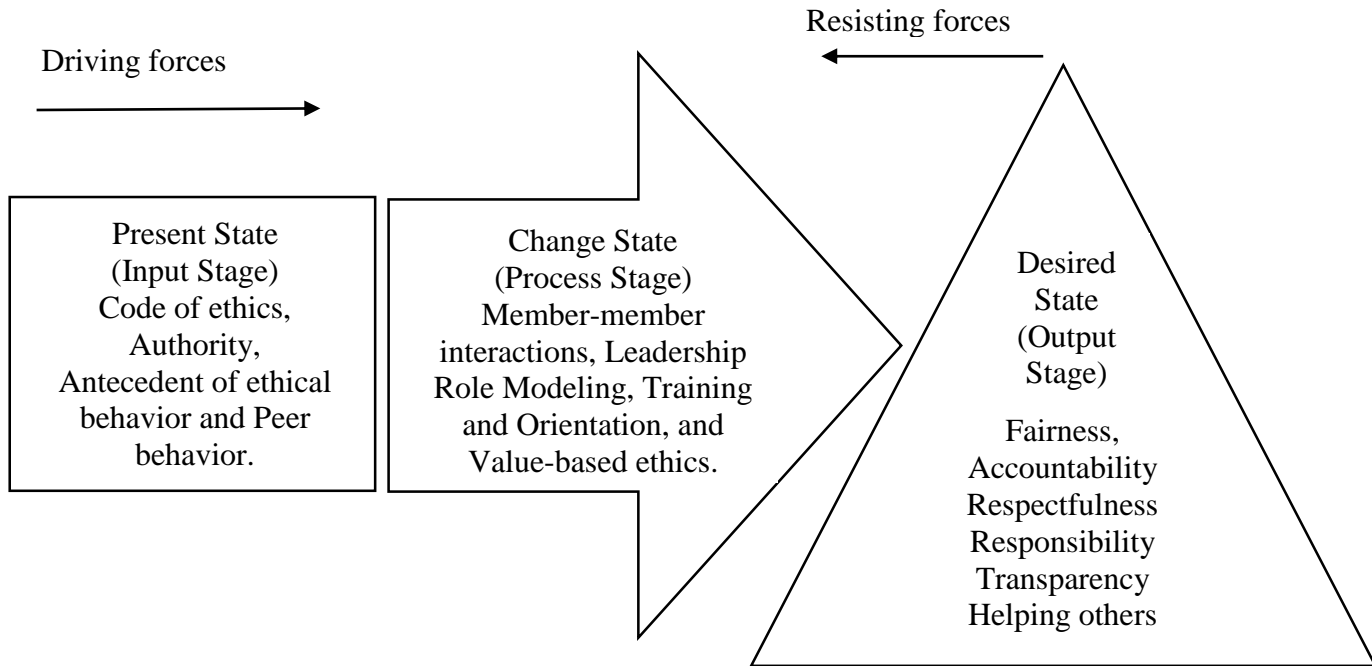


Figure 6. Revised Model Based on Study Findings

Present State

In the case of this city government, management at the present state explained the rationale and justification for changes in ethical behavior and its benefits to the city government. This city government emphasized on the code of ethics and authority (City Manager) to curb the old behavior patterns in the workplace. This phase of the revised model is also referred to as the “input stage” of the change management process in the city government, because it provides the initial guidance to achieving the desired objectives of the organization.

Formal Cultural System. Within the formal cultural system were the code of ethics and authority. The code of ethics covers the administrative directives and the city charter. Most participants mentioned that the code of ethics was a useful organizational tool in enforcing ethical behavior in the workplace. It outlines disciplinary measures for noncompliance to the rules and procedures in the city government. The code of ethics also

specified the appropriate way to deal with the customer base of the city government, which is the public. Other participants also outlined the changes made to enforce the code of ethics over the past decade. Particularly, the hiring of an ethics officer to train and deal with ethical issues in the city government. The email reminders of common ethical dilemmas were all constructive steps undertaken to enforce the code of ethics in the city government.

The approach of open and honest communication used by the City Manager was also influential in employees' ethical behavior. The monthly town hall meetings and the open door policy of the City Manager encouraged employees to express their concerns and opinion on many issues in the city government. Many participants affirmed that the City Manager showed great concern for their wellbeing in the city government and they felt respected and recognized working in such a workplace. In essence, most participants acknowledged that the exemplary behavior of the City Manager influenced their ethical behavior.

Informal Cultural System. Informal cultural system included antecedents of ethical behavior and peer behavior. Antecedents of ethical behavior were expressed in ethical and mission statements on posters in the conference rooms and offices in the city government. Importantly, these posters served as a reminders to act ethically in the workplace.

Peer behavior illustrate the regular interactions and observation of other employees' behavior during cultural events in the workplace. Most participants articulated that peer behavior revealed the respect and concern members showed towards others in the workplace. The selfless attitude of some employees taking it upon themselves to celebrate members' anniversaries and contributing funds to help members in difficult situations had a great influence on employees' ethical behavior.

Change State

The change state of the revised model featured the implementation and initiation of the planned ethics reforms in the city government. This phase involves the participation of members in ethnic groups, leadership role modeling, ethics training and orientation. External factors such as value-based ethics and spirituality were also influential in the change state in the city government. This phase of the revised model is also noted as the “process stage” of the change management development, because individuals in the organization are informed of the benefits and the importance of employees’ ethical behavior in the organization.

Member-Member Interaction. Member interactions comprised of ethnic group associations and annual events organized in the various departments to recognize employees’ services in the organization. The monthly meetings organized by the various ethnic groups allowed members to share their concerns and opinion on workplace issues including ethical dilemmas. These groups ensured that veteran members were able to mentor new employees on the appropriate behavior expected by employees in the city government. Some participants claimed that the concern shown by members in their ethnic group created a sense of trust and a strong conviction to behave ethically in the workplace.

Leadership Role Modeling. The role of managers in mentoring, concern for their welfare and annual one-on-one meetings with lower level employees played a significant role influencing employees’ ethical behavior. Most participants talked about the role of their manager in fostering teamwork and creating an ethical environment in the workplace. According to the lower level employees, the role of their management team was quite influential in their ethical behavior. One participant confirmed that: “for somebody to keep

me in between the lines and to help me know that I am not violating what my job calls for, is important to me and that is what our manager does” (Participant 016).

Ethics Training and Orientation. Ethics training and orientation included annual town hall meetings, annual ethics training and employees’ advisory council. The annual town hall meetings are an open forum for employees to engage with the City Manager on ethics and workplace issues in the city government. The town hall meeting ensured that trust and transparency were developed between the City Manager and employees. The annual ethics training made certain that employees were constantly aware of the value of ethical behavior and complied with the rules and procedures in the organization. Employees’ Advisory Council was a committee made of two employees each from the upper level management, middle-level management and lower level employees to address noncompliance issues in their departments. The committee also served as counselling body to reinforce ethical behavior in the various departments in the city government.

External Factors. External factors such as individual’s value-based ethics and spirituality were important aspect of the change process in the city government. While Lewin’s Change Management Model (1959) proposed for this study ignored the influence of external factors in employees’ ethical behavior, most participants mentioned the significance of their inherent ethical values and spirituality impacting their ethical behavior in the workplace. As such, the study findings illustrate that changes in employees’ ethical behavior is reflected not only in the internal cultural practices but also the external factors that employees applied in the city government.

Desired State

The desired state reinforces the changes in ethical behavior into daily routines in the city government. At this point, the values and cultural practices introduced in the change state are entrenched in the behavior of employees. This phase of the revised change management model is also described as the “output stage” because it culminates in the ultimate objectives of the change process, which is to attain employees’ ethical behavior.

To stabilize the desired state, employees are constantly reminded of the core beliefs, values and ethical norms of the city government through emails from the Ethics and Diversity Manager. According to this manager:

It is very important [...] to continuously remind people that we should think ethically. We should act principally and I firmly believe that. [...] and if you say that, you remember when we did the training six months ago, we just want to remind you for that kind of thing. And as long as I'm here, that will be what I will do. Remind people about value of ethical behavior in this organization.

In this study findings, the desired state mentioned by most participants were “fairness, accountability, respectfulness, responsibility and helping others.” In contrast, the integrated values of employees in the proposed conceptual model included “integrity, fairness, accountability, effectiveness, efficiency, representativeness and neutrality.

Implications for Practice

This study provides many implications for HRD practice. It explains the greater roles HRD practitioners are undertaking in managing and enforcing ethics training and cultural values in organizations. One implication for HRD practitioners is the knowledge that several organizations are utilizing e-learning resources for ethics and compliance training of employees on the rules and procedures in the organization (Newby, Stepich, Lehman, & Russell, 2000). While e-learning of ethics and compliance in organization has

its values, HRD practitioners can complement that with formal face-to-face training of employees to enhance ethics training in the organization. The study findings recommends that one-to-one meetings with supervisors and formal ethics training organized by the Ethics and Diversity Office are more effective in fostering employees' ethical behavior in the organization. This information is vital for HRD practitioners since they play a leading role in promoting and advancing cultural systems that enhances employees' ethical behavior in the organization.

Further, posters depicting ethics information such as rules, procedures, regulations and administrative directives in the physical space of the organization has meaning in drawing awareness to the value of ethical behavior in the workplace. Similarly, the formal meetings and informal town halls settings allow the City Manager and employees to interact on a vast range of issues including ethics and cultural systems in the organization.

The essential element of information gleaned from this study is the influence of member interactions on employees' ethical behavior. Member interactions occurred through regular interactions, ethnic group associations and cultural events organized by members and the organization. These interactions can have a positive impact on employees' ethical behavior and often steer employees back on track if they deviate from high ethical standards. Significantly, HRD practitioners can play a cardinal role by encouraging cultural systems such as member interaction in ethics training sessions.

Finally, HRD is given considerable attention in this organization, considering the annual face-to-face training, one-on-one meetings between manager and subordinates and town hall meetings. It is vital that HRD practitioners be cognizant of the fact that their counseling and training foster employees' ethical behavior. As such, this study suggests

that HRD practitioners should constantly examine their skills and biases in order to perform at their best, fully aware of the current rules and policies on ethics in the organization.

Implications and Suggestions for Theory and Research

This study pinpoints two major implications for theory in HRD. First, the gap in the literature with regards to how organizational culture influence employees ethical behavior in public sector organization is addressed. While substantial work on organizational culture and ethical behavior exists in private sector organizations, this study contributes to the literature by examining how organizational culture influence ethical behavior in public sector organizations. In so doing, the study explores the influence of formal and informal cultural systems and group dynamic of the organization culture utilizing Levin's (1959) model of change.

Further, a significant number of the studies on ethical behavior and organizational culture in organizations employs a quantitative research design and present statistical information, which is short of the thick, rich narratives of examining the influence of organizational culture on employees' ethical behavior at the workplace (Hollingworth & Valentine, 2015; Nwachukwu & Vitell, 1997). While the framework in the organizational culture literature is broad and reveal several of the benchmarks powerful in influencing employees' ethical behavior, these paradigms are vastly utilized in the private sector organizations and often use the leadership role modeling and training as the tactic through which organizational culture influences employees' ethical behavior. This study emphasized how an organization's cultural systems influence employees' ethical behavior and decision making. Above all, the importance of communicating ethical behavior and the cultural systems that define and underpin it in the public sector organizations cannot be

overstated. This is seen as critical to providing both public employees and the public with a common frame of reference regarding the principles and standards to be applied and in training public employees to develop an appreciation of the ethical issues involved in effective and efficient public service delivery (Hondeghe, 1998).

Implications for Research in HRD

Numerous suggestions can be made for research study based on the findings of this study. First, this study examined the influence of organizational culture on employees' ethical behavior in public sector organizations. This study was undertaken in a city government organization that has initiated several ethics programs to improve the employees' ethical behavior. As a result, further research is required in other municipal organizations or agencies of the federal government which has instituted ethical programs in order to improve the reliability of this study and formulate other constructive cultural systems grounded on what the research has studied about how culture influence employees ethical behavior at the workplace.

Second, there was only one HRD practitioner among the 17 employees interviewed. The selection of only one HRD professional was not deliberate. The other HRD practitioners and supporting staffs were tied up with a city project at the time of this interview. Future research should, therefore, incorporate more HRD practitioners and employees that train employees and supervise organizational development process through organizational culture and ethics. Particularly, much attention should be given to this research area, because most HRD practitioners are often invited to participate in the organization's board meetings and are required to provide training interventions for diverse set of employees in regards to ethnicity, gender and sexuality. In essence, HRD

practitioners are expected to be aware of the material and human resources of the organization and how they can be effectively utilized for the development of the organization.

Third, the study utilized semi-structured interviews in conjunction with observations and artifacts at the research site to gather data on how organizational culture influence employees' ethical culture in the organization. Further research is required utilizing focus groups research design in a federal agency and similarly large city government embroiled in ethical lapses to ascertain how employees perceive cultural systems and ethical behavior in the organization.

Fourth, 60% of the participants interviewed were African Americans and Hispanic. These employees shared their views on ethics at work by reflecting on their personal spirituality and moral values from parents. Further research is required to comprehend the cultural differences between Caucasian and other minority groups regarding how they perceive spiritual life and moral values from home in their work life.

Fifth, additional research is necessary in the field of HRD primarily to produce more information and discussion about organizational culture and employees' ethical behavior at the workplace in relations to the role of HRD practitioners in fostering ethical culture at the workplace. Lastly, an implication for research for this study relates to the insights it provides on how HRD curricula in community colleges and higher education train HRD students to play leading roles in administering ethics at the workplace.

Limitations

As with all research studies, this study has limitations. One probable limitation (as may be argued from the positivist traditions) is that this qualitative study is centered on a small fraction of purposely sampled employees, which may not be an accurate representation of the entire employees of the city organization. This qualitative methodology enabled the study of the phenomenon of organizational culture and employees' ethical behavior in detail and helped the researcher obtain a rich source of information (Merriam, 2009). While this research design fulfilled the goal of this study, much still can be ascertained about how organization culture influence employees' ethical behavior with bigger selection of participants.

Another limitation involved the use of semi-structured interviews as the primary method of data. While much efforts were expended on collecting artifacts and documents in the environment, they did not yield significant practical data that were useful to triangulating the findings. Further, the lack of responses from participants after sending them the transcripts for member checking was a glaring limitations. An improved approach of getting feedback of transcripts from participants after they have been sent by the researcher is required. Future research should explain to participants the value of member checks in ensuring consistent, trustworthy and reliable conclusions.

Lastly, the scope of the researcher's expertise as a beginning researcher in qualitative study impacted the collecting of data and analysis. Although the researcher took measures to guarantee superior study, because this was the researcher's first engagement in a research study of this magnitude, the study could have some shortcomings in the final product.

Summary of Chapter

This chapter outlined a review of the study, implications for research, theory, practice and suggestions for future research in HRD. The conclusions are also presented in here. A semi-structured interview guide was administered in interviewing 17 employees in a large city government organization in south-western part of USA. Participants discussed how the organization's cultural systems and group dynamics influence their ethical behavior at work. Using Strauss and Corbin's, (1998) constant comparative method to interpret the data, five categories became apparent based on the various themes.

The study findings culminated in three conclusions. First, cultural systems of the organization such as code of ethics, authority, norms and peer behavior are pivotal in influencing employees' ethical behavior at the workplace. Second, the group dynamics in the organization's culture such as member interactions, leader's role modeling and training interventions are vital to encouraging and making significant changes in employees' ethical behavior. Third, external cultural factors such as religiosity and parental guidance in terms of values-based upbringing actively enhances and fosters ethical behavior among some individuals at the workplace.

Research implications indicate that more research is needed with the inclusion of HRD practitioners in organizations documented with past problems with ethical lapses. Finally, the information garnered from this research study will significantly facilitate strategies for establishing, promoting and managing rules, policies and procedures for HRD researchers and practitioners in the field of organizational culture and ethics at the workplace.

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Appendices

Appendix A

Consent Form

THE UNIVERSITY OF TEXAS AT TYLER

Informed Consent to Participate in Research

Project Title: Examining the Influence of Organizational Culture on Employees' Ethical Behavior in Public Sector Organization

You are invited to participate in a doctoral research study on the influence of organizational culture on employees' ethical behavior in a public sector organizations by Richard Afedzie, a Ph.D. student in the Department of Human Resource Development and Technology (HRDT) at The University of Texas at Tyler.

The purpose of the research study is to enable the researcher gain an in-depth understanding of organizational cultural values that influence employees' ethical behavior and the different ways such cultural values could enhance ethical behavior among employees in public sector organizations. The researcher study also seeks to learn more about how organizational cultural values shape employees' ethical behavior within city governments and the way it enhances the long-term sustainability of public sector organizations by creating ethically responsive employees in these organizations.

No risk is anticipated from your participation in this research study. Participants' names and other characteristics will not be disclosed to the public and information provided will be used solely for the purpose of this doctoral research study and not shared with participants' organization.

The anticipated benefit of your participation is the chance to share your perspectives on how organizational culture interventions such as leadership, training and member interactions in a public sector organizations cause changes in employees' ethical behavior. In addition, the study will draw attention to the importance of ethical values and organizational performance in public organizations.

This research study will demand about 45 minutes of your time in a face-to-face interview at a mutually agreed place which will be confidential and private. The researcher will have a prepared number of guiding questions relating to the study's topic and will seek your views on them. The researcher will be taking notes during the period of the interview and may seek your consent to record the interview as necessary. Should you agree to permit the interview to be audio taped, the researcher will use the audio-taped interview to type up the information provided. If the interview is audio recorded, the audio-recording will be kept in a secured file cabinet which will be accessible only to the researcher undertaking the study. The tape will be destroyed three months after the study in accordance with federal regulations mandate.

Your participation in this research study is voluntary and you have the option to withdraw at any time without any penalty. Your option to participate or not will not have any effect

on your job at your organization. You have the option to refuse to answer you do not want to answer.

If you have any questions concerning your participation in this project, you will contact the principal researcher: (Richard Afedzie) at (XXX) or email (XXX). If you have any questions concerning your rights as a research subject, you will contact Dr. Gloria Duke, Chair of the IRB, at (XXX), gduke@uttyler.edu.

You have read and understood what has been explained to you. You give your permission to take part in this study as it is explained to you. You give the study researcher permission to register you in this study. You have received a signed copy of this consent form.

Signature of Participant Date

I have discussed this project with the participant, using language that is understandable and appropriate. I believe that I have fully informed this participant of the nature of this study and its possible benefits and risks. I believe the participant understood this explanation.

Researcher/Principal Investigator Date

Appendix B

Demographic Questionnaire

Please complete the following questions about your background? All answers would remain confidential.

Gender: Female _____ Male: _____

Age: (<) 25 _____ 26-35 _____ 36-45 _____ 46-55 _____ 56-65 _____

Your Ethnicity: Caucasian American: ____ Hispanic American ____ African America ____

Asian America _____ Native American _____ Other American _____

What is your highest level of education completed?

High school diploma/GED: _____ Junior College (AA degree) ____ Some College

Degree ____ Bachelors' Degree _____ Masters' Degree ____ Professional Degree _____

How many years have you been in this organization?

1-5 _____ 6-10 _____ 11-15 _____ 16-20 _____ 21-25 _____ 26-30 _____ 31-35 _____

Which department do you work in your organization?

Upper Level Manager _____ Mid-Level Manager _____ Assistant Manager _____

Others _____

Appendix C

Recruitment Letter

Recruitment of subjects will include an email from Richard Afedzie to a point of contact at the XXX city government who will send this memo to employees (managers/mid-level managers and lower level managers) in the 35 departments and offices who have been in the XXX city government for the past three years.

Email: Memo

FROM: Richard Afedzie

TO: Managers/Mid-Level Managers and Lower-Level Employees with Three Years Tenure

RE: Recruitment of Subjects (managers and lower level employees) for Research Interview

I am a Ph.D. student from the Department of Human Resource Development at The University of Texas at Tyler. I am searching for volunteers to take part in my doctoral research study which seeks to learn about the influence of your city government's cultural values on employees' ethical behavior.

I would be happy if you could send this memo to employees in the 35 departments and offices and have been in the city government for the past three years. Employees who are interested in participating in this research study can contact me directly at phone [XXX] or email [XXX] to schedule a date and time. Interviews will be a face-to-face at a mutually agreed place in XXX, which will be private and confidential.

Appendix D

Sample Cover Letter to Participants

To whom it may concern

Mr. Richard Afedzie is conducting his Ph. D. research study on organizational culture in local government in south-western USA and I understand he will be interviewing some of your employees at XYZ city government. I fully support this project and data collection activity.

I will be happy to answer any questions you have about the study. You may contact me at [XXX] and [XXX] if you have study related questions or problems. If you have any questions about the rights of your employees as participants, you may contact the Chair of The University of Texas at Tyler Institutional Review Board at [XXX] or [XXX].

Sincerely,

Jerry W. Gilley, Ed. D.

College of Business and Technology

Department Chair and Professor

Department of Human Resource Development and Technology

The University of Texas at Tyler

Appendix E

Interview Guide (For all Participants)

Research Questions

RQ1: How do formal and informal cultural systems cause changes in employees' ethical behavior?

RQ2: How do organization's member interactions, leadership, and training interventions cause changes in employees' ethical behavior?

RQ3a: What are the significant changes in employees' ethical behavior due to the culture systems?

RQ3b: What are the significant changes in employees' ethical behavior due to the organization's member interactions, leadership, and training interventions?

Status Quo/Unfreezing Stage

Culture is generally defined as “the system of shared beliefs and values that develops within an organization and guides the behavior of its members” (Schermerhorn, 2005, p. 12).

1. Based on this definition, how would you describe the culture of your organization?
2. Are you familiar with the code of ethics in your organization? Tell me about how the code of ethics has influenced your ethical behavior or decision making in the organization.
3. Would you describe what your supervisor or manager values most in your organization? How has your supervisor or manager influenced your values in terms of decision making or behavior in the organization?
4. What behavior or actions would be rewarded in the organization? How has the organization's reward system influenced your ethical behavior and decision making?
5. Tell me about some of the organization's rules and procedures that directly impact on employees' “way of doing things in the organization”. Please describe any personal changes that you have made because of these rules and procedures.
6. What are the organization's norms or values regarding ethical behavior? Please describe one or two situations when your supervisor, manager, or peer's behavior affected your values or ethical conduct.

Socialization/Change Stage

7. Describe any annual activity or event in the organization that you participated in the past two or three years. Tell me how these events or activities have impacted your beliefs and values regarding your behavior or decision-making.
8. From your point of view, what is ethical behavior? How do your manager, supervisor and peers exhibit the characteristics of ethical behavior in the organization?
9. Tell me about a situation or event that your manager or supervisor's actions or behavior influenced your values in terms of decision-making or behavior?
10. Please describe any recent training or orientation that your department or organization has conducted which dealt with issues related to making ethical decisions or behavior according to organizational values?
11. Could you think of any examples of how your colleagues, your direct supervisor or managers, and the training programs provided by the organization influenced your decision-making or behavior?

Integration/Unfreezing Stage

12. Tell me about some of the values commonly emphasized on by your manager, supervisor and peers in the organization. Do you want to add anything regarding member interactions, ethics training, leadership actions and its impact on ethical behavior in the organization?