

Exploring Organizational Culture:  
A Culture Audit of Toronto Employment and Social Services,  
Shelter Support and Housing Administration and  
Toronto Children's Services  
for the Human Services Integration Project

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## Executive Summary

### INTRODUCTION

In recent years public sector reform has become a major focus of policy think tanks, academics, consultants and the public sector. While the expectation of change occurring in the public sector is not new, the impact that this reformation is having upon the public sector workforce is significant. Undertaking change in the public service, especially large scale transformational projects, has been documented as having varying degrees of success. The failure of these change management initiatives has been attributed to overlooking the importance of understanding the role that organizational culture plays in public sector work environments, as well as failing to intentionally address organizational culture as a component of a broader change management strategy.

The Human Services Integration (HSI) project is a multi-year project involving three Divisions at the City of Toronto – Toronto Employment and Social Services (TESS), Shelter Support and Housing Administration (SSHA), and Toronto Children's Services (TCS). The project aims to improve client experiences with service delivery of the three main income support programs associated with these Divisions – Ontario Works, housing subsidies and child care fee subsidies – through the integration of the Access and Intake functions of these programs. Traditionally these three income support programs have been delivered in service siloes, with each Division assuming sole responsibility for administering its own associated income support program. As such, the HSI project and its stakeholders are keenly interested in better understanding the currently distinct organizational cultures that exist within the three Divisions, as work is underway to implement the future, integrated state of service delivery, which will require portion of the three Divisions to successfully integrate.

Organizational culture, or 'the way things get done around here,' manifests itself in organizational artifacts – those attributes that are tangible and readily available for employees to interact with. Artifacts include aspects of the organizational culture such as dress code, communication styles, how employees are managed and even what type of signage is most visible in physical office spaces. These artifacts are informed by espoused and underlying assumptions and values, which form the unseen core of an organization's culture. Truly understanding what informs why 'things get done around here' and then addressing issues within an organization's culture facilitates intentionally focusing on understanding, and then transforming, an organization's culture to better match the desired end state. Specific to the HSI project, this means transforming the current operating environments and organizational cultures across the three Divisions to more fundamentally reflect a desired future state of organizational culture.

### METHODS

This report details the findings of a culture audit that was conducted by the primary researcher, through the facilitation of a working group of frontline staff from across the three Divisions participating in the HSI project. This project used primary data to inform its findings. Findings from the literature review were used to justify the use of a combined theoretical and conceptual

framework for guiding this work, as the literature reveals broad disagreement in the field in regards to the usefulness of one sole theory or method for understanding and measuring organizational culture.

Using traditional survey methods, as well as originally created design theory tools, qualitative data was collected, coded and analyzed to discern the individual organizational cultures across the three Divisions. This work is groundbreaking to the City of Toronto, as no formalized audit of organizational culture has ever been documented.

To facilitate the formulation of a strategic plan from how to shift current state cultures to an integrated culture, future state vision and purpose statements were written, to inform the composition of a future state culture profile. These findings were then utilized to perform a gap analysis between the current and future states of organizational culture. When there is a gap between espoused (what is said) culture and true culture (what is actually done), misalignment occurs, the effects of which can negatively impact an organization, its members and its clients (Buch & Wetzel, 2001). Through the gap analysis, three ‘critical few’ behaviours were identified, which will allow the organization to create a focused plan to shift these behaviours in the organization, fundamentally transforming the organizational culture.

**KEY FINDINGS**

Ultimately the results of the work detailed in this report find that each of the three Divisions have relatively distinct organizational culture types. Though similarities exist, the dominant cultural profiles across the three Divisions are varied, and all three Divisional profiles are different from that of the identified future state culture profile. These findings suggest that in order to be successful, the HSI project must intentionally focus on shifting the cultures within the three participating Divisions, such that all Divisions are working to shift organizational culture towards a singular, unified future state.

The findings were that:

<b>Division</b>	<b>Culture Profile</b>
Toronto Employment & Social Services	Strong hierarchical culture with clan sub-culture
Shelter Support & Housing Administration	Strong adhocracy culture with clan sub-culture
Toronto Children's Services	Blended hierarchical and market culture with clan sub-culture
Future State (Integrated Division)	Relatively balanced culture with equal amounts of hierarchical, market and adhocracy culture. Slight emphasis on inclusion of clan culture elements over others.

To facilitate engaging discussions on the findings of this culture audit with Divisional staff, including senior management teams (SMTs) and General Managers (GMs), Divisional sub-

reports were created. The sub-reports relay the findings contained in this report with brevity and are more visually engaging. They are included in Appendix A and found at the end of this report.

The gap analysis found three critical few behaviours to focus efforts on shifting, to support the successful integration of the three income support programs. These gaps are:

Gap	
1	There is a gap in how the organization currently communicates, with the primary communication method being email placing less emphasis on face-to-face conversations. Communication is one-way, largely directive and often task-oriented, lacking in strategic communications regarding organizational priorities.
2	There is a lack of meaningful career development opportunities. Though the City of Toronto has a Talent Blueprint – an HR strategy for developing and recruiting talent – the culture audit highlighted the perception in the organization that meaningful career development opportunities, both formal and informal, are not widely available.
3	There is a generalized lack of warmth in work environments across the Divisions. Unaddressed, undesirable behavior that is experienced among all levels of staff creates unpleasant work environments, which contribute to further negative issues in workplaces.

**RECOMMENDATIONS**

This report details the three current state cultures of the three participating Divisions, as well as the future state culture. The future state culture is based on the future state values, vision and purpose statements. Three gaps, or ‘critical few,’ behaviours have been identified by the gap analysis.

Not only did this work provide a strong, foundational understanding of organizational culture within the three Divisions, it also identified three behaviours to support the shift in culture from current to future, further supporting the successful integration of human services at the City of Toronto.

Two recommendations emerge from this work:

**Recommendation 1**

That the results of the culture audit be widely shared across the three Divisions, to encourage awareness-raising regarding the importance of understanding organizational culture, especially as it relates to successfully implementing transformational changes in a work environment.

**Recommendation 2**

That comprehensive, practical solutions to addressing the gaps in culture be designed and implemented.

Successful, sustained and lasting change within an organization is dependent upon addressing the underlying organizational culture. The findings in this report provide important and useful information for the journey towards successful and transformational change through service integration at the City of Toronto.

## 1 - Introduction

In recent years, organizational culture has been written about extensively. Leading management consulting firms, Harvard Business Review and Forbes have all featured articles about the importance of organizational culture in modernizing public service administration and service delivery (Watkins, 2013; Bersin, 2015; Jung, Scott, Davies, Bower, Whalley, McNally & Mannion, 2009). This fixation is due to the empirical link between a healthy organizational culture and positive organizational performance (Cameron & Quinn, 2006). Yet, as the management consultant Peter Drucker once said, “Culture eats strategy for breakfast, lunch and dinner” (Rick, 2014). This basic premise holds that without being intentionally thoughtful about addressing organizational culture, change strategies within organizations will ultimately fail.

The constantly changing environment within which the public service operates demands that it become more flexible and adaptable to change. This galvanizes the understanding of organizational culture as a necessary component to a healthy public service. In the private sector, failing to change is equated with organizational demise; in the public sector: irrelevance (Cameron & Quinn, 2006). As governments struggle to remain relevant in the lives of their citizenry, understanding and managing organizational culture becomes fundamental.

Examples of change that governments are currently tackling range from service delivery modernization in income support programs to the implementation of fundamentally transformative changes in operating procedures such as digitizing government services. Governments face the monumental task of addressing the need to utilize change management techniques to drive successful project completion, while also giving time and attention to better understanding organizational culture, to ensure organizational readiness for change and lasting impact, all while driving for service efficiency and best use of tax-payer dollars (Gold & Hjartson, 2012).

While recognized as a major contributor to workplace innovation, creativity and productivity, few organizations have actually determined how to achieve a healthy, high-performing workplace culture without burning people out (McGregor & Doshi, 2015). Indeed, extensive evidence has emerged that shows change strategy, including tools and techniques, are not adequate to successfully improve organizational performance without addressing the fundamental culture of an organization – values, ways of thinking, managerial styles, paradigms and approaches to problem solving. When these components of an organization remain the same, despite efforts to make improvements, organizations quickly return to the status quo as the superficial nature of the implemented change becomes apparent (Cameron & Quinn, 2006). Research has also shown that when organizations attempt change and fail, it leaves them worse off than if the change strategy had never been attempted at all (Cameron & Quinn, 2006).

Organizational culture and the public sector is especially interesting, then, as the public service and its employees are often overwhelmingly responsible for the delivery of services to extremely marginalized and vulnerable individuals. As organizational culture impacts upon the work environments, creativity and dedication of employees, the public sector cannot afford to neglect its understanding of its own organizational culture at the expense of its bottom line – delivering better public services.

## 1.1 - Project Client

This report focuses on the work of the Cultural Architects working group (CAWG), a group of 13 City of Toronto staff from across three Divisions – Toronto Employment and Social Services (TESS), Shelter Support and Housing Administration (SSHA) and Toronto Children’s Services (TCS). Of the 13 staff, 12 were frontline workers, working directly with clients and one was a policy development officer, working primarily with staff within the Division. This working group was formed as part of the change management strategy of the Human Services Integration (HSI) project.

The HSI project is a partnership between three large human services Divisions at the City of Toronto –SSHA, TCS, and TESS. With a mandate to integrate the key Access and Intake functions of the three main income support programs (rent geared to income housing subsidies, child care fee subsidies and Ontario Works), the project aims to improve client experiences with income support program delivery at the City of Toronto.

The project is following a multi-year, phased approach to future state implementation, with a robust change management plan complementing the structural and procedural transformations to service delivery. The Cultural Architects working group was specifically formed to understand and address organizational culture and contribute to the championing of the project from the bottom-up – that is, from the perspective of the staff that largely compose the client-facing layer of the organization.

## 1.2 - Issue and Scope

Collectively the three income support programs of the HSI project have an impact upon almost a half a million Torontonians. This means that almost 20% of Toronto residents have the potential to be positively impacted by the project, giving it a wide reach. Similarly, there are approximately 400 City of Toronto employees who will be directly impacted by the changes that the project will implement.

Not only will the work of the HSI project change operational procedures and policies associated with Access and Intake, it will also physically alter the current operating environment, and create structural change such that select staff from across the three Divisions will be working in integrated service delivery roles. Ultimately, the project will integrate workers from across the three Divisions, each currently operating within environments that are dominated by each Division’s own unique individual organizational culture.

As such, the necessity of the HSI project to succeed in implementing service integration is great, due to the profound impact that the project has on both clients and staff of the City of Toronto. To this end, a robust change management strategy has been developed to help support individuals to adapt to the change that the HSI project is implementing. This research project explores the organizational culture of the three participating HSI Divisions to contribute invaluable information to the change management strategy. By understanding the unique characteristics of the three Divisional cultures, and defining where the future state of organizational culture should be, this research will aid the HSI project team in intentionally

addressing and working to influence organizational culture, the component of an organization that is often the cause of failure in transformational change initiatives.

### 1.3 - Project Objectives

This research project seeks to explore the current organizational culture within three human services Divisions at the City of Toronto for the purpose of supporting a large multi-Divisional change initiative in human services delivery.

The primary research question is:

What is the current organizational culture within the three participating Divisions of the HSI project?

Secondary research questions are:

How does the current state of organizational culture support the values, vision and mission statement of an integrated service delivery system and what ‘critical few’ behaviours can be addressed to ensure the organizational culture supports the goals of the future integrated state?

By developing a formalized visualization of each Divisional culture, the HSI project team will be better able to address the three organizational cultures that are being transformed into an integrated human services delivery system. The findings from this research project will be used to further develop and support the change management strategy for the Human Services Integration project, ensuring that organizational culture does not “eat strategy for breakfast, lunch and dinner.”

### 1.4 - Project Context

In 2014 the City of Toronto undertook its first ever Employee Engagement survey, with plans to repeat the survey every three years (City of Toronto, 2014). Designed to ‘take the pulse’ of the organization’s workforce, the survey was a quantitative measure of how engaged employees are in their workplaces, corporately. While the survey provided a good starting point for exploring employee engagement, it is not always clear how the lived experiences of the general workforce translate from the survey data.

In 2015 the HSI project team spoke with frontline staff and clients to determine the current state of service delivery in human services. This work made it clear that there was much more to be learned about organizational culture within the three Divisions, aside from the results of the corporate Employee Engagement survey, as gaps appeared between survey results and what clients and staff were reporting to the HSI project regarding human services delivery within the three Divisions.

With this in mind, the design of this project has been specific with the intent to approach the understanding of organizational culture utilizing different data collection tools than those that are common to the City of Toronto. Not only was the intent of the work to understand the current state of organizational culture in the three Divisions, it was also meant to spark deep and meaningful conversations about the work of the public service and the broader political and economical environment in which City staff perform their work.

### 1.5 - Defining Organizational Culture

Despite the relevance of organizational culture to the success of organizational change, there is little agreement as to how organizational culture should be conceptualized and defined (Jung, Scott, Davies, Whalley, McNally & Mannion, 2009). Within the literature, over 100 dimensions have been identified and associated with organizational culture, with an increasing number of disciplines contributing a variety of perspectives (Jung et al, 2009; Panagiotis, Alexandros & George, 2014).

Generally, however, organizational culture has been defined as a set of shared beliefs, values, practices and taken-for-granted assumptions that influence the way that people think, feel, communicate and behave in a workplace (Schein, 1999). The intrinsic worth of values is indicative in that they act as social principles that guide behaviours, setting a broader framework for organizational practices and routines (Hogan & Coote, 2014). The embodiment of values in an organization's culture are seen as the expected behaviours and corresponding norms in a workplace (Hogan & Coote, 2014).

## 2 - Background

### 2.1 - Organizational Culture, Performance and the Public Sector

The study of organizational culture and its relevance in the public sector is thought to have begun with sociologist Barry Turner's work in the 1970's, qualitatively exploring organizational cultures in relation to organizational development theory and management (Jefcutt, 1999). This first documented study of organizational culture built upon the earlier work of institutionalists such as Chester Barnard, a pioneer in the field of organization theory (Leland, nd). In the 1980s and 90s, a number of best selling management books on the topic helped to secure organizational culture's place in organizational development literature as one of the key variables in the management of organizational performance (Davies, Nutley, Mannion, 2000, p. 111; Jeffcutt, 1999).

While appeals to address organizational culture can be seen in governmental policy reforms in the UK as early as the 1980s, it was not until the 2000s when organizational culture, as a relevant concept to understand and address, became ubiquitous in both private sector and government institutions more broadly as positive empirical ties were found between organizational culture and goal achievement and performance (Desson & Clouthier, 2010, p. 1). Indeed, leading organizational culture theorists argue that culture is what most distinguishes successful organizations by creating unique environments that draws talent to an organization, and then motivates and maximizes the value of those intellectual assets (O'Riordan, 2015, p. 9).

In rapidly changing operating environments, where governments in particular are being forced to evaluate how to most efficiently and effectively reach organizational goals, the understanding of organizational culture such that it can be changed and utilized to help achieve those goals is seen as being extremely important (O'Riordan, 2015, p. 9).

### 2.2 - Relevance of Organizational Culture to Human Services Integration

The relevance of organizational culture and its role in change management is especially salient in the public service, especially if the consequences of failure are examined. Failing to understand and address organizational culture, especially in integration scenarios, can lead to the following negative outcomes:

- **People don't buy in to the newly integrated organization** – if there is not clear and correct information from the outset about why change is occurring, fear and distrust will form
- **People don't understand each other** – when organizations are integrated without learning about the cultural characteristics of each other, they fail to connect with their colleagues in a meaningful way
- **People don't collaborate** – failing to address organizational culture creates an 'us' versus 'them' mindset that produces internal conflict, misunderstanding and negative competition
- **People are distracted from the core business** – organizations risk a reduction in productivity levels if staff are distracted by navigating the challenges of integration
- **People leave** – high turnover and loss of corporate memory and human capital delay integration and also harm the organization in the long-term

When negative outcomes are avoided and employees feel satisfied, connected, engaged and committed to their work, client satisfaction with service delivery and trust in the organization increases (Heintzman & Marson, 2005, p. 562). Due to the positive correlation between all of these factors, understanding and intentionally addressing organizational culture can facilitate the provision of positive customer service outcomes (Heintzman & Marson, p. 562).

Human services integration in the human services has been discussed in public sector circles for a number of years. In Southern Ontario, a handful of jurisdictions endeavored to undertake this work beginning in the early 2000's. Service integration is a management technique that is meant to improve the effectiveness and efficiency of operating environments by integration previously distinct services. The ultimate goals of service integration are often the elimination of redundancies and simplification of complex service systems. Integrating services at the City of Toronto is inherently a change initiative.

At the City of Toronto, integration work began in earnest in 2014, and was formalized into a project office with dedicated staff in 2015. As a major service provider, whose actions in human service delivery alone have the potential to impact upwards of 500 000 Torontonians who utilize, apply for, or are waiting for access to a human service annually, getting organizational change *right* and succeeding at transforming service delivery is seen as a fundamental criteria of success for the HSI project.

While the HSI project is leading this change effort, the external operating environment of the organization continues to be increasingly turbulent and complex. In order to both adapt and change in an increasingly changed world, as well as maintain stability in service provision for marginalized and vulnerable clients, a firm understanding of the current state of organizational culture is needed to ensure the success of the transformation of human services delivery.

Integrating human services is a fundamental shift in the thinking of how government delivers public services. This fundamental shift in thinking will also extend to organizational culture; underlying assumptions of the organization will need to be addressed and likely changed, if true service delivery transformation is to be achieved. The power of organizational culture is its ability to bring people together, overcome fragmentation and ambiguity and propel an organization to success.

### 3 - Literature Review

A literature review of academic and grey literature was undertaken to determine the conceptual framework to be used for auditing organizational culture within the three Divisions, as well as the best methods for collecting and organizing data. As over 100 dimensions have been identified in the literature as being relevant to understanding organizational culture, there has been no development of a singular ideal instrument for cultural exploration that encapsulates all dimensions (Jung, Scott, Davies, Bower, Whalley, McNally & Mannion, 2009, p. 1087). As such, much of the literature focuses on the importance of context in the exploration of organizational culture and the role that it plays in determining which frameworks and methods should be utilized to best understand and measure culture (Jung et al, 2009; Hawkins, 1997, p. 430).

Two themes emerged from the literature review. The first was that the very conceptualization of organizational culture is messy and ambiguous, with competing definitions and theories driving the work. While there is not an agreed upon framework that guides all research in the field, two frameworks were consistently encountered in the literature, and are explored in greater detail below. These frameworks are - Schein's model of organizational culture and the competing values framework (CVF). While Schein's model provides a framework for understanding the nuanced layers of organizational culture, detailing the complex and intangible factors that create an organization's culture, the CVF provides a practical framework and associated measurement tool that ultimately provides a visual method for classifying an organization's culture.

Ultimately, a blend of Schein's model and the CVF was utilized to inform the data collection and analysis of organizational culture.

The second theme to emerge from the literature review was that there is no one 'gold standard' culture measurement tool that is utilized to measure culture across the board. As mentioned, the CVF has an associated measurement tool, which is broadly utilized and empirically valid. Other data collection tools were also identified as being useful, such as organizational culture audits in the form of surveys. Ultimately, given the variety of available tools, two different data collection methods – an organizational culture audit survey and organizational cultural probe – were used to collect data.

The following section explores these themes in greater detail.

#### 3.1 - Theme I – Conceptualizing Organizational Culture

##### Schein's model of organizational culture

Edgar Schein's model of organizational culture is most useful for understanding the concept of culture as existing at different levels (O'Riordan, 2015, p. 10). Schein depicts organizational culture as having three distinct levels, which impact upon each other. The levels are:

*Artefacts* – Artefacts are the outward expression of organizational culture. Cultural artefacts are tangible expressions of the values of an organization such as: dress code, physical office spaces and signage. Artefacts can also include behavioural patterns such as celebrations and ceremonies, as well as publications, both internal and

external. Artefacts are what we see, hear and feel when experiencing an organization's culture.

*Values and Norms* – Values and norms are the strategies, goals and objectives of an organization, and are learned over time as a response to a given problem. Values and norms are passed on to new employees through onboarding and training, and are promoted as the way to behave in a given circumstance. Espoused values and organizational behaviours don't always align, however. For example, it is possible for an organization to say that it values environmental conservation, while its record may contradict what it says (O'Riordan, 2015, p. 10).

*Underlying Assumptions* - Assumptions are widely held, ingrained and subconscious views of human and societal nature that are taken for granted within an organization. In Schein's model, assumptions are core to understanding organizational culture, due to being non-confrontable and non-debatable (Schein, 2004, p. 31). Changing an organization's culture is seen to be intrinsically difficult because it requires examining what is at the very core of our belief systems, creating a temporary 'destabilization of our cognitive and interpersonal world, releasing large quantities of basic anxiety' (Schein, 2004).

The application of Schein's model of organizational culture facilitates the exploration of culture through analytical and ethnographic means (Schein, 1990, p. 110). This framework facilitates the researcher to challenge organizational assumptions through interactive inquiry with research participants (Schein, 1990, p. 110).

#### Cameron & Quinn's competing values framework (CVF)

As previously discussed, there is no singular definition of organizational culture. Similarly, there is no one type of organizational culture, though commonalities exist between organizations (O'Riordan, 2015, p. 13; Cameron & Quinn, 2006). Based on empirical research regarding indicators that make organizations effective, the CVF maps these common indicators onto two dimensions of competing values – an internal versus external dimension, and a control versus flexibility dimension (Cameron & Quinn, 2006). The two dimensions create four quadrants that are indicative of four different types of culture.

The four types of culture are (Cameron & Quinn, 2006; O'Riordan, 2015):

*Clan (internal focus, flexible)* – Internally focused with an emphasis on maintenance of flexibility, concern for people and sensitivity to customers

*Hierarchy (internal focus, controlled)* – Structured and formal workplace where leaders are coordinators, maintaining stability and control

*Adhocracy (external focus, flexible)* – Dynamic workplace with leaders who stimulate innovation, through high degree of flexibility and individuality

*Market (external focus, controlled)* – Competitive workplace with demanding leaders who exercise stability and control

Different models of culture do exist within a singular organization, and it is commonly thought that a balance between the culture types is preferred within a given organization (Parker & Bradley, 2000).

Complementing the CVF, Cameron and Quinn developed a culture measurement tool – the Organizational Culture Assessment Instrument (OCAI) – that facilitates the assessment of organizational culture, resulting in a tangible, visual representation of the culture (See Appendix A for the OCAI survey). While the CVF provides for a conceptual framework within which culture can be reflected upon, the OCAI brings this reflection to life (O’Riordan, 2015, p. 14).

The OCAI consists of six items, listed below with brief descriptions:

*Organizational characteristics* – What the overall organization is like (characteristics that describe the workplace environment)

*Organizational leadership* – The leadership style and approach that permeates the organization

*Management of Employees* – How employees are managed and treated, and what the working environment is like

*Organizational Glue* – What bonding mechanisms hold the organization together; what inspires and motivates employees

*Strategic Emphases* - What defines the areas of emphasis that drive an organization’s strategy

*Criteria of Success* – How is victory defined; what gets rewarded and celebrated

These six categories of measuring organizational culture will ultimately facilitate the organization of data collected when measuring culture.

#### Using both models to understand and measure organizational culture

Both Schein’s model and the CVF provide frameworks for understanding and reflecting upon culture. Schein’s layered approach to culture ensures that the methods utilized to gather data on the Divisions organizational culture will seek to elicit rich qualitative findings. The CVF framework brings clarity and organization to the findings.

Research has noted that the degree to which any measure within a framework is seen as useful is dependent upon the reason for undertaking the measurement of culture and the context within which it is to be applied (Jung et al, 2009, p. 1087). This research is undertaken in the context of appreciating the complexity of organizational culture, especially within a geographically diverse and large organization, as well as seeking to utilize new ways of exploring organizational culture within a municipal government in a manner that does not replicate pre-existing large-scale employee engagement surveys.

In a 2016 article on organizational development, former Fortune 500 Senior Vice President of Human Resources, Liz Ryan, discussed the value of understanding organizational culture through face-to-face conversations with employees, deriding traditional surveys as cementing

“unequal power relationship[s] [between management and employees].” She also comments, “an Employee Engagement Survey cannot help your company if your company can’t figure out how its employees are doing without taking a survey!”

Organizational culture is broad and inclusive in scope and the application of these frameworks to structuring the evaluation of organizational culture facilitates a focused analysis of specific dimensions that are relevant to the context of human services delivery across the three Divisions (Cameron & Quinn, 2006, p. 33). Utilizing both frameworks allowed for an integrated conceptual framework to be created that will provide a robust and nuanced evaluation of the current state of organizational culture.

Applying Schein’s layered model to data collection and an organizational culture audit facilitates the ‘deeper digging’ into organizational culture through probing questions and unique activities. The application of the CVF framework to auditing individual organizational culture allows for a tangible comparison between the three Divisions through the creation of visual organizational culture profiles and provides six categories within which to organize the data.

Together, the blended application of these two frameworks to the data collection will facilitate a rich picture of the current state of organizational culture, so that the organization is better positioned to shift those cultures toward an integrated, future state culture, addressing the current cultural weaknesses, while honouring and sustaining the strengths in each culture.

### 3.2 - Theme II – Making Sense of Organizational Culture Data Collections Tools

The second theme to emerge from the literature review was the sheer multiplicity of tools that exist within the literature in regards to measuring culture including differences in scope, number of items included, and defining characteristics of these tools (Hawkins, 1997; Ott, 1989, Schein, 1989). As described by some, the “paradigm wars” of organizational culture and measurement have led to the perception of a “king of mountain” game where “[o]ne king or queen’s temporary triumph at the top...is rapidly superseded by the reign of another would be monarch” (Martin, Frost & O’Neill, 2004, 4, in Jung et al, 2009, p. 1088).

A commonly utilized tool in business review magazine articles and business blogs is the culture audit survey (ThoughtFarmer, 2014; Heathfield, nd; West, 2015). While survey questions do vary across audit questionnaires, the overarching purpose remains to describe the current organizational culture. Two commonly utilized tools were identified in the literature review – the OCAI associated with Cameron and Quinn’s CVF framework, and the Organizational Culture Inventory (OCI) (Cooke & Szumal, 1993; Abenyiga, 2011, p. 543). As the CVF framework was determined to be a good fit for organizing the audit data for this project, and due to the fact that the OCAI is a free tool, while the OCI is not, the OCAI was selected as the organizing framework within which audit data would be organized.

Academics and practitioners in the field have argued for a ‘plurality of perspectives,’ with unique insights offered by different tools, and the selection of given measurement tool(s) based on the context within which data collection is undertaken, including driving motivations and purpose (Jung et al, 2009). This perspective asserts that there is no definitive ‘instrument’ to measure culture in the sense of a precise tool, but rather a “general means that encompasses any

method of gauging organizational culture” (Jung et al, 2009, p. 1087). This perspective was helpful in making the determination that both audit questions, along with qualitative data gathered from organizational culture probes would be utilized in evaluating the Divisional cultures.

### Summary – Literature Review

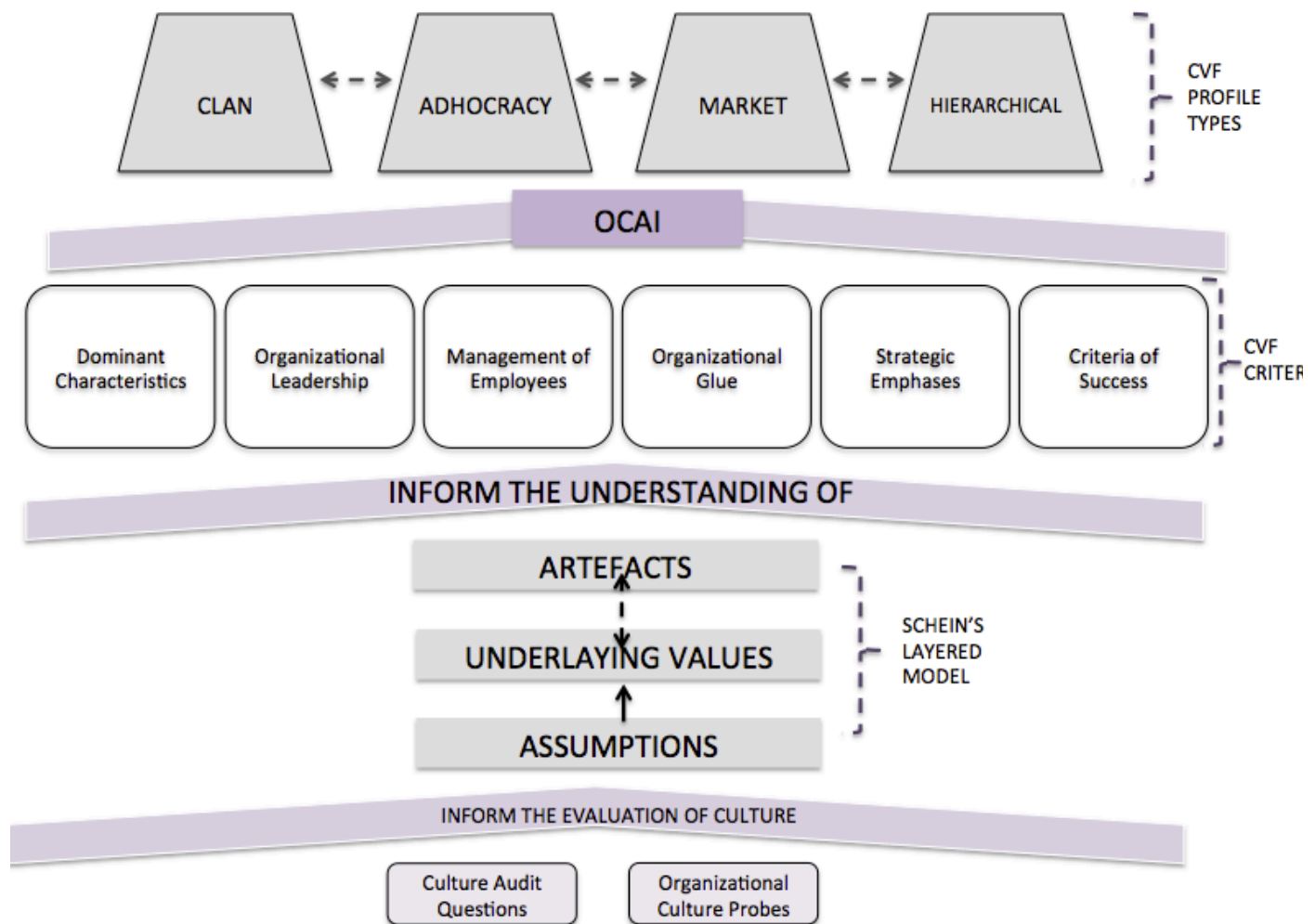
The literature review highlighted the variety of definitions and conceptualizations of organizational culture and identified two theories as being consistently useful for the understanding of organizational culture. This theme informed the conceptual framework of culture used to guide the work of this study, using Schein’s layered approach and Cameron and Quinn’s competing values framework.

The second theme, which examined the plurality of tools that exist to measure culture based on context, informed the creation of a culture audit and organizational culture probes, which allowed for the collection of data to analyze the current organizational cultures within the three Divisions. The following section explores the conceptual framework in greater detail.

### 3.3 - Conceptual Framework

Based on the findings of the literature review, the conceptual framework that guides this study is a combination of Schein’s layered model of organizational culture, with Cameron and Quinn’s competing values framework. This conceptual framework grounds the data collection and analysis in the perspective that organizational culture is a multi-layered construct, with observable traits that are salient and informed by underlying values. This multi-layered construct can then be categorized and reflected upon through the organizing framework of the competing values framework, and, ultimately a culture profile can be created that visually depicts the balance in profile types (clan, market, adhocracy, hierarchy) that characterize a unique culture.

Figure 1 illustrates the relationship between the components of the conceptual framework. Evaluating organizational culture begins with the use of two data collection methods – a culture audit and organizational culture probes. The culture probes are utilized to gather rich qualitative data from participants regarding organizational culture. Through this detailed data, Schein’s layers of culture are teased out and are used to inform the characterization of the six competing values framework criteria. These six criteria form the basis of the Organizational Culture Assessment Instrument, which then averages the culture type components of the six criteria, creating an over-arching culture profile type. The final profile type is typically a blend of the four culture types (clan, adhocracy, market and hierarchical).



**Figure 1 - Conceptual Framework**

### 3.4 – Exploring the six CVF criteria

The crux of the conceptual framework is the six CVF criteria. Exploring the six criteria in greater detail will help to anchor the findings that are discussed in section 5 of this research paper.

#### Dominant Characteristics.

The dominant characteristics item explores what the overall organization is like. To determine this, values, vision and mission statements of an organization can be examined. These statements give good summations of what ethical principles the organization is centred on, where it would like to be in the future, and what its primary reason for existence is. Exploration of the tangible representations of stated values (eg: workload, wellness in the workplace) contributes to the analysis of the dominant characteristics.

### Organizational Leadership.

This CVF criterion explores the leadership style and approach that permeate the organization through the exploration of how employees are motivated and engaged in the workplace, and the processes that enable participation. Exploration of the merits of group-work in the workplace, the extent to which a broad range of staff have input into decision-making processes, and tolerance for risk are all considered. Of particular importance is the understanding of who is allowed to participate in decision-making, and to what degree they are invited to participate.

### Management of Employees.

The third CVF criterion examines how employees are managed and treated, and what the working environment is like in an organization. This criterion examines how employees are treated in the workplace including feeling valued and respected at work. Communication styles are also explored to analyze whether collaboration and feedback is encouraged and used, or whether communication is one-way, informational and formalized. Importantly, the development and growth of staff as supported by the organization is explored.

### Organization Glue.

The fourth CVF criterion explores what bonding mechanisms hold the organization together. Understanding this criterion requires evaluating the extent to which organizational employees are aware of the values, vision and mission statements of their organization. These statements are the formal expression of organizational glue. As well, what inspires and motivates staff in the workplace is explored.

### Strategic Emphases.

The fifth CVF criterion defines the areas of emphasis that drive an organization including what areas of focus it chooses to invest its resources in. A distinction is made between self-serving and externally motivated organizations. Understanding how an organization meets its goals including what is most valued – results or methods – is important to determining the culture profile of this category.

### Criteria of Success.

The sixth and final CVF criterion examines how victory is defined, and what gets rewarded and celebrated. This includes understanding how victory is celebrated, whether through formal or informal channels. It also includes examining how a goal is achieved. That is, identifying the means that lead to the end result is just as important as the actual end result itself. This includes understanding how staff treat and support each other to do their job in the workplace.

## 4 – Methodology and Methods

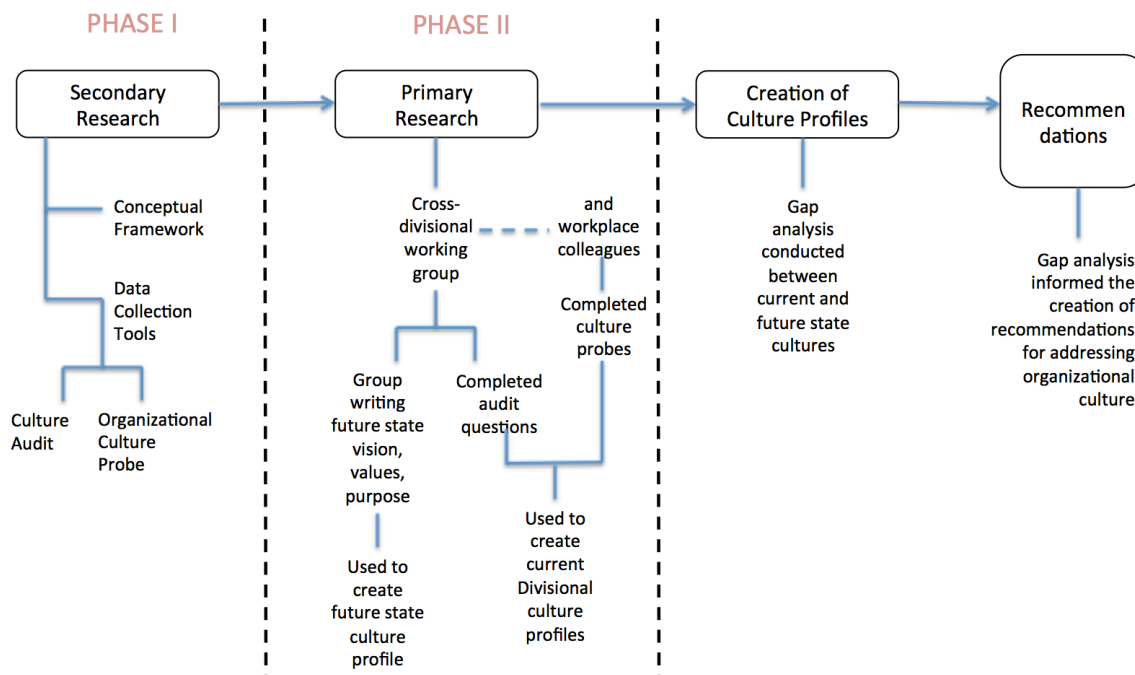
### 4.1 - Methodology

This project had a two-phase research methodology, as depicted in Figure 2. In phase one, secondary research was conducted via a literature review. The purpose of this secondary research was to better understand how to conceptualize organizational culture, and to determine the best methods to collect and organize data. In conceptualizing the organizational culture audit for the Human Services Integration project, the concept of organizational cultural values and the tendency of these to be abstract factored prominently into the development of the two tools that were utilized to analyze the individual divisional cultures. The two tools for data collection were ultimately designed to ‘fit’ into the blended conceptual framework that emerged from the literature review. Academic research and grey literature were utilized to inform this phase and the creation of the data collection tools.

In the second phase, primary qualitative research was conducted in the form of group discussions in a working group, as well as completion of custom-designed organizational culture probe activities. Group writing by the Cultural Architects Working Group (CAWG) was also undertaken during this phase to create the future state values, vision and purpose statements. Data was then coded using qualitative content analysis, utilizing descriptive, summative and in-vivo coding.

Themes generated from the data analysis were then utilized to complete individual OCAI’s, the culture measurement instrument identified as most useful for visually depicting culture profile type, for each Division. Culture profile types were then created for each Division, by the primary researcher.

To create the future state culture profile, working group members completed individual OCAI assessments, using the group-written values, vision and purpose statements to inform their answers. The OCAI survey results were then averaged, and a future state culture profile was created.



**Figure 2 - Research Methodology**

## 4.2 - Methods

### Research Participants

To recruit participants for this research project, the HSI project director sent an email to managers within the participating Divisions, requesting participants. Management staff responded to the email with a list of participants from across the three Divisions.

The working group was titled the Cultural Architects Working Group (CAWG) and was formed from 13 staff from the 3 Divisions. Representation by Division was as follows: 4 participants from Shelter Support and Housing Administration (SSHA), 5 participants from Toronto Children’s Services (TCS), and 4 participants from Toronto Employment and Social Services (TESS). Half way through the work, one participant from TESS was recused, due to securing a management position with the City. All working group members were in non-management roles. 1 working group member from SSHA was a policy development officer, the remaining 12 participants were all front line workers from the 3 Divisions, working directly with clients. Working group members represented 11 geographically distinct offices across the City of Toronto. Participants were selected by management staff at the City of Toronto to participate in this work.

### Data collection tools

As previously described, data was collected through two primary methods – by working through the culture audit questions, which were completed in group sessions with members of the

Cultural Architects working group answering the questions in smaller sub-groups (by Division), and then bringing that work back to the larger group for general discussion. Participants wrote their responses on poster-paper, which was then transferred to a Microsoft Word document. Notes were also taken during the discussion by the primary researcher and were also utilized in the analysis of the data.

The second data collection tool was through the Organizational Cultural Probes. The kits were completed by working group participants and colleagues within their workplaces and returned to the primary researcher for analysis. All materials were scanned and saved. Written responses were transferred from the activity sheets into Microsoft Word documents for analyzing.

The two tools are described in detail below.

*Culture Audit* - The first tool designed was a more typical traditional culture audit. Using the six thematic items from the Competing Values Framework audit, as well as salient audit topics identified in the broad literature base, six questions were posed to the Cultural Architects working group over the duration of multiple meetings. The six broad questions and probing questions are listed in Appendix B.

*Organizational Culture Probes* – Cultural probes are a flexible and emergent data collection method initially utilized in the design community to create deeper insights in the design process by challenging participants to engage creatively and playfully with the task at hand. By designing the probes with a relative level of ambiguity, the perspective of the participants is prioritized over that of the researcher (Gayer, Dunne, & Pacenti, 1999). Probes are also examples of service design tools that are used to explore culture through the principle of user-participation via self-documentation (Stickdorn & Schneider, 2001, p. 168). This ethnographic methodology is useful in the collection of richly engaging material (Stickdorn & Schneider, 2001, p. 168).

Each probe created for this research contained eight distinct activities that working group participants were asked to complete and return for analysis. All 13 cultural probes distributed were returned, with almost a 100% completion rate of originally assigned individual activities. In some instances, working group members took their organizational probe activities out into their workplaces and engaged their colleagues in completing their own organizational probe activities. This socialization of the probe activities opened up discussions about the HSI project, as well as the importance of organizational culture and its impact upon successful transformations and change management with 30 additional staff within the City of Toronto. In this way, the organizational cultural probes served a broader purpose than originally intended, and have been extremely useful to the CAWG working group as a whole. Please see Appendix C for detailed explanations of the 8 culture probe activities.

### Project Limitations

The project findings could be limited by the sample size. Due to the limitation in resources for undertaking this work, the final sample size was restricted. Generally, a larger sample size is thought to provide more statistical validity for research results. The intentional focus on

gathering rich qualitative data from across a geographically diverse group, however, supplants this limitation.

### Data Framework and Analysis

The conceptual data collection framework for this project provides a map for how the data collected was used to inform the creation of the organizational culture profiles for each Division. To create an overarching profile, each of the competing values framework criteria are evaluated using the Organizational Culture Assessment Instrument (OCAI) to guide the process. This involves using the data to understand the organization’s culture and then using that data to assess the blend of culture types (clan, culture, adhocracy or hierarchical) that make up each competing values framework category. After all six competing values framework criteria are assessed, the individual scores for each culture type are summed and averaged, to create the complete culture profile.

As Table 1 details, the assessment of each CVF criteria is mapped back to specific culture audit questions and culture probe activities. Data collected and analyzed from these activities was used to form assessments for each CVF criteria, ultimately informing the creation of unique Divisional culture profiles.

**Table 1 - Data Collection Framework**

#	CVF Category	Related Culture Audit Question	Probe Activity
1	<b>Dominant Characteristics</b> – What the overall organization is like	-What re your Divisional values/mission/vision statements -Are they clearly communicated? Do staff understand their purpose in the Division?	Priority Tree Dinosaur Diagnosis
2	<b>Organizational Leadership</b> – leadership style and approach that permeate the organization	-How are decisions made? -Who is invited to participate in decision making? -What is the tolerance for risk in your workplace? -What’s more important, the journey (method) or the outcome/end result? -How are undesirable staff actions discouraged?	

#	CVF Category	Related Culture Audit Question	Probe Activity
3	<b>Management of Employees</b> – how employees are managed and treated and what the working environment is like	-How are employees treated day-to-day? -Do staff feel included in strategic planning/discussions about service delivery? -Are you ‘told’ what to do, or are you collaborative partners? -What is the ‘feel’ of your office environment? -Do staff feel supported with career advancement?	Office walk through Office map Daily Diary
4	<b>Organization Glue</b> – what bonding mechanisms hold the organization together	-Does your work inspire you? -Do we feel that we're making a difference? -Divisional values/mission/vision	Photos Colleague exercise
5	<b>Strategic Emphases</b> – what defines the areas of emphasis that drive an organization’s strategy	-How do we get our work done? -Is there more of an emphasis on group collaboration or individual achievement? -Are results valued more than methods? -How are opportunities distributed?	6 word stories
6	<b>Criteria of Success</b> - how is victory defined; what gets rewarded and celebrated	-How are desirable actions rewarded? -How are staff expected to behave on a day-to-day basis?	-

Data was transcribed from its initially collected form into a consolidated Microsoft word document in a process known as data condensation. This initial step in organizing the data was important as it selected, focused and simplified the data from both the group brainstorming processes and the cultural probes into manageable data sets (Huberman & Saldana, 2014).

Elemental coding methods were initially used to analyze the data, including:

- Descriptive coding – summarizes in a word or short phrase the basic topic of a passage of qualitative data
- In vivo coding – also known as ‘literal’ or ‘verbatim’ coding refers to the use of a word or short phrase from the actual language found in the qualitative data record by the participants themselves
- Summative coding – quantifies the appearance of certain words or content in text with the purpose of understanding the contextual use of the words or content

After initial coding techniques were applied, focused coding was utilized to condense and sharpen the initial coding. Focused codes are more conceptual than initial codes and facilitate the synthesis, analysis and conceptualization of the data into broader themes (Charmaz, 2014).

Using the conceptual framework for data collection, the themes that emerged from associated culture probe activities and culture audit questions were then utilized to complete the OCAI for each of the three Divisions, creating organizational culture profiles for each Division.

## 5 - Findings

Organizational culture is a complex construct to attempt to evaluate. The following section explores the results of the culture audit and organizational culture probes.

As introduced in the section three, the data collection conceptual framework was used to organize the data from the completed culture audit (group work) and cultural probe activities (individual work). In this conceptual framework, each of the six CVF categories in the OCAI had related culture audit questions and organizational culture probe activities. By organizing the data in this way, the primary researcher was then able to assign rankings of each culture type (clan, market, hierarchy, adhocracy) for each of the CVF categories, based on collected and analyzed data. Each numerical value associated with culture type within the six CVF categories was then summed and averaged, to create the visual culture profile.

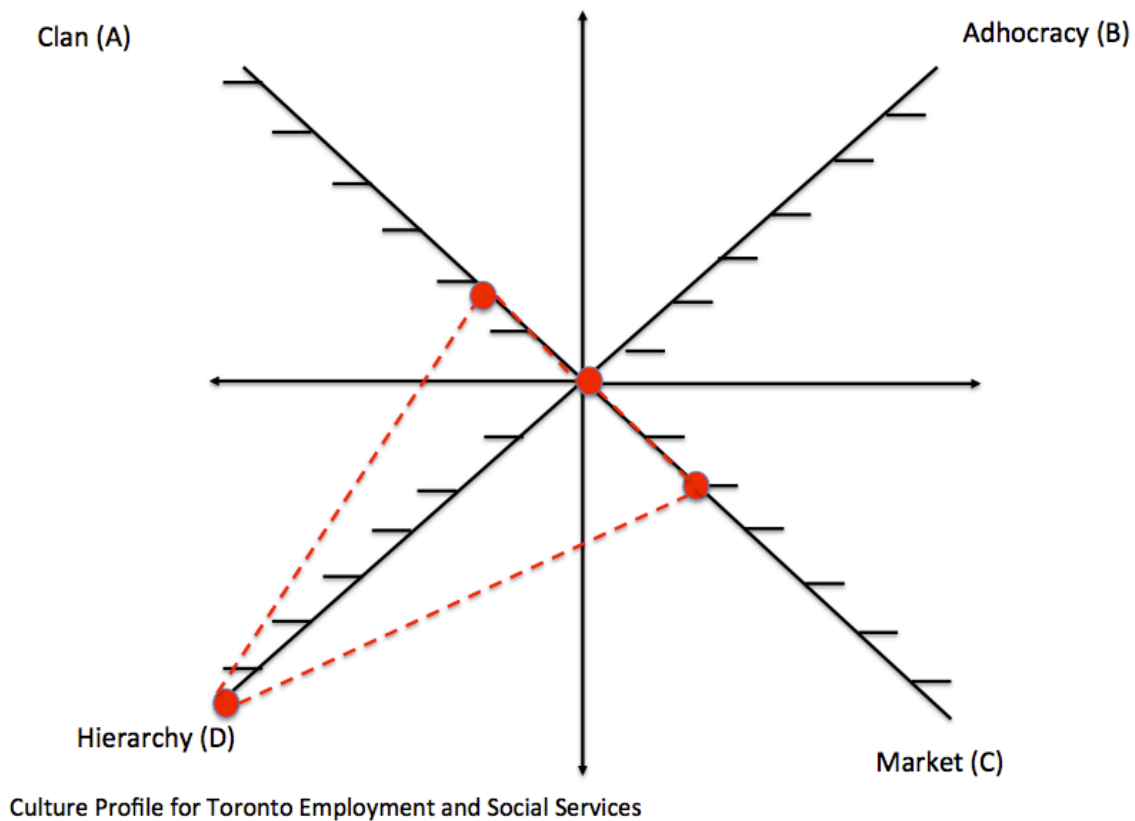
The research findings are presented by Division, for coherency of presentation and organization. Each section begins with a summary of the findings for that Division including the visual culture profile, followed by a more detailed explanation of the results.

### 5.1 - Toronto Employment and Social Services – Organizational Culture Profile

Toronto Employment and Social Services (TESS) is the Division responsible for administering financial benefits in the form of income supports and workforce development programming. The primary income support program of TESS is Ontario Works, also known as social assistance.

As Figure 3 shows, TESS’ culture is predominantly hierarchical in nature, with some market culture characteristics, a relative absence of adhocracy culture, and elements of clan culture that persist in the form of a sub-culture.

The strong clan sub-culture TESS is visible among staff who are supportive of one another and bond over their collective successes within the workplace. Indeed, this sub-culture was apparent throughout the analysis of the organizational culture probe materials where the importance of staff and client growth and supportive and nurturing colleagues within the work environment were consistently highlighted as being positive attributes. A detailed summary table of TESS’ findings can be found in Appendix F.



**Figure 3 - Organizational Culture Profile - TESS**

### TESS CVF # 1 - Dominant Characteristics

As a Division, TESS is exceptionally well organized, and excellent at communicating information related to policy updates and operational needs. In the group discussion on individual Divisional values/vision/mission statements, the TESS working group members could recite the three statements verbatim, and felt that they were “clearly communicated and reiterated through signage, at general staff meetings, and through strategic priorities.”

In the working group discussions, staff felt as though there was a clear purpose to their role and work at TESS that was reinforced by “[senior management coming] ... to discuss strategic planning and development. Staff [were] excited about positive change and appreciate[ed] being a part of the discussion.”

TESS is identified as a hierarchical organization in the Dominant Characteristics category. The Division is highly process-driven, with an emphasis placed on overall Divisional representation. TESS staff highlight this stating, “Having time to really think about things – work, plans, projects – is a luxury,” with the focus of work being on paperwork. Little emphasis is placed on creating a welcoming operating environment. This creates an underlying assumption of the organizational culture that process is prioritized above individuals. This in turn is apparent to staff, and informs how they engage in the workplace, and with clients.

Positive elements of the hierarchical workplace environment were identified as stability and clear communication, even if the messages received do not encourage engagement.

*Formalized and Highly Structured Communication.* Through the culture audit it was identified that as a Division, TESS sends a lot of its communication via email. Information is also shared throughout the Division via intranet home page updates, monthly meetings and group huddles, general staff meetings and through Winpop. The most common ways of communicating were identified as email, meetings and phone. Communication was described as being plentiful and quite formalized, with little space created for dialogue between management and staff.

Despite these observations, though, analysis from the ‘Daily Diary’ data revealed that the recent provision in clarity of Divisional goals is helpful and inspiring for staff.

*What the Division Values.* The Priority Tree exercise in the culture probe elicited feedback on what is most prioritized and least prioritized in the workplace. A total of 60 descriptor words were recorded in this exercise. Table 3 below lists the most/least prioritized attributes of the TESS work environment after coding and thematic analysis of the data.

**Table 2 -Prioritized attributes of the TESS work environment**

Toronto Employment & Social Services	
Most Prioritized	Least Prioritized
<ul style="list-style-type: none"> <li>• Customer service</li> <li>• Workplace professionalism</li> <li>• Hierarchical work environment</li> <li>• Personal (individual) positive qualities/attributes</li> </ul>	<ul style="list-style-type: none"> <li>• Healthy work environment</li> <li>• Efficient operations</li> <li>• Organized work environment</li> <li>• Innovative work environment</li> </ul>

These findings highlight the contrast in what is prioritized in the TESS working environment. On the one hand, personal individual positive attributes such as 'accountability,' 'cooperation,' 'self-care,' 'leadership,' 'client focused,' and 'accountability' were lauded as being important to the Division. Contrasted with this, a healthy work environment was seen as being the least prioritized in the Division. There is a perceived disconnect between the priorities of the Division (positive personal characteristics) due to the identified lack of support for workplace environments (healthy, innovative, organized workplaces) that would support them.

Analysis also revealed that an innovative work environment was not highly prioritized by the Division. Instead, a hierarchical work environment that values customer service over creativity and innovation was identified. These findings are consistent with a predominantly hierarchical workplace environment with market characteristics.

*Characterizing TESS.* The 'Dinosaur Diagnosis' exercise asked participants to associate their Division with a type of dinosaur. This activity solicited unique insights and new ways of characterizing the Division due to its abstract qualities of associating dinosaur type with organization. Aggressor words such as 'fight', 'powerful,' 'scary', 'non-collaborative' and 'unavailable' support the characterization of TESS as a dominant and inflexible Division, giving it a low score in the clan culture profile type.

In this activity, phrases such as 'archaic,' 'heavier and clunkier,' 'still...prehistoric,' underscore the perceived lack of innovation and modernity of the organization.

Staff did see hope, however, likening the Division's recent efforts at better communication and attempts at modernization as being akin to "trying to spread wings and fly." "Trying to take flight and improve delivery of services and customer service" and "Trying to get with the times."

**TESS CVF #2 – Organizational Leadership**

TESS is identified as a blend of market and hierarchical cultures in regards to organizational leadership. The data indicates that aspects of both cultures are present in how TESS is lead. On the one hand, the organizational culture is highly results-oriented, on the other, leadership is primarily focused on how to best achieve service delivery efficiency while maintaining organizational results through the tracking and application of service standards. The absence of elements of clan culture are important to note, as development of this missing aspect of culture

could likely appease many workers who currently feel under-valued, under-utilized and under-appreciated by leadership in the Division.

*Fledging Career Development.* Through the culture audit staff identified dissatisfaction with career advancement noting, “It’s a very difficult process.” Growth within staff roles was primarily seen to be a “difficult” endeavor to be undertaken by individuals, with little workplace support.

The audit also highlighted that good work is ‘rewarded’ with more work and more responsibility, with little recognition, verbal or otherwise. A notable absence of recognition - there is ‘not enough thanks’ - when staff are performing above and beyond their roles was also highlighted.

*Risk Aversion.* Exploring the decision-making procedures in the culture audit further reinforced TESS' hierarchical nature and hesitancy to engage a culture of innovation. The culture audit revealed a strong aversion to risk, with 'no tolerance to go outside the lines.' The Division is characterized as being 'very black or white.'

*Improving Authentic Engagement.* Perhaps the most important feedback regarding the decision-making process within the Division is that there has historically been an absence of 'on-the-ground' feedback that informs decision-making. Staff note, “people are asked to make decisions who have not ‘walked the walk.’” For frontline workers who are acutely aware of systemic gaps and shortages with service delivery, this is particularly difficult for them to process, and impedes authentic communication between management and staff.

Though there was awareness of a recent focus on increasing opportunities for staff at all levels of the organization to give input and feedback, the prioritization of management knowledge over frontline worker knowledge is apparent to staff in the Division and is seen as an unfortunate underlying value that informs how decisions are made.

### TESS CVF # 3 – Management of Employees

Based on the analysis of data, Management of Employees in TESS is characterized as being a market organizational culture. Market cultures are externally focused; the data highlighted the incongruence between the image that TESS projects, and the disparity between the experience of the actual workplace environment. A strong emphasis is placed on employees striving to meet high demands, another characteristic of market culture types. Elements of clan culture are seen in the physical spaces that TESS employees inhabit, as staff gain a sense of belonging and pride in their workplaces, though this often absent in spaces also occupied by clients.

*Incongruence in Behavioural Expectations.* Analyzing the Priority Tree exercise, as well as group discussion in the culture audit, exposed a dissonance between expected and observed behaviours from staff. While professionalism and hard work are valued, staff noted that these are ‘rewarded’ with more work and responsibility, while poorly behaving workers are left alone. The perception is that there is “fear and hesitancy on behalf of supervisors” to address problematic staff behavior, especially with more tenured staff.

This dissonance between espoused and observed values is further supported by data from the 'Priority Tree' exercise, which highlighted prioritized behaviours as including workplace professionalism, and personal positive qualities and attributes, while least prioritized included healthy, innovative work environments.

Neither the supervisory or workplace environments of TESS seem structured to support the staff qualities and attributes that the Division most highly values.

*Working Environment – Inauthentic Use of Teams.* During the culture audit, a topic of discussion was *how* the work within Divisional offices gets done. Similar to themes that emerged in the CVF # 1 category, Dominant Characteristics, in this category the data further supported the underlying value of an outward appearance of professionalism that is not supported in the current operating environment.

In working group discussions, staff noted that “we are responsible for our individual work, but it affects the team and the team ‘reputation.’ We do work individually, but are recognized as a team.” Similarly, they stated, “there is a perception that team work and committees are only for resume building.” These observations further support the underlying Divisional value of prioritizing the individual over the espoused value of supporting a collective, team-based work environment, creating a perception of disingenuity in regards to the workplace.

*Working Environment – Duality in Physical Spaces.* The organizational culture probe activities of the Office Map and Office Walk Through identified physical aspects of the TESS work environment that influence its organizational culture by asking participants to identify how often a variety of office locations are visited, and associated emotions. Interestingly, though there is a strong hierarchical culture in TESS, the Office Map activity identified the managers as being the least visited places in the office, with management generally having poor visibility to other levels of staff. Staff noted, “[the the manager] is not very visible in our office and we are not fully aware of her role.”

The Office Map activity also contextualized the dual role of the caseworker booth within the organization. On the one hand, booths are seen as lively and productive places. Staff described booths as being “where staff and clients come together to accomplish goals.” On the other hand, booths are also characterized as being “frustrating because there are stuff, small, dreary places where requests are denied.” This plurality in the characterization of office space was also applied to the reception area, which was identified as a “frustrating place,” as well as the “most productive and lively place in the office! Everyone comes through here.”

*Working Environment - Appreciation for Communal Spaces.* Gathering places for staff such as meeting rooms, lunchrooms and the Employment Centre in TESS offices are seen as beneficial spaces in the work environment as they allow staff to socialize and spend time together.

The Office Walk Through activity identified how the physical spaces in our workplaces make staff feel. Participants identified workplace physical environments as invoking feelings of both inspiration and confusion depending on whether client or staff spaces were being evaluated. Words such as ‘cold,’ ‘uninviting,’ ‘unamusing,’ and ‘overwhelmed’ were used to describe

physical spaces in which clients meet with workers. Phrases such as ‘colour scheme and décor are depressing’ and ‘negative – there are many signs with an ‘X’ through them’ describe physical work environments that are unwelcoming and uninviting.

In contrast, personal staff and communal spaces such as pods in which desks are arranged were described using phrases that highlighted the pride and happiness that these spaces invoke. Observations such as “I feel like our [back-end office] environment is friendly and inviting. It makes me happy,” came up numerous times in the Office Walk Through exercise in regards to how staff perceive their workspace, where clients are not seen. These observations underscore the duality in perception of physical workplaces by staff that is navigated, consciously or not, on a daily basis.

*Prescriptive Work.* Though the work at TESS is largely prescriptive, with little procedural flexibility for staff, there was appreciation for administrative choice (eg: self-management of appointment schedules). As well, the prescription of work seems to act as a buffer to change. The stability in regards to workplace procedures and inflexibility in process provides a buffer for repeated change. Though change is lamented, it is not associated with an inability to manage the workload as is identified in other Divisions.

#### TESS CVF #4 – Organizational Glue

Analysis of TESS' data highlights the incongruence between the espoused values of the Division, which indicate support of a clan and hierarchical culture. In actuality, a hierarchical culture is most dominant.

Though staff skills and professionalism are identified as underlying values of the Division, staff feel disproportionately impacted by unhealthy work environments that do not support the espoused value of investment in staff to achieve Divisional goals.

For TESS, the espoused glue that holds the organization together is the successful achievement and goal accomplishment related to the delivery of financial benefits and employment supports. This commitment to goal achievement is clearly stated in the Divisional mission statement and is strongly present within the organizational culture. As has been demonstrated throughout this analysis, strict adherence to formal procedures, rules and policies is a fundamental value that underpins much of the organization's visible artefacts.

Analysis of the ‘Photo Exercise’ of the cultural probe indicates three strong themes that underpin what holds the organization together. They are:

- Supportive relationships with colleagues
- Opportunity for growth, both personal and for clients
- Successfully assisting clients in reaching their goals/navigating the system

Figure 5 below is a compilation of photographs submitted from across the three Divisions in completed culture probes. Common photo subjects across the three Divisions were identified as: plants/green in office, spending time outside in nature during the workday, special mementos and colleagues.

These photos highlight the clan sub-culture that exists within the three Divisions. Aesthetic improvements that staff can make to their workspaces, as well as supportive colleagues and time spent in nature during the workday were all identified as positive aspects of work, all of which are within a staff member's control. This reinforces the sub-culture that is not formally supported or created by the Division's as organizations.



**Figure 4 - Compilation of all 3 Divisional Photos from Culture Probe Exercise**

The 'Colleague Exercise' data revealed three consistent portraits of types of colleagues that are encountered throughout the workplace in each of the three Divisions. In each of the three Divisions the portrait of the most encountered colleague was that of an engaged, inspired, dedicated and compassionate staff that goes above and beyond to ensure that their clients are well served, and that those around them (including other colleagues) feel welcomed and supported. This persona is titled 'The Model Employee.' The second most encountered staff type was very similar to the first type, though they are described as being more sensitive to perceived slights. These staff put in their time in a competent and friendly manner during their time at work though do not often put in extra work. This persona is titled 'The Clock-Puncher.' The least encountered type of colleague was identified as being negative, 'policing' clients, and generally being moody with other staff and clients. This last persona is 'The Office Grouch.' Though this type of individual isn't often encountered, their presence in the workplaces has a disproportionately negative impact upon those around them. Table 3 details the three dominant colleague types across the three Divisions.

**Table 3 - Common Colleague Characterizations in Each Division**

<b>Most Common Type of Colleagues Encountered at TESS/TCS/SSHA (from most to least encountered)</b>	
# 1	<b>The Model Employee</b> - Pleasant & happy with an empathic and compassionate outlook. This colleague is clever, friendly and a real team player. This person works through their lunches to get the work, helps their colleagues and will back up colleagues without being asked. They are reliable, resourceful, warm-hearted, understanding, trust-worthy, considerate and amusing.
# 2	<b>The Clock-Puncher</b> - This colleague is also pleasant. They are helpful and caring with a cheery disposition. They take pride in their job and take personal responsibility to ensure that the job gets done well, with compassion and empathy. This colleague is friendly and approachable. They do not put in the 'extra' work above and beyond, though they are also very helpful and pleasant. This colleague is passionate and sensitive to perceived slights and risks, which are not always expressed positively or constructively.
# 3	<b>The Office Grouch</b> - This colleague is least-encountered and makes up a small minority of staff, but has the most impact upon work environments. They are cynical and judgemental, bordering on being mean. They tend to not believe clients and investigate everyone. They are difficult, controlling, inflexible and unprofessional. They are resistant to change and unenthusiastic. They are seen as being bitter, and are away from work often.

These aspects of organizational culture were consistently identified across the three Divisions. These themes are examples of clan sub-cultures that promote commitment to the organization and prioritization of human resources and concern for people, and they are consistently represented within the three organizational cultures. While not formally supported by the organization due to the lack of priority placed on healthy, engaging workplace environments, staff have come together to create spaces and supports in informal ways. Especially in the case of human services delivery, this underlying clan culture is a great asset to the organization as a whole.

**TESS CVF #5 – Strategic Emphases**

This CVF category aligns with the audit questions related to how work is achieved within TESS’ workplace environment. The '6 word story' cultural probe exercise further explores the concept of what drives an organization's strategy, and what resonates with staff. The data from TESS indicate that there is a discrepancy between the hierarchical values associated with TESS’ formalized and process-driven culture, and the strong values that emerge from analysis of the data including high valuation of support for clients and a demand for better people management.

*Supporting Clients Matters.* Themes that emerged revealed that the *process* of helping was most salient to staff, and contributed greatly to overall feelings of satisfaction with their job. That is, staff most identified with and enjoyed the service delivery aspect of their work, including being able to draw direct sight lines between the work being performed on a day-to-day basis, and the opportunities that they felt were accessible by both themselves and their clients. Staff also

greatly appreciate supportive colleagues.

*Better People-Management.* The '6 word story' exercise generated themes of issues within workplaces that staff would like to address. As has been seen throughout this Divisional analysis of TESS culture, there is a strong awareness from staff that improving staff engagement in the workplace is key to organizational success. In this exercise, themes that emerged included:

- Better people management of those who are struggling in the workplace
- Boosting morale

These themes in the data highlight the disproportionate impact that staff who are struggling in the workplace have upon those who are not, as well as the importance of staff attitudes to service delivery. As the 'Priority Tree' exercise highlighted, while the Division prioritizes customer service, workplace professionalism and personal positive qualities and attributes, it does not provide the supportive or healthy work environments needed to nurture and sustain these attributes. As noted by a working group participant, “My colleagues will often go above and beyond to help, when they are unable to, attitude is everything.” These observations highlight the awareness staff have of the importance of their role in the compassionate delivery of bad news to clients, though are not supported in the workplace environment to have these conversations or maintain compassionate demeanours.

#### TESS CVF #6 – Criteria of Success

The vision, mission and value statements of TESS clearly define the criteria of success for the organization as being that of successful services delivery and investment in skilled staff. Through the delivery of financial benefits and employment supports, TESS seeks to strengthen the economic and social well being of Torontonians.

Analysis of this aspect of organizational culture at TESS highlights the disparity between the espoused values and the actual underlying values that informs Divisional work. In this case, the underlying value of success at TESS is informed by a hierarchical culture that defines success based on efficiency and successful delivery of services.

This espoused value stands in contrast to the actual criteria of success as defined by the culture audit and organizational probe analysis, of a clan culture that prioritizes concern for people and human resources as the true organizational culture that propels the organization to success. While the strong hierarchical culture at TESS is supportive of the overall goal of delivering financial benefits, employment services and social supports to Torontonians, there is a gap in the data in regards to the investment in staff, who ultimately support successful client outcomes.

*Quantity of work.* Consistent themes throughout the data reveal that innovative and healthy work environments are not prioritized within the TESS operating environment. Analyzing how behavior is rewarded at TESS reinforces the dominant hierarchical culture that prioritizes service delivery and customer service, and deprioritizes formalized staff development and creativity. In fact, themes that emerged from the 'Daily Diary' exercise revealed the prevalence of the value of high workloads, to the extent that "thinking" is considered a luxury within the Division. This implies a heavy reliance on rote task completion and efficiency, and an absence of time for

creativity, innovation, or strategic thinking. High work volumes were repeatedly referenced in regards to the operating environment at TESS, as well as in the Priority Tree exercise, where themes that emerged from the data analysis revealed 'quantity' of work performed as being important to management, but not to frontline staff.

In this sense, quantity of work is seen as an indicator of success by the organization. This espoused value is in contrast to the strong sub-culture identified in the analysis of Strategic Emphases, which prioritizes successful completion of client goals as being the indicator for organizational success.

*Celebration of Success.* Coming together to celebrate success at TESS was identified as a being important to validating work that is done throughout the Division. There was incongruence, however, between the apparent importance of celebratory events, and attendance rates, as well as how well the events are perceived as being genuine or not.

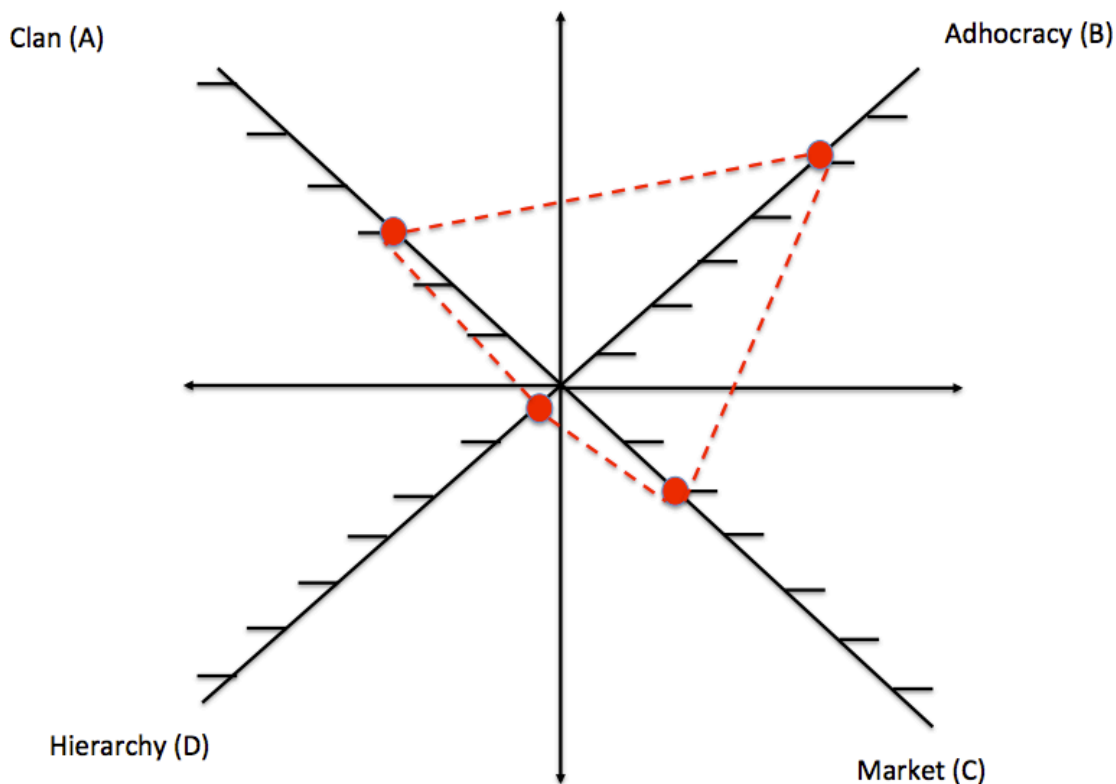
## 5.2 - Shelter Support and Housing Administration – Organizational Culture Profile

Shelter Support and Housing Administration (SSHA) is the Division responsible for the provision of temporary shelter and support to individuals experiencing homelessness. It also creates permanent affordable housing solutions, and manages the social housing wait list.

SSHA is unique in that as well as participating in service integration, it is also undertaking management of the social housing waitlist, which is being brought into the Division. Previously the management of this list responsible for managing the social housing waitlist, being brought into the Division.

As Figure 5 depicts, SSHA's organizational culture is determined to be primarily an adhocracy due to both its lack of centralized power and clear authoritative relationships. This culture type may be attributed to the vastly different services that the Division delivers. From policy work to shelter operations, to street outreach and wait-list administration, many arms of this Division are unfamiliar to each other and operate under their own accord. This flexibility in operating environment is usually welcomed, as it inspires creativity and innovation, though negative aspects of this culture include lack of clarity in decision making processes, accountability and communication that greatly disrupts the efficient functioning of the organization. Market elements are also present, as workplace environments can be competitive, with managers demanding a lot from their staff. Slight elements of hierarchy are present in the Division, though very under-stated.

A strong sub-culture also exists within SSHA of dedicated and passionate staff who are committed to personal and client growth and development in the pursuit of organizational success.



Culture Profile for Shelter Support and Housing Administration (SSHA)

### Figure 5 - Organizational Culture Profile - SSHA

#### SSHA CVF #1 – Dominant Characteristics

SSHA is identified as an adhocracy in the Dominant Characteristics category. The Division has weak formalized procedures and generally operates in a decentralized manner in regards to service delivery.

When completing the culture audit, staff were not aware of written mission, vision and value of SSHA, though they did generally know these statements for Housing Connections. This is because SSHA as a Division does not have documented statements. This is an important theme that emerges throughout the culture audit and it sets SSHA apart from the other two Divisions in that there is less time spent on formalized processes and documentation.

An underlying assumption of the Division is that staff come with personal professional attributes that are drawn upon to achieve organizational goals, through both cautious innovation and ability to function in extreme operating environments. While this organizational culture provides relative flexibility to staff, the potential for staff burnout in such a fast-paced and decentralized operating environment that fails to reward individual efforts is such that the flexibility becomes an organizational liability. Frustration due to unclear and inconsistent communication is also a threat to organizational productivity and success.

*Communication.* Through the culture audit it was identified that SSHA doesn't communicate effectively or efficiently. Staff identified the most common form of communication as being 'informal' emails or 'chats' and news summaries. Indeed, analysis of the Priority Tree exercise, which ranked perceived Divisional priorities, highlighted that knowledge provision and clear communication are among the least prioritized attributes in the Division. The general tone of all communication was characterized as "informal."

*What the Division Values.* Table 4 below highlights the most/least prioritized attributes of the SSHA work environment, as found in the 'Priority Tree' exercise. A total of 68 descriptor words were recorded in this exercise and thematically analyzed. As was also seen in the TESS analysis, individual attributes are prioritized in the workplace, though the maintenance of these characteristics is not supported by formal workplace structures. 60% of the words used to describe Divisional priorities were specifically regarding individual positive attributes, such as: supportive, respectful, hardworking, accepting, compassionate and empathetic.

Again similar to TESS, however, the attributes that were least prioritized by the Division included: staff support/appreciation, knowledge provision/clear communication, workplace professionalism and a healthy work environment. This data reveals that an underlying value of SSHA is the ability to get the job done, with a strong emphasis on staff who possess the skills and knowledge necessary to achieve service delivery results, without providing or valuing the supportive structural and operational mechanisms needed to sustain a healthy workplace.

The Priority Tree exercise also highlighted the fast-paced and high-pressure nature of the work that the Division undertakes. This categorization of the workplace as being a high-pressure environment will repeatedly emerge in the data.

**Table 4 - Attributes of the SSHA Working Environment**

Shelter Support & Housing Administration	
Most Prioritized	Least Prioritized
<ul style="list-style-type: none"> <li>• Personal (individual) positive qualities/attributes</li> <li>• Individual professional skills</li> <li>• High pressure work environment</li> </ul>	<ul style="list-style-type: none"> <li>• Workplace professionalism</li> <li>• Healthy work environment</li> <li>• Knowledge provision/clear communication</li> <li>• Staff support/appreciate</li> </ul>

### SSHA CVF #2 – Organizational Leadership

SSHA organizational leadership is identified primarily as an adhocracy, with some elements of clan culture. Leadership is de-centralized, with decision-making responsibilities moving fluidly, though not predictably, throughout the organization. Decisions made by management are often perceived to be open to influenced from staff, whether solicited or not. While this leadership style affords staff more autonomy and inclusion in some aspects of the organization, it also causes confusion, as there is a perceived lack of clarity in regards to decisions made, which is further impacted by inconsistent and unclear communication.

Some elements of clan culture exist in that management is supportive of staff developing new skills, mentoring staff in to roles that continue to develop their career. However, market culture traits are also apparent in how leaders make decisions on behalf of employees, dictating what staff do with little input. Competitive work environments are also encouraged, with staff describing the workplace as being “strong, fast and it will eat you alive.”

*Career Development & Inconsistency in Management of Employees.* Similar to the Dominant Characteristics of SSHA, the development of staff takes on a similar informal structure. Group discussions in the culture audit indicated the relatively informal evaluation of staff. This informal evaluation is similarly seen in how undesirable behaviours are managed. The culture audit indicated that rather than directly addressing undesirable staff behaviours, management is more likely to indirectly address the behavior, by creating policy changes, sending an email to the entire team addressing the issue, or penalizing all team members for the wrong that a single colleague did. This perceived lack of management is summed up in quote during the culture audit from a working group participant, “Managers [should be] managing, instead of downloading to staff.”

Despite these challenging features of staff development in a flexible organizational culture such as SSHA, the culture audit indicated that staff felt there was support from management for career growth, and that learning and further education was supported by SSHA management. These observations support elements of clan culture within the Division.

*Decentralized Decision Making.* Similar to the communication style of SSHA, the decision making process appears to take on an ad-hoc style that shifts depending on a number of factors including: what decision is being made, push-back from staff, the individual making the decision and lack of clarity regarding the decision.

The culture audit revealed that there was a lack of consistency in the decision-making process, with the approach varying dependent upon a given supervisor’s approach. Staff reported that unit decisions are often made at team meetings, unless the decision needs to be made by senior management. As with the lack of clarity regarding information sharing and communication, decision-making seems to be open to influence from staff and outcomes of decisions are often found to be unclear. This supports the observation that authority appears to be decentralized and relatively fluid.

### SSHA CVF #3 – Management of Employees

Data analysis reveals that the CVF criteria of management of employees at SSHA is predominantly a blended culture of adhocracy and market values. The adhocracy culture inspires collaboration amongst colleagues, and is a positive attribute to an organization that operates in a challenging and hostile external environment. A detriment to this organizational culture type is that it hinders adaptability to change, likely due to the constant state of uncertainty and opacity of the current operating environment. As staff state in the culture audit, a recurrent theme is that the Division can be “slow to change – don’t fix if it’s not broken.” As well, themes of poor management communication within the adhocracy culture were highlighted as having a negative impact upon the operating environment of the workplace. As highlighted in the ‘Daily Diary’

exercise, “sometimes managers leave for days with little or no advance notification...this can cause problems and is frustrating.”

The market culture aspect of employee management emerges due to the emphasis on personal, individual attributes used to drive organizational goals. Because the adhocracy culture does not inspire achievement of goals, the market culture represents the prioritization of individuality and high-operating capacity that staff must demonstrate as possessing in order to successfully achieve organizational goals.

*Incongruence in Behavioural Expectations.* The culture audit discussion that focused on how employees are managed highlighted the espoused no-nonsense approach to employee management at SSHA. Expected workplace behaviours such as respect and professionalism were easily identified in the culture audit and were reported to be monitored by management and colleagues. Recalling the emergent themes from the Priority Tree exercise, however, contradicts this. In the analysis of the Priority Tree data, ‘workplace professionalism’ was actually identified as being a low priority within the Division. That is, salient characteristics of professionalism such as respect, teamwork, non-judgmental attitudes and acceptance were all listed as low priorities within SSHA.

This observation highlights the duality of SSHA’s organizational culture and the difference between espoused and underlying values. While espoused values include professionalism in the workplace in regards to individually possessed characteristics, there is not a broader enforcement of the professionalism needed to uphold and support ongoing expression of these attributes.

*Working Environment – Difficulty Managing Change.* During the culture audit, a topic of discussion was *how* the work within Divisional offices gets done. The culture audit revealed the numerous ways that SSHA ‘gets the work done.’ In this manner, the adhocracy culture is dominant in that there is flexibility in approaching the workload at SSHA. Both teams and individual approaches to work are utilized depending on the task that needs to be completed and the unit within which the work is being done. Collaboration is seen as an important tool when difficult cases are encountered, and staff are encouraged to use collaboration to resolve these cases. There is reported flexibility in the distribution of type of work. File sharing and distribution of work based on a rotational schedule are features of how work is done within SSHA.

Analyzing the data from the ‘Daily Diary’ exercise of the culture probe revealed ‘difficulty in managing change’ as a theme within the operating environment of SSHA. Feelings of “uncertainty,” being “overwhelmed” and “tired” were expressed in relation to new or changing processes. This observation seems counter-intuitive, as flexibility in workload would seem to indicate a predisposition to being able to manage a changing working environment. In SSHA’s workplace environment, however, change is seen as a liability that creates more work, making managing the already heavy workload more difficult for staff.

In Table 5 the strengths and challenges in the SSHA working environment are detailed. These recurring themes are prevalent throughout SSHA's data, and speak to the importance of both

addressing these challenges and nurturing these strengths. The importance of valuing employees within the workplace and the positive impact this can have upon productivity is highlighted in this analysis, as well as the damaging impact that poor communication from management has upon the Division.

**Table 5 - Strengths & Challenges of SSHA’s working environment**

<b>SSHA – Strengths &amp; Challenges in Working Environment</b>	
<b>Strengths</b>	<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Appreciation of colleagues</li> <li>• Challenging of assumptions</li> <li>• Two-way communication with management</li> <li>• Feeling valued increases productivity</li> </ul>	<ul style="list-style-type: none"> <li>• Disruptive colleagues</li> <li>• Poor communication from managers</li> <li>• Volume of work is too much</li> <li>• Meetings are draining &amp; not productive</li> <li>• Change at work creates insecurity</li> </ul>

*Physical Structures – Variance in Emotive Physical Workspaces.* The organizational culture probe activities of the ‘Office Map’ and ‘Office Walk Through’ identified physical aspects of the SSHA work environment and associated feelings that ultimately have influence on its organizational culture.

Gathering spaces such as kitchen areas and washrooms were seen as the most-lively places in the office environments of SSHA. This ties in with the importance of the underlying value of staff relationships in the workplace at SSHA, a theme that emerges in later analysis with both positive and negative consequences to organizational culture.

Similar to TESS, the most productive places within SSHA were identified as spaces where clients can do work to achieve their goals, such as computers where clients can access their files for social housing, as well as staff desks. The front desk of SSHA’s office was seen to hold multiple roles, being identified as the most visited place, as well as the most frustrating place. Context is again important in characterizing office spaces. In the case of SSHA, ‘lively’ is largely associated with spaces where staff congregate, whereas ‘productivity’ is associated primarily with clients. This is different than other Divisions, where ‘lively’ is equated with client interaction with staff.

Least visited and frustrating office spaces were identified as being the general manager’s office and supervisor’s offices. This analysis supports the adhocracy culture, in that clear lines of authority are not overtly present within the Division.

The ‘Office Walk Through’ exercise identified how the physical spaces in our workplaces make us feel. In the case of SSHA, office spaces fell on a continuum with a range of themes dependent upon which type of location was being evaluated. Though a sense of pride in the workplace was evident in the analysis, it was subdued, and not present across all Divisional locations. The

following quote from the ‘Office Walk Through’ exercise best sums up the decentralized characteristic of SSHA’s culture:

“...[it is like] the space just happened and isn’t seen as important...[it seems like] the posters are placed more out of duty than out of caring or passion about the messages. Like there is no identifiable office culture, except anything goes, which is fine.”

The analysis of SSHA’s ‘Office Walk Through’ exercise stands in contrast with the other Divisions that have similar workplace analyses across Divisional locations, and hints at the relatively fractured and de-centralized nature of SSHA as a Division.

#### SSHA CVF #4 – Organizational Glue

This CVF category explores the bonding mechanisms that hold the organization together. For SSHA, the espoused glue is achievement and goal accomplishment of affordable housing for Torontonians. This commitment to goal achievement is clearly stated in the values, vision and mission statement of Housing Connections, and is most representative of a hierarchical and market culture.

As has previously been discussed in the TESS analysis of organizational glue, analysis of the ‘Photo Exercise’ of the cultural probe indicates three strong themes that underpin what actually holds the organization together including:

- Supportive relationships with colleagues
- Opportunity for growth, both personal and for clients
- Successfully assisting clients in reaching their goals/navigating the system

Figure 4 on page 35 shows examples from across the three Divisions that visually represent a variety of workplace features that form a clan sub-culture within the three Divisions that promotes commitment to the organization and prioritization of human resources and concern for people. As well, Table 3 on page 35 details the three most common colleague types encountered within the three Divisions. Please see pages 34 through 36 for a refresher on this section’s analysis.

#### SSHA CVF #5 – Strategic Emphases

This analysis highlights the importance of balance in organizational culture. While the dominant overarching adhocracy culture allows for more attempts at creativity and innovation, the lack of structure and formality creates confusion and uncertainty within the workforce. As well, due to the informal operating environment, the perception of management as not managing employees further frustrates the workforce. Staff want to look to their leaders and be inspired. This analysis of the data highlights that drawing strengths from other organizational cultures to bolster the leadership structure within SSHA to provide clarity in strategic emphases will greatly enhance the capacity of the workforce.

SSHA uses elements of clan, market and hierarchical culture to achieve strategic goals. Culture audit group discussions characterized Divisional work as methodological, following procedures and policies. Due to the length of the waitlist, there is an emphasis on permanency and stability

in the organizational work, despite the negative connotations of lengthy wait times. Teamwork is encouraged to problem solve difficult cases, though the market elements of being focused on goals and driving staff to perform under high workloads also drives the Division in reaching its strategic goals.

The ‘6 word story’ exercise provided the opportunity to further explore what drives the organizational strategy of SSHA. The themes that emerged from this analysis emphasize clan culture as being the most dominant culture in regards to how work is done within SSHA. This analysis is similar to TESS, in that staff value the emphasis on human development as the dominant culture for strategic goal achievement. The following themes emerged from the analysis of the data:

- Collaboration
- Supportive, positive and creative people
- Enjoying peers
- Service delivery (meaning: intervention, provision of safety and ‘helping people by making a difference’)

*Service Delivery Matters.* Delivering services to clients resonates deeply with staff. The process of intervening to help clients, providing clients a safe space and helping people by working to make a difference emerged as salient components of service delivery.

*Supportive Work Environments Drive Organizational Goals.* Supportive, positive and creative people permeate SSHA working environments. A culture of collaboration among staff is evident within workplaces, which contributes to the strong clan sub-culture. Sustaining supportive work environments by addressing a robust range of workplace characteristics is seen as being integral to driving organizational strategy. Emphasizing human development as a dominant culture for strategic goal achievement resonates deeply with staff. Improving the procedural supports within workplaces was also identified as a category within this theme that is currently under-addressed. Improving upon workplace supports increases workplace productivity.

*Improving Inspirational Management.* Better consistency in workplace management was a strong theme that emerged in the data analysis of the ‘6 word story’ exercise. While the informal operating environment has many positive aspects for staff, improving the consistency of management visibility and impact in SSHA workplaces was identified as something that needed improvement. Employees at SSHA want to be inspired and led by their management teams.

Themes that emerged from the second part of the ‘6 word story exercise’ (“What would you like to improve?”) in relation to what staff would like to improve within their workplaces stood in contrast with the dominant, flexible adhocracy culture within SSHA. Improved communication, recognition of employees and consistency in workplace processes – including discipline – were all prominent themes.

*Increase Celebrating Success.* Validating and recognizing the contributions that employees make in their daily operating environments was identified as an area that needed improvement. Staff within SSHA are proud of their work, and want more opportunities to celebrate their own

successes and achievements, as well as those of their colleagues. Currently not enough recognition of employees occurs within the operating environment as was highlighted by the 6 word story on what the Division needed to improve: “recognizing acknowledging good work and staff dedication.”

#### SSHA CVF #6 – Criteria of Success

SSHA's dominant adhocracy culture prominently features in to this analytic category. It both positively and negatively influences how the organization successfully achieves its goals. On the one hand, this informal and decentralized operating environment invites innovation amongst staff. It also allows staff to question and ponder Divisional assumptions. On the other hand, unclear communication and the strong de-centralized nature of the operating environment leaves staff feeling disconnected and under-valued.

The vision, mission and value statements of SSHA [Housing Connections] clearly define the criteria of organizational success as being that of successful connection of Torontonians to resources related to affordable housing, including integrity of service delivery, resource expertise and excellence in customer service. Themes in the 'Daily Diary' and 'Priority Tree' exercise highlight the disparity between these stated values and the underlying values that inform Divisional work.

*Improving Supportive Work Environments.* As with TESS, SSHA relies heavily upon individual staff attributes and professional skills to achieve its service delivery goals while working in a high-pressure work environment. This espoused value implies a strong clan culture exists within the Division that supports the development of human capital and encourages participation, cohesion and high morale. In reality, there is an absence of the values that would support a clan culture. Instead, the strong adhocracy culture exacerbates the unclear communication from management to staff and promotes a decentralized operating environment, leading to confusion amongst staff.

This lack of clarity and inconsistency in operating environment was also thematically captured in the data analysis in regards to the inconsistent valuation of staff within the workplace. While the data show that appreciating staff increases their productivity, strong themes of feeling underappreciated or neglected

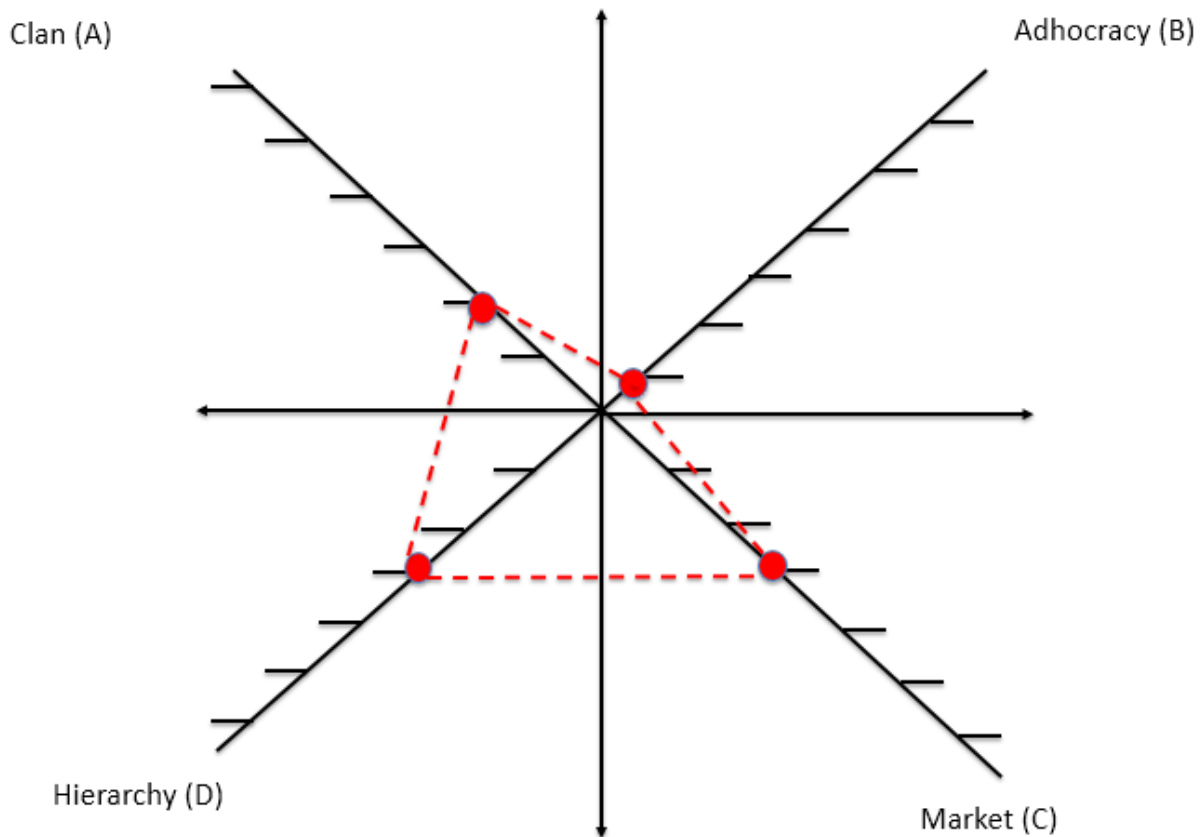
*Flexibility Drives Success.* There are benefits of the adhocracy culture which help the Division reach its goals. Flexibility emerged as a theme in supporting career advancement that tied in with themes of innovation, adaptability and an awareness of the need to change. The less formalized culture of an adhocracy culture allows staff to feel enough freedom to attempt to innovate and make the system better for the clients they serve.

### 5.3 – Toronto Children's Services – Organizational Culture Profile

Toronto Children's Services is the Division responsible for promoting access to high quality early learning, child care and supports for families through a well-planned and managed system (City of Toronto, 2016b). The Division administers the Child Care Fee Subsidy program, the financial benefit issued to families to help with the cost of childcare.

As Figure 6 shows, the culture of TCS is determined to be a blend between hierarchical and market cultures, with a clan sub-culture and weak aspects of adhocracy. A summary table of the findings can be found in Appendix H.

TCS was the only Division in this analysis to have relative balance among the four culture types, with some elements of all four culture types reflected in the final organizational culture profile. As with TESS and SSHA, a sub-culture exists within TCS of dedicated and passionate staff who are strongly committed to the success of the Division and Divisional clients.



Culture Profile for Toronto Children's Services (TCS)

**Figure 6 - Organizational Culture Profile - TCS**

### TCS CVF #1 – Dominant Characteristics

TCS is identified as having a culture predominantly composed of hierarchical, market and clan sub-culture elements. There are weak adhocracy characteristics. Though the Division is highly process-driven and task-oriented, a strong sense of 'we-ness' and family permeates throughout, which softens the hierarchical attributes of the culture. As well, the Division is more technologically advanced than the other Divisions in this report, using a variety of technological tools to connect with and better serve clients (such a scanning documents, emailing clients and an interactive online portal) and highlights the market and adhocracy characteristics.

In the group discussion of the culture audit on individual Divisional values/vision and mission statements, the TCS working group members were aware of the key messages in the statements, though they felt that consistency in communication of these statements needed improvement.

*Communication.* The culture audit revealed that there are numerous channels and mediums through which communications are sent in TCS. While this seems like a positive attribute in a bureaucratic work environment, the audit revealed that staff are often most alerted to pertinent information through informal channels, such as the 'office grapevine' and informal reminders "did you read the email about...?" that prompts colleagues to read emails and communications that they might have otherwise missed. Communication in the Division is described as being one-way and taking a "you are being told" tone, which is consistent with a hierarchical culture.

*What the Division values.* The 'Priority Tree' exercise in the culture probe gathered data on what is most and least prioritized in the workplace. In total, 78 descriptor words were recorded in this exercise. Table 6 details the most/least prioritized attributes of the TCS work environment after coding and thematic analysis of the data. As with the other Divisions, thematic analysis revealed discrepancies between most and least prioritized values. While customer service and workplace professionalism are prioritized, healthy work environments that would support these attributes are not.

Interestingly, 'teamwork' and 'personal individual positive qualities/attributes' were listed as both most and least prioritized. This finding speaks to the heightened awareness that emerges throughout the analysis of TCS' 'awareness of self.' Staff recognize that while the Division values these characteristics in staff, it does not support the actualization of these characteristics in its organizational structure.

**Table 6 - Prioritized attributes of the TCS work environment**

Toronto Children's Services	
Most Prioritized	Least Prioritized
<ul style="list-style-type: none"> <li>• Customer service</li> <li>• Workplace professionalism</li> <li>• Hierarchical work environment</li> <li>• Personal (individual) positive qualities/attributes</li> <li>• Teamwork</li> <li>• Knowledge provision/clear</li> </ul>	<ul style="list-style-type: none"> <li>• Personal (individual) positive qualities/attributes</li> <li>• Healthy work environment</li> <li>• Teamwork</li> <li>• Equal staff recognition</li> <li>• Individual work ethic of colleagues</li> </ul>

Analyzing the data from the 'Priority Tree' exercise highlights the strong hierarchical and clan cultures that exist within TCS. TCS was the only Division whose data indicated that 'teamwork' is an important component of organizational work. The presence of both clan and hierarchical cultures may help to explain why, overall, TCS is not seen as being an overtly hierarchical organization in the same way that TESS is readily identified as such.

*Dinosaur Diagnosis.* The 'Dinosaur Diagnosis' exercise highlighted the hierarchical culture that is present within TCS, along with elements of market culture. Initial coding resulted in categories such as 'task-oriented,' 'efficiency,' and 'oversight.' These categories support the assertion of a hierarchical culture at TCS that has standardized rules and procedures, as well as control and accountability mechanisms that support the generation of efficient, reliable and predictable Divisional outputs.

Associated concepts related include: 'supporting clients,' as well as 'adapting to new technology,' 'continuously trying to improve' and 'modernization.' These concepts highlight the market culture in the work environment that is externally focused and driven to adapt to external client needs.

#### TCS CVF #2 – Organizational Leadership

TCS is identified as having a strongly hierarchical culture in regards to organizational leadership. The data indicates that TCS operating environments follow formal procedures that govern what staff do, with decisions being made by those with clearly established lines of power. A weak clan culture exists in the developmental opportunities afforded to staff through 'AR' positions, which allow staff to temporarily perform management work as this is indicative of a culture that values employee development.

*Developing Staff.* The culture audit revealed that the emphasis for staff development is largely self-directed by individuals and is reliant upon 'showing initiative,' doing online courses through the City of Toronto learning website or by 'requesting extra work.' Though the audit revealed that it was perceived to be difficult to advance individual careers, in comparison with other Divisions, it was deemed to be less burdensome. In particular, 'AR' or alternate rate opportunities were seen as a good way of gaining exposure to managerial responsibilities that are highly valued by the workforce.

As with TESS' analysis, the audit revealed that good work is 'rewarded' with more work. The TCS audit revealed that appreciation is shown through gestures such as emails thanking staff and the provision of 'treats' within the office. So while good work is rewarded with more work, there is an effort made by management to acknowledge this work performed by individual staff members, which is appreciated by staff.

*Centralized Decision Making Processes.* Decision making procedures explored in the culture audit reinforce the elements of hierarchical culture within TCS. The audit revealed that decision making is largely a function of management, with a top-down decision making framework in

place in which staff are informed of a decision with a date, with process training and a roll-out date to follow.

The audit also revealed the frustration with consultations that aren't responsive to the received feedback. For example, consulting staff and soliciting feedback was seen as disingenuous when the feedback is not used to inform the decision making process.

Staff did appreciate the ability to submit "change requests" for process issues that arise through the technology that the Division uses to manage client files, another indication of the Division's market characteristics in that it is technologically advanced.

### TCS CVF #3 – Management of Employees

The results from the analysis of the 'Office Walk Through,' 'Office Map,' 'Daily Diary' and culture audit assert that in regards to employee management TCS has an evenly blended culture of hierarchical, clan and market type cultures.

*Managing Employees.* Similar to the other Divisions, the culture audit data for TCS highlighted that the desired behaviours of staff are those that would be expected in a professional work environment. Data from the 'Priority Tree' exercise supported the prioritization of staff possessing highly developed professional and interpersonal skills and applying them through expected (prioritized) teamwork and customer service.

In contrast to this strong value of personal development and excellence, the culture audit highlighted the lack of support within the workplace to actually ensure that these skills are being utilized. The analysis highlighted the inconsistent addressing of undesirable actions, as well as the lengthy process to address these issues. As with other Divisions, issues with staff are often not directly addressed. Instead, the group is addressed broadly and the individual exhibiting the behavior is not held accountable.

This aversion to directly addressing problematic staff is frustrating to staff and creates low morale. As with TESS' analysis, there is a perception of hesitancy on behalf of management to address problematic behavior of staff who have been with the organization for an extended period of time.

*Working Environment – Getting the work done.* A component of the culture audit focused on *how* the work of the Division is completed. The data analysis reveals an interesting blend of culture types, as well as disparity between espoused values and actual working procedures for completing Divisional work. These disparities are not unique to TCS. Indeed, as both the SSHA and TESS analyses revealed, all three Divisions have strongly espoused values of professionalism and strong interpersonal skills, which are not actively supported through the Divisional working environments. In this way, the broader Divisional structure of getting the work done is not addressed, and staff are expected to be resilient to working in challenging working environments.

For TCS, the culture audit highlighted that work is generally done individually, though teamwork is often utilized for collaboration on difficult or ambiguous cases, or to catch up on

work. The audit also revealed that staff are entrusted with the flexibility and discretion to prioritize how they manage their work. These observations highlight the clan culture of TCS.

This analysis gets at the heart of why TCS' culture is challenging to assess. On the one hand, formalized hierarchical procedures govern what staff can do and are very prescriptive. However, staff soften their perception of this hierarchical culture by having a strong clan sub-culture that is hyper-aware of how emotions and interpersonal relationships with colleagues impact upon the working environment.

Analysis of data from the 'Daily Diary' exercise of the culture probe furthers this assessment of a blended culture related to Management of Employees. In Table 7 the strengths and challenges of working in TCS are summarized. The first three strengths listed highlight TCS' elements of clan culture, which supports shared values and goals, as well as cohesion within the Division. The concept of technology as an aid to work supports the elements of market culture within the Division. Perhaps counterintuitively, the majority of the negative elements of the TCS' work environment are associated with change. This is similar to the analysis of SSHA's culture, where the assumption that flexibility and relative autonomy in the workplace environment would lead to better coping mechanisms for dealing with and managing change was proven incorrect. It is possible that, similar to SSHA, the extra effort it takes staff to organize themselves and prioritize their caseload – however much the flexibility and autonomy is appreciated – reduces the amount of bandwidth that they have available for processing change.

**Table 7 - Strengths & Challenges in TCS' working environment**

<b>TCS – Strengths &amp; Challenges in Working Environment</b>	
<b>Strengths</b>	<b>Challenges</b>
<ul style="list-style-type: none"> <li>• Appreciation of colleagues</li> <li>• Self-reflection in the workplace</li> <li>• Teamwork helps solve problems</li> <li>• Technology aids work</li> <li>• When staff at all levels of the organization engage in learning, clients benefit</li> <li>• Creativity promotes inclusivity</li> <li>• Feeling appreciated increases productivity</li> </ul>	<ul style="list-style-type: none"> <li>• Volume of work causes anxiety with staff, which is transferred to clients</li> <li>• Loss of control causes anxiety</li> <li>• Change causes tension</li> </ul>

*Working Environment – Physical Structures.* The organizational culture probe activities of the ‘Office Map’ and ‘Office Walk Through’ identified physical aspects of the TCS work environment and associated feelings that ultimately have influence on its organizational culture.

Similar to both TESS and SSHA, gathering spaces such as the triage area, kitchen and lunchroom spaces were seen as the most-lively places within the office. As well, caseworker desks and the triage counter were seen as the most productive areas. These are areas in TCS where clients meet with workers to work towards achieving their goals.

As with the other Divisions, the context within which a space is characterized is important. Aside from the ‘least visited’ category, triage at TCS was listed in all other categories (most visited, most lively, most frustrating, most productive). The triage (front counter) space is seen as being integral to the operation of the office. Unlike the other Divisions, in TCS supervisor’s offices are visited frequently for approvals. This need to seek management approval for tasks reinforces the hierarchical elements of TCS’ culture.

The ‘Office Walk Through’ exercise characterized the feelings that physical spaces in TCS offices evoke within staff. The results of this exercise highlighted two dominant feelings that emerged throughout TCS office spaces. The first is categorized by feelings of intrusion. Concepts associated with this category include:

- No one smiles as they walk by
- Feelings of intimidation
- Confusing
- Unsure due to many signs stating what *can’t* be done

The second feeling that was categorized from the data is described as: ‘second chances,’ and has the associated concepts of:

- Trying to make friendlier
- Staff warmed up
- Feeling comfortable
- Smiles

While the data analysis yielded results that initially characterized TCS office spaces as confusing and unwelcoming, by pausing and observing, the data revealed a change in opinion and also a willingness to attempt to make office spaces better for clients. This result is important, as it highlights how important first impressions are when entering office space, underscores the clan culture elements that are present within TCS’ organizational culture and reinforces the observation that TCS has a reflective nature.

#### TCS CVF #4 – Organizational Glue

As with TESS and TCS, this CVF category explores the bonding mechanisms that hold the organization together. For TCS, the espoused glue is the access to and delivery of quality childcare for Toronto families. Efficient delivery of services that are externally focused supports the analysis so far that the TCS organizational culture has elements of both hierarchy and market cultures.

As has previously been discussed in the two preceding Divisional culture profiles, the analysis of the ‘Photo Exercise’ of the cultural probe indicates three strong themes that underpin the largest component of the organizational glue:

- Supportive relationships with colleagues
- Opportunity for growth, both personal and with clients
- Successfully assisting clients in reaching their goals/navigating the system

For a recap on this common assessment among the three Divisions, please see pages 34 through 36. In Figure 4 on page 35, a sampling of organizational probe Colleague Exercise samples are shown.

#### TCS CVF #5 – Strategic Emphases

This analysis again highlights the strongly blended culture of the TCS operating environment. While strong elements of market culture exist that are focused on outcomes, client needs and leveraging technology and new approaches to service delivery, there are also aspects of hierarchical and clan cultures present in how the Division strategically approaches goal achievement.

Data from the ‘6 word story’ cultural probe exercise and the culture audit questions related to how work is accomplished within the Division were analyzed in determining results. Culture audit data characterized Divisional work as strongly individualized, with a primary focus on results as opposed to method. Themes that emerged from the TCS data supported prior analysis of a blended workplace culture, with predominant elements of a market culture, and weaker elements of adhocracy and clan culture.

Market cultures focus predominantly on results, and the data found that the underlying value espoused by TCS for completing work is results-driven. While staff have control over how the work gets done, an observation that lends to elements of an adhocracy culture, the predominant focus is the output of work completion.

TCS data for strategic emphases highlighted the importance of staff commitment and engagement in the work environment in regards to getting the work done.

As a Division, themes related to emotions and staff relationships have been predominant throughout the results. This observation holds with Strategic Emphases as well. TCS data highlights the importance of staff engagement in achieving organizational goals. As the breakout box above shows, staff engagement was apparent in both the positive workplace aspects, and characteristics that need addressing in the ‘6 word story’ exercise. These results speak to TCS’ clan culture.

Themes that emerged from the ‘6 word story’ data that characterize the current operating environment include:

- Genuine customer service
- Positive outcomes
- The process of helping (service delivery)
- Supportive colleagues

These themes support the blended culture analysis for this CVF category. While market elements are clearly present in the focus on outcomes and clients, the presence of themes and concepts related to positive colleague relationships highlights the presence of clan-culture elements.

Opportunities for improvement in this organizational culture analysis include addressing the absence of positive hierarchical values, such as consistency and clarity in the work environment.

Clan culture elements also have the opportunity to be improved upon, to increase organizational efficiency. Themes and related concepts that emerged in regards to opportunities for Divisional improvement include:

- Valuing staff more
  - Increased opportunities for training
  - Strategies to improve moral and dedication
- Communication
  - Increased meaningful communication with management
- Improvements in service delivery
- Improved consistency
- More use of technology

While valuing staff more speaks to improvement to the clan-culture elements, improving communication and improvements in service delivery speak to the absence of some positive hierarchical elements related to consistency, stability and predictability in the workplace environment.

#### TCS CVF #6 – Criteria of Success

As with the other Divisions, auditing the Criteria of Success highlights the discrepancies between the espoused values as seen in the vision, mission and values statements of the Division, and the actual organizational culture. The vision, mission and value statements of TCS support the analysis of a blended organizational culture of TCS. The mission statement exemplifies the espoused hierarchical culture elements of TCS that are focused on predictability, efficiency and stability through the goal of promoting access to a well-planned and managed system (City of Toronto, 2016b).

While espoused values reveal a hierarchical operating environment with strong clan sub-culture, in actuality the analysis reveals that TCS Criteria of Success are met through predominantly market-culture elements that emphasize goal achievement, personal success and is a results-oriented culture.

*Improving supportive work environments.* TCS' philosophy of service delivery supports the elements of clan culture that have appeared throughout this culture audit, with a focus on staff commitment and continued training as being integral pieces of a service system that provides consistent and predictable services to clients. As has been seen in the other Divisional organizational culture analyses, though, the *conditions* needed to support a strong clan culture are not built in to the operating of the Division, and instead are staff-driven and sustained. As with TESS and SSHA, the Division relies heavily on individual staff competencies and positive attributes to meet its organizational goals, but falls short of providing healthy work environments to sustain these individual characteristics.

*Responding to external forces.* The outward focus and attention to detail of the philosophy statement of TCS underscore its strong market culture that is externally focused and constantly evolving to meet external demands. As has been discussed, results from the 'Daily Diary' and 'Priority Tree' further this analysis, with strong themes of 'Customer Service,' 'Workplace

Professionalism,' and 'Personal positive qualities' identified as 'most prioritized' in the Division. High quantities of work impede upon both employee morale and opportunity to engage in creativity and innovative work. High volumes of work also create feelings of tension and loss of control within the workplace.

*Quantity of work.* Analyzing data from the Daily Diary exercise in addition to the traditional culture audit revealed that high workloads impede upon both employee morale and opportunity to engage in innovative and creative work. High volumes of work also create feelings of tension and loss of control within the workplace.

As was discussed in the audit of CVF #5, there are gaps in the espoused values of the Division and the actual operating environment, especially as they relate to espoused clan-culture elements.

#### 5.4 – Summary of Organizational Culture Profiles

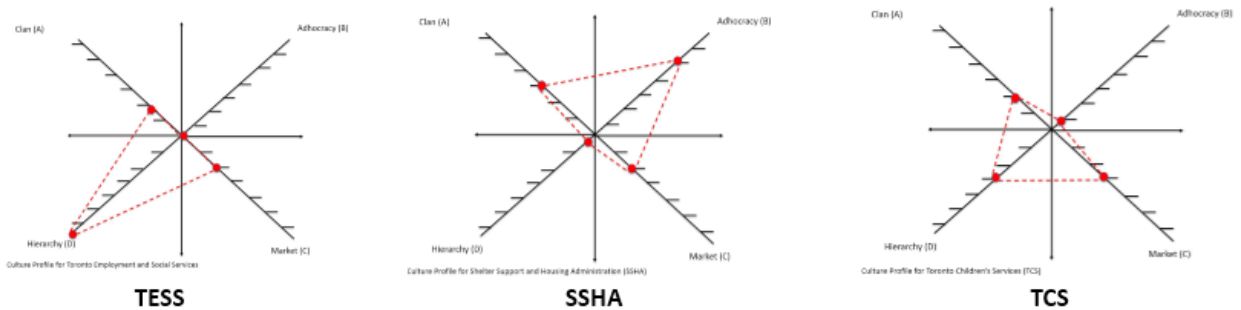
As the above findings have demonstrated, the organizational culture types as determined through data analysis of the culture audit and organizational culture probes reveal three Divisions with relatively distinct organizational cultures. Interestingly and importantly, the CVF category ‘Organizational Glue’ found similar findings among all three Divisions. This is important, as the commonality of valuing peer-to-peer support and relationships within the workplace, as well as the desire to have engaged, supportive and inviting management staff among the three Divisions can be leveraged as integration efforts with the project continue to progress.

Table 8 summarizes the over findings of culture type by CVF category. The totality of these findings form the overall culture profile type of each Division using the OCAI instrument. In Figure 8 on the following page, the three visual representations of the Divisional cultural profiles are shown, side by side for visual comparison.

**Table 8 – Summary – Culture Profiles for TESS, SSHA & TCS**

CVF Category	Culture Profile		
	TESS	SSHA	TCS
Dominant Characteristics	Hierarchical	Adhocracy	Hierarchical with elements of market & clan
Organizational Leadership	Hierarchical/market	Adhocracy/market	Hierarchical/clan
Management of Employees	Hierarchical/market	Adhocracy/market	Hierarchy/market/clan
Organization Glue	Dominant hierarchical with strong clan sub-culture	Dominant market culture with strong clan sub-culture	Dominant hierarchical and market cultures with strong clan sub-culture
Strategic Emphases	Hierarchical	Adhocracy/market	Strong market, with elements of clan and adhocracy
Criteria of Success	Dominant hierarchical culture	Adhocracy	Strong market culture

	masks elements of Clan culture		
Final Organizational Culture Profile	<b>Dominant hierarchical culture</b> with some market culture; clan sub-culture	<b>Dominant adhocracy culture</b> , with some market culture; clan sub-culture	<b>Blended hierarchical and market culture</b> , with elements of adhocracy and clan sub-culture



**Figure 7 - Side-by-side Organizational Culture Profiles TESS, SSHA, TCS**

As the visual comparison shows, each Division has a distinct culture profile type. In particular, TESS and SSHA are virtual opposites of each other. These findings are important, as the Human Service Integration project is mandated to integrate services from across the three Divisions. The value of the visual representation of the three organizational cultures cannot be understated. These representations provide tangible visualizations of an often intangible and abstract concept.

Of the three cultures, Toronto Children’s Services has the most balanced, or least extreme, culture profile type. Presumably this will give TCS an advantage when undertaking the work to shift their culture towards an integrated, future state culture. Following the creation of the three Divisional culture profiles, the Cultural Architects Working Group (CAWG) co-wrote integrated values, vision and purpose statements, to guide the creation of a future state culture profile, to which all three Divisions, collaboratively, will work to shift their cultures towards. The following section explores the future state organizational culture profile.

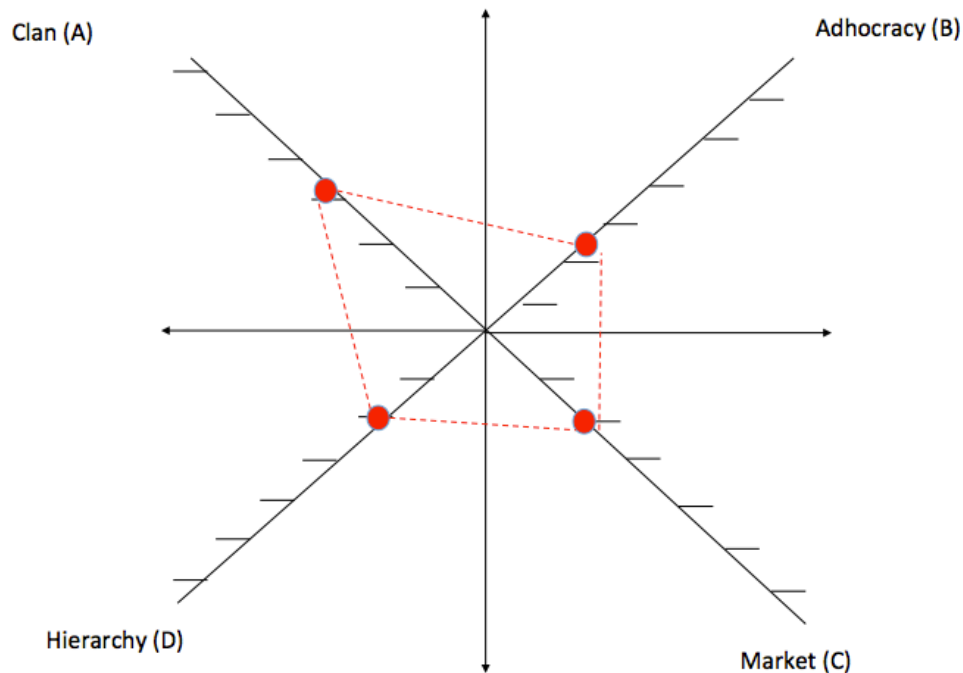
## 6 Future State Organizational Culture & Gap Analysis

The Cultural Architects working group also undertook the task of writing integrated vision, values and purpose statements. The purpose of this exercise was to create a future state culture profile such that the current organizational culture states could be compared to the vision for the future.

Over the course of four meetings, the working group wrote a compelling future state vision, using the existing three Divisional statements, as well as the original 2014 Human Services Integration project vision statement (see Appendix E for vision, values and purpose statements).

As a guide, Jim Collins' (2002) Vision Framework tool was used to guide the discussion. Using the tool helped to focus the discussion, as it asks participants definitive questions that help to hone in on true values held by the organization.

Once the future state vision, purpose and values were written, the OCAI was then completed by each of the working group members, and their scores averaged to create the diagrammatic future state organizational culture profile seen in Figure 9 below. Working group members used the vision, purpose and value statements that they co-wrote to guide the completion of the OCAI. The tangible representation of future state culture was then used to compare and contrast the current organizational cultures with the desired future state.



**Figure 8 - Future State Organizational Culture Profile**

The future state organizational culture profile is quite balanced. Adhocracy, market and hierarchical components of the profile type all have a similar weight in the overall profile type. Unsurprisingly, the clan culture type factors more prominently in the profile type. This

observation mimics the findings of the culture audit, which found that within each of the three Divisions, the category ‘Organizational Glue,’ which describes the factors that bind individuals in an organization together, had similar components across the Divisions. Each of the three Divisions is held together by strongly united staff, who are committed to working together to best support themselves and marginalized and vulnerable clients. This finding stresses the importance of clan culture in human service delivery work environments, and highlights the fundamental importance and necessity in both nurturing and growing this characteristic of work environments.

## 6.1 Gap Analysis

The Cultural Architects working group undertook the work of conducting a gap analysis between the current organizational culture profiles and the future desired culture profile utilizing the organizational culture profiles and aided by the visual representations of culture.

The gap analysis identified 14 gaps between current and future state that were subsequently categorized into three broad areas of focus. Identified gaps are characterized as ‘critical few’ behaviours. ‘Critical few’ are defined as being key behaviours to focus on in the transformation process, in order to best support the integrated future state operating environment. They are also easily spread from one employee to another such that they become habitual and widespread through an organization. Senior leaders within an organization must also adopt these new behaviours as the recognition by staff that senior leaders are also shifting is an important component of the change process (Katzenbach, von Post & Thomas, 2014).

Ideally, approximately three ‘critical few’ should be identified to focus on. Attempting to focus on too many behaviours at once risks ineffective change. As has been previously discussed, attempting to change and failing is often more damaging than doing nothing at all. As well, the process of undertaking a culture audit and gap analysis is a cyclical one, and should be built into the strategic thinking of the Divisions to continually inform organizational improvement and transformation. Culture is not static, and so the process should be repeated at regular intervals to ensure that the organization is working to achieve the correct goals.

The three identified critical few behaviours follow.

### Gap # 1 – Communication

The gap analysis revealed that there is a gap in how the organization currently communicates, with primary communication means being email, with less emphasis on face-to-face conversations. Communication is one-way, largely directive and often task-oriented. Though this differs to a degree between Divisions, the underlying behavior to address is that a better job can be done of communicating to staff in a way that is meaningful and engaging. In particular, the working group identified that quality of communication was much more important than the quantity of information provided.

This distinction was important to make, as two of the three Divisions (TESS and TCS) have robust communication platforms, where large quantities of information are distributed through online channels such as email and internal websites. While the importance of sharing of information should not be minimized, at the heart of this gap is the distinction that the

information being shared is under-utilized and under consumed, as it is not shared in a way that encourages staff to engage in understanding, using and sharing the information.

The behavior identified to focus on was the quality of communication in the future. Communication should be two-way, encourage face-to-face interactions and be utilized to share a variety of information throughout the organization, including task-based and strategic communications regarding organizational priorities. Shifting this behavior will contribute to the balancing of hierarchical, market and adhocracy elements of the current state cultures of the Divisions. For TESS, this will mean shifting from less hierarchical elements of culture. For SSHA, introducing some hierarchical elements of discipline regarding communication will ultimately strengthen the integrated future state culture.

### Gap # 2 – Career Development

The second gap that was identified was that there is a lack of availability of meaningful career development opportunities. Though the City of Toronto has a Talent Blueprint – an HR strategy for developing and recruiting talent – the culture audit highlighted the perception in the organization that meaningful career development opportunities, both formal and informal, are not widely available.

Among the three Divisions there are variances in how career development opportunities are created and shared. For instance, as previously identified in the culture audit, both TCS and SSHA have relatively robust career development opportunities, where unionized staff can compete for informal management roles in the form of an ‘alternate rate’ (AR) supervisor position. In these Divisions, staff feel more supported than staff who work within TESS in their pursuit of career growth and development.

Overall, however, it was identified that there was room for improvement. The focus on informal opportunities was identified as a relatively easy and affordable way to improve access to career growth opportunities. In this instance, the Cultural Architect Working Group itself was identified as a growth opportunity. Staff participated in analysis and visioning exercises (culture audit, gap analysis, vision statement writing) that they would not normally be exposed to. Indeed, one of the CAWG members delayed her retirement from the public service in order to fully participate in the work of the group as she was so taken with the opportunity to engage in her work in new and meaningful ways.

The behavior identified to shift to the future state culture is that of access to opportunities for staff that are seen as adding value to their professional and personal growth and development. This shift will contribute to the necessary increase in the clan culture type that is needed to shift to the future state organizational culture profile, in which the clan culture factors significantly.

### Gap #3 – Emotional Intelligence

The final gap identified is the general lack of warmth in the workplace environments. The culture audit identified the strong sub-culture of clan culture type that runs as an under-current throughout the three Divisions. This clan sub-culture is representative of the strong bonds that form between pockets of staff. Also identified in the culture audit was the disproportionate impact that negative staff behaviours had upon both staff and clients in the workplaces. This

behaviour was not isolated to frontline staff, occurring between management staff, as well as laterally between staff and management, and it is indicative of how pervasive the lack of emotional intelligence is within the workplaces.

Emotional intelligence is the capacity for an individual to manage their emotions, as well as be self-aware of how the expression of their emotions impacts upon others. Heightened levels of emotional intelligence allow individuals to handle interpersonal relationships with judiciously and with empathy. The behaviour identified to focus on is the strengthening of levels of emotional intelligence in staff, at all levels of the organization.

### Closing the Gaps – Recommendations

Four recommendations may assist in closing the three gaps. It is suggested that all recommendations be piloted, to allow for evaluation and potential redesign. Below, four possible solutions to closing the three identified gaps are explored in detail.

#### Solution 1 - Feedback Forums

To close the communication gap, different ways of communicating with staff are needed. A feedback forum is an intentionally created place where staff gather to receive and engage with information. The gap analysis determined that communication needs to be conducted in ways that spur engagement, incorporation and use of the information provided. Feedback forums can be uniquely designed to meet the needs of meeting hosts, including use of interactive activities and small group discussions. Feedback forums also encourage interaction between varying levels of staff, improving communications between different staff groups. In addition, forums increase validation of feedback and promotion of in-person dialogue, increasing management awareness of workforce needs. Finally, forums help to prime organizations for change, through sustained involvement in the process. Piloting the use of feedback forums as more intentionally designed spaces to enhance communication would allow the Divisions to evaluate the effectiveness of this strategy.

#### Solution 2 – Pop Up Cafes

Communication between staff and clients, and across Divisional boundaries is another way that to improve communication. Pop up cafes are suggested to enable staff from across the three Divisions to learn more about the HSI project, and other Divisional initiatives that have impacts upon their work environments. Cafes would exist for short periods of time, once a month, in rotating office spaces across the three Divisions. Cafes create informal space where clients and staff can continue to build relationships, trust and empathy. Cafes are also another example of an engaging platform for HSI project staff, and other change initiative staff, to share information with clients, management and staff, as well as receive feedback on initiatives.

#### Solution 3 – Integration Expert Network

Across the three Divisions there are groups of staff who are already involved in change work. These individuals have various labels – ‘change champs,’ ‘cultural architects,’ and ‘change agents,’ for example. Bringing these groups together to form an ‘expert network’ of employees who can establish peer-to-peer communication regarding the HSI project and other change

initiatives promotes integration across the Divisions, as well as supports communication, and fills the gap of constant, on-the-ground awareness of change initiatives. Staff have indicated that in-person dialogue is one of the best ways of raising awareness of change initiatives, as well as encourages engagement in the material being presented. This solution creates a new communication channel, while promoting peer-to-peer engagement.

#### Solution 4 – Emotional Intelligence Awareness Raising Sessions

Emotional intelligence awareness raising sessions are proposed to address the gaps in both employee developmental opportunities and in consistency of healthy, supportive workplaces. Awareness raising sessions are similar to training sessions, but much shorter. The purpose of an awareness raising session is to introduce a topic, such that awareness about the issue is raised. This solution proposes that staff and supervisors who would like to further develop or utilize their facilitation skills be utilized to deliver awareness raising sessions to groups of staff across the three Divisions. By piloting these sessions, the Divisions can evaluate how staff at all levels are embracing the sessions, and whether or not they find them useful and relevant to their current work environments. These awareness raising sessions will help to build organizational readiness and capacity for change, as well as increase workplace cohesiveness.

#### Summary of Gap Analysis

Along with the detailed culture profiles, the three identified gaps in culture between current and future culture profiles, as well as the associated three critical few behaviours will provide the foundation for the HSI project team to develop concrete steps to be taken to address, and ultimately shift, these behaviours.

It is important that the three Divisions focus on shifting culture and behaviours in a collective manner. Human nature draws us to apply findings to our unique circumstances and focus on our immediate work environments, as they are in our immediate span of control. The act of undertaking a collective gap analysis emphasizes the value of collaboration and connectedness in doing change management work when integrating services.

## 7 Conclusion

This report has analyzed and summarized the dominant organizational characteristics of the three Divisions participating in the Human Services Integration (HSI) project. Collecting rich qualitative data from across the three Divisions has facilitated an in-depth and nuanced look at their organizational cultures.

Importantly, key points of strength were identified in each of the Divisional culture profiles, sometimes counter to the prevailing assumptions about whether certain Divisional cultures are seen as ‘positive’ or ‘negative.’ Significantly, the importance of supportive staff relationships and work environments was highlighted through the culture audit. All three Divisions have an underlying clan sub-culture that sustains, supports and energizes staff in their work.

Having a firmer grasp on the current organizational cultures within the three Divisions has been immensely useful in highlighting the deeply held, underlying values and beliefs that are both supportive of and detrimental to large change initiatives. As well, the very process of forming a cross-divisional working group and then collaboratively working through the culture audit and gap analysis was important to the change process, as it highlighted the value in creating space for collaboration, sharing and learning. A key component to the successful shifting of three distinct organizational cultures into a more common future culture will be the creation and maintenance of time and space for staff to work together, across programs, Divisions and geographical locations.

The Human Services Integration project is an exciting project that is transforming the way the City of Toronto delivers services to some of its most vulnerable clients. Though change is often difficult, especially within large bureaucratic organizations, with a clear understanding of the current organizational cultures across the three Divisions, active management of culture can now be undertaken, such that the success of the integration of the three Divisions Access and Intake components of the three main income support programs is attainable.

### 7.1 – Recommendations

After reviewing the organizational culture profiles and gap analysis and reflecting upon the work of the Cultural Architects Working Group, two recommendations have been made to further inform the development of a change management strategy, and to ensure that the findings of this report continue to positively contribute to the work of the Human Services Integration project. The recommendations are detailed below.

#### 7.1.1 – Recommendation 1

The first recommendation is that the results of the culture audit be widely shared across the three Divisions, to encourage awareness-raising regarding the importance of understanding organizational culture, especially as it relates to successfully implementing transformational changes in a work environment.

#### 7.1.2 – Recommendation 2

The second recommendation is that a practical and comprehensive strategy for addressing the three gaps be developed and implemented with concrete actions that can be taken to

ensure the successful shift in cultures from current state organizational cultures to the collective future state culture.

By socializing and creating widespread awareness of organizational culture and its importance, the project and the three Divisions can open the workplaces of the three Divisions to new ways of thinking about work environments. Talking through the challenging aspects of organizational culture will allow the organization to begin addressing the gaps in culture that finally need to be addressed and shifted. Sharing these results and raising awareness of the unique organizational cultures also creates the time and space for staff across the Divisions to celebrate the positive aspects of their culture, while becoming more familiar and comfortable with the coming changes to workplace environments.

The second recommendation is made to ensure that the work continues to develop in regards to shifting organizational cultures within the three Divisions. Shifting organizational culture requires time and patience and is not an easy undertaking. By creating practical and comprehensive solutions to closing the gaps between current and future state cultures, the HSI project team and the Divisions can begin to work on shifting the organizational cultures in more wide-reaching ways. The work of the CAWG and the HSI project itself is already creating ripples in culture, as both have necessitated the shift in behaviours, workplace interactions, and processes for completing work.

Organizational culture is both a group and an individual phenomenon. While the group endorses the initial leader's values that formed the bases of espoused and assumed values, making themselves visible through organizational artifacts, it is also individualized change and growth which will truly contribute to organizational culture change. Shifting organizational culture is both a personal and a communal process, which must be undertaken genuinely and authentically. The findings of this report are a key tool in the HSI project beginning the next step of shifting organizational culture.

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Appendix A – Sub-culture Reports – SSHA, TESS, TCS

See page 93.

Appendix B – Culture Audit Questions – Broad & Probing

#	CVF Category (Broad Audit Question)	Related Probing Culture Audit Questions
1	<b>Dominant Characteristics</b> – What the overall organization is like	<ul style="list-style-type: none"> <li>-What are your Divisional values/mission/vision statements?</li> <li>-Are they clearly communicated? Do staff understand their purpose in the Division?</li> </ul>
2	<b>Organizational Leadership</b> – leadership style and approach that permeate the organization	<ul style="list-style-type: none"> <li>-How are decisions made?</li> <li>-Who is invited to participate in decision making?</li> <li>-What is the tolerance for risk in your workplace?</li> <li>-What’s more important, the journey (method) or the outcome/end result?</li> <li>-How are undesirable staff actions discouraged?</li> </ul>
3	<b>Management of Employees</b> – how employees are managed and treated and what the working environment is like	<ul style="list-style-type: none"> <li>-How are employees treated day-to-day?</li> <li>-Do staff fee included in strategic planning/discussions about service delivery?</li> <li>-Are you ‘told’ what to do, or are you collaborative partners?</li> <li>-What is the ‘feel’ of your office environment?</li> <li>-Do staff feel supported with career advancement?</li> </ul>
4	<b>Organization Glue</b> – what bonding mechanisms hold the organization together	<ul style="list-style-type: none"> <li>-Does your work inspire you?</li> <li>-Do we feel that we’re making a difference?</li> <li>-Divisional values/mission/vision</li> </ul>
5	<b>Strategic Emphases</b> – what defines the areas of emphasis that drive an organization’s strategy	<ul style="list-style-type: none"> <li>-How do we get our work done?</li> <li>-Is there more of an emphasis on group collaboration or individual achievement?</li> <li>-Are results valued more than methods?</li> <li>-How are opportunities distributed?</li> </ul>
6	<b>Criteria of Success</b> - how is victory defined; what gets rewarded and celebrated	<ul style="list-style-type: none"> <li>-How are desirable actions rewarded?</li> <li>-How are staff expected to behave on a day-to-day basis?</li> </ul>

**Figure 2.1 The Organizational Culture Assessment Instrument–Current Profile**

<i>1. Dominant Characteristics</i>		<i>Now</i>	<i>Preferred</i>
A	The organization is a very personal place. It is like an extended family. People seem to share a lot of themselves.		
B	The organization is a very dynamic and entrepreneurial place. People are willing to stick their necks out and take risks.		
C	The organization is very results-oriented. A major concern is with getting the job done. People are very competitive and achievement-oriented.		
D	The organization is a very controlled and structured place. Formal procedures generally govern what people do.		
Total		100	100
<i>2. Organizational Leadership</i>		<i>Now</i>	<i>Preferred</i>
A	The leadership in the organization is generally considered to exemplify mentoring, facilitating, or nurturing.		
B	The leadership in the organization is generally considered to exemplify entrepreneurship, innovation, or risk taking.		
C	The leadership in the organization is generally considered to exemplify a no-nonsense, aggressive, results-oriented focus.		
D	The leadership in the organization is generally considered to exemplify coordinating, organizing, or smooth-running efficiency.		
Total		100	100


**Instrument–Current Profile, Cont’d.**

<i>3. Management of Employees</i>		<i>Now</i>	<i>Preferred</i>
A	The management style in the organization is characterized by teamwork, consensus, and participation.		
B	The management style in the organization is characterized by individual risk taking, innovation, freedom, and uniqueness.		
C	The management style in the organization is characterized by hard-driving competitiveness, high demands, and achievement.		
D	The management style in the organization is characterized by security of employment, conformity, predictability, and stability in relationships.		
Total		100	100
<i>4. Organization Glue</i>		<i>Now</i>	<i>Preferred</i>
A	The glue that holds the organization together is loyalty and mutual trust. Commitment to this organization runs high.		
B	The glue that holds the organization together is commitment to innovation and development. There is an emphasis on being on the cutting edge.		
C	The glue that holds the organization together is the emphasis on achievement and goal accomplishment.		
D	The glue that holds the organization together is formal rules and policies. Maintaining a smooth-running organization is important.		
Total		100	100

**Instrument—Current Profile, Cont d.**

<i>5. Strategic Emphases</i>		<i>Now</i>	<i>Preferred</i>
A	The organization emphasizes human development. High trust, openness, and participation persist.		
B	The organization emphasizes acquiring new resources and creating new challenges. Trying new things and prospecting for opportunities are valued.		
C	The organization emphasizes competitive actions and achievement. Hitting stretch targets and winning in the marketplace are dominant.		
D	The organization emphasizes permanence and stability. Efficiency, control, and smooth operations are important.		
Total		100	100
<i>6. Criteria of Success</i>		<i>Now</i>	<i>Preferred</i>
A	The organization defines success on the basis of the development of human resources, teamwork, employee commitment, and concern for people.		
B	The organization defines success on the basis of having the most unique or newest products. It is a product leader and innovator.		
C	The organization defines success on the basis of winning in the marketplace and outpacing the competition. Competitive market leadership is key.		
D	The organization defines success on the basis of efficiency. Dependable delivery, smooth scheduling, and low-cost production are critical.		
Total		100	100


## Appendix D – Organizational Culture Probe – Activity Descriptions



**WELCOME**  
TO YOUR ORGANIZATIONAL CULTURAL PROBE

EVERYTHING YOU NEED TO KNOW ABOUT HOW TO COMPLETE YOUR ORGANIZATIONAL CULTURAL PROBE

### 1. HAVE FUN



- > Organizational cultural probes are tools used to explore organizational culture in a new, creative, provocative and unique way. Have fun - there are no wrong answers.
- > If you want to, include your colleagues. Ask them to contribute ideas to your probe. If you do choose to include others, please make a note of that when returning your completed probe.

### 2. COMPLETE IT IN 2 WEEKS



- > Please complete all of the activities in two weeks. Bring your completed probe with you to our May 5th meeting.
- > Feel free to keep the tools that are included in the probe. Just return what you had to work on.
- > If you're unsure, feel free to ask a colleague what they think. Or call (2-3096) or email (flenz@toronto.ca) Trish, and she'll help you!

### 1 - Activity: Draw a Map of Your Office

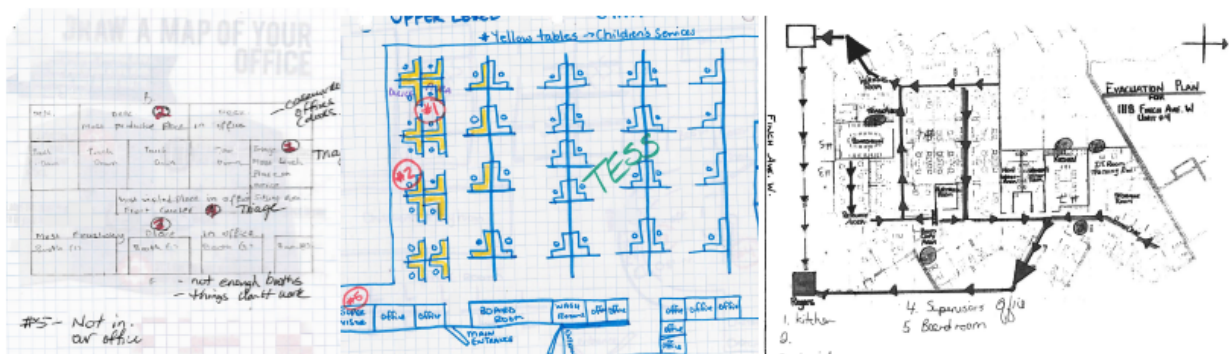


Figure 9 - Example, completed Draw a Map of Your Office exercises

**Task:** Participants draw a map (floor plan) of their office and mark on it:

- the most lively place
- the most productive place
- the most frustrating place
- the most visited place
- the least visited place

**Purpose:** By creatively engaging in drawing the floor plan map with minimal instruction and highlighting five unique places within their office spaces, staff highlight to them what is important in and about their work place and spaces. In this activity, space refers spatial and geographical locations, while place refers to socially meaningful end experienced spaces. By identifying spaces and places, a better characterization of how our physical environment impacts upon organizational culture can be explored.

## 2 - Activity: Take 7 Photos of Your Office Space



**Figure 10 - Example, completed Take 7 Photos of Your Office Space exercise**

**Task:** Using their own photographic devices, participants take 7 photos of their office space, including:

- Something that represents how you feel about your work.
- Something that represents your collective success at work.
- Something that makes you smile at work.
- A peaceful place at your work.
- What you appreciate most about your work.
- Anything you would like.

**Purpose:** Exploring organizational cultural using visual representations provides an alternate mechanism for exploring organizational culture. By asking participants to take photographs of concepts that we might traditionally characterize through spoken word, participants are challenged to seek new ways of characterizing organizational culture.

### 3 - Activity: Diagnosing Divisional Dinosaurs



Figure 11 - Example, Diagnosing Divisional Dinosaurs

**Task:** Using the toy dinosaurs provided, participants choose which dinosaur best represents their Division and then write an explanation as to why they chose the dinosaur that they did.

**Purpose:** Society has a long tradition of representing human constructs through the anthropomorphizing of animals. For example, the bull and bear as descriptors for various states of the stock market. By using dinosaurs instead of animals, this activity asks participants to reframe their Divisional cultures by using uncommon associations to draw out deeper connections with organizational culture. By anthropomorphizing our cultures through associations with dinosaurs, evocative links can be made. Examples of common characteristics of dinosaurs include: the tyrannosaurs rex as being thought of as dominant, predatory, and vicious, while the brontosaurus is often characterized as mild-mannered and passive.

### 4 - Activity: Priority Tree



Figure 12 - Example, completed Priority Tree exercises

**Task:** Participants are asked to examine a list of words describing organizations, such as "hierarchical" or "creative." Using the template of a tree, they are asked to choose words that represent their office cultures. Using the scissors and glue stick included, participants are asked to paste onto the tree the words that resonate the most with them, in order of descending relevance.

Participants are encouraged to also add their own words to the tree, using the blank word spaces provided.

**Purpose:** The priority tree activity asks participants to think about the different levels of social and organizational structure within their workplaces. Using the tree as a group-oriented metaphor to explore these aspects of organizational culture allows participants to provide rich feedback, allowing important conclusions to be drawn.

### 5- Activity: Office Walk Through

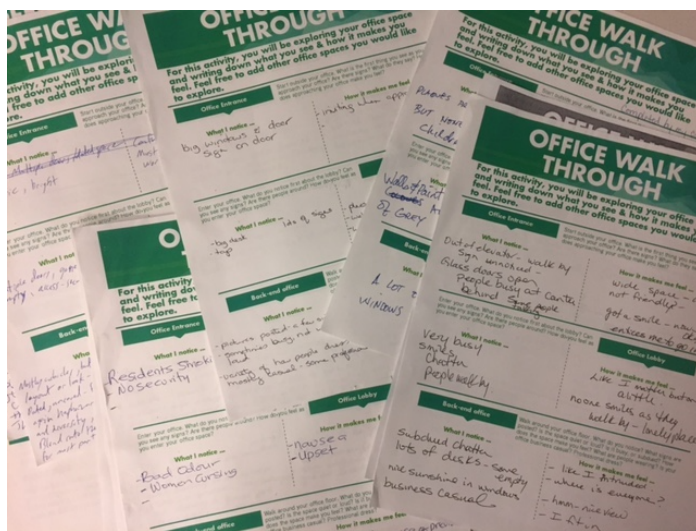


Figure 13 - Example, completed Office Walk Through exercises

**Task:** Using the worksheet provided, participants are asked to walk through their office workspaces and record what they see, and how it makes them feel. Physical spaces evoke physical and emotional responses in those who use and experience that space. Recording signage, noise levels, colours and smells will create rich and detailed characterizations of the office space, and how users of this space feel when they enter in to it.

**Purpose:** Diagnosing organizational culture involves exploring both audible and visible aspects of organizations, in addition to the norms, values and beliefs that constitute culture. Often diagnosing and exploring organizational culture happens in meeting rooms, away from the actual workplace that is under consideration. By taking the task of exploring organizational culture into the office space, richer and more nuanced insights into the physical and audible aspects of organizational culture can be gathered from participants.

### 6 - Activity: Daily Diary



**Figure 14 - Examples, Daily Diary exercise**

**Task:** Using the diary provided, participants are asked to make notes about their daily experiences at the office. Prompting questions on the instruction sheet are included.

**Purpose:** Writing down unique observations about the work place highlights the daily details that often go un-recorded in organizational cultural diagnosis, due to the familiar normality of the observation. In some cases, the observation may be of a mundane, 'taken-for-granted' aspect of daily work that would otherwise not be highlighted. Asking participants to make daily notes in a journal about their detailed work experiences further explores how employees experience working within the organization. These observations provide a deeper understanding into the

day-to-day, overly familiar ('routine') activities and observations from staff that might otherwise be lost in recollections of workplace culture.

## 7 - Activity: Characterizing Your Colleagues



Figure 15 - Example, completed Characterizing Your Colleagues exercises

**Task:** Using the markers and template provided, participants are asked to draw three characterizations of the types of colleague they encounter in their workplaces. Participants are asked to identify which type of colleague they would like to work alongside most often.

**Purpose:** Organizations necessarily involve interactions between colleagues. Exploring our perceptions of colleagues helps us to explore how our organizational culture is reflected in the staff that comprise our workplaces, the interactions between them and how our organizational culture supports or detracts from these interactions. Drawing generalized characterizations of colleagues is also perceived as a safe way of exploring interactions between staff that gleans honest feedback.

## 8 - Activity: Six Word Stories



**Figure 16 - Example, 6 Word Stories exercises**

**Task:** Participants are asked to write two six-word stories about their workplaces, and are provided a template with six blank spaces for words. The first story that participants are asked for requires them to explore what they like the most about their Division. The second story requires them to explore what they would like to improve within their Division.

**Purpose:** Ernest Hemingway's famous six-word story, "For sale: baby shoes, never worn," has served as a writing prompt for decades, necessarily forcing short and succinct pieces of writing. The six-word story invites pithiness and creativity in the written characterization of participant's workplaces – their most favorite aspects of work, and what they would most like to change. The six-word stories will provide insight into what is truly most important/most needing to change within participants work environments due to the necessity of the brevity of the exercise.

## Appendix E – Core Values, Purpose, Vision

### **Core Values**

- 1): Inclusive and client-centered service that optimizes use of resources through effective innovation and planning
- 2): Support and enhance client well-being through empowerment, choice and opportunity
- 3): Leadership and innovation in service design and delivery, informed by clients and in partnership with community
- 4): Fostering strength in a diverse, solutions-focused workforce that is key to organizational success
- 5): Recognizing that affordable housing, quality childcare, income and employment supports are fundamental human services that improve the lives and strengthen communities

### **Core Purpose**

To continually strengthen Toronto's social fabric

### **Vision**

Become an international leader in transforming lives through excellence and innovation in human services

### **Vision – Vivid Description**

The City of Toronto envisions an integrated and accessible human services system whereby all access channels lead to a single pathway towards affordable housing, quality childcare, essential financial benefits and employment supports.

We envision a simplified and streamlined system where clients are provided with increase choice and opportunity, treated with the utmost dignity and respect and feel empowered from the moment they make the decision to access human services in the City of Toronto.

We recognize that leadership, innovation and a diverse workforce are key to organizational success. We will continue to invest in and develop staff who are inspired and empowered to reduce barriers and increase equitable and positive outcomes.

We will seek ongoing input and feedback, listening and responding in ways that are meaningful and impactful because we believe in striving for excellence in service design and delivery

Appendix F – TESS Summary Table Organizational Culture

TESS Organizational Culture Analysis – Summary of Results		Strengths	Opportunities
<b>Dominant Characteristics</b>	<p>A <b>strong hierarchical culture</b>, driven by formal procedures that are strictly adhered to. There is a noticeable absence of formalized space for innovation and creativity in the workplace, with a strong emphasis on an outward presentation of professionalism and formality at the expense of healthy work environments. However, positive characteristics of this hierarchical work environment include clear and timely communication, which promotes excitement among workers and is a source of inspiration.</p>	<ul style="list-style-type: none"> <li>• Clear information, one-way communication</li> <li>• Clarity in process/procedure means less ambiguity in the workplace</li> <li>• Valuing of positive individual characteristics</li> </ul>	<ul style="list-style-type: none"> <li>• More focus on remembering the ‘humanity’ in the humans we work with, for and alongside</li> <li>• Effort to utilize bi-directional communication techniques, with genuine use of feedback</li> <li>• Better emphasis on healthy, welcoming workplace environments that support individuals both internal and external to the organization</li> </ul>
<b>Organizational Leadership</b>	<p>A <b>blended culture of market and hierarchical culture</b>, driven by a top-down decision making process that has historically valued formalized positions of authority as holding the correct knowledge required to make decisions. Decision making is seen to be a 'black or white' process, with clearly defined choices and little room for discretionary interpretation of the rules.</p>	<ul style="list-style-type: none"> <li>• Clarity in informational communication</li> <li>• Shift towards sharing more strategic info</li> <li>• Shift towards more inclusion of operational staff at all levels in decision-making processes</li> </ul>	<ul style="list-style-type: none"> <li>• More developmental opportunities for staff</li> <li>• Authentic inclusion of frontline staff and operational management at all levels in decision-making processes</li> <li>• More trust placed in the competencies of staff</li> <li>• Better use of motivated and engaged staff, who are looking to contribute their varied skills in different ways within the workplace</li> </ul>

TESS Organizational Culture Analysis – Summary of Results		Strengths	Opportunities
<b>Management of Employees</b>	<p>Management style is a blend between high demands and achievement and conformity, predictability and stability. These elements of the <b>hierarchical and market culture types</b> reinforce the formal and slightly distant nature of TESS' work environment. There is little genuine perception of the value of teamwork, though the appearance of teams succeeding together is a strong theme in this category. This causes incongruence between the espoused values of teamwork, and the underlying prioritization of value of individual achievement and personal attributes. A positive feature of the hierarchical and market culture of employee management, however, is that TESS employees seem to utilize the inflexibility in workplace procedures as a buffer against Divisional change. Predicted stability in some aspects of the work allows for better processing of change amongst staff in other areas.</p>	<ul style="list-style-type: none"> <li>• Flexibility in administrative decision making authority is valued and appreciated by staff</li> <li>• Strong clan sub-culture that supports staff relationships and pockets of supportive work environments</li> </ul>	<ul style="list-style-type: none"> <li>• Better alignment between espoused values of workplace professionalism with office structures that will sustain and support the continuation of these values</li> <li>• Organizationally supporting the clan sub-culture to become mainstream</li> <li>• Consistent treatment and supervision of staff</li> </ul>

TESS Organizational Culture Analysis – Summary of Results		Strengths	Opportunities
Organizational Glue	Espoused <b>hierarchical culture</b> that promotes adherence to formalized rules, policies and procedures. A <b>strong clan sub-culture</b> among staff who are mutually supportive of each other and interested in growth, who thrive when successfully assisting clients in accomplishing their goals is the true ‘glue’ in the organization that propels staff to deeply commit to working to achieve their personal best. <b>This sub-culture is consistent across the three Divisions for this CVF category.</b>	<ul style="list-style-type: none"> <li>• Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships</li> <li>• Dedication to compassionately supporting clients throughout their service journey</li> <li>• Belief that the workplace <i>can</i> become a more supportive environment (optimism)</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance workplace environments to integrate sub-clan culture into mainstream TESS culture</li> <li>• Encouraging use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and health relationships between colleagues</li> </ul>
Strategic Emphases	Strong emphasis is placed on efficiency in operations, including quantity of service interactions, dependable service delivery and control. While investment in staff is an espoused value of the Division, data do not support its existence in the operating environment. The dominant <b>hierarchical culture</b> of TESS frustrate attempts by staff to spend more time thinking strategically and creatively and do not support a healthy work environment that sustains individual positive attributes of staff, which are relied upon to achieve organizational goals.	<ul style="list-style-type: none"> <li>• Strong clan sub-culture that supports healthy relationships between staff and clients that drive organizational success</li> <li>• Hierarchical attributes, including professionalism and attention to customer service standards</li> </ul>	<ul style="list-style-type: none"> <li>• Workplace environments that sustain the elements of healthy workplace relationships, and customer service standards</li> <li>• Infusion of empathy and emotional intelligence into all layers of the organization, to inform a compassionate workplace environment</li> </ul>

TESS Organizational Culture Analysis – Summary of Results		Strengths	Opportunities
Criteria of Success	Disparity between espoused and actual values within the workplace exist in terms of definition of success at TESS. The espoused Divisional criteria for success relates to the successful completion of high volumes of work, in addition to meeting of service standards, which are tracked and reported on. This espoused value runs counter to the <b>true underlying value of collaborative work</b> and service to others that inspires workers to form supportive groups of colleagues who all strive to help clients achieve their goals. This <b>underlying clan culture</b> is often masked by the <b>dominant hierarchical culture</b> , which prioritizes operational efficiency and strict adherence to formalized processes and rules.	<ul style="list-style-type: none"> <li>• Strong clan sub-culture that invigorates and motivates staff</li> <li>• Genuine investment in helping clients to achieve their goals defines organizational success</li> </ul>	<ul style="list-style-type: none"> <li>• Aligning espoused and true organizational values, which are more centred on the achievement of reaching goals</li> <li>• Reimagining celebratory events to better resonate with all levels of staff within the Division</li> </ul>
Final Culture	Strong <b>hierarchical culture</b> , with some market culture characteristics. Complete absence of adhocracy culture, while the few elements of clan culture that exist being largely masked by the dominant hierarchical culture.		

Appendix G – SSHA Summary Table Organizational Culture

SSHA Organizational Culture Analysis – SUMMARY OF RESULTS		Strengths	Opportunities
<b>Dominant Characteristics</b>	A <b>predominant culture of adhocracy</b> and informality exists at SSHA. Characterized by weak formalized procedures and an inconsistent operating processes, strong emphasis is instead placed upon the individual competencies of staff to get the work done. While the flexibility of an adhocracy culture has identifiable benefits for staff, the accompanying uncertainty, lack of clarity and inconsistency in communication lead to frustration and inefficiencies in workplace productivity.	<ul style="list-style-type: none"> <li>• Informal and decentralized operating environment encourages innovation and adaptability throughout the organization</li> <li>• Valuing of positive individual characteristics in staff</li> </ul>	<ul style="list-style-type: none"> <li>• Consistency and clarity in communication that is both informational and strategic in nature</li> <li>• Better emphasis on healthy, welcoming workplace environments that support individuals both internally and externally</li> </ul>
<b>Organizational Leadership</b>	Organizational leadership is characterized by a <b>blend between adhocracy and market cultures</b> . SSHA leadership is in part flexible and open to informal feedback from employees, while also being driven by market culture tendencies of prioritizing a results-oriented leadership style that heavily emphasizes use of individual staff competencies to achieve organizational success. Decision making is unclear, confusing and often poorly communicated, leading to frustration and ambiguity in the workforce in regards to organizational goals.	<ul style="list-style-type: none"> <li>• Support of staff to develop skills and advance careers, including access to management positions</li> <li>• Personal autonomy in regards to decision-making within the operating environment</li> <li>• Workplace environments that inspire and create space for creativity and innovation</li> </ul>	<ul style="list-style-type: none"> <li>• Authentic inclusion of frontline staff and operational management at all levels in decision-making processes</li> <li>• More consistent management practices, including clarity in decision making and structures that support addressing undesirable behavior across the organization</li> </ul>

<b>Management of Employees</b>	<p>Management of employees at SSHA is a blended culture of <b>adhocracy and market values</b>. Due to its dominant flexible and informal organizational culture, there is a strong adhocracy culture that inspires collaboration amongst employees to achieve organizational goals. A negative feature of this flexibility is that it seems to prevent staff from easily adapting to change. This is likely due to the constant state of uncertainty in all aspects of service delivery that staff operate in, making it difficult to manage change on top of navigating an unpredictable and informal operating environment. Market culture elements exist in the management of employees due to the heavy reliance on employee competitiveness and competency in order to meet the high demands of a challenging operating environment.</p>	<ul style="list-style-type: none"> <li>• Authentic use of teams encourages and inspires collaboration and workload sharing</li> <li>• Autonomy and empowerment of staff to make decisions that enable the work of the Division to get done</li> </ul>	<ul style="list-style-type: none"> <li>• Better definition and integration of organizational culture, including vision, mission and values of the workplace</li> <li>• Increased alignment between espoused and observed behaviours in workplace environments facilitated by staff at all organizational levels</li> <li>• Increase capacity of organization to adapt to change</li> </ul>
<b>Organizational Glue</b>	<p>A <b>dominant market culture</b> of goal accomplishment and achievement is the espoused culture of SSHA. However, a <b>strong clan sub-culture</b> of mutually supportive staff interested in personal growth, who thrive when successfully assisting clients in accomplishing their goals is the true ‘glue’ in the organization that propels staff to deeply commit to working to achieve their personal best. <b>This sub-culture is consistent across the three Divisions for this CVF category.</b></p>	<ul style="list-style-type: none"> <li>• Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships</li> <li>• Dedication to compassionately supporting clients throughout their service journey</li> <li>• Belief that the workplace <i>can</i> become a more supportive environment (optimism)</li> </ul>	<ul style="list-style-type: none"> <li>• Enhance workplace environments to integrate sub-clan culture into mainstream SSHA culture</li> <li>• Encourage use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and healthy relationships between colleagues</li> </ul>

Strategic Emphases	<p>Strategic emphasis is largely based on <b>adhocracy and market cultures</b>. Staff collaboration and participation in service delivery are emphasized as key to the organization meeting its service delivery goals. The absence of a dominant hierarchical structure perpetuates the informal nature of goal achievement, with managers downloading to staff creating an operating environment with an absence of clearly defined leaders. Instead, SSHA relies on a market culture of competent and driven staff competing to hit stretch targets by emphasizing personal positive attributes and professional capabilities.</p>	<ul style="list-style-type: none"> <li>• Strong clan sub-culture that supports healthy relationships between staff and clients, that drive organizational success</li> <li>• Informal work environment that inspires creativity and encourages growth and collaboration</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to make improvements in consistent and inspirational leadership who can motivate and engage staff</li> <li>• Infusion of positive elements of hierarchical cultures into adhocratic culture (eg: consistency in communication and management, clearly defined decision-making processes)</li> </ul>
Criteria of Success	<p><b>Dominant adhocracy culture</b> promotes positive staff behaviours that support success, including attempting new approaches to old problems. However, the culture does not support the staff behavior that the Division prioritizes as being necessary for success. Such behaviours include: strong customer service skills, professionalism and individual positive qualities and attributes of staff.</p>	<ul style="list-style-type: none"> <li>• Flexible working environment that inspires innovation within staff</li> <li>• Genuine investment in helping clients to achieve their goals defines organizational success</li> </ul>	<ul style="list-style-type: none"> <li>• Consistent recognition of staff and their contributions to the workplace</li> <li>• Incorporation of hierarchical values of stability, clarity in procedures and role purpose to efficiently drive the goals of the Division</li> <li>• Addressing the gaps in supportive work environments related to sustaining positive professional qualities</li> </ul>
Final Organizational Cultural Profile	<p>Strong <b>adhocracy culture</b>, with some <b>aspects of clan and market cultures</b>. No noticeable presence of hierarchical culture outside of the legislation that drives service delivery. In SSHA's case, including the positive elements of a hierarchical culture related to consistency and clarity would be beneficial.</p>		

## Appendix H – TCS Organizational Culture Summary Table

TCS Organizational Culture Analysis – SUMMARY OF RESULTS		Strengths	Opportunities
<b>Dominant Characteristics</b>	<p><b>Strong hierarchical culture with elements of clan and market culture.</b> Though highly process and task oriented, the Division has relatively strong <b>competing clan and market culture elements</b> which weaken the rigid culture often created in a hierarchical culture type workplace. Market culture elements present themselves in the manifestation of a results-driven work environment that is focused on the external client and their needs. As well, the advanced use of technology, relative to the other Divisions contributes to market culture elements of the Division.</p>	<ul style="list-style-type: none"> <li>• Robust communication structures that push information to staff</li> <li>• Valuing and recognition of positive individual characteristics in staff</li> <li>• Externally oriented, which increases responsiveness to client needs in a timely manner</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Improvement on more responsive and engaging communication strategies</li> <li>• More emphasis on healthy workplace environments through the active and intentional managing of undesirable workplace behaviours</li> <li>•</li> </ul>
<b>Organizational Leadership</b>	<p><b>Hierarchical organizational culture</b> in regards to leadership. Typical hierarchical elements such as formality, structure, authority and clear decision-making lines heavily influence leadership within the Division. Some <b>weak elements of clan culture</b> are apparent in the Divisional opportunities for staff to experience management roles and responsibilities through 'AR' positions, which allow staff to temporarily perform management work.</p>	<ul style="list-style-type: none"> <li>• Centralized decision making, which supports clarity in workplace environments</li> <li>• Work environments that are supportive of career growth and development</li> <li>• Increased efforts at authentically engaging between organizational layers</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Centralized decision making, which is perceived as being exclusively a management function</li> <li>• Continuing to improve authentic inclusion of frontline in decision-making processes</li> <li>• More consistent management practices that support addressing undesirable behavior across the organization</li> </ul>

<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Management of Employees</b></p>	<p><b>Evenly blended culture of hierarchy, market and clan culture.</b> Staff are organized according to specialization and ownership of individualized tasks. Formal structures and procedures, with clear lines of decision-making authority govern the workplace environments and are representative of a hierarchical culture. Clan culture elements exist as well, though. Teamwork is heavily prioritized by staff, despite the perception that management values this less. Heightened awareness and reflection within the workplace in regards to how colleague interactions impact one another highlight the clan culture elements within the Division. Finally, market culture elements are representative of the use of technology to deliver services to clients, as well as the strong outward focus of the Division on addressing external client needs.</p>	<ul style="list-style-type: none"> <li>▪ Informal use of teams by staff to manage workloads and problem solve challenging and/or complex cases</li> <li>▪ Autonomy and empowerment of staff to make decisions that enable the work of the Division to get done</li> <li>▪ Self-reflective elements that display an openness to constructively observe workplace environments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increase alignment between espoused and observed behaviours in workplace environments facilitated by staff at all organizational levels</li> <li>▪ Increase capacity of organization to adapt to change</li> </ul>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);"><b>Organizational Glue</b></p>	<p><b>Hierarchy and market culture characteristics</b> influence the Organizational Glue at TCS due to the strong focus on goal achievement and externally driven operating environment. As with the other two Divisions, a strong clan sub-culture of mutually supportive staff who are engaged, action-oriented and helpful to their peers and clients. As well, strong themes of growth emerged in this analysis. <b>This clan sub-culture is consistent across the three Divisions for this CVF category.</b></p>	<ul style="list-style-type: none"> <li>▪ Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships</li> <li>▪ Dedication to compassionately supporting clients throughout their service journey</li> <li>▪ Belief that the workplace <i>can</i> become a more supportive environment (optimism)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Encouraging use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and healthy relationships between colleagues</li> </ul>

Strategic Emphases	<p><b>Strong market culture</b> that is externally focused and driven by results. <b>Elements of adhocracy culture elements</b> in the organization of how strategic goals are accomplished, with de-centralized power structures that allow for staff choice in work organization and completion. <b>Elements of clan culture</b>, and its importance to strategic emphases, are also highlighted through the themes that emerge related to colleague relationships and their impact on office environments and client experiences of service delivery.</p>	<ul style="list-style-type: none"> <li>▪ Awareness of the importance of relationships between clients and staff, including how disruption in organizational operating environments can impact negatively upon client experiences with service delivery</li> <li>▪ Relatively autonomous workplace environments that allow staff to self-organize and empower them to make decisions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased meaningful communication between frontline staff and management at all levels</li> <li>▪ Increasing valuation of staff, including recognition of accomplishments and more opportunities to engage in learning and/or developmental opportunities</li> </ul>
Criteria of Success	<p><b>Strong market culture</b> that is externally focused and heavily reliant upon individualized success to drive business. Though clan and hierarchical elements are espoused, they are not readily present in the analysis of Divisional data.</p>	<ul style="list-style-type: none"> <li>▪ Awareness and responsiveness to client needs and external market forces drives service delivery efficiency and modernization</li> </ul>	<ul style="list-style-type: none"> <li>▪ Better alignment of espoused and true culture with the creation of more supportive workplace environments</li> </ul>
Final Organizational	<p>Varied culture, with <b>relatively even blend of dominant market and hierarchical culture attributes</b>. <b>Weaker elements of clan and slight adhocracy culture</b>. TCS was the only Division to have such variance in its organizational culture type. This variance should be thought of as an insulating factor to change. As elements of each organizational culture type exist within the organization, being exposed to new attributes related to these culture profiles should be less jarring than for Divisions where the culture type is absent.</p>		

# Organizational Culture Profile

Results from the Cultural Architects Working  
Group

## Toronto Employment & Social Services

November 2016

Prepared for the General Manager of TESS

# — OUTLINE

## 01

### BACKGROUND

- What did we do?
- What is organizational culture?
- Why does organizational culture matter?

## 02

### METHODOLOGY/ANALYSIS

- Competing values framework (CVF)
- Schein's Model
- Traditional culture audit
- Organizational Cultural Probes

## 03

### RESULTS

- How to interpret results
- TESS' organizational culture profile

## 04

### NOW WHAT

- Reframing our approach to change
- Next steps in changing organizational culture

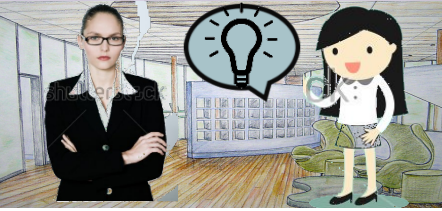
Don't have time to read through this report? This very brief 'Too Long Didn't Read' captures the gist of the what this report outlines in a storyboard format. TESS has a hierarchical organizational culture that will benefit from organizational support to better integrate the empathy and compassion that already largely exists within TESS workplace sub-cultures into the daily workplace environment.

**Title** - Sarah, a caseworker at TESS, arrives at work and attends a team meeting



**What's Happening** – Sarah comes to work. She has a team meeting first thing and is excited to discuss a tricky case she is having with colleagues. As she enters her work place, she uses a special 'employee only' elevator that clients cannot use, and pauses to say hello to Tom, the security guard posted at the front desk. Sarah wonders how this entrance might be interpreted by a vulnerable client. Once at her team meeting, Sarah decides not to share her case with colleagues. Some of her colleagues always complain that team meetings are boring & take too long, and Sarah doesn't want to make trouble for herself at work. Some of her colleagues 'stare down' people who want to spend more time discussing things at meetings, and her supervisor doesn't seem to notice or address it.

**Title** – Sarah gives some observations to her direct supervisor on how team meetings are run.



**What's Happening** – Sarah mentions to her supervisor, Theresa, that she thinks encouraging staff to present something specific at their team meetings related to their work might better engage her colleagues. Sarah suggests that colleagues share case stories and trainings/best practices with the broader group. Theresa thanks Sarah for the information. Sarah doesn't know whether or not her idea will be used and doesn't hear anything else. Two months later, staff start getting contacted about presenting their ideas at team meetings. While Sarah is happy for the change in team meetings, she is confused – why didn't Theresa mention that she had found her advice useful?

**Title** – Sarah has supportive colleagues that she appreciates, especially as she is finding it difficult to navigate her career path at TESS.



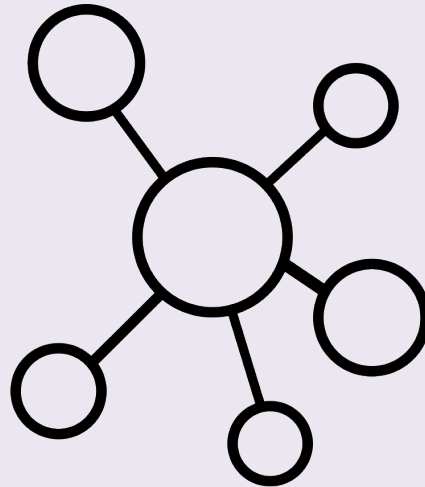
**What's Happening** – Sarah has been with TESS for 5 years as a caseworker. She finds it difficult to navigate her way through the Division. She would like to do more project management work, and always volunteers to help spearhead social committees and fundraising efforts within her workplace. Sarah often turns to a core group of colleagues who are supportive of her. They all brainstorm together how to gain more experience within their caseworker roles, to continue developing their skills in meaningful ways. Sarah has tried to have a conversation with her supervisor about her career plans. The advice to take courses through the City learning centre wasn't helpful to her, so she has stopped confiding in her supervisor.

**Title** – Sarah is taking courses outside of the workplace to develop her skills, and would like to know more about TESS' strategic plan – she isn't always clear on why or how things happen the way they do.



**What's Happening** – Sarah is taking steps to gain more skills so that she can advance her career. She is hoping to stay within TESS, but is also looking elsewhere. Sarah's interests have grown past her frontline worker responsibilities. She is also curious as to the strategic plan of TESS, and what matters to employees who are in different roles. She wishes there was more communication regarding reports that are created and what numbers are tracked and useful to TESS achieving its goals.

# BACKGROUND



# BACKGROUND

## WHAT DID WE DO?

The Human Services Integration (HSI) project is a multi-year transformational integration project involving three Divisions at the City of Toronto – Toronto Employment and Social Services, Shelter Support and Housing Administration, and Toronto Children's Services.

The project aims to improve client experiences with service delivery of the three main associated income support programs – Ontario Works, Rent Geared to Income housing subsidy and Child Care fee subsidy – through the integration of the Access and Intake functions of these programs.

We spent 2015 speaking directly with clients and staff, gathering feedback, advice, praise and complaints about our service delivery along the way.

When we made our recommendations for achieving change in our service delivery system in our 2016 Future State Operating Model, we already had a good grasp on the issues that both staff and clients encounter on a daily basis when working in and with the service delivery system.

We knew that we needed a change management strategy to help implement the envisioned state of service delivery. What we didn't fully understand at the time was how pivotal organizational culture – and its associated underlying assumptions and values – is within our Divisions in regards to the daily operating environments that we all experience.

A working group composed of frontline staff was formed to better understand the current state of organizational culture. We used traditional methods of research such as survey-based organizational cultural diagnostics, as well as new and innovative approaches to analyzing culture through uniquely designed organizational cultural probes.

We took all of that information, analyzed it, themed it out, and applied it to a pre-established culture audit framework to create three Divisional cultural profiles.

Then, using the current organizational values, vision and mission statements of the three Divisions, we created the integrated future state purpose, vision and values, and applied it to the same culture audit framework.

Through undertaking a gap analysis, we were able to compare our current and future state and develop a framework for change that details a strategy for effectively working towards changing our organizational culture.

This report details that work, primarily focusing on each individual Divisional organizational culture profile, and then presenting the integrated purpose, values and vision and the framework for change.

Figure 1 on the following page visually depicts this work.

# BACKGROUND

## CULTURAL ARCHITECTS WORKING GROUP



### Culture Audit of 3 Divisions

- Traditional culture audit methods (group discussion based on survey)
- Innovative organizational cultural probes



### Integrated Purpose, Values, Vision

- Analysis of current organizational values, vision and mission statements from the 3 Divisions
- Group writing process to create integrated values, vision and mission statement

### Gap Analysis

- Performed gap analysis to determine gaps between current organizational culture and integrated future state culture
- Analyzed data from gap analysis to determine critical few behaviors to address within our organizations that will lead the progression towards an integrated organizational culture based on our core purpose, vision and values

Next steps –  
Framework for  
Change

# BACKGROUND

## WHAT IS ORGANIZATIONAL CULTURE?

There is no singular definition of organizational culture. Within the literature, over 100 dimensions have been identified and associated with organizational culture (Jung et al, 2009; Panagiotis et al, 2014).

Organizational culture is generally taken to mean the shared beliefs, values, practices and taken-for-granted assumptions that influence the way that people think, feel, communicate and behave in the workplace (Schein, 1999). More colloquially, organizational culture is often defined as “the way things get done around here.”

Organizational culture manifests itself in a variety of ways. It can be seen in our institutional artifacts – attributes of our workplaces which are tangible and readily available for us to interact with. Artifacts can be our dress code, communication styles, how we treat each other and manage employees, and even what kinds of signs we choose to hang in our offices.

Artifacts are informed by espoused and underlying values and assumptions. These form the core of our organizational culture. By truly understanding these values, we develop a clear picture of our actual organizational culture.

Organizational values act as social principles in the workplace that guide behaviours, setting a broader framework for organizational practices and routines (Hogan & Coote, 2014).

When there is a disconnect between espoused culture (what is said) and true culture (what is actually done) there is a misalignment in culture which can ultimately impact upon the organization in detrimental ways (Buch & Wetzel, 2001).

More colloquially, organizational culture is often defined as “the way things get done around here.”

# BACKGROUND

## WHY IS ORGANIZATIONAL CULTURE IMPORTANT?

The degree and rapidity of change in external operating environments in regards to the delivery of government human services is staggering, and the demand for organizational change is relentless.

Empirical evidence has shown a positive relationship between organizational culture and organizational performance (Cameron & Quinn, 2006). As well, organizational culture has been recognized as a major contributor to workplace innovation, creativity and productivity.

Few organizations have actually determined how to achieve a healthy, high-performing workplace culture without burning people out (McGregor & Doshi, 2015). In the delivery of human services, this is especially important given the vulnerability of the individuals we serve.

Evidence has shown that on its own, change strategies and tools are not adequately able to improve organizational performance without addressing the fundamental culture of an organization – values, ways of thinking, managerial styles, paradigms, and approaches to problem solving.

As organizational culture impacts upon work environments, creativity and the dedication of employees, the public sector cannot afford to neglect its understanding of its own organizational culture at the expense of its own bottom line – delivering better public services.

With this understanding of the crucial role of organizational culture in regards to change management in mind, the HSI project formed the Cultural Architects working group.

This group of thirteen frontline and policy staff, representing 11 different physical office locations from across the three participating Divisions has come together on a bi-weekly basis throughout the spring and summer of 2016 to audit the three organizational cultures, create new values and a vision that speak to an integrated service delivery system's goals, and finally to create a framework for change that will inform and support our organizational transformation to an integrated human services system.

# BACKGROUND

## ORGANIZATIONAL CULTURE & ITS RELEVANCE TO THE HUMAN SERVICES INTEGRATION PROJECT

The Human Services Integration (HSI) project is an example of transformative change within the human services system.

A multi-year project and partnership between three of the largest human services Divisions at the City of Toronto, the HSI project seeks to integrate key aspects of service delivery of three large income support programs. Working with Employment and Social Services, Children’s Services and Shelter Support and Housing Administration, the HSI project is integrating elements of Ontario Works, child care fee subsidies, and specific housing benefits.

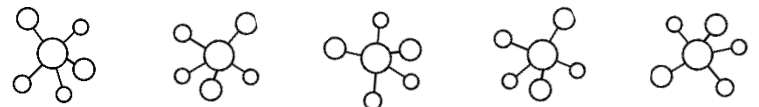
In such a large and multi-phased project, implementing a robust change management framework has been important to underscoring the ongoing structural and procedural work that is informing much of the transformational change.

In order to successfully change the human services delivery system, the project, and its stakeholders, must also address the distinct organizational cultures that exist across the three participating Divisions to create an integrated culture that supports the project’s overarching goal of improving the client experience with human services delivery at the City of Toronto.

The project has a unique opportunity to reimagine the current organizational cultures within the three Divisions, and to design and implement a framework that will help to support the three Divisions to address some long-standing issues within our broader organization, while honoring and strengthening the positive elements of our organizational culture.

Through the work of the Cultural Architects Working Group, that framework for change is beginning to take place, beginning with the creation of space for staff from across the three Divisions to share their experiences working in each of the Divisions, as well as their thoughts on organizational culture.

The work of the Cultural Architects Working Group has also opened up the conversation about organizational culture and its important to our workplace productivity, effectiveness and happiness with a broader range of staff and management. Working group members have shared their experiences in the Cultural Architects Working Group with their teammates, supervisors and managers, adding to the informal ground-swell of awareness of the important role that organizational culture plays in our daily workplaces.



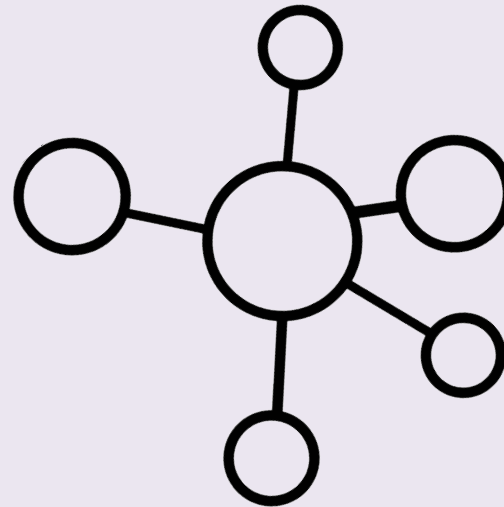
## BACKGROUND

Service integration is ultimately about the **bringing together** of previously siloed cultures and **fundamentally transforming** how we think about government delivery of public services.

By **integrating distinct services**, processes, procedures, and cultures into one integrated and seamless access channel successfully, the City of Toronto will be delivering more efficient and effective services to clients, in the best manner possible.

The **power of organizational culture** is its ability to bring people together, overcome fragmentation and ambiguity and propel an organization to success. **Culture derives its power from integration.**

# **METHODOLOGY**



# METHODOLOGY

## CONCEPTUAL FRAMEWORK

After spending 2015 speaking with clients and staff, we knew there were issues with our organizational culture. Though the high-performing culture of the City of Toronto was apparent in our workplaces, there were also unique challenges and insights that we wanted to further explore that were ultimately impacting our clients experiences with human services delivery.

It is well documented in the literature that there is no perfect framework for evaluating organizational culture due to its complexity (Jung, Scott, Davies, Bower, Whalley, McNally & Mannion, 2009, Wilkins, 1983; Fletcher & Jones, 1992). For this reason, we applied two theoretical frameworks to our culture audit – Schein’s layered model of organizational culture, and Cameron and Quinn’s Competing Values Framework.

Organizational culture is broad and inclusive in scope and the application of these frameworks to structuring the evaluation of organizational culture facilitates a focused analysis of specific dimensions (Cameron & Quinn, 2006, p. 33). Utilizing both frameworks allowed for an integrated conceptual framework to be created that provided a robust and nuanced evaluation of the current state of organizational culture.

Applying Schein’s model to data collection and an organizational culture audit facilitated the ‘deeper digging’ into organizational culture, to better understand the true culture of each Division, by identifying and analyzing all three levels of organizational culture.

The application of the CVF framework to the audit of individual Divisional organizational cultures allowed for a tangible comparison among the three.

Bringing all of this analysis together painted a rich picture as to the current state of organizational culture in each of the three Divisions. This work allowed the identification of the strengths in our cultures that we want to carry forward, as well as weaknesses or opportunities for change that we need to address in order to be successful.

# METHODOLOGY

## SCHEIN'S MODEL OF ORGANIZATIONAL CULTURE – A LAYERED APPROACH

Schein's model of organizational culture espouses that there are three levels or layers of culture. These layers lead to observable behaviours by members of an organization. In this way, the end-result of observable employee behavior begins at the very root of all organizational culture – the underlying and ingrained assumptions that are often left unchallenged.

Many assumptions about basic human nature form the basis of management and control systems that perpetuate themselves because 'if people are treated consistently in terms of certain basic assumptions, they come to eventually behave according to those assumptions in order to make their world stable and predictable' (Schein, 2004; McGregor, 1957).

It follows, then, that the underlying assumptions in our workplaces that extend throughout our organization have a huge impact upon the perpetuation of our current organizational culture, for better or worse.

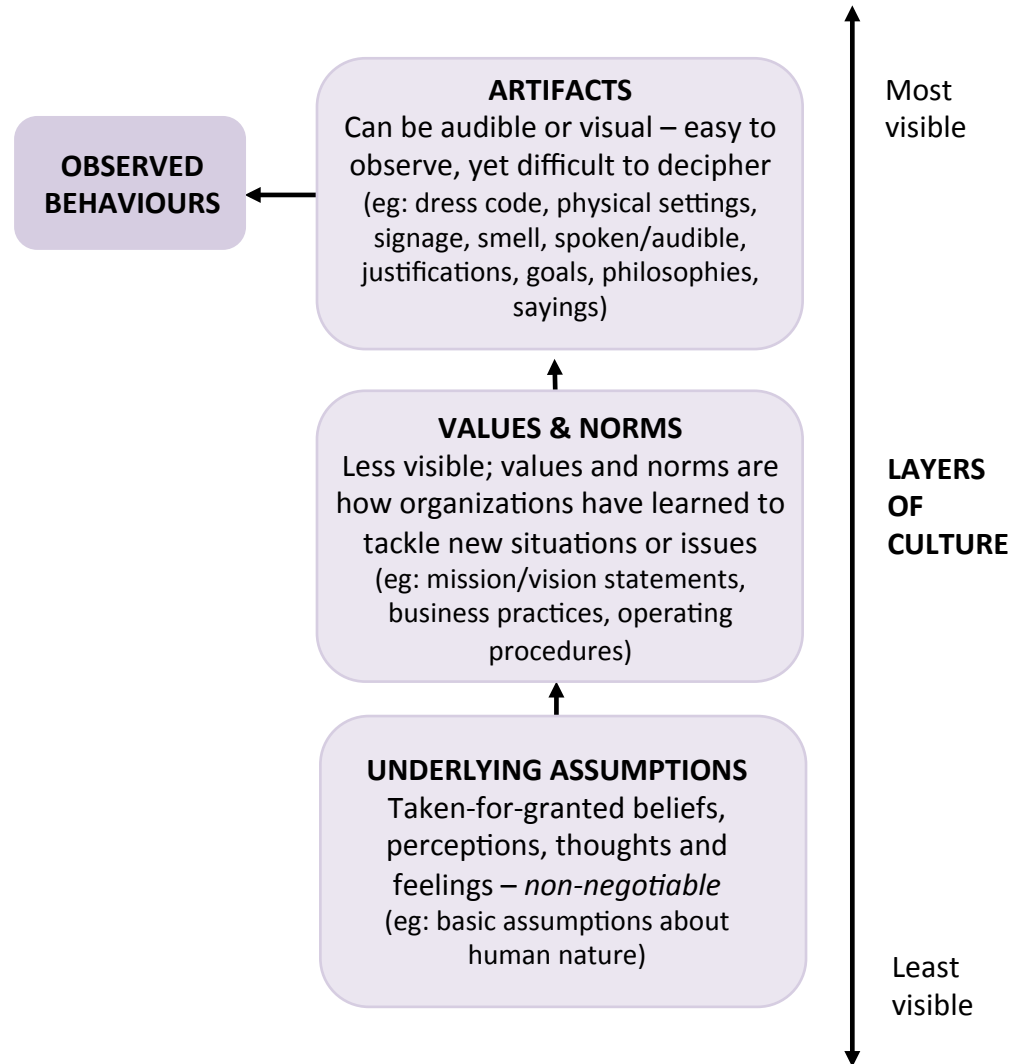


Figure 2 – Schein's Layered Model of Organizational Culture 105

# METHODOLOGY

## CAMERON & QUINN'S COMPETING VALUES FRAMEWORK

The Competing Values Framework was developed by Cameron and Quinn by examining thirty-nine indicators of organizational effectiveness and submitting them to statistical analysis. The resulting bi-dimensional model has four main indicators of culture type (Cameron & Quinn, 2006).

Each quadrant has been given a name that draws upon its composite dimensions – *clan*, *adhocracy*, *market* and *hierarchy* (Cameron & Quinn, 2006). Each quadrant represents basic assumptions, orientations and values that form the basis of an organization's culture.

From this work, the Organizational Culture Assessment Instrument (OCAI) was developed. When completed, the tool provides an organization with a cultural profile. The OCAI consists of six items, with four alternative organizational scenarios per item (see Appendix A for OCAI questions – slide 44).

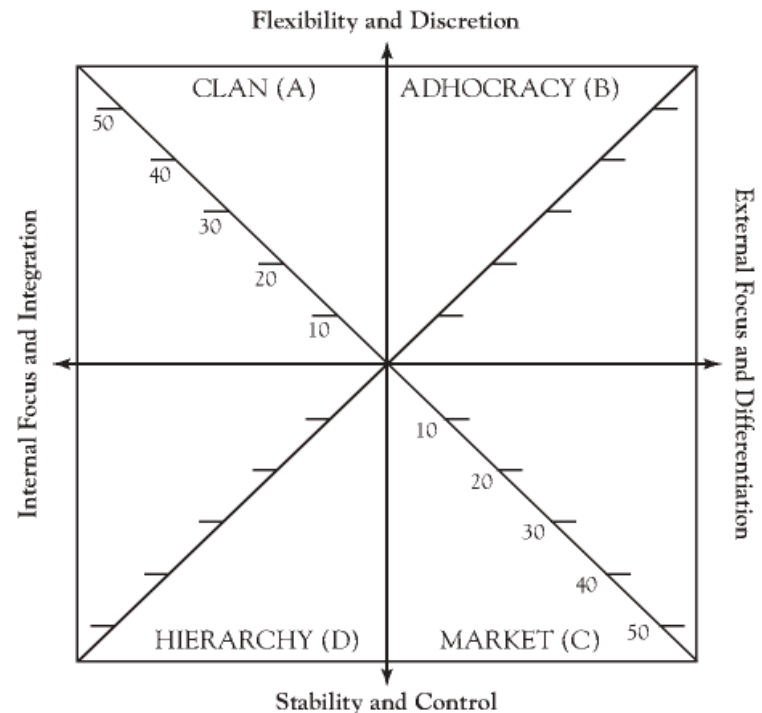
This tool has been applied to various industry groups to determine average cultural profile types. On the following slide, the average profile for public administration organizations is depicted.

### The Clan Culture

An organization that focuses on internal maintenance with flexibility, concern for people, and sensitivity to customers.

### The Adhocracy Culture

An organization that focuses on external positioning with a high degree of flexibility and individuality.



### The Hierarchy Culture

An organization that focuses on internal maintenance with a need for stability and control.

### The Market Culture

An organization that focuses on external positioning with a need for stability and control.

Figure 3 – Competing Values Framework (CVF)

# METHODOLOGY

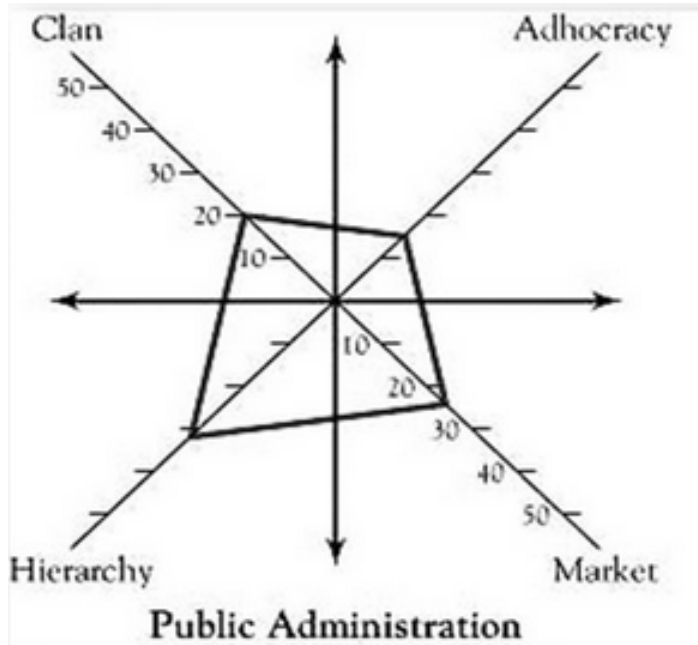


Figure 4 – Average cultural profile of Public Administration organizations (N=43)

Cameron and Quinn stress that these representations of culture as determined by the OCAI don't represent ideals, they are representative of the average in the field and individual organizational performance varies among those included in the analysis.

Cameron and Quinn are also adamant that all four culture types (hierarchical, clan, adhocracy and market) and the management competencies associated with them are valuable and necessary to organizational success. The key, then, is to get the balance between the culture types correct (Cameron & Quinn, 2006).

## DATA COLLECTION TOOLS

### TRADITIONAL CULTURE AUDIT

Utilizing the concept of a traditional, survey-based culture audit, a traditional culture audit was performed during Cultural Architect working group meetings.

During these meetings, working group members worked in Divisional groups to answer six culture audit questions (Appendix B slide 47).

Group members were encouraged to discuss the work of the group with their colleagues, and often brought in broader perspectives and feedback from colleagues at their offices into the discussion.

Included domains in the culture audit were selected from a variety of organizational culture audit assessment tools that have been utilized in the public sector to explore organizational culture. This was done as there is no ideal instrument for cultural exploration, and research has noted that the degree to which any measure within an audit is seen as useful is dependent upon the reason for undertaking the audit and the context within which it is to be applied (Jung et al, 2009).

### ORGANIZATIONAL CULTURAL PROBE

Organizational cultural probes unique to the HSI project were conceptualized, created and distributed to the Cultural Architect working group members.

Cultural probes are a flexible and emergent data collection method that goes beyond traditional methods of data collection and seek to utilize interpretation, ambiguity and fun to stimulate participants (Gayer, Dunne, & Pacenti, 1999).

Probes are examples of service design tools that are used to explore culture through the the principle of user-participation via self-documentation. This ethnographic methodology is useful in the production of richly engaging material (Stickdorn & Schneider, 2001).

The organizational cultural probes contained eight unique activities for exploring organizational culture. Creative tools were used to elicit feedback from staff about organizational culture. Tools were completed by working group members, who were encouraged to discuss and complete the tools with their colleagues. They did, which resulted in a larger participant group. More detail on the activities within the cultural probes can be found in Appendix C – slide 48.

# DATA ANALYSIS FRAMEWORK

Data collected from the traditional culture audit and organizational cultural probes was collected and organized. This initial organization of the data is important as it selects, focuses, simplifies and abstracts and/or transforms the data from both the group brainstorming processes and the cultural probes into manageable data sets (Miles, Huberman & Saldana, 2014).

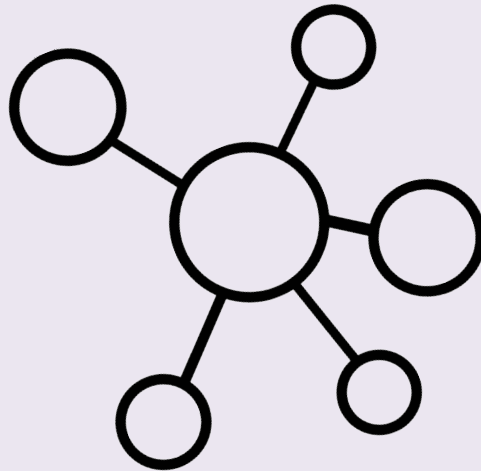
Elemental coding methods were initially used to analyze the data, including:

- Descriptive coding – summarizes in a word or short phrase the basic topic of a passage of qualitative data
- In vivo coding – also known as ‘literal’ or ‘verbatim’ coding refers to the use of a word or short phrase from the actual language found in the qualitative data record by the participants themselves
- Summative coding – quantifies the appearance of certain words or content in text with the purpose of understanding the contextual use of the words or content

After initial coding techniques were applied, focused coding was utilized to condense and sharpen the initial coding. Focused codes are more conceptual than initial codes and facilitate the synthesis, analysis and conceptualization of the data into broader themes (Charmaz, 2014).

Data was coded, analyzed and organized into the six Competing Values Framework (CVF) categories in order to make sense of which type of organizational culture was most strongly associated with each Division. The framework can be found in Appendix D slide 50.

# RESULTS

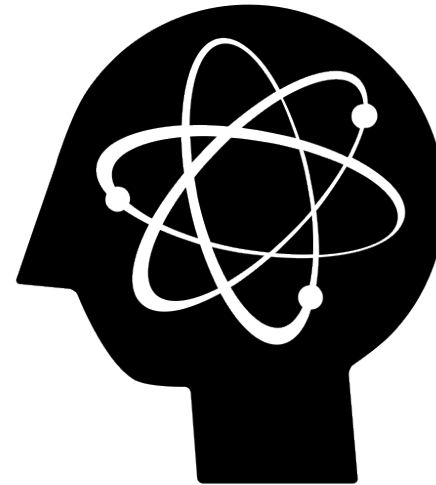


## ■ INTERPRETING THE RESULTS

Reading about the strengths and opportunities in our Divisional cultures can be uncomfortable at times, as we all aspire to be our best selves. It's also hard to hear about things we can improve upon, regardless of whether we are management staff or frontline staff. Remembering seven key points to receiving and processing authentic data can be highly beneficial to our interpretation of the following culture audit results, and help us to see the opportunities for growth.

If you find yourself uncomfortable with what the story the data is telling, remind yourself that this entire exercise is meant to contribute to the creation of a human services delivery system at the City of Toronto that is the best it can possibly be, with benefits for all staff within the organization, as well as clients.

1. Defer Judgement
2. Embrace Ambiguity
3. Bring Optimism
4. Utilize Empathy
5. Build on the Ideas of Others
6. Stay Focused on the Topic



# RESULTS

## SUMMARY OF TESS ORGANIZATIONAL CULTURE (1)

TESS' culture is analyzed as being predominantly hierarchical in nature, with some market-culture characteristics, a relative absence of adhocracy culture, and a masking of elements of clan culture that persist, despite the dominant hierarchical culture.

A strong clan sub-culture exists at TESS among staff who are supportive of one another, and bond over their collective successes within the workplace. Indeed, this sub-culture was apparent throughout the analysis of the organizational culture probe materials that greatly highlighted the importance of staff and client growth, as well as supportive and nurturing colleagues within the work environment.

### TESS Organizational Culture Profile – SUMMARY (1)

<b>Dominant Characteristics</b>	A <b>strong hierarchical culture</b> , driven by formal procedures. There is a noticeable absence of formalized space for innovation and creativity in the workplace, with a strong emphasis on an outward presentation of professionalism and formality at the expense of healthy work environments. However, positive characteristics of this hierarchical work environment include clear and timely communication, which promotes excitement among workers and is a source of inspiration.
<b>Organizational Leadership</b>	A <b>blended culture of market and hierarchical culture</b> , driven by a top-down decision making process that has historically valued formalized positions of authority as holding the correct knowledge required to make decisions. Decision making is seen to be a 'black or white' process, with clearly defined choices and little room for discretionary interpretation of the rules.
<b>Management of Employees</b>	Management style is a blend between high demands, achievement and conformity, predictability and stability. These elements of the <b>hierarchical and market culture types</b> reinforce the formal and slightly distant nature of TESS' work environment. There is little genuine perception of the value of teamwork, though the appearance of teams succeeding together is a strong theme in this category. This causes incongruence between the espoused values of teamwork, and the underlying prioritization of value of individual achievement and personal attributes. A positive feature of the hierarchical and market culture of employee management, however, is that TESS employees seem to utilize the inflexibility in workplace procedures as a buffer against Divisional change. Predicted stability in some aspects of the work allows for better processing of change amongst staff in other areas.

# RESULTS

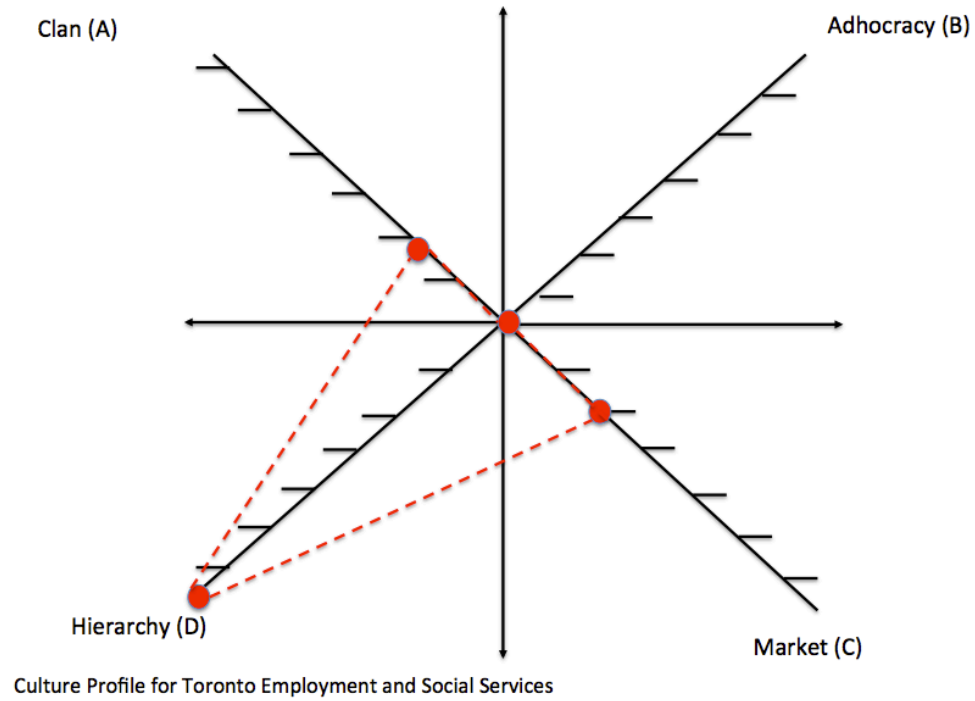
## SUMMARY OF TESS ORGANIZATIONAL CULTURE (2)

### TESS Organizational Culture Profile – SUMMARY (2)

<b>Organizational Glue</b>	<p>Espoused <b>hierarchical culture</b> that promotes adherence to formalized rules, policies and procedures. A <b>strong clan sub-culture</b> among staff who are mutually supportive of each other and interested in growth, who thrive when successfully assisting clients in accomplishing their goals is the true 'glue' in the organization that propels staff to deeply commit to working to achieve their personal best. <b>This clan sub-culture is consistent across the three Divisions for this CVF category.</b></p>	
<b>Strategic Emphases</b>	<p>Strong emphasis is placed on efficiency in operations, including quantity of service interactions, dependable service delivery and control. While investment in staff is an espoused value of the Division, data do not support a strong perception in the existence of related supports within the operating environment. The dominant <b>hierarchical culture</b> of TESS frustrate attempts by staff to spend more time thinking strategically and creatively and doesn't necessarily support a healthy work environment that sustains the individual positive attributes of staff, which are relied upon to achieve organizational goals.</p>	
<b>Criteria of Success</b>	<p>Disparity between espoused and actual values within the workplace exist in terms of definition of success at TESS. The espoused Divisional criteria for success relates to the successful completion of high volumes of work, in addition to meeting of service standards, which are tracked and reported on. This espoused value runs counter to the <b>true underlying value of collaborative work and service to others</b> that inspires workers to form supportive groups of colleagues who all strive to help clients achieve their goals. This <b>underlying clan culture</b> is often masked by the <b>dominant hierarchical culture</b>, which prioritizes operational efficiency and strict adherence to formalized processes and rules.</p>	
<b>Final Organizational Profile</b>	<p style="text-align: center;"><b><u>Strengths</u></b></p> <ul style="list-style-type: none"> <li>-strong communication network that facilitates employee engagement is utilized for particular types of information; can capitalize on this framework to get better at sharing/receiving of more robust types of information</li> <li>-individual professionalism and skills of staff can be harnessed into creating critical mass of positive force</li> <li>-aspects of hierarchical culture provide stability &amp; clarity, which is inspiring and grounding for staff</li> <li>-strong sub-culture of supportive employee groups that provide examples of the benefits of genuine teamwork</li> </ul>	<p style="text-align: center;"><b><u>Opportunities</u></b></p> <ul style="list-style-type: none"> <li>-not enough value placed in knowledge of staff with less formal authority; opening up decision-making process will make the Division stronger, as it will draw on more expertise of the reality of the service environment</li> <li>-relative absence of adhocracy culture and masking of clan culture creates a gap in support for staff within the organization in regards to growth</li> <li>-time and space for innovation and creativity are not prioritized within the organizational working environment</li> </ul>

# RESULTS

Figure 5 – Culture Profile for Toronto Employment and Social Services



## CVF # 1 – DOMINANT CHARACTERISTICS

Dominant characteristics get at the heart of what the overall organization is like. As a Division, TESS is exceptionally well organized and excellent at communicating particular pieces of information in one direction, though bi-directional, less formalized communication is perceived as being largely absent from the organization.

Values, vision and mission statements of the Division are well known, and are clearly communicated and reiterated through signage at offices and at general staff meetings.

Staff roles and responsibilities are very clear at TESS. As well, it was highlighted that a recent push by senior management to visit local offices to discuss new Divisional strategic priorities also helped to reinforce the purpose of the Division, even as it is undergoing change.

The following table details what is most/least prioritized in the workplace.

Toronto Employment & Social Services	
Most Prioritized	Least Prioritized
<ul style="list-style-type: none"> <li>Customer service</li> <li>Workplace professionalism</li> <li>Hierarchical work environment</li> <li>Personal (individual) positive qualities/ attributes</li> </ul>	<ul style="list-style-type: none"> <li>Healthy work environment</li> <li>Efficient operations</li> <li>Organized work environment</li> <li>Innovative work environment</li> </ul>

Figure 6 – TESS Dinosaur Probe Activity



The Dinosaur Diagnosis exercise in the cultural probe kit allowed the exploration of TESS as a Division using uncommon associations to draw out connections with organizational culture.

“We chose all of the dinosaurs as it represents the archaic systems currently in place at TESS.”

“TESS is trying to spread its wings and fly, but it is still a bit prehistoric.”

“The other dinosaurs appeared sleeker & swifter. My dinosaur is heavier and clunkier – representing the kind of journey we have been on.”

## ■ CVF # 1 – DOMINANT CHARACTERISTICS - SUMMARY

TESS is identified as a hierarchical organization in the Dominant Characteristics category. The Division is highly process-driven, with an emphasis placed on its outward appearance of utility, function and form, as opposed to a warmer operating environment where individuals both internal and external to the organization feel welcomed and at-ease.

As the data indicates, an underlying assumption of the organizational culture at TESS is that process is prioritized above individuals. This is apparent to staff and informs how they engage in the workplace, and with clients.

The hierarchical nature of organizational communication is also a positive feature of TESS' organizational culture, as clear communication which is driven by process and procedure is seen to inspire and excite staff.

## ■ STRENGTHS

- Clear informational, one-way communication
- Clarity in process/procedure means less ambiguity in the workplace
- Valuing of positive individual characteristics

## ■ OPPORTUNITIES

- More focus on remembering the 'humanity' in the humans we work with, for and alongside
- Effort to utilize bi-directional communication techniques, with genuine use of feedback
- Better emphasis on healthy, welcoming workplace environments that support individuals both internal and external to the organization

## CVF # 2 – ORGANIZATIONAL LEADERSHIP

Organizational leadership describes the leadership style and approach that permeates the organization. This category explores how staff are developed within an organization, including mentorship and disciplinary actions, in addition to the decision-making process within TESS.

### **THEME - RISK AVERSION**

The culture audit revealed a strong aversion to risk, with 'no tolerance to go outside the lines.' The Division is characterized as being 'very black or white.' This underlying value informs basic assumptions about human nature, that are visible in TESS workplace relationships.

### **THEME –IMPROVING AUTHENTIC ENGAGEMENT**

Though there was awareness of a recent focus on increasing opportunities for staff at all levels of the organization to give input and feedback, the prioritization of other forms of knowledge over frontline and operational staff knowledge is apparent and is seen as an underlying value that informs how decisions are made.

### **THEME – FLEDGING CAREER DEVELOPMENT**

There is a strong perception that career advancement at TESS is extremely difficult. Growth development within staff roles is largely seen as being unsupported by the broader workplace, due to lack of opportunities.

Good work within the Division is often 'rewarded' with more work and responsibility, with little recognition, verbal or otherwise. 'Not enough thanks' are given when staff perform above and beyond their roles.

'People are asked to make decisions who have not "walked the walk."'

## ■ CVF # 2 – ORGANIZATIONAL LEADERSHIP - SUMMARY

TESS is identified as a blend of market and hierarchical cultures in regards to organizational leadership.

The Division is highly results-oriented, with a focus on how best to achieve service delivery efficiency while maintaining organizational results through the tracking and application of service standards.

This approach values individual staff attributes that help achieve these goals, while falling short of providing the developmental opportunities to staff that motivate and engage them within the workplace.

The absence of elements of clan culture are important to note, as development of this missing aspect of culture could likely appease many workers who currently feel under-valued, under-utilized and under-appreciated in the Division.

## ■ STRENGTHS

- Clarity in informational communication
- Shift towards sharing more strategic communication
- Shift towards more inclusion of operational staff at all levels in decision-making process

## ■ OPPORTUNITIES

- More developmental opportunities for staff
- Authentic inclusion of frontline staff and operational management at all levels in decision-making processes
- More trust placed in the competencies of staff
- Better use of motivated and engaged staff, who are looking to contribute their varied skills in different ways within the workplace

## CVF # 3 – MANAGEMENT OF EMPLOYEES

Management of employees refers to the style in which employees are managed to get the work of the Division done. For example, this category looks at how the Division structures its work environment and what it gives priority to. Is team work prioritized over individual effort? Are there strict operating procedures to follow, or is there latitude for employees to take liberty with how services are delivered? It also explores the physical structures of the Division's workplaces, and looks at how office space is utilized. Data from the Office Map and Priority Tree exercise was analyzed.

### THEME – INCONGRUENCE IN BEHAVIOURAL EXPECTATIONS

There is a dissonance in the espoused behavioural expectations in the TESS workplace, and observed behavior. Professional behavior and positive individual attributes are espoused as values of the organization, but appropriate workplace structures are not consistently in place to sustain these value.

As well, though hierarchy and structure are generally emphasized in the workplace, there is inconsistency in how employees are managed and how issues within the workplace are resolved.

### THEME – AUTHENTIC USE OF TEAMS

Work is generally completed individually, but recognized more broadly as part of a larger team effort. Individual efforts and competencies are relied upon to complete the work, but individual recognition is not awarded.

This creates a disconnect between the use of teams and the validation of individual efforts. Teamwork is not perceived to be important to working with clients.

### THEME – PRESCRIPTIVE WORK

There is little procedural flexibility for staff, though there is an appreciation for administrative choice (eg: self-management of appointment schedules). Prescription of work also appears to act as a buffer for repeated change. Though change is lamented, it is not associated with an inability to manage the workload. Stability and relative predictability within the work environment is also a positive aspect of the TESS work environment.



Figure 7 – Example completed TESS Priority Tree Activity

# RESULTS

## CVF # 3 – MANAGEMENT OF EMPLOYEES (2)

### THEME – DUALITY IN PHYSICAL SPACES

Perception of the emotions and feelings that physical spaces evoked were highly dependent upon the lens through which the space was being analyzed.

When describing organizational workspaces from the perspective of the client, words that were used included:

- Cold
- Uninviting
- Unamusing
- Overwhelmed
- Colour scheme and décor are depressing
- Negative – there are many signs with an 'X' through them

When described through the perspective of an employee, phrases utilized included:

- It makes me feel proud to be working in the city I live in and with residents of this city
- Ready for work; ready to help
- It is a good environment to work in. I feel happy coming into this space every day
- I feel like our environment is friendly and inviting; makes me feel happy.

The appearance of professional workplace environments is highly prioritized at TESS, though the structures that would support such a workplace are less apparent.

There is a perceived absence of an *organizationally* supported workplace environment that is supportive of clan-like culture through practices such as employee engagement, participation in decision making, teamwork and empowerment. The strong clan sub-culture creates these feelings of inclusion and cohesion that are seen within TESS operating environments.

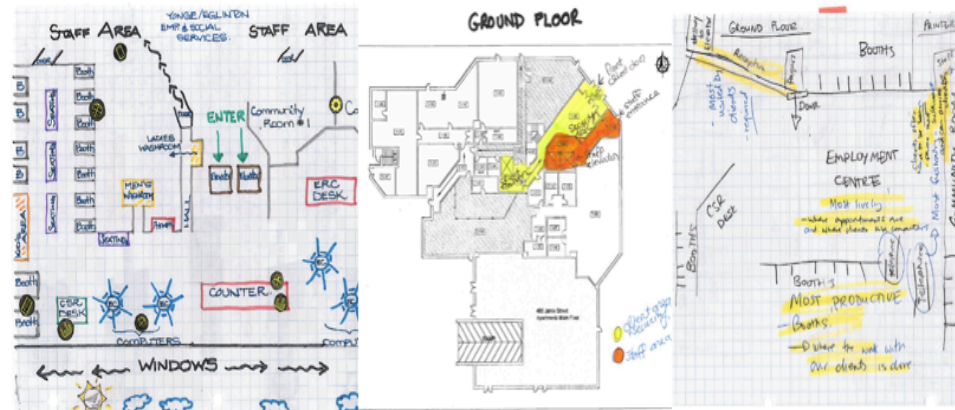


Figure 8 – Example Completed TESS Office Map Activity

## ■ CVF # 3 – MANAGEMENT OF EMPLOYEES - SUMMARY

Based on the analysis of data, Management of Employees in TESS is characterized as being a market organizational culture.

Unlike other aspects of the TESS culture, which emphasizes predictability and stability, management of employees is less predictable, with a stronger emphasis placed on employees striving to meet high demands with inconsistent application of supervisory skills.

There is an incongruence between espoused values and underlying assumptions that exist within the TESS culture. A strong professional veneer is emphasized in workplace environments, while the experience of the actuality of utilizing services is deprioritized in the physical environment. In other words, the professionalization of the work environment at TESS is perceived to come at a cost of providing a welcoming environment to clients who are utilizing the services.

Elements of clan culture are seen in the physical spaces that TESS employees inhabit, as staff have found a sense of belonging and pride in their workplaces that is largely tied to the process of delivering services to clients.

## ■ STRENGTHS

- Flexibility in administrative decision making authority is valued and appreciated by staff
- Strong clan sub-culture that supports staff relationships and pockets of supportive workplace environments

## ■ OPPORTUNITIES

- Better alignment between espoused values of workplace professionalism with office structures that will sustain and support the continuation of these values
- Organizationally supporting the clan sub-culture to become mainstream
- Consistent treatment and supervision of staff

# RESULTS

## CVF # 4 – ORGANIZATIONAL GLUE

This CVF category explores the bonding mechanisms that hold the organization together. For TESS, the espoused glue that holds the organization together is the successful achievement and goal accomplishment related to the delivery of financial benefits and employment supports. This commitment to goal achievement is clearly stated in the Divisional mission statement and is strongly present within the organizational culture as evidenced in the dominant organizational characteristics.

As has been demonstrated throughout this analysis, strict adherence to formal procedures, rules and policies is a fundamental value that underpins much of the organization's visible artifacts. Underlying these artifacts, however, are strong clan-values. Analysis of the Organizational Cultural Probe Photo Exercise and Colleague Exercise highlighted three strong themes:

### THEME – SUPPORTIVE RELATIONSHIPS WITH COLLEAGUES

TESS staff are inspired, motivated and engaged by healthy peer-to-peer relationships. The most encountered colleague in TESS workplace environments was identified as an individual who goes above and beyond to ensure that clients are well served, and that those around them (including other colleagues) feel welcomed and supported.

### THEME – OPPORTUNITY FOR GROWTH

Opportunity for growth, both personal and client growth, emerged as a theme. Though this finding contrasts with earlier results found in other categorical analyses, this disconnect

is not unique to this culture audit. Behavioural scientists have found a disconnect between individualized attitudes/self-interest, and broader societal reality (Ariely & Norton, 2011). While staff perceive that career growth is difficult at TESS, the *ability* for individualized growth is seen as being an important motivator in the workplace. As a whole, a generalized perception and belief in ability to grow and develop serves as an important part of the organizational glue.

### THEME – SUCCESSFUL ASSISTANCE OF CLIENTS IS PIVOTAL TO WORK

Staff feel most gratified in their work when they are able to successfully assist clients in accessing and receiving services. Despite systemic challenges, a professional and positive relationship between staff and clients is essential as a bonding mechanism for TESS as an organization.



Figure 9 – Example TESS completed Colleague Activity

## ■ CVF # 4 – ORGANIZATIONAL GLUE - SUMMARY

The espoused values that help sustain the TESS working environment promote adherence to formalized rules, policies and procedures, creating a hierarchical culture.

However, the themes that emerged from the culture audit and culture probes highlight an underlying strong clan sub-culture. This sub-culture drives staff cohesion within the workplace. Supportive, helpful and positive colleagues are identified as fundamental elements of a satisfying and enjoyable workplace environment.

Successful assistance of clients in accomplishing their goals, as well as compassionately conveying information is seen as being fundamental to the workplace.

## ■ STRENGTHS

- Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships
- Dedication to compassionately supporting clients throughout their service journey
- Belief that the workplace *can* become a more supportive environment (optimism)

## ■ OPPORTUNITIES

- Enhance workplace environments to integrate sub-clan culture into mainstream TESS culture
- Encouraging use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and healthy relationships between colleagues

## CVF # 5 – STRATEGIC EMPHASIS

This category explores what drives an organization’s strategy and what resonates with staff. There is a strong awareness within the Division that improving engagement and morale within the workplace is key to organizational success.

### THEME – SUPPORTING CLIENTS MATTERS

The process of helping clients was most salient to staff, and contributed greatly to overall feelings of satisfaction with their job. Staff most identified with and enjoyed the service delivery aspect of their work, including being able to draw direct sight lines between the work being performed on a day-to-day basis, and the opportunities that they felt were accessible by both themselves and their clients. Staff also greatly appreciate supportive colleagues.

### THEME –BOOSTING WORKPLACE MORALE

The 6-word story organizational probe exercise provided data regarding improvements that could be made to enhance TESS workplace environments. Boosting office moral was strongly identified as an area for improvement.

### THEME – BETTER PEOPLE-MANAGEMENT

Though the majority of TESS staff are identified as being supportive and engaged colleagues, staff who are disengaged and struggling in the workplace have a disproportionate affect upon the overall workplace environment. A strong theme of better managing people who are struggling in the workplace emerged as a key issue to address.

### THEME – WORKPLACE PROFESSIONALISM

Activities in the organizational culture probe such as the Priority Tree exercise identified a strong theme of workplace professionalism, and the related concepts of customer service and strong personal professional attributes as being integral to the strategy of success at TESS.

“My colleagues will often go above and beyond to help. **When they are unable to, attitude is everything.**”

## ■ CVF # 5 – STRATEGIC EMPHASES - SUMMARY

Strategically, TESS emphasizes a strongly hierarchical culture. Stability, predictability and efficiency are strongly emphasized and evident throughout Divisional operating practices. Staff skills and professionalism are perceived to be strongly supported underlying values of the Division as was evidenced by the analysis of the Priority Tree exercise.

However, data from the culture audit 6-Word Story reveal that addressing personnel issues and ensuring staff are able to effectively work with clients through the compassionate communication of information, regardless of whether the information is positive or negative in nature, is very important to supporting the strategic emphases.

In regards to Strategic Emphases, the espoused values of the Division do not align with the true culture that is experienced by staff, causing an incongruence in the workplace.

## ■ STRENGTHS

- Strong clan sub-culture that supports healthy relationships between staff and clients, that drive organizational success
- Hierarchical attributes, including professionalism and attention to customer service standards

## ■ OPPORTUNITIES

- Workplace environments that sustain the elements of healthy workplace relationships, and customer service standards
- Infusion of empathy and emotional intelligence into all layers of the organization, to inform a compassionate workplace environment

## CVF # 6 – CRITERIA OF SUCCESS

This category explores how an organization defines success. The vision, mission and value statements of TESS define the criteria of success for the organization as being that of successful services delivery and investment in skilled staff. Through the delivery of financial benefits and employment supports, TESS seeks to strengthen the economic and social well-being of Torontonians.

### **THEME – QUANTITY OF WORK**

Analyzing data from the Daily Diary exercise in addition to the traditional culture audit revealed an implied reliance on rote task completion and efficiency, and an absence of time for creativity, innovation, or strategic thinking. High work volumes were repeatedly referenced in regards to the operating environment at TESS, as well as in the Priority Tree exercise, where themes that emerged from the data analysis revealed 'quantity' of work performed as being important to management, but not to frontline staff.

The prevalence of the value of high workloads as being indicative of success, to the extent that "thinking" is considered a luxury within the Division, emphasize the organizational barriers to the creation of creative and innovative workplace environments.

### **THEME – CLIENT ACHIEVEMENT AS TRUE MEASURE OF SUCCESS**

Successfully assisting clients in achieving their goals and accessing needed services is seen as the true measure of success for TESS.

### **THEME – CELEBRATION OF SUCCESS**

Coming together to celebrate success at TESS was identified as a being important to validating work that is done throughout the Division. There was incongruence, however, between the apparent importance of celebratory events, and attendance rates, as well as how well the events are received.

“There is not enough time to think. ‘Thinking’ is a luxury.”

## ■ CVF # 6 – CRITERIA OF SUCCESS - SUMMARY

The espoused organizational glue at TESS is one that emphasizes the successful achievement of organizational goals, as is evident in the mission, vision and values statement of the Division. This espoused culture is hierarchical in nature.

However, staff have clearly identified that the actual glue is in the supportive work environments that they create with colleagues, and the hope and joy that is nurtured and sustained through successful working relationships with clients. The true culture of criteria of success is that of a clan culture.

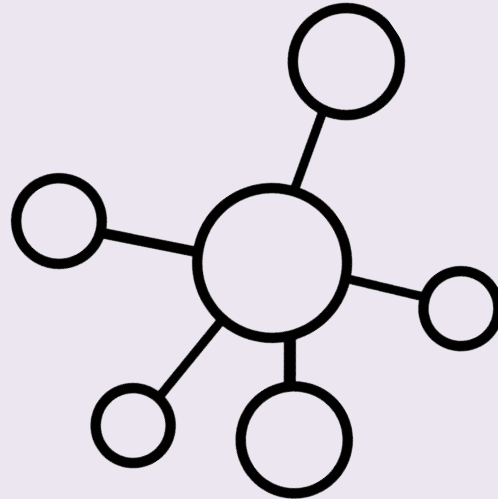
## ■ STRENGTHS

- Strong clan sub-culture that invigorates and motivates staff
- Genuine investment in helping clients to achieve their goals defines organizational success

## ■ OPPORTUNITIES

- Aligning espoused and true organizational values, which are more centred on the achievement of reaching goals related to staff and clients as indicators of success
- Reimagining celebratory events to better resonate with all levels of staff within the Division

# **̄NOW WHAT?**



# NOW WHAT?

Once we had completed the culture audit of the three Divisions, we looked to the future. We knew where we were - where did we want to go? Looking at the three separate Divisional vision, values and mission statements, as well as the broader City of Toronto statements and the initial Human Services Integration vision statement, we crafted integrated values, vision and purpose statements that blended the best elements from each of the afore mentioned sources (Collins, 2001). These statements speak to the collective desire of the three Divisions to create an integrated service delivery system, with supportive and compassionate workplace environments and integrated client service journey pathways.

## CORE VALUES

- 01 Inclusive and client-centred service that optimizes use of resources through effective innovation and planning
- 02 Support and enhance client well-being through empowerment, choice and opportunity
- 03 Leadership and innovation in service design and delivery, informed by clients and in partnership with community
- 04 Fostering strength in a diverse, solutions-focused workforce that is key to organizational success
- 05 Recognizing that affordable housing, quality childcare, income and employment supports are fundamental human services that improve the lives and strengthen communities

## CORE PURPOSE

To continually strengthen Toronto's social fabric

## BIG HAIRY AUDACIOUS GOAL (VISION)

Become an international leader in transforming lives through excellence and innovation in human services

## VIVID DESCRIPTION (VISION)

The City of Toronto envisions an integrated and accessible human services system whereby all access channels lead to a single pathway towards affordable housing, quality childcare, essential financial benefits and employment supports.

We envision a simplified and streamlined system where clients are provided with increased choice and opportunity, treated with the utmost dignity and respect, and feel empowered from the moment they make the decision to access human services in the City of Toronto.

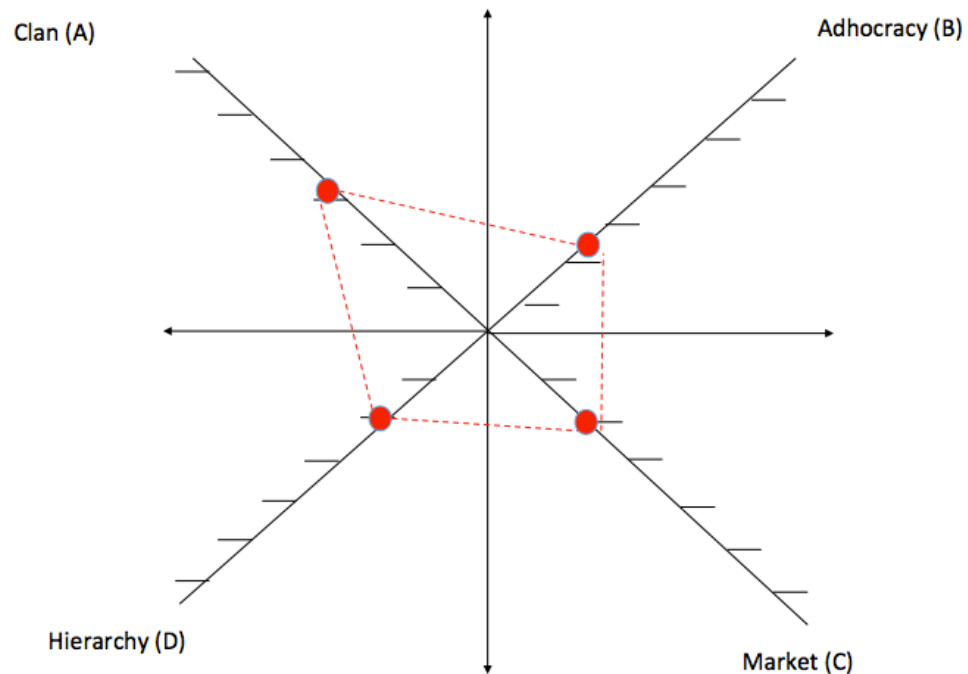
We recognize that leadership, innovation and a diverse workforce are key to organizational success. We will continue to invest in and develop staff who are inspired and empowered to reduce barriers and increase equitable and positive outcomes.

We will seek ongoing input and feedback, listening and responding in ways that are meaningful and impactful because we believe in striving for excellence in service design and delivery.

# NOW WHAT?

From the core values, core purpose, mission and vision statements of the future integrated service system, a future state culture profile was developed.

Figure 10 – Future State Integrated Culture Profile



# NOW WHAT?

After diagnosing the current state cultures and developing the vision for the future, we performed a gap analysis to determine how we would get from 'here' to 'there.'

The gap analysis allowed us to identify three "Critical Few" behaviours across the Divisions that should be addressed to support a successful transition to a new, integrated service delivery system. These three Critical Few behaviours (listed below) form the basis of the Framework for Change - a high-level strategy to address our organizational culture in a relatively structured and strategic way. In the coming weeks, a work plan will be developed to begin addressing those opportunities for improvement within our organizational culture.

## ■ CRITICAL FEW BEHAVIOURS

- 01** – Open, honest, multi-directional communication including building out staff knowledge regarding organizational strategic directions
  
- 02** – Meaningful career development opportunities
  
- 03** – Using emotional intelligence in our daily working environments to support innovative and productive workplaces

Now that the gaps between current and future state cultures have been identified, solutions to closing those gaps need to be established. To that end, two recommendations have been made.

## ■ RECOMMENDATIONS

### RECOMMENDATION 1

The first recommendation is that the results of the culture audit be widely shared across the three Divisions, to encourage awareness-raising regarding the importance of understanding organizational culture, especially as it relates to successfully implementing transformational changes in a work environment.

### RECOMMENDATION 2

The second recommendation is that a comprehensive strategy for addressing the three gaps be developed and implemented.

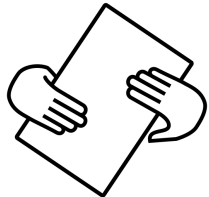
# NOW WHAT?

Congratulations! You made it through your Divisional report on your organization's culture. You might be thinking – what can I do to continue this conversation?

We encourage you to share the results with your colleagues, and begin having your own conversations about organizational culture and its importance when doing transformational change work. A lot of energy and time was invested in more deeply exploring the cultures within our organizations, and the information contained in this report is likely useful to a broad range of staff.

As a group and project team, we will be going into workplaces in the Fall of 2016 to begin the conversation on organizational culture and its importance to our transformational projects that are currently occurring across our Divisions. We invite you to join the conversation, by sharing the results of this report, beginning a conversation, and reflecting upon your own role in the change process.

## SHARE



Share this report with your colleagues to begin a conversation on organizational culture.

## BEGIN A CONVERSATION



Schedule time for you and your colleagues to discuss your organizational culture profile and how organizational culture impacts upon your workplace environments.

## REFLECT



Take some time to reflect upon how you fit into organizational culture. Transforming our culture involves everyone, at all levels of the organization.

# REFERENCES

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# Organizational Culture Audit

Results from the Cultural Architects Working  
Group

## Shelter Support and Housing Administration

November 2016

135

Prepared for the General Manager of SSHA

# — OUTLINE

## 01

### BACKGROUND

- What did we do?
- What is organizational culture?
- Why does organizational culture matter?

## 02

### METHODOLOGY/ANALYSIS

- Competing values framework (CVF)
- Schein's Model
- Traditional culture audit
- Organizational Cultural Probes

## 03

### RESULTS

- How to interpret results
- SSHA's organizational culture profile

## 04

### NOW WHAT

- Reframing our approach to change
- Next steps in changing organizational culture

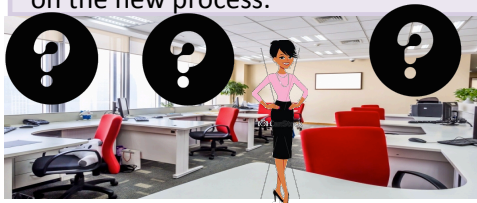
Don't have time to read through this report? This very brief 'Too Long Didn't Read' captures the gist of the what this report outlines in a storyboard format. SSHA has a strong adhocracy organizational culture that will benefit from the inclusion of the positive elements of a hierarchical culture to provide needed stability and organization, as well as formalized organizational support to better integrate the empathy and compassion that already largely exists within SSHA clan sub-cultures.

**Title** – Jane is a frontline worker at SSHA. She loves her job, but is often overwhelmed by the volume of work.



**What's Happening** – Jane works for SSHA doing frontline work. Part of her job involves processing client files. She has a lot of paper work that she does on a daily basis, and also takes phone calls from clients. Jane sometimes has to deliver bad news to clients. Whether they are anxious to hear about social housing, or hoping to get a spot at a favourite shelter, sometimes Jane has bad news to deliver, as the wait list is long for housing and there is high capacity in the shelter system. Jane doesn't mind the chaotic nature of her work, but she wishes she could spend more time working with clients to help them prepare to move in to social housing, or discussing their situation.

**Title** – Jane has a new process to learn for updating files. She is confused, as her manager and supervisor have conflicting opinions on the new process.



**What's Happening** – A new process has been adopted for how to update client files. Some of Jane's teammates find the new process confusing. They have decided they are not going to do the new process, especially because their supervisor doesn't consistently enforce that the new process must be used. Three months after the new process is introduced, half of Jane's team is using the new procedure, and half are not. Jane's supervisor still hasn't addressed with staff whether or not they need to adopt the new process, so people are making their own decisions about what to do. Jane finds the situation confusing and wishes management would better communicate and enforce decisions.

**Title** – Jane is grateful for the supportive colleagues she has at work. They brighten her workdays when she is feeling down.

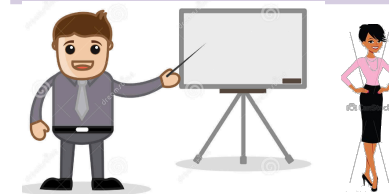


**What's Happening** –

Jane's colleagues are very supportive and inclusive. Jane was recently nominated for an award at work given her dedication and passion to supporting clients. Her colleagues all acknowledged her award nomination and congratulated her on her success.

The nomination and recognition made Jane feel really good about her work. She felt valued by her Division and motivated to work even harder, to better support the many clients that SSHA serves.

**Title** – Jane wishes there was more communication about workplace strategies from management.

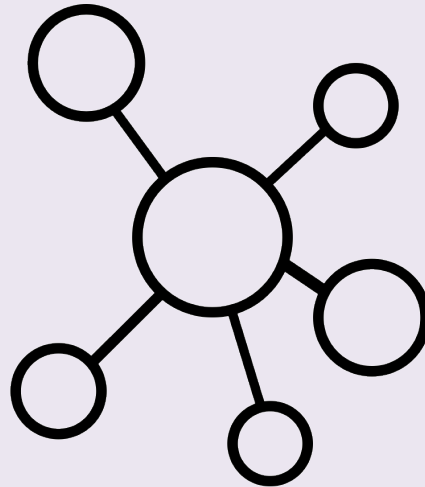


**What's Happening** –

Jane has friends that work at SSHA in other parts of the Division. When they talk about their experiences at work, Jane feels like her friends work for an entirely different Division!

Jane feels that there are huge variances in how staff across the Division feel in their workplaces, and would like to know more about the work other parts of the Division are doing. She wishes that there was more communication between management and staff about strategic directions and goals of the Division.

# BACKGROUND



# BACKGROUND

## WHAT DID WE DO?

The Human Services Integration (HSI) project is a multi-year transformational integration project involving three Divisions at the City of Toronto – Toronto Employment and Social Services, Shelter Support and Housing Administration, and Toronto Children's Services.

The project aims to improve client experiences with service delivery of the three main associated income support programs – Ontario Works, Rent Geared to Income housing subsidy and Child Care fee subsidy – through the integration of the Access and Intake functions of these programs.

We spent 2015 speaking directly with clients and staff, gathering feedback, advice, praise and complaints about our service delivery along the way.

When we made our recommendations for achieving change in our service delivery system in our 2016 Future State Operating Model, we already had a good grasp on the issues that both staff and clients encounter on a daily basis when working in and with the service delivery system.

We knew that we needed a change management strategy to help implement the envisioned state of service delivery. What we didn't fully understand at the time was how pivotal organizational culture – and its associated underlying assumptions and values – is within our Divisions in regards to the daily operating environments that we all experience.

A working group composed of frontline staff was formed to better understand the current state of organizational culture. We used traditional methods of research such as survey-based organizational cultural diagnostics, as well as new and innovative approaches to analyzing culture through uniquely designed organizational cultural probes.

We took all of that information, analyzed it, themed it out, and applied it to a pre-established culture audit framework to create three Divisional cultural profiles.

Then, using the current organizational values, vision and mission statements of the three Divisions, we created the integrated future state purpose, vision and values, and applied it to the same culture audit framework.

Through undertaking a gap analysis, we were able to compare our current and future state and develop a framework for change that details a strategy for effectively working towards shifting our organizational culture.

This report details that work, primarily focusing on each individual Divisional organizational culture profile, and then presenting the integrated purpose, values and vision and the framework for change.

Figure 1 on the following page visually depicts this work.

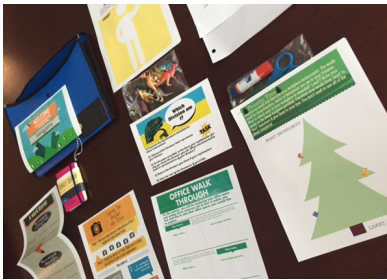
# BACKGROUND

## CULTURAL ARCHITECTS WORKING GROUP



### Culture Audit of 3 Divisions

- Traditional culture audit methods (group discussion based on survey)
- Innovative organizational cultural probes



### Integrated Purpose, Values, Vision

- Analysis of current organizational values, vision and mission statements from the 3 Divisions
- Group writing process to create integrated values, vision and mission statement

### Gap Analysis

- Performed gap analysis to determine gaps between current organizational culture and integrated future state culture
- Analyzed data from gap analysis to determine critical few behaviors to address within our organizations that will lead the progression towards an integrated organizational culture based on our core purpose, vision and values

Next steps –  
Framework for  
Change

# BACKGROUND

## WHAT IS ORGANIZATIONAL CULTURE?

There is no singular definition of organizational culture. Within the literature, over 100 dimensions have been identified and associated with organizational culture (Jung et al, 2009; Panagiotis et al, 2014).

Organizational culture is generally taken to mean the shared beliefs, values, practices and taken-for-granted assumptions that influence the way that people think, feel, communicate and behave in the workplace (Schein, 1999). More colloquially, organizational culture is often defined as “the way things get done around here.”

Organizational culture manifests itself in a variety of ways. It can be seen in our institutional artifacts – attributes of our workplaces which are tangible and readily available for us to interact with. Artifacts can be our dress code, communication styles, how we treat each other and manage employees, and even what kinds of signs we choose to hang in our offices.

Artifacts are informed by espoused and underlying values and assumptions. These form the core of our organizational culture. By truly understanding these values, we develop a clear picture of our actual organizational culture.

Organizational values act as social principles in the workplace that guide behaviours, setting a broader framework for organizational practices and routines (Hogan & Coote, 2014).

When there is a disconnect between espoused culture (what is said) and true culture (what is actually done) there is a misalignment in culture which can ultimately impact upon the organization in detrimental ways (Buch & Wetzel, 2001).

More colloquially, organizational culture is often defined as “**the way things get done around here.**”

## BACKGROUND

### WHY IS ORGANIZATIONAL CULTURE IMPORTANT?

The degree and rapidity of change in external operating environments in regards to the delivery of government human services is staggering, and the demand for organizational change is relentless.

Empirical evidence has shown a positive relationship between organizational culture and organizational performance (Cameron & Quinn, 2006). As well, organizational culture has been recognized as a major contributor to workplace innovation, creativity and productivity.

Few organizations have actually determined how to achieve a healthy, high-performing workplace culture without burning people out (McGregor & Doshi, 2015). In the delivery of human services, this is especially important given the vulnerability of the individuals we serve.

Evidence has shown that on its own, change strategies and tools are not adequately able to improve organizational performance without addressing the fundamental culture of an organization – values, ways of thinking, managerial styles, paradigms, and approaches to problem solving.

As organizational culture impacts upon work environments, creativity and the dedication of employees, the public sector cannot afford to neglect its understanding of its own organizational culture at the expense of its own bottom line – delivering better public services.

With this understanding of the crucial role of organizational culture in regards to change management in mind, the HSI project formed the Cultural Architects working group.

This group of thirteen frontline and policy staff, representing 11 different physical office locations from across the three participating Divisions has come together on a bi-weekly basis throughout the spring and summer of 2016 to audit the three organizational cultures, create new values and a vision that speak to an integrated service delivery system's goals, and finally to create a framework for change that will inform and support our organizational transformation to an integrated human services system.

# BACKGROUND

## ORGANIZATIONAL CULTURE & ITS RELEVANCE TO THE HUMAN SERVICES INTEGRATION PROJECT

The Human Services Integration (HSI) project is an example of transformative change within the human services system.

A multi-year project and partnership between three of the largest human services Divisions at the City of Toronto, the HSI project seeks to integrate key aspects of service delivery of three large income support programs. Working with Employment and Social Services, Children’s Services and Shelter Support and Housing Administration, the HSI project is integrating elements of Ontario Works, child care fee subsidies, and specific housing benefits.

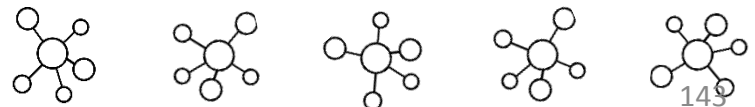
In such a large and multi-phased project, implementing a robust change management framework has been important to underscoring the ongoing structural and procedural work that is informing much of the transformational change.

In order to successfully change the human services delivery system, the project, and its stakeholders, must also address the distinct organizational cultures that exist across the three participating Divisions to create an integrated culture that supports the project’s overarching goal of improving the client experience with human services delivery at the City of Toronto.

The project has a unique opportunity to reimagine the current organizational cultures within the three Divisions, and to design and implement a framework that will help to support the three Divisions to address some long-standing issues within our broader organization, while honoring and strengthening the positive elements of our organizational culture.

Through the work of the Cultural Architects Working Group, that framework for change is beginning to take place, beginning with the creation of space for staff from across the three Divisions to share their experiences working in each of the Divisions, as well as their thoughts on organizational culture.

The work of the Cultural Architects Working Group has also opened up the conversation about organizational culture and its important to our workplace productivity, effectiveness and happiness with a broader range of staff and management. Working group members have shared their experiences in the Cultural Architects Working Group with their teammates, supervisors and managers, adding to the informal ground-swell of awareness of the important role that organizational culture plays in our daily workplaces.



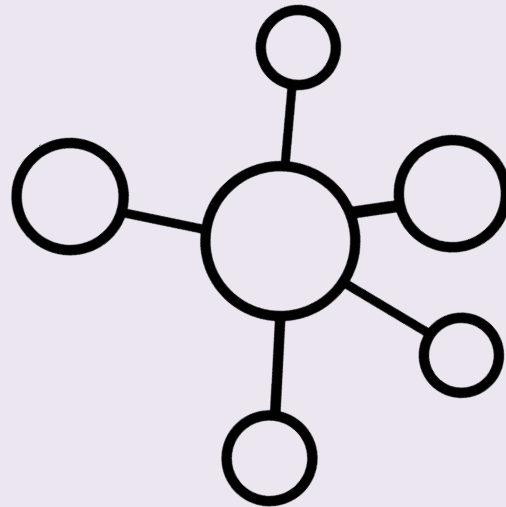
## BACKGROUND

Service integration is ultimately about the **bringing together** of previously siloed cultures and **fundamentally transforming** how we think about government delivery of public services.

By **integrating distinct services**, processes, procedures, and cultures into one integrated and seamless access channel successfully, the City of Toronto will be delivering more efficient and effective services to clients, in the best manner possible.

The **power of organizational culture** is its ability to bring people together, overcome fragmentation and ambiguity and propel an organization to success. **Culture derives its power from integration.**

# **METHODOLOGY**



# METHODOLOGY

## CONCEPTUAL FRAMEWORK

After spending 2015 speaking with clients and staff, we knew there were issues with our organizational culture. Though the high-performing culture of the City of Toronto was apparent in our workplaces, there were also unique challenges and insights that we wanted to further explore that were ultimately impacting our clients experiences with human services delivery.

It is well documented in the literature that there is no perfect framework for evaluating organizational culture due to its complexity (Jung, Scott, Davies, Bower, Whalley, McNally & Mannion, 2009, Wilkins, 1983; Fletcher & Jones, 1992). For this reason, we applied two theoretical frameworks to our culture audit – Schein’s layered model of organizational culture, and Cameron and Quinn’s Competing Values Framework.

Organizational culture is broad and inclusive in scope and the application of these frameworks to structuring the evaluation of organizational culture facilitates a focused analysis of specific dimensions (Cameron & Quinn, 2006, p. 33). Utilizing both frameworks allowed for an integrated conceptual framework to be created that provided a robust and nuanced evaluation of the current state of organizational culture.

Applying Schein’s model to data collection and an organizational culture audit facilitated the ‘deeper digging’ into organizational culture, to better understand the true culture of each Division, by identifying and analyzing all three levels of organizational culture.

The application of the CVF framework to the audit of individual Divisional organizational cultures allowed for a tangible comparison among the three.

Bringing all of this analysis together painted a rich picture as to the current state of organizational culture in each of the three Divisions. This work allowed the identification of the strengths in our cultures that we want to carry forward, as well as weaknesses or opportunities for change that we need to address in order to be successful.

# METHODOLOGY

## SCHEIN'S MODEL OF ORGANIZATIONAL CULTURE – A LAYERED APPROACH

Schein's model of organizational culture espouses that there are three levels or layers of culture. These layers lead to observable behaviours by members of an organization. In this way, the end-result of observable employee behavior begins at the very root of all organizational culture – the underlying and ingrained assumptions that are often left unchallenged.

Many assumptions about basic human nature form the basis of management and control systems that perpetuate themselves because 'if people are treated consistently in terms of certain basic assumptions, they come to eventually behave according to those assumptions in order to make their world stable and predictable' (Schein, 2004; McGregor, 1957).

It follows, then, that the underlying assumptions in our workplaces that extend throughout our organization have a huge impact upon the perpetuation of our current organizational culture, for better or worse.

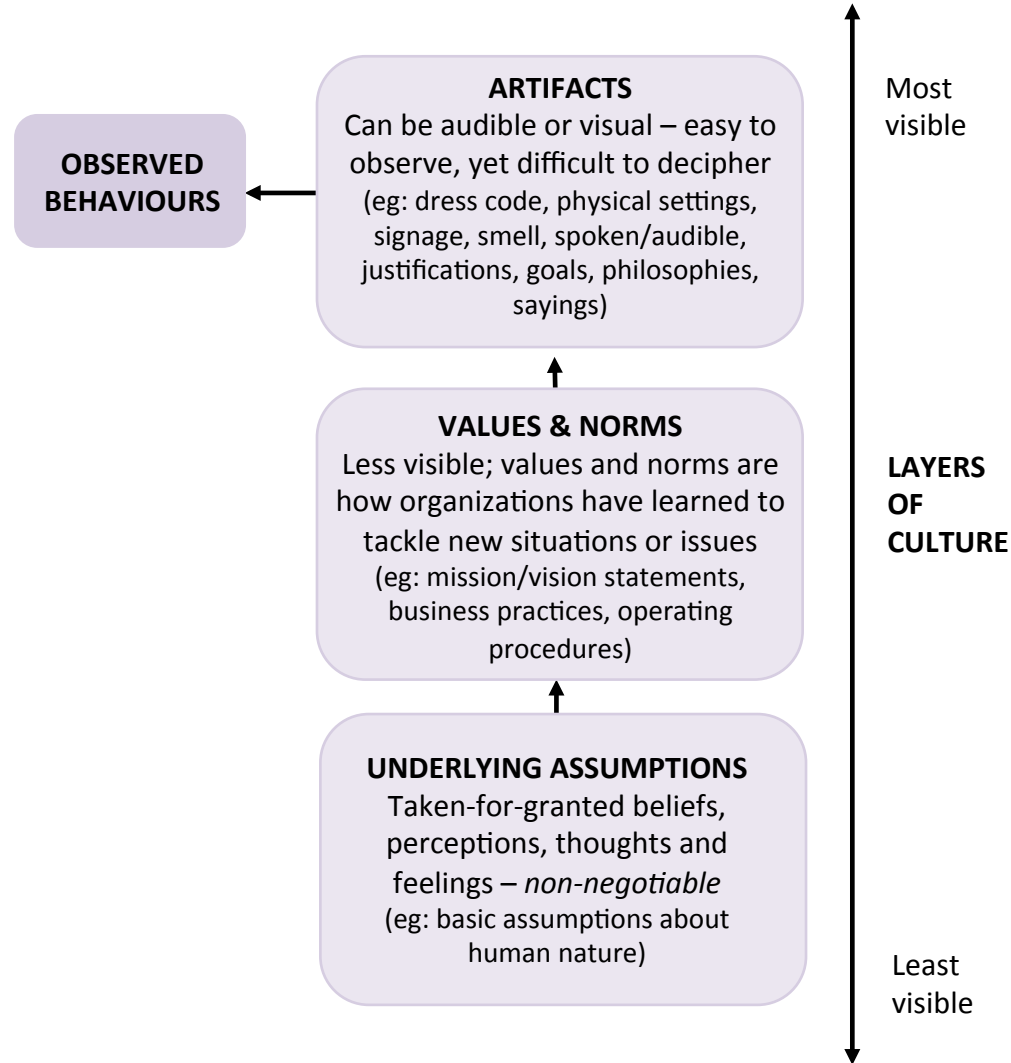


Figure 2 – Schein's Layered Model of Organizational Culture

# METHODOLOGY

## CAMERON & QUINN'S COMPETING VALUES FRAMEWORK

The Competing Values Framework was developed by Cameron and Quinn by examining thirty-nine indicators of organizational effectiveness and submitting them to statistical analysis. The resulting bi-dimensional model has four main indicators of culture type (Cameron & Quinn, 2006).

Each quadrant has been given a name that draws upon its composite dimensions – *clan*, *adhocracy*, *market* and *hierarchy* (Cameron & Quinn, 2006). Each quadrant represents basic assumptions, orientations and values that form the basis of an organization's culture.

From this work, the Organizational Culture Assessment Instrument (OCAI) was developed. When completed, the tool provides an organization with a cultural profile. The OCAI consists of six items, with four alternative organizational scenarios per item (see Appendix A for OCAI questions – slide 44).

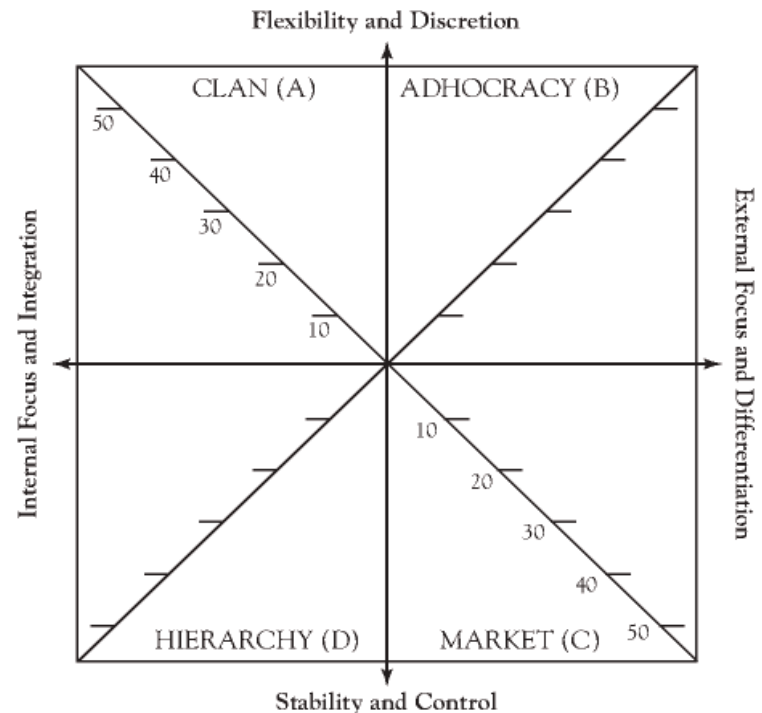
This tool has been applied to various industry groups to determine average cultural profile types. On the following slide, the average profile for public administration organizations is depicted.

### The Clan Culture

An organization that focuses on internal maintenance with flexibility, concern for people, and sensitivity to customers.

### The Adhocracy Culture

An organization that focuses on external positioning with a high degree of flexibility and individuality.



### The Hierarchy Culture

An organization that focuses on internal maintenance with a need for stability and control.

### The Market Culture

An organization that focuses on external positioning with a need for stability and control.

Figure 3 – Competing Values Framework (CVF)

# METHODOLOGY

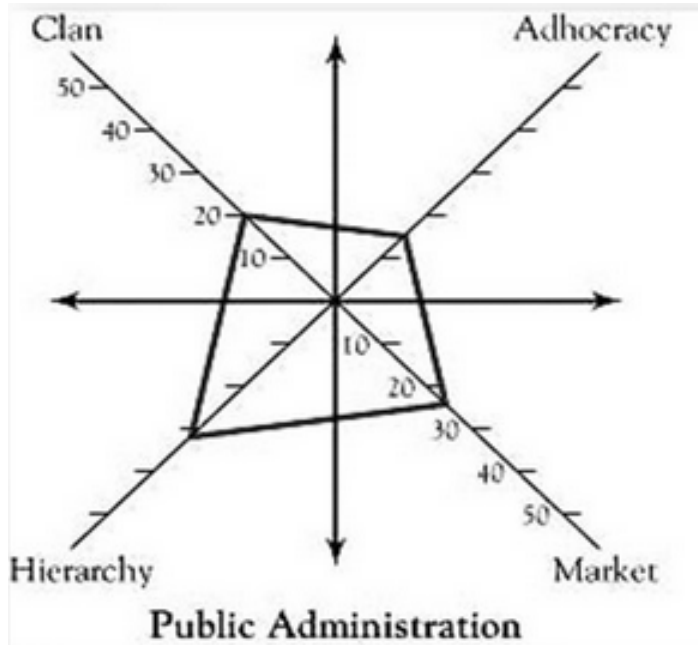


Figure 4 – Average cultural profile of Public Administration organizations (N=43)

Cameron and Quinn stress that these representations of culture as determined by the OCAI don't represent ideals, they are representative of the average in the field and individual organizational performance varies among those included in the analysis.

Cameron and Quinn are also adamant that all four culture types (hierarchical, clan, adhocracy and market) and the management competencies associated with them are valuable and necessary to organizational success. The key, then, is to get the balance between the culture types correct (Cameron & Quinn, 2006).

## DATA COLLECTION TOOLS

### TRADITIONAL CULTURE AUDIT

Utilizing the concept of a traditional, survey-based culture audit, a traditional culture audit was performed during Cultural Architect working group meetings.

During these meetings, working group members worked in Divisional groups to answer six culture audit questions (Appendix B – slide 47).

Group members were encouraged to discuss the work of the group with their colleagues, and often brought in broader perspectives and feedback from colleagues at their offices into the discussion.

Included domains in the culture audit were selected from a variety of organizational culture audit assessment tools that have been utilized in the public sector to explore organizational culture. This was done as there is no ideal instrument for cultural exploration, and research has noted that the degree to which any measure within an audit is seen as useful is dependent upon the reason for undertaking the audit and the context within which it is to be applied (Jung et al, 2009).

### ORGANIZATIONAL CULTURAL PROBE

Organizational cultural probes unique to the HSI project were conceptualized, created and distributed to the Cultural Architect working group members.

Cultural probes are a flexible and emergent data collection method that goes beyond traditional methods of data collection and seek to utilize interpretation, ambiguity and fun to stimulate participants (Gayer, Dunne, & Pacenti, 1999).

Probes are examples of service design tools that are used to explore culture through the the principle of user-participation via self-documentation. This ethnographic methodology is useful in the production of richly engaging material (Stickdorn & Schneider, 2001).

The organizational cultural probes contained eight unique activities for exploring organizational culture. Creative tools were used to elicit feedback from staff about organizational culture. Tools were completed by working group members, who were encouraged to discuss and complete the tools with their colleagues. They did, which resulted in a larger participant group. More detail on the activities within the cultural probes can be found in Appendix C – slide 48.

# DATA ANALYSIS FRAMEWORK

Data collected from the traditional culture audit and organizational cultural probes was collected and organized. This initial organization of the data is important as it selects, focuses, simplifies and abstracts and/or transforms the data from both the group brainstorming processes and the cultural probes into manageable data sets (Miles, Huberman & Saldana, 2014).

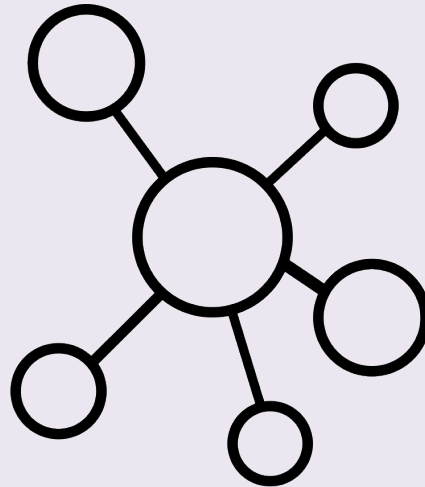
Elemental coding methods were initially used to analyze the data, including:

- Descriptive coding – summarizes in a word or short phrase the basic topic of a passage of qualitative data
- In vivo coding – also known as ‘literal’ or ‘verbatim’ coding refers to the use of a word or short phrase from the actual language found in the qualitative data record by the participants themselves
- Summative coding – quantifies the appearance of certain words or content in text with the purpose of understanding the contextual use of the words or content

After initial coding techniques were applied, focused coding was utilized to condense and sharpen the initial coding. Focused codes are more conceptual than initial codes and facilitate the synthesis, analysis and conceptualization of the data into broader themes (Charmaz, 2014).

Data was coded, analyzed and organized into the six Competing Values Framework (CVF) categories in order to make sense of which type of organizational culture was most strongly associated with each Division. The detailed framework can be found in Appendix D –slide 50.

# RESULTS

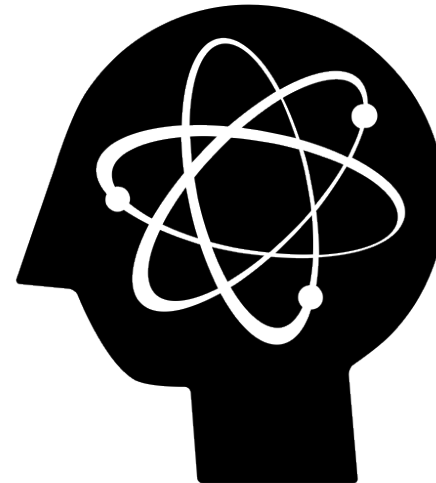


## ■ INTERPRETING THE RESULTS

Reading about the strengths and opportunities in our Divisional cultures can be uncomfortable at times, as we all aspire to be our best selves. It's also hard to hear about things we can improve upon, regardless of whether we are management staff or frontline staff. Remembering seven key points to receiving and processing authentic data can be highly beneficial to our interpretation of the following culture audit results, and help us to see the opportunities for growth.

If you find yourself uncomfortable with the story the data is telling, remind yourself that this entire exercise is meant to contribute to the creation of a human services delivery system at the City of Toronto that is the best it can possibly be, with benefits for all staff within the organization, as well as clients.

1. Defer Judgement
2. Embrace Ambiguity
3. Bring Optimism
4. Utilize Empathy
5. Build on the Ideas of Others
6. Stay Focused on the Topic



# RESULTS

## SUMMARY OF SSHA ORGANIZATIONAL CULTURE (1)

SSHA's culture is determined to be primarily adhocratic due to its lack of centralized power and clear authority relationships. This culture-type may be due to the vastly different services that the Division delivers. From policy work to shelter operations, to street outreach and wait-list administration, many arms of this Division are unfamiliar to each other and operate under their own accord. This flexibility in operating environment is usually welcomed, as it inspires creativity and innovation, though negative aspects of this culture include lack of clarity in decision making processes, accountability and communication. Unaddressed, these opportunities for change disrupt the efficient functioning of the organization.

A strong sub-culture also exists within SSHA of dedicated and passionate staff who are committed to personal and client growth and development in the pursuit of organizational success.

### SSHA Organizational Culture Profile – SUMMARY (1)

<b>Dominant Characteristics</b>	A <b>predominant culture of adhocracy</b> exists at SSHA. Characterized by less formalized procedures and inconsistencies in operating environments, strong emphasis is instead placed upon the individual competencies of staff to get the work done. While the flexibility of an adhocracy culture has identifiable benefits for staff, the accompanying uncertainty, lack of clarity and inconsistency in communication lead to frustration and inefficiencies in workplace productivity.
<b>Organizational Leadership</b>	Organizational leadership is characterized as a <b>blend between adhocracy and market cultures</b> . SSHA leadership is in part flexible and open to informal feedback from employees, while also being driven by market culture tendencies of prioritizing a results-oriented leadership style that heavily emphasizes use of individual staff competencies to achieve organizational success. Decision making is unclear, confusing and often poorly communicated, leading to frustration and ambiguity in the workforce in regards to organizational goals.
<b>Management of Employees</b>	Management of employees at SSHA is a blended culture of <b>adhocracy and market values</b> . Due to its dominant flexible and informal organizational culture, there is a strong adhocracy culture that inspires collaboration amongst employees to achieve organizational goals. A negative feature of this flexibility is that it seems to prevent staff from easily adapting to change. This is may be due to a prevalent state uncertainty that staff operate in, making it difficult to manage change, on top of navigating an unpredictable and informal operating environment. Market culture elements exist in the management of employees due to the heavy reliance on employee competitiveness and competency in order to meet the high demands of a challenging operating environment.

# RESULTS

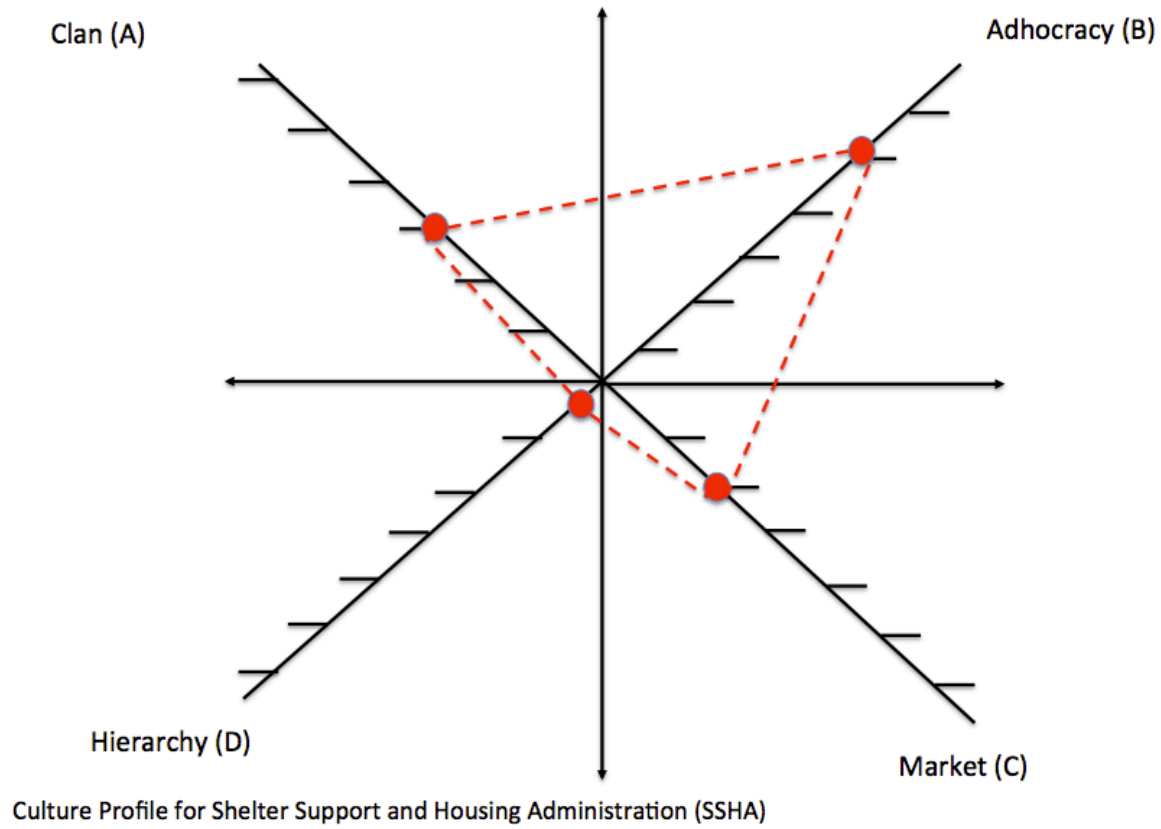
## SUMMARY OF SSHA ORGANIZATIONAL CULTURE (2)

### SSHA Organizational Culture Profile – SUMMARY (2)

<b>Organizational Glue</b>	<p>A <b>dominant market culture</b> of goal accomplishment and achievement is the espoused culture of organizational glue at SSHA. However, a <b>strong clan sub-culture</b> of mutually supportive staff interested in personal growth, who thrive when successfully assisting clients in accomplishing their goals is the true ‘glue’ in the organization that propels staff to deeply commit to working to achieve their personal best. <b>This sub-culture is consistent across the three Divisions for this CVF category.</b></p>	
<b>Strategic Emphases</b>	<p>Strategic emphasis is largely based on <b>adhocracy and market cultures</b>. Staff collaboration and participation in service delivery are emphasized as key to the organization meeting its service delivery goals. The absence of a dominant hierarchical structure perpetuates the informal nature of goal achievement, with managers downloading to staff creating an operating environment with an absence of clearly defined leaders. Instead, SSHA relies on a market culture of competent and driven staff competing to hit stretch targets by emphasizing personal positive attributes and professional capabilities.</p>	
<b>Criteria of Success</b>	<p><b>Dominant adhocracy culture</b> promotes positive staff behaviours that support success, including attempting new approaches to old problems. However, the culture does not support the staff behavior that the Division prioritizes as being necessary for success. Such behaviours include: strong customer service skills, professionalism and individual positive qualities and attributes of staff.</p>	
<b>Final Organizational Profile</b>	<p style="text-align: center;"><b><u>Strengths</u></b></p> <ul style="list-style-type: none"> <li>-flexibility in operating environment inspires cautious innovation – a beginning step to a more innovative and creative workforce</li> <li>-individual professionalism and skills of staff can be harnessed into creating critical mass of positive force</li> <li>-strong sub-culture of supportive employee groups that provide examples of the benefits of genuine teamwork</li> </ul>	<p style="text-align: center;"><b><u>Opportunities</u></b></p> <ul style="list-style-type: none"> <li>-elements of adhocracy culture are often incompatible with broader organizational culture, which leads to confusion, and lack of clarity of organizational goals</li> <li>-lack of healthy work environment to support the prioritized and necessary staff attributes for high functioning service delivery</li> <li>-adhocracy culture of de-centralization and informality needs to be strengthened by application of hierarchical cultural elements that will promote clarity and consistency in the Division</li> </ul>

# RESULTS

Figure 5 – Culture Profile for Shelter Support and Housing Administration



# RESULTS

## CVF # 1 – DOMINANT CHARACTERISTICS

Dominant characteristics get at the heart of what the overall organization is like. As a Division, SSHA deals with often extremely marginalized individuals, and is ultimately responsible for the provision or facilitation of a resource that is quite difficult to acquire in Toronto – stable and affordable housing. Staff throughout the Division are therefore quite resilient and creative when it comes to acquiring resources for clients, and working within a difficult service system.

SSHA is an adhocratic organization. There is a lack of centralized control, and decision-making power and authority are not always apparent. This decentralized operating environment affects all organizational aspects, including impeding clear and consistent communication resulting in confusion and a general lack of clarity, while also promoting innovation and creativity.

Individual positive attributes such as professionalism, compassion, empathy, creativity, intelligence, passion and hardworking are character traits that are seen as valuable to the Division. Workplace structures do not consistently support the sustainability of these traits, however.

### Shelter Support & Housing Administration

#### Most Prioritized

- Personal (individual) positive qualities/attributes
- Individual professional skills
- High pressure work environment

#### Least Prioritized

- Workplace professionalism
- Healthy work environment
- Knowledge provision/clear communication
- Staff support/appreciation

Figure 6 – SSHA Dinosaur Probe Activity



It is strong, fast and it will eat you alive.

It's smart and a quick thinker.

The Dinosaur Diagnosis exercise in the cultural probe kit allowed the exploration of SSHA as a Division using uncommon associations to draw out connections with organizational culture.

There is an awareness within SSHA regarding the impact that the changing external operating environment has upon the Division and its clients, prompting internal change. There is a underlying current of cautious innovation that SSHA taps in to in order to complete its work in a high politicized, often high-pressure operating environment.

## ■ CVF # 1 – DOMINANT CHARACTERISTICS - SUMMARY

SSHA is identified primarily as an adhocratic in the Dominant Characteristics category. The Division is perceived to lack overly formalized operating procedures, and generally operates in a decentralized manner in regards to service delivery.

Individual positive characteristics of staff are valued within the Division and are drawn upon to achieve organizational goals, though workplace structures and procedures do not strongly support the sustainability of these characteristics.

While the decentralized and adhocratic operating environment provide relative flexibility to staff which is essential to operating in a fast-paced and high-pressure work environment, the potential for staff burnout in a decentralized operating environment that fails to reward individual efforts is such that the flexibility becomes an organizational liability. Frustration due to unclear and inconsistent communication is also a threat to organizational productivity and success.

## ■ STRENGTHS

- Informal and decentralized operating environment encourages innovation and adaptability throughout the organization
- Valuing of positive individual characteristics in staff

## ■ OPPORTUNITIES

- Consistency and clarity in communication that is both informational and strategic in nature
- Better emphasis on healthy, welcoming workplace environments that support individuals both internally and externally

## CVF # 2 – ORGANIZATIONAL LEADERSHIP

Organizational leadership describes the leadership style and approach that permeates the organization. This category explores how staff are developed within an organization, including mentorship and disciplinary actions in addition to the decision-making processes within SSHA.

### **THEME – DECENTRALIZED DECISION MAKING**

Decentralized and informal decision making norms are present within the Division, with both positive and negative outcomes on the daily operating environment. This structure allows for timely, local and necessary decisions to be made, while also contributing to confusion within the workplace due to lack of clarity and authority when attempting to implement new decisions, especially if they are unpopular, controversial or involve a number of different staff.

### **THEME – INCONSISTENCY IN MANAGEMENT**

Undesirable staff behaviours are not perceived to be directly dealt with. The culture audit and probe materials revealed that indirect management of undesirable behavior occurs, with generalized emails, sweeping policy changes and/or penalizing all team members utilized as tools for addressing the problem.

### **THEME – CAREER DEVELOPMENT**

There is general support for career growth within SSHA. Through support for learning and further education, as well as consistent 'Expression of Interest' and 'Alternate Rate' (AR) positions, staff are able to gain and display a broad range of skills to further their careers. AR positions are especially useful to career development, as they are often management based, allowing staff to practice a unique set of skills that might not always be utilized in frontline service delivery.

### **THEME – INNOVATION IN THE WORKPLACE**

The informal operating environment and decentralized decision-making process at SSHA create a culture that conveys permissibility to be innovative and creative in day-to-day operations.

“Managers [should be] managing, instead of downloading to staff.”

## ■ CVF # 2 – ORGANIZATIONAL LEADERSHIP - SUMMARY

SSHA organizational leadership is identified primarily as an adhocracy, with some elements of clan culture. Leadership is de-centralized, with decision-making responsibilities moving fluidly throughout the organization. Decisions made by management are able to be influenced by feedback from staff, whether solicited or not.

While this leadership style affords staff more autonomy and inclusion in some aspects of the organization, it also causes confusion, as there is a perceived lack of clarity in regards to decisions made, which is further impacted by inconsistent unclear and delayed communication.

Some elements of clan culture exist in that management is supportive of staff developing new skills, mentoring staff into roles that continue to develop their career.

## ■ STRENGTHS

- Support of staff to develop skills and advance careers, including access to management positions
- Personal autonomy in regards to decision-making within the operating environment
- Workplace environments that inspire and create space for creativity and innovation

## ■ OPPORTUNITIES

- Authentic inclusion of frontline staff and operational management at all levels in decision-making processes
- More consistent management practices, including clarity in decision making and structures that support addressing undesirable behaviour across the organization

# RESULTS

## CVF # 3 – MANAGEMENT OF EMPLOYEES (1)

Management of employees refers to the style in which employees are managed to get the work of the Division done. For example, this category looks at how the Division structures its work environment and what it gives priority to. Is team work prioritized over individual effort? Are there strict operating procedures to follow, or is there latitude for employees to take liberty with how services are delivered? It also explores the physical structures of the Division's workplaces, and looks at how office space is utilized. Data from the Office Map and Priority Tree exercise was analyzed.

### THEME – INCONGRUENCE IN BEHAVIOURAL EXPECTATIONS

There is a dissonance in the espoused behavioural expectations in the SSHA workplace, and observed behavior. Professional behavior and positive individual attributes are espoused as values of the organization, but appropriate workplace structures are not consistently in place to sustain these values.

While professional workplace behaviours were identified in the culture audit as being monitored by both management and frontline staff, probe materials contradicted this finding, with salient professional characteristics such as respect, teamwork, non-judgmental attitudes and acceptance all being listed as low priorities within SSHA.

### THEME – DIFFICULTY IN MANAGING CHANGE

Managing change within the Division is a challenge. This observation seems counter-intuitive, as flexibility in workload would seem to indicate a predisposition to being able to functioning within an independent and changing working environment. In SSHA's workplace environment, however, change is seen as a liability that creates more work, making managing the heavy workload more difficult for staff.

### THEME – VARIANCE IN EMOTIVE PHYSICAL WORKSPACES

SSHA workplaces invoke highly variable emotions, depending on where in the organization an individual works. A sense of pride was apparent across the range of workplaces, from shelter locations to Housing Connections, to head office at Metro Hall. Shelter locations are seen as being less stable and safe than office-based locations. Overall, the inconsistency across workplaces in regards to the emotions that Divisional workspaces create within staff reinforces the fractured and decentralized nature of SSHA.

“...[it is like] **the space just happened** and isn't seen as important...[it seems like] the posters are placed more out of duty than out of caring or passion about the messages. Like there is **no identifiable office culture**, expect anything goes, which is fine.”

## CVF # 3 – MANAGEMENT OF EMPLOYEES (2)

### THEME – ROLE OF MANAGEMENT

The Office Map exercise and culture audit data highlighted the autonomous and independent operating environment that permeates SSHA. Offices of management staff were consistently identified as being the least-visited places within workplace locations.

While two-way communication, including seeking and utilizing feedback from non-management staff is seen to be on the upswing, there is a general perception that there is significant room for improvement in regards to communication from management including both engagement and listening with staff, and communication and sharing of information.

### THEME –AUTHENTIC USE OF TEAMS

Employees are encouraged to work individually and in teams, to problem solve difficult client cases and share workloads and information with each other. Flexibility in the operating environment encourages staff to work in whichever way best suits their task at hand and collaboration is seen as an important tool when difficult cases are encountered.

SSHA Strengths & Challenges in the Workplace	
Strengths	Challenges
<ul style="list-style-type: none"> <li>• Appreciation of colleagues</li> <li>• Challenging assumptions</li> <li>• Two-way communication with management increasing</li> <li>• Feeling valued increased productivity</li> </ul>	<ul style="list-style-type: none"> <li>• Disruptive colleagues</li> <li>• Poor communication from managers</li> <li>• Volume of work is too much</li> <li>• Meetings are draining &amp; not productive</li> <li>• Change at work creates insecurity</li> </ul>

## ■ CVF # 3 – MANAGEMENT OF EMPLOYEES - SUMMARY

Data analysis reveals that the management of employees at SSHA is predominantly a blended culture of adhocracy and market values. The adhocracy culture inspires collaboration amongst colleagues, and is a positive attribute to an organization that operates in a challenging and hostile external environment.

A detriment to this organizational culture type is that it hinders adaptability to change, likely due to the constant state of uncertainty and opacity of the current operating environment. Similarly, themes of poor communication within the adhocracy culture were highlighted as having a negative impact upon the operating environment of the workplace.

The market culture aspect of employee management is due to the emphasis on personal, individual attributes used to drive organizational goals. Because the adhocracy culture does not always provide the structure needed to drive goal achievement, the market culture represents the prioritization of individuality and high-operating capacity that staff must demonstrate as possessing in order to successfully achieve organizational goals.

## ■ STRENGTHS

- Authentic use of teams encourages and inspires collaboration and workload sharing
- Autonomy and empowerment of staff to make decisions that enable the work of the Division to get done

## ■ OPPORTUNITIES

- Better definition and integration of organizational culture, including vision, mission and values of the workplace
- Increased alignment between espoused and observed behaviours in workplace environments facilitated by staff at all organizational levels
- Increase capacity of organization to adapt to change

## CVF # 4 – ORGANIZATIONAL GLUE

This CVF category explores the bonding mechanisms that hold the organization together. For SSHA, the espoused glue that holds the organization together is the successful achievement and goal accomplishment of affordable housing for Torontonians and service delivery system oversight.

Achieving these goals is evident in the values, vision and mission statement of Housing Connections, and in the 5-Year Strategic Plan of the Division more broadly. Underlying this commitment to affordable housing sustainability, creation and housing support, however, is a clan sub-culture. Analysis of the Organizational Cultural Probe Photo Exercise and Colleague Exercise highlighted three strong themes:

### THEME – SUPPORTIVE RELATIONSHIPS WITH COLLEAGUES

SSHA staff are inspired, motivated and engaged by healthy peer-to-peer relationships. The most encountered colleague in SSHA workplace environments was identified as an individual who goes above and beyond to ensure that clients are well served, and that those around them (including other colleagues) feel welcomed and supported.

### THEME – OPPORTUNITY FOR GROWTH

Opportunity for growth, both personal and client growth, emerged as a theme. There is optimism within SSHA workplaces that both clients and staff have the ability to grow within their roles.

As a whole, a generalized perception and belief in ability to grow and develop serves as an important part of the organizational glue, motivating and inspiring staff in their daily work.

### THEME – SUCCESSFUL ASSISTANCE OF CLIENTS IS PIVOTAL TO WORK

Staff feel most gratified in their work when they are able to successfully assist clients in accessing and receiving services. Despite systemic challenges, a professional and positive relationship between staff and clients is essential as a bonding mechanism for SSHA as an organization.

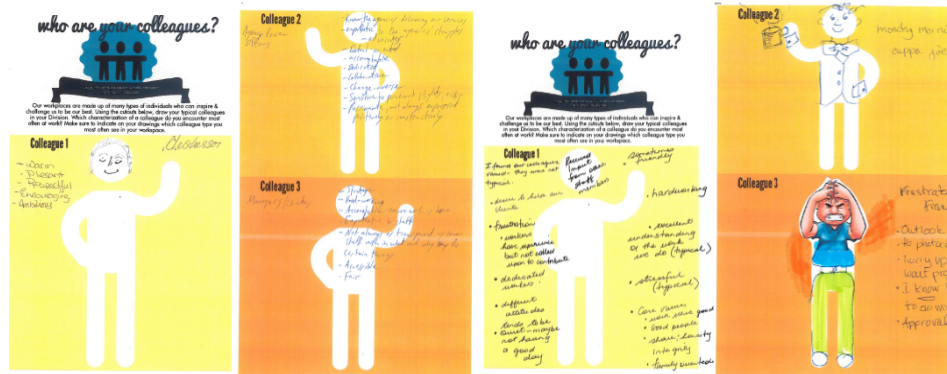


Figure 7 – Example completed SSHA Colleague Activity

## ■ CVF # 4 – ORGANIZATIONAL GLUE - SUMMARY

The espoused values that help sustain the SSHA working environment promote goal completion, creating a market-based culture.

However, the themes that emerged from the culture audit and culture probes highlight an underlying strong clan sub-culture. This sub-culture drives staff cohesion within the workplace. Supportive, helpful and positive colleagues are identified as fundamental elements of a satisfying and enjoyable workplace environment.

Successful assistance of clients in accomplishing their goals, as well as compassionately conveying information is seen as being fundamental to the workplace.

## ■ STRENGTHS

- Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships
- Dedication to compassionately supporting clients throughout their service journey
- Belief that the workplace *can* become a more supportive environment (optimism)

## ■ OPPORTUNITIES

- Enhance workplace environments to integrate sub-clan culture into mainstream SSHA culture
- Encouraging use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and healthy relationships between colleagues

## CVF # 5 – STRATEGIC EMPHASIS

This category explores what drives an organization’s strategy and what resonates with staff. Strong bonds with colleagues and a drive to assist clients within a challenging service delivery environment are especially important to staff.

### **THEME – SERVICE DELIVERY MATTERS**

Delivering services to clients resonates deeply with staff. The process of intervening to help clients, providing clients a safe space and helping people by working to make a difference emerged as salient components of service delivery.

### **THEME –SUPPORTIVE WORK ENVIRONMENTS DRIVE ORGANIZATIONAL GOALS**

Supportive, positive and creative people permeate SSHA working environments. A culture of collaboration is evident within workplaces, which contributes to the strong clan sub-culture. Sustaining supportive work environments by addressing a robust range of workplace characteristics is seen as being integral to driving organizational strategy. Emphasizing human development as a dominant culture for strategic goal achievement resonates deeply with staff.

Improving the procedural supports within workplaces was also identified as a category within this theme that is currently under-addressed. Improving upon workplace supports increases workplace productivity.

### **THEME – IMPROVING INSPIRATIONAL MANAGEMENT**

Better consistency in workplace management was a strong theme that emerged in the data analysis. While the informal operating environment has many positive aspects for staff, improving the consistency of management visibility and impact in SSHA workplaces was identified as something that needed improvement. Employees at SSHA want to be inspired and led by their management teams.

### **THEME – INCREASE CELEBRATING SUCCESS**

Validating and recognizing the contributions that employees make in their daily operating environments was identified as an area that needed improvement. Staff within SSHA are proud of their work, and want more opportunities to celebrate their own successes and achievements, as well as those of their colleagues. Currently not enough recognition of employees occurs within the operating environment.

“Helping people by making a difference.”

## ■ CVF # 5 – STRATEGIC EMPHASES - SUMMARY

The analysis of SSHA’s Strategic Emphases highlights the importance of balance in organizational culture. While the dominant overarching adhocracy culture allows for more attempts at creativity and innovation, the lack of structure and formality often creates confusion and uncertainty within the workforce.

Due to the informal operating environment, the perception of management as not managing employees further frustrates the workforce. Staff look to their leaders for motivation and inspiration. When positive leadership attributes are missing or are less strongly represented within the work environment, this commitment wavers. This analysis of the data highlights that drawing from other types of organizational cultures to bolster the leadership within SSHA to provide clarity in strategic emphases will greatly enhance the capacity of the workforce.

## ■ STRENGTHS

- Strong clan sub-culture that supports healthy relationships between staff and clients, that drive organizational success
- Informal work environment that inspires creativity and encourages growth and collaboration

## ■ OPPORTUNITIES

- Continue to make improvements in consistent and inspirational leadership who can motivate and engage staff
- Infusion of positive elements of hierarchical cultures into adhocratic culture (eg: consistency in communication and management, clearly defined decision-making processes)

## CVF # 6 – CRITERIA OF SUCCESS

This category explores how an organization defines success. The vision, mission and value statements of SSHA define the criteria of success for the organization as being that of successful provision of a range of shelter and affordable housing options. Through the managing of a service delivery system, SSHA succeeds through its contributions to building and sustaining healthy communities.

### **THEME – QUANTITY OF WORK**

Analyzing data from the Daily Diary exercise in addition to the traditional culture audit revealed that high workloads impede upon both employee morale and opportunity to engage in innovative and creative work. Quantity of work is seen as being important to management in regards to measuring contributions to the workplace, while staff measure these same contributions as holding less importance in relation to providing services and support to Divisional clients.

### **THEME – CELEBRATING SUCCESS INCREASES PRODUCTIVITY**

Themes of feeling under-valued and under-appreciated within the workplace emerged in the data, contributing to low-morale within SSHA workplaces. Data also revealed that celebration and recognition of staff at all levels for their successes and contributions to the workplace has a positive impact upon workplace productivity. Improving consistency in the celebration and recognition of staff is seen as being an important improvement to make within SSHA.

### **THEME – FLEXIBILITY DRIVES SUCCESS**

Though there is room for improvement with the adhoc operating environment of SSHA, the values within this work environment also spur workplace success. The flexibility and informality that are evident in this workplace encourage staff to be innovative and creative in their work. This operating environment also empowers staff at all levels to make decisions that advance the work of the Division.

### **THEME – IMPROVING SUPPORTIVE WORK ENVIRONMENTS**

SSHA relies heavily on individual professional characteristics of its staff in order to achieve organizational goals. These individual attributes allow staff to effectively and efficiently work in the high pressure work environments found across SSHA. Organizationally, however, the right workplace environments needed to sustain and nurture these traits are not always in place. Improving supportive workplace environments will help to sustain the development of human capital within the Division, while encouraging participation, cohesion and high morale across the Division.

“I like working here. The people are great & cooperative, **but the volume of work is too much.**”

## ■ CVF # 6 – CRITERIA OF SUCCESS - SUMMARY

SSHA's dominant adhocracy culture prominently features in to this analytic category. It both positively and negatively influences how the organization successfully achieves its goals. On the one hand, this informal and de-centralized operating environment invites innovation and attempts at change amongst staff. It also allows staff to question and ponder Divisional assumptions about how the work is done.

On the other hand, unclear communication and the strong de-centralized nature of the operating environment leaves staff feeling disconnected and under-valued in a challenging work environment.

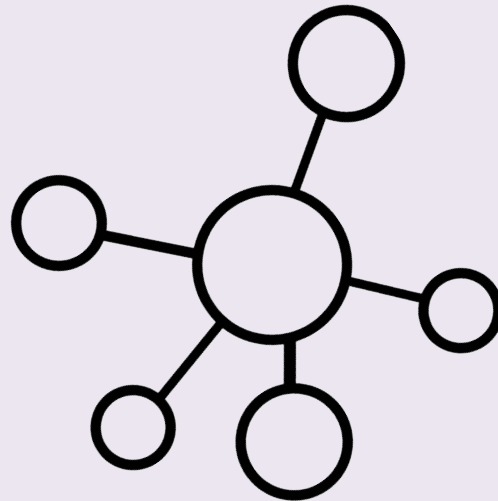
## ■ STRENGTHS

- Flexible working environment that inspires innovation within staff
- Genuine investment in helping clients to achieve their goals defines organizational success

## ■ OPPORTUNITIES

- Consistent recognition of staff and their contributions to the workplace
- Incorporation of hierarchical values of stability, clarity in procedures and role purpose to efficiently drive the goals of the Division
- Addressing the gaps in supportive work environments related to sustaining positive professional qualities

# **NOW WHAT?**



# NOW WHAT?

Once we had completed the culture audit of the three Divisions, we looked to the future. We knew where we were - where did we want to go? Looking at the three separate Divisional vision, values and mission statements, as well as the broader City of Toronto statements and the initial Human Services Integration vision statement, we crafted integrated values, vision and purpose statements that blended the best elements from each of the afore mentioned sources (Collins, 2001). These statements speak to the collective desire of the three Divisions to create an integrated service delivery system, with supportive and compassionate workplace environments and integrated client service journey pathways.

## CORE VALUES

- 01 Inclusive and client-centred service that optimizes use of resources through effective innovation and planning
- 02 Support and enhance client well-being through empowerment, choice and opportunity
- 03 Leadership and innovation in service design and delivery, informed by clients and in partnership with community
- 04 Fostering strength in a diverse, solutions-focused workforce that is key to organizational success
- 05 Recognizing that affordable housing, quality childcare, income and employment supports are fundamental human services that improve the lives and strengthen communities

## CORE PURPOSE

To continually strengthen Toronto's social fabric

## BIG HAIRY AUDACIOUS GOAL (VISION)

Become an international leader in transforming lives through excellence and innovation in human services

## VIVID DESCRIPTION (VISION)

The City of Toronto envisions an integrated and accessible human services system whereby all access channels lead to a single pathway towards affordable housing, quality childcare, essential financial benefits and employment supports.

We envision a simplified and streamlined system where clients are provided with increased choice and opportunity, treated with the utmost dignity and respect, and feel empowered from the moment they make the decision to access human services in the City of Toronto.

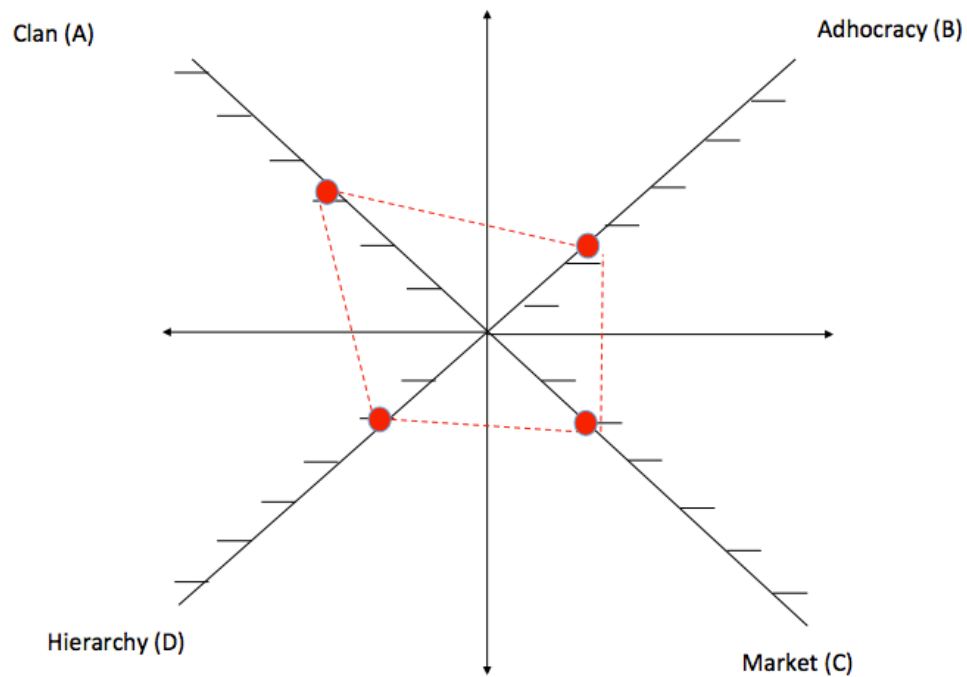
We recognize that leadership, innovation and a diverse workforce are key to organizational success. We will continue to invest in and develop staff who are inspired and empowered to reduce barriers and increase equitable and positive outcomes.

We will seek ongoing input and feedback, listening and responding in ways that are meaningful and impactful because we believe in striving for excellence in service design and delivery.

# NOW WHAT?

From the core values, core purpose, mission and vision statements of the future integrated service system, a future state culture profile was developed.

Figure 8 – Future State Integrated Culture Profile



# NOW WHAT?

After diagnosing the current state cultures and developing the vision for the future, we performed a gap analysis to determine how we would get from 'here' to 'there.'

The gap analysis allowed us to identify three "Critical Few" behaviours across the Divisions that should be addressed to support a successful transition to a new, integrated service delivery system. These three Critical Few behaviours (listed below) form the basis of the Framework for Change - a high-level strategy to address our organizational culture in a relatively structured and strategic way. In the coming weeks, a work plan will be developed to begin addressing those opportunities for improvement within our organizational culture.

## ■ CRITICAL FEW BEHAVIOURS

- 01** – Open, honest, multi-directional communication including building out staff knowledge regarding organizational strategic directions
  
- 02** – Meaningful career development opportunities
  
- 03** – Using emotional intelligence in our daily working environments to support innovative and productive workplaces

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- 02** – Meaningful career development opportunities
  
- 03** – Using emotional intelligence in our daily working environments to support innovative and productive workplaces

Now that the gaps between current and future state cultures have been identified, solutions to closing those gaps need to be established. To that end, two recommendations have been made.

## ■ RECOMMENDATIONS

### RECOMMENDATION 1

The first recommendation is that the results of the culture audit be widely shared across the three Divisions, to encourage awareness-raising regarding the importance of understanding organizational culture, especially as it relates to successfully implementing transformational changes in a work environment.

### RECOMMENDATION 2

The second recommendation is that a comprehensive strategy for addressing the three gaps be developed and implemented.

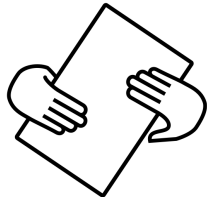
# NOW WHAT?

Congratulations! You made it through your Divisional report on your organization's culture. You might be thinking – what can I do to continue this conversation?

We encourage you to share the results with your colleagues, and begin having your own conversations about organizational culture and its importance when doing transformational change work. A lot of energy and time was invested in more deeply exploring the cultures within our organizations, and the information contained in this report is likely useful to a broad range of staff.

As a group and project team, we will be going into workplaces in the Fall of 2016 to begin the conversation on organizational culture and its importance to our transformational projects that are currently occurring across our Divisions. We invite you to join the conversation, by sharing the results of this report, beginning a conversation, and reflecting upon your own role in the change process.

## SHARE



Share this report with your colleagues to begin a conversation on organizational culture.

## BEGIN A CONVERSATION



Schedule time for you and your colleagues to discuss your organizational culture profile and how organizational culture impacts upon your workplace environments.

## REFLECT



Take some time to reflect upon how you fit into organizational culture. Transforming our culture involves everyone, at all levels of the organization.

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# Organizational Culture Profile

Results from the Cultural Architects Working  
Group

## Toronto Children's Services

November 2016

Prepared for the General Manager of TCS

# — OUTLINE

## 01

### BACKGROUND

- What did we do?
- What is organizational culture?
- Why does organizational culture matter?

## 02

### METHODOLOGY/ANALYSIS

- Competing values framework (CVF)
- Schein's Model
- Traditional culture audit
- Organizational Cultural Probes

## 03

### RESULTS

- How to interpret results
- TCS' organizational culture profile

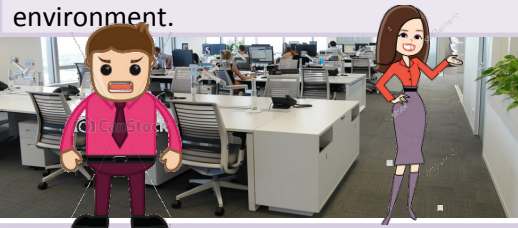
## 04

### NOW WHAT

- Reframing our approach to change
- Next steps in changing organizational culture

Don't have time to read through this report? This very brief 'Too Long Didn't Read' captures the gist of what this report outlines in a storyboard format. TCS has a strongly blended organizational culture, with dominant elements of hierarchy, market and clan culture. Weak elements of adhocracy culture are included in the organizational cultural profile. Divisional self-reflection and awareness are apparent in TCS culture, highlighting the Division's awareness of the importance of the relationships between staff and clients in effecting service delivery experiences.

**Title** – Omme is a case manager at TCS. One of her colleagues is always very negative towards clients and other staff. It is upsetting and disruptive to the work environment.



**What's Happening** – Omme's colleague has always been very abrupt and sharp with both clients and staff. Omme has tried to talk to her colleague about how her behavior affects the entire office, but usually shies away from having the awkward conversation. Omme wishes their supervisor would address the behavior. It seems to have gotten worse lately, and it's disruptive to the office atmosphere in general, making everyone feel uncomfortable. When it gets bad, Omme withdraws from the workplace environment. She knows that her supportive and engaging colleagues notice a difference in her, but she feels overwhelmed and badly for clients. By withdrawing she insulates herself against burnout.

**Title** – Omme and her colleagues are asked what they think about a new form letter being sent to clients.



**What's Happening** – Omme arrives at the office to find a meeting scheduled to discuss a new form letter that is being drafted by management and policy staff. Omme and her colleagues give their genuine and honest feedback, taking the time to really engage in the material. Months go by and Omme and her teammates never receive the new letter to send. They are unsure if their feedback was useful, and feel that they wasted their time. Finally, a year later, a new letter is released. By this time no one remembers if the letter contains their feedback or not. Omme and her teammates feel disillusioned with the process of asking for staff feedback.

**Title** – Omme is successful in an AR supervisor position within her office.



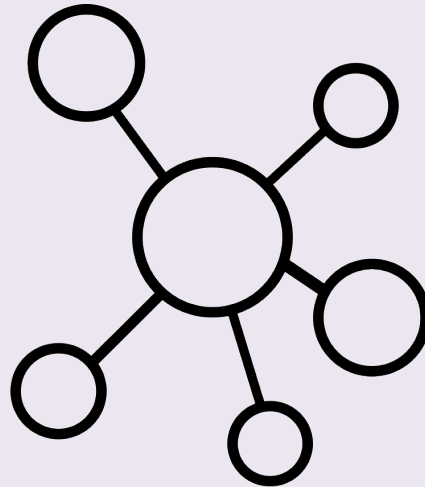
**What's Happening** – Omme has been wanting to expand her skillset for some time, and has been supported by her supervisor to take learning courses through the City of Toronto learning centre. An AR position became available, and Omme applied for and was successful in the competition. In this role she is exposed to a supervisors role and responsibilities, and gets to use and develop skills she wouldn't necessarily use in her casemanager role. Omme feels a sense of accomplishment that she has this opportunity. It is a great developmental opportunity and fits with her 5-year professional growth plan. She is inspired and excited.

**Title** – Omme and her teammates have a potluck.



**What's Happening** – Omme arrives at the office one Friday with a homemade salad in hand. Despite the challenges of her work environment, Omme is thankful for her colleagues. Many of them, at all levels, are kind, accessible and passionate about the work that they do, and are excellent to work with. Omme often feels that her workplace is like a 2<sup>nd</sup> family. Omme reflects that this might be why colleagues who are negative are so disruptive in the workplace – they seem out of place in such a supportive work environment. Omme hopes that together with her colleagues they can affect real change

# BACKGROUND



# BACKGROUND

## WHAT DID WE DO?

The Human Services Integration (HSI) project is a multi-year transformational integration project involving three Divisions at the City of Toronto – Toronto Employment and Social Services, Shelter Support and Housing Administration, and Toronto Children's Services.

The project aims to improve client experiences with service delivery of the three main associated income support programs – Ontario Works, Rent Geared to Income housing subsidy and Child Care fee subsidy – through the integration of the Access and Intake functions of these programs.

We spent 2015 speaking directly with clients and staff, gathering feedback, advice, praise and complaints about our service delivery along the way.

When we made our recommendations for achieving change in our service delivery system in our 2016 Future State Operating Model, we already had a good grasp on the issues that both staff and clients encounter on a daily basis when working in and with the service delivery system.

We knew that we needed a change management strategy to help implement the envisioned state of service delivery. What we didn't fully understand at the time was how pivotal organizational culture – and its associated underlying assumptions and values – is within our Divisions in regards to the daily operating environments that we all experience.

A working group composed of frontline staff was formed to better understand the current state of organizational culture. We used traditional methods of research such as survey-based organizational cultural diagnostics, as well as new and innovative approaches to analyzing culture through uniquely designed organizational cultural probes.

We took all of that information, analyzed it, themed it out, and applied it to a pre-established culture audit framework to create three Divisional cultural profiles.

Then, using the current organizational values, vision and mission statements of the three Divisions, we created the integrated future state purpose, vision and values, and applied it to the same culture audit framework.

Through undertaking a gap analysis, we were able to compare our current and future state and develop a framework for change that details a strategy for effectively working towards shifting our organizational culture.

This report details that work, primarily focusing on each individual Divisional organizational culture profile, and then presenting the integrated purpose, values and vision and the framework for change.

Figure 1 on the following page visually depicts this work.

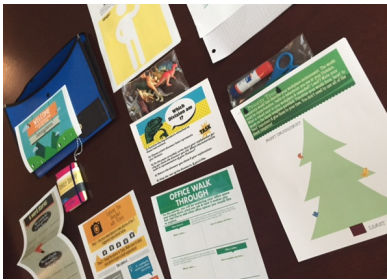
# BACKGROUND

## CULTURAL ARCHITECTS WORKING GROUP



### Culture Audit of 3 Divisions

- Traditional culture audit methods (group discussion based on survey)
- Innovative organizational cultural probes



### Integrated Purpose, Values, Vision

- Analysis of current organizational values, vision and mission statements from the 3 Divisions
- Group writing process to create integrated values, vision and mission statement

### Gap Analysis

- Performed gap analysis to determine gaps between current organizational culture and integrated future state culture
- Analyzed data from gap analysis to determine critical few behaviors to address within our organizations that will lead the progression towards an integrated organizational culture based on our core purpose, vision and values

Next steps –  
Framework for  
Change

# BACKGROUND

## WHAT IS ORGANIZATIONAL CULTURE?

There is no singular definition of organizational culture. Within the literature, over 100 dimensions have been identified and associated with organizational culture (Jung et al, 2009; Panagiotis et al, 2014).

Organizational culture is generally taken to mean the shared beliefs, values, practices and taken-for-granted assumptions that influence the way that people think, feel, communicate and behave in the workplace (Schein, 1999). More colloquially, organizational culture is often defined as “the way things get done around here.”

Organizational culture manifests itself in a variety of ways. It can be seen in our institutional artifacts – attributes of our workplaces which are tangible and readily available for us to interact with. Artifacts can be our dress code, communication styles, how we treat each other and manage employees, and even what kinds of signs we choose to hang in our offices.

Artifacts are informed by espoused and underlying values and assumptions. These form the core of our organizational culture. By truly understanding these values, we develop a clear picture of our actual organizational culture.

Organizational values act as social principles in the workplace that guide behaviours, setting a broader framework for organizational practices and routines (Hogan & Coote, 2014).

When there is a disconnect between espoused culture (what is said) and true culture (what is actually done) there is a misalignment in culture which can ultimately impact upon the organization in detrimental ways (Buch & Wetzel, 2001).

More colloquially, organizational culture is often defined as “**the way things get done around here.**”

## BACKGROUND

### WHY IS ORGANIZATIONAL CULTURE IMPORTANT?

The degree and rapidity of change in external operating environments in regards to the delivery of government human services is staggering, and the demand for organizational change is relentless.

Empirical evidence has shown a positive relationship between organizational culture and organizational performance (Cameron & Quinn, 2006). As well, organizational culture has been recognized as a major contributor to workplace innovation, creativity and productivity.

Few organizations have actually determined how to achieve a healthy, high-performing workplace culture without burning people out (McGregor & Doshi, 2015). In the delivery of human services, this is especially important given the vulnerability of the individuals we serve.

Evidence has shown that on its own, change strategies and tools are not adequately able to improve organizational performance without addressing the fundamental culture of an organization – values, ways of thinking, managerial styles, paradigms, and approaches to problem solving.

As organizational culture impacts upon work environments, creativity and the dedication of employees, the public sector cannot afford to neglect its understanding of its own organizational culture at the expense of its own bottom line – delivering better public services.

With this understanding of the crucial role of organizational culture in regards to change management in mind, the HSI project formed the Cultural Architects working group.

This group of thirteen frontline and policy staff, representing 11 different physical office locations from across the three participating Divisions has come together on a bi-weekly basis throughout the spring and summer of 2016 to audit the three organizational cultures, create new values and a vision that speak to an integrated service delivery system's goals, and finally to create a framework for change that will inform and support our organizational transformation to an integrated human services system.

# BACKGROUND

## ORGANIZATIONAL CULTURE & ITS RELEVANCE TO THE HUMAN SERVICES INTEGRATION PROJECT

The Human Services Integration (HSI) project is an example of transformative change within the human services system.

A multi-year project and partnership between three of the largest human services Divisions at the City of Toronto, the HSI project seeks to integrate key aspects of service delivery of three large income support programs. Working with Employment and Social Services, Children’s Services and Shelter Support and Housing Administration, the HSI project is integrating elements of Ontario Works, child care fee subsidies, and specific housing benefits.

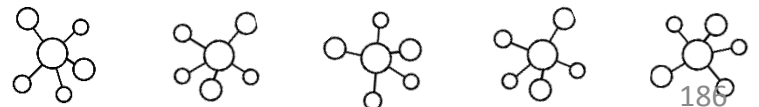
In such a large and multi-phased project, implementing a robust change management framework has been important to underscoring the ongoing structural and procedural work that is informing much of the transformational change.

In order to successfully change the human services delivery system, the project, and its stakeholders, must also address the distinct organizational cultures that exist across the three participating Divisions to create an integrated culture that supports the project’s overarching goal of improving the client experience with human services delivery at the City of Toronto.

The project has a unique opportunity to reimagine the current organizational cultures within the three Divisions, and to design and implement a framework that will help to support the three Divisions to address some long-standing issues within our broader organization, while honoring and strengthening the positive elements of our organizational culture.

Through the work of the Cultural Architects Working Group, that framework for change is beginning to take place, beginning with the creation of space for staff from across the three Divisions to share their experiences working in each of the Divisions, as well as their thoughts on organizational culture.

The work of the Cultural Architects Working Group has also opened up the conversation about organizational culture and its important to our workplace productivity, effectiveness and happiness with a broader range of staff and management. Working group members have shared their experiences in the Cultural Architects Working Group with their teammates, supervisors and managers, adding to the informal ground-swell of awareness of the important role that organizational culture plays in our daily workplaces.



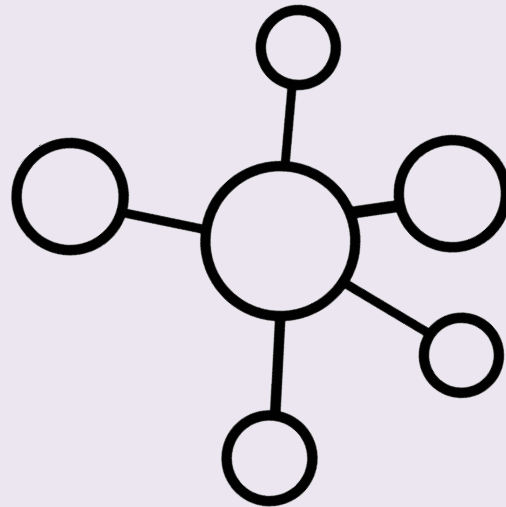
## BACKGROUND

Service integration is ultimately about the **bringing together** of previously siloed cultures and **fundamentally transforming** how we think about government delivery of public services.

By **integrating distinct services**, processes, procedures, and cultures into one integrated and seamless access channel successfully, the City of Toronto will be delivering more efficient and effective services to clients, in the best manner possible.

The **power of organizational culture** is its ability to bring people together, overcome fragmentation and ambiguity and propel an organization to success. **Culture derives its power from integration.**

# **METHODOLOGY**



# METHODOLOGY

## CONCEPTUAL FRAMEWORK

After spending 2015 speaking with clients and staff, we knew there were issues with our organizational culture. Though the high-performing culture of the City of Toronto was apparent in our workplaces, there were also unique challenges and insights that we wanted to further explore that were ultimately impacting our clients experiences with human services delivery.

It is well documented in the literature that there is no perfect framework for evaluating organizational culture due to its complexity (Jung, Scott, Davies, Bower, Whalley, McNally & Mannion, 2009, Wilkins, 1983; Fletcher & Jones, 1992). For this reason, we applied two theoretical frameworks to our culture audit – Schein’s layered model of organizational culture, and Cameron and Quinn’s Competing Values Framework.

Organizational culture is broad and inclusive in scope and the application of these frameworks to structuring the evaluation of organizational culture facilitates a focused analysis of specific dimensions (Cameron & Quinn, 2006, p. 33). Utilizing both frameworks allowed for an integrated conceptual framework to be created that provided a robust and nuanced evaluation of the current state of organizational culture.

Applying Schein’s model to data collection and an organizational culture audit facilitated the ‘deeper digging’ into organizational culture, to better understand the true culture of each Division, by identifying and analyzing all three levels of organizational culture.

The application of the CVF framework to the audit of individual Divisional organizational cultures allowed for a tangible comparison among the three.

Bringing all of this analysis together painted a rich picture as to the current state of organizational culture in each of the three Divisions. This work allowed the identification of the strengths in our cultures that we want to carry forward, as well as weaknesses or opportunities for change that we need to address in order to be successful.

# METHODOLOGY

## SCHEIN'S MODEL OF ORGANIZATIONAL CULTURE – A LAYERED APPROACH

Schein's model of organizational culture espouses that there are three levels or layers of culture. These layers lead to observable behaviours by members of an organization. In this way, the end-result of observable employee behavior begins at the very root of all organizational culture – the underlying and ingrained assumptions that are often left unchallenged.

Many assumptions about basic human nature form the basis of management and control systems that perpetuate themselves because 'if people are treated consistently in terms of certain basic assumptions, they come to eventually behave according to those assumptions in order to make their world stable and predictable' (Schein, 2004; McGregor, 1957).

It follows, then, that the underlying assumptions in our workplaces that extend throughout our organization have a huge impact upon the perpetuation of our current organizational culture, for better or worse.

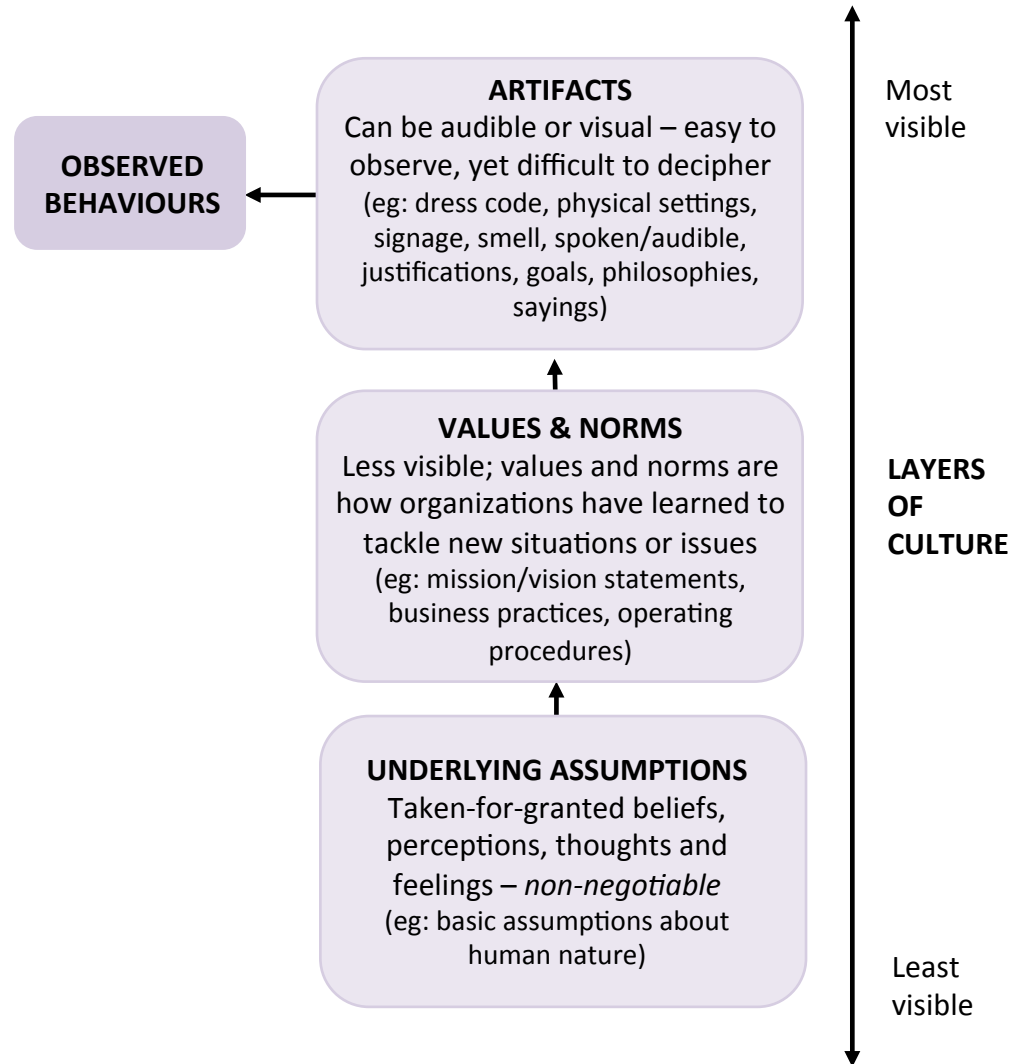


Figure 2 – Schein's Layered Model of Organizational Culture

# METHODOLOGY

## CAMERON & QUINN'S COMPETING VALUES FRAMEWORK

The Competing Values Framework was developed by Cameron and Quinn by examining thirty-nine indicators of organizational effectiveness and submitting them to statistical analysis. The resulting bi-dimensional model has four main indicators of culture type (Cameron & Quinn, 2006).

Each quadrant has been given a name that draws upon its composite dimensions – *clan*, *adhocracy*, *market* and *hierarchy* (Cameron & Quinn, 2006). Each quadrant represents basic assumptions, orientations and values that form the basis of an organization's culture.

From this work, the Organizational Culture Assessment Instrument (OCAI) was developed. When completed, the tool provides an organization with a cultural profile. The OCAI consists of six items, with four alternative organizational scenarios per item (see Appendix A for OCAI questions – slide 45).

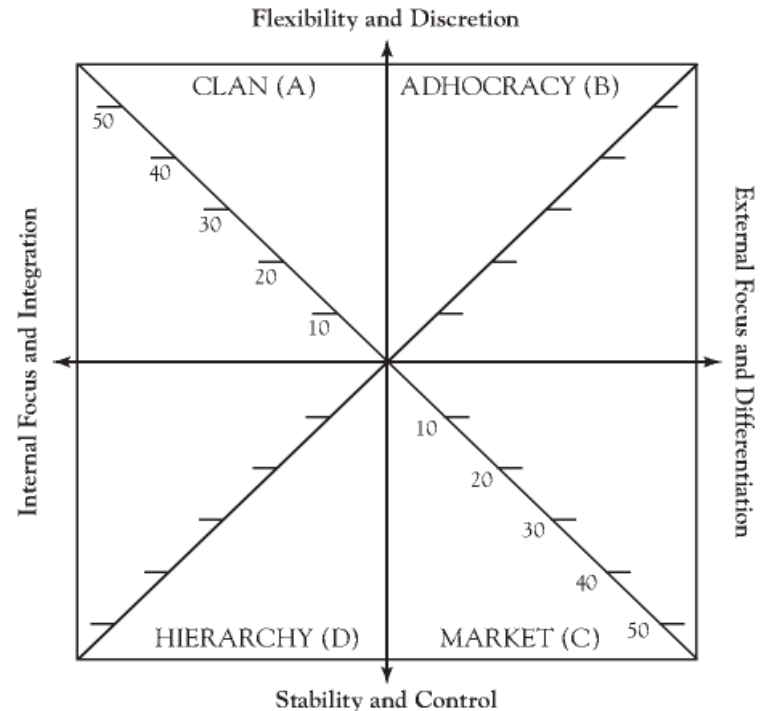
This tool has been applied to various industry groups to determine average cultural profile types. On the following slide, the average profile for public administration organizations is depicted.

### The Clan Culture

An organization that focuses on internal maintenance with flexibility, concern for people, and sensitivity to customers.

### The Adhocracy Culture

An organization that focuses on external positioning with a high degree of flexibility and individuality.



### The Hierarchy Culture

An organization that focuses on internal maintenance with a need for stability and control.

### The Market Culture

An organization that focuses on external positioning with a need for stability and control.

Figure 3 – Competing Values Framework (CVF)

# METHODOLOGY

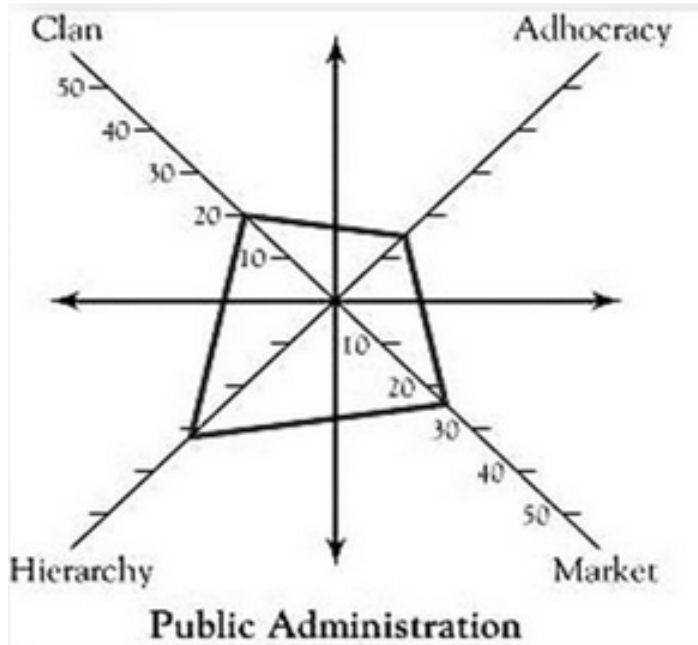


Figure 4 – Average cultural profile of Public Administration organizations (N=43)

Cameron and Quinn stress that these representations of culture as determined by the OCAI don't represent ideals, they are representative of the average in the field and individual organizational performance varies among those included in the analysis.

Cameron and Quinn are also adamant that all four culture types (hierarchical, clan, adhocracy and market) and the management competencies associated with them are valuable and necessary to organizational success. The key, then, is to get the balance between the culture types correct (Cameron & Quinn, 2006).

## DATA COLLECTION TOOLS

### TRADITIONAL CULTURE AUDIT

Utilizing the concept of a traditional, survey-based culture audit, a traditional culture audit was performed during Cultural Architect working group meetings.

During these meetings, working group members worked in Divisional groups to answer six culture audit questions (Appendix B – slide 48).

Group members were encouraged to discuss the work of the group with their colleagues, and often brought in broader perspectives and feedback from colleagues at their offices into the discussion.

Included domains in the culture audit were selected from a variety of organizational culture audit assessment tools that have been utilized in the public sector to explore organizational culture. This was done as there is no ideal instrument for cultural exploration, and research has noted that the degree to which any measure within an audit is seen as useful is dependent upon the reason for undertaking the audit and the context within which it is to be applied (Jung et al, 2009).

### ORGANIZATIONAL CULTURAL PROBE

Organizational cultural probes unique to the HSI project were conceptualized, created and distributed to the Cultural Architect working group members.

Cultural probes are a flexible and emergent data collection method that goes beyond traditional methods of data collection and seek to utilize interpretation, ambiguity and fun to stimulate participants (Gayer, Dunne, & Pacenti, 1999).

Probes are examples of service design tools that are used to explore culture through the the principle of user-participation via self-documentation. This ethnographic methodology is useful in the production of richly engaging material (Stickdorn & Schneider, 2001).

The organizational cultural probes contained eight unique activities for exploring organizational culture. Creative tools were used to elicit feedback from staff about organizational culture. Tools were completed by working group members, who were encouraged to discuss and complete the tools with their colleagues. They did, which resulted in a larger participant group. More detail on the activities within the cultural probes can be found in Appendix C – slide 49.

# DATA ANALYSIS FRAMEWORK

Data collected from the traditional culture audit and organizational cultural probes was collected and organized. This initial organization of the data is important as it selects, focuses, simplifies and abstracts and/or transforms the data from both the group brainstorming processes and the cultural probes into manageable data sets (Miles, Huberman & Saldana, 2014).

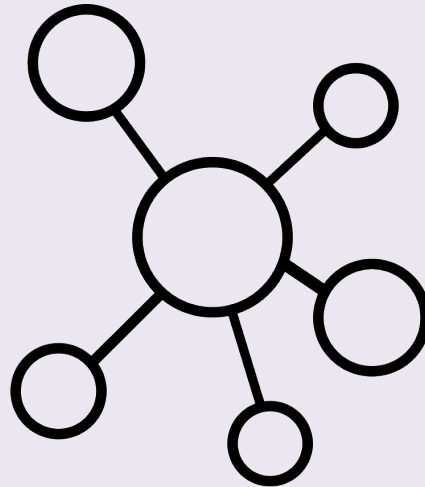
Elemental coding methods were initially used to analyze the data, including:

- Descriptive coding – summarizes in a word or short phrase the basic topic of a passage of qualitative data
- In vivo coding – also known as ‘literal’ or ‘verbatim’ coding refers to the use of a word or short phrase from the actual language found in the qualitative data record by the participants themselves
- Summative coding – quantifies the appearance of certain words or content in text with the purpose of understanding the contextual use of the words or content

After initial coding techniques were applied, focused coding was utilized to condense and sharpen the initial coding. Focused codes are more conceptual than initial codes and facilitate the synthesis, analysis and conceptualization of the data into broader themes (Charmaz, 2014).

Data was coded, analyzed and organized into the six Competing Values Framework (CVF) categories in order to make sense of which type of organizational culture was most strongly associated with each Division. The framework can be found in Appendix D – slide 51.

# RESULTS

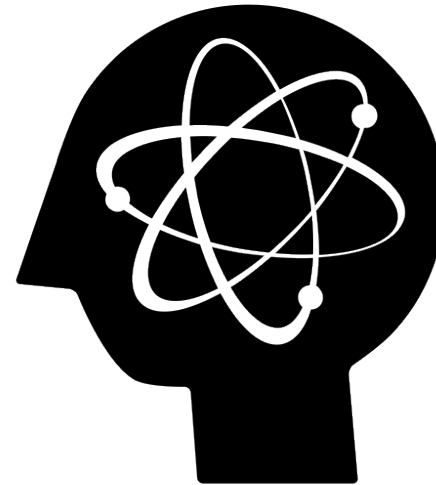


## ■ INTERPRETING THE RESULTS

Reading about the strengths and opportunities in our Divisional cultures can be uncomfortable at times, as we all aspire to be our best selves. It's also hard to hear about things we can improve upon, regardless of whether we are management staff or frontline staff. Remembering seven key points to receiving and processing authentic data can be highly beneficial to our interpretation of the following culture audit results, and help us to see the opportunities for growth.

If you find yourself uncomfortable with the story the data is telling, remind yourself that this entire exercise is meant to contribute to the creation of a human services delivery system at the City of Toronto that is the best it can possibly be, with benefits for all staff within the organization, as well as clients.

1. Defer Judgement
2. Embrace Ambiguity
3. Bring Optimism
4. Utilize Empathy
5. Build on the Ideas of Others
6. Stay Focused on the Topic



# RESULTS

## SUMMARY OF TCS ORGANIZATIONAL CULTURE (1)

TCS' organizational culture is determined to be a blend between predominantly hierarchical and market cultures, with a strong clan sub-culture and weak aspects of adhocracy.

Hierarchical, market and clan culture types are predominant in the analysis of TCS' culture profile. This is reflective in the adaptable nature of TCS and its willingness to work collaboratively to achieve organizational goals. Of the three Divisions, TCS has the most variances in predominant culture types that are most prevalent throughout the 6 CVF categories, indicating a strong blend of culture types. A strong sub-culture exists within TCS of dedicated and passionate staff who are strongly committed to the success of the Division and Divisional clients.

### TCS Organizational Culture Profile – SUMMARY (1)

<b>Dominant Characteristics</b>	<b>Strong hierarchical culture with elements of clan and market culture.</b> Though highly process and task oriented, the Division has relatively strong <b>competing clan and market culture elements</b> which weaken the rigid culture often created in a hierarchical culture type workplace. Market culture elements present themselves in the manifestation of a results-driven work environment that is focused on the external client and their needs. As well, the advanced use of technology relative to the other Divisions, contributes to market culture elements of the Division.
<b>Organizational Leadership</b>	<b>Hierarchical organizational culture</b> in regards to leadership. Typical hierarchical elements such as formality, structure, authority and clear decision-making lines heavily influence leadership within the Division. Some <b>weak elements of clan culture</b> are apparent in the Divisional opportunities for staff to experience management roles and responsibilities through 'AR' positions, which allow staff to temporarily perform management work.
<b>Management of Employees</b>	<b>Evenly blended culture of hierarchy, market and clan culture.</b> Staff are organized according to specialization and ownership of individualized tasks. Formal structures and procedures, with clear lines of decision-making authority govern the workplace environments and are representative of a hierarchical culture. Clan culture elements exist as well, though. Teamwork is heavily prioritized by staff, despite the perception that management values this less. Heightened awareness and reflection within the workplace in regards to how colleague interactions impact one another highlight the clan culture elements within the Division. Finally, market culture elements are representative of the use of technology to deliver services to clients, as well as the strong outward focus of the Division on addressing external client needs.

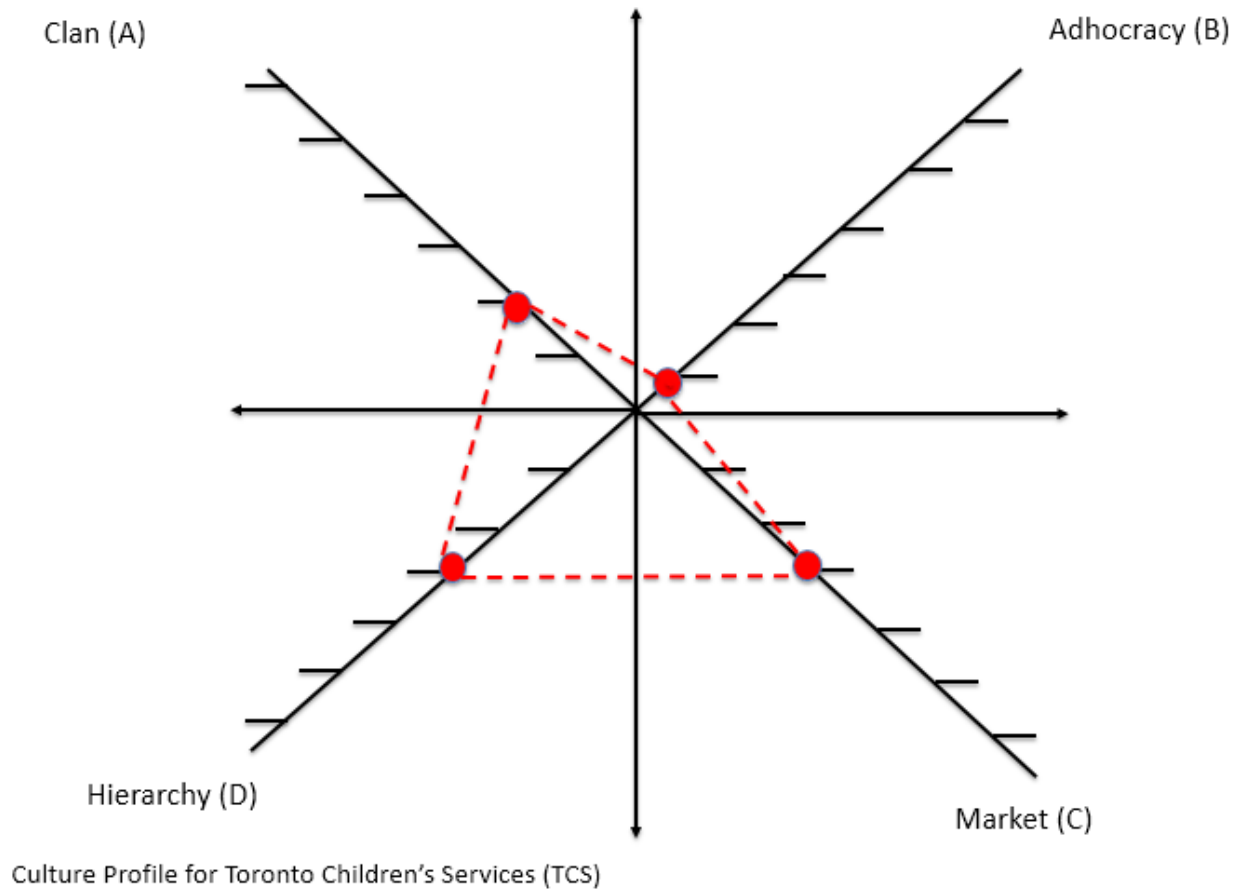
# RESULTS

## SUMMARY OF TCS ORGANIZATIONAL CULTURE (2)

### TCS Organizational Culture Profile – SUMMARY (2)

<b>Organizational Glue</b>	<p><b>Hierarchy and market culture characteristics</b> influence the Organizational Glue at TCS due to the strong focus on goal achievement and externally driven operating environment. As with the other two Divisions, a strong clan sub-culture of mutually supportive staff who are engaged, action-oriented and helpful to their peers and clients. As well, strong themes of growth emerged in this analysis. <b>This clan sub-culture is consistent across the three Divisions for this CVF category</b></p>	
<b>Strategic Emphases</b>	<p><b>Strong market culture</b> that is externally focused and driven by results. <b>Slight adhocracy culture elements</b> in the organization of how strategic goals are accomplished, with de-centralized power structures that allow for staff choice in work organization and completion. <b>Elements of clan culture</b>, and its importance to strategic emphases, are also highlighted through the themes that emerge related to colleague relationships and their impact on office environments and client experiences of service delivery.</p>	
<b>Criteria of Success</b>	<p><b>Strong market culture</b> that is externally focused and heavily reliant upon individualized success to drive business. Though clan and hierarchical elements are espoused, they are not readily present in the analysis of Divisional data.</p>	
<b>Final Organizational Profile</b>	<p>Varied culture, with <b>relatively even blend of dominant market and hierarchical culture attributes</b>. <b>Weaker elements of clan and slight adhocracy culture</b>. TCS was the only Division to have such variance in its organizational culture type. This variance should be thought of as an insulating factor to change. As elements of each organizational culture type exist within the organization, being exposed to new attributes related to these culture profiles should be less jarring than for Divisions where the culture type is absent.</p>	
	<p style="text-align: center;"><b><u>Strengths</u></b></p> <ul style="list-style-type: none"> <li>-strong themes of reflection and awareness of the impact that colleague relationships have upon outcomes of client experiences with services are important to a healthy organization</li> <li>-individual professionalism and skills of staff can be harnessed into creating critical mass of positive force</li> <li>-strong clan sub-culture that inspires staff and motivates them to continued growth</li> </ul>	<p style="text-align: center;"><b><u>Opportunities</u></b></p> <ul style="list-style-type: none"> <li>-highly blended (varied) culture may equate to greater flexibility in adapting to transformational change, though need to be mindful that positive culture elements are not lost in the integration and subsumed by other</li> </ul>

Figure 5 – Culture Profile for Toronto Children’s Services



## CVF # 1 – DOMINANT CHARACTERISTICS (1)

Dominant characteristics get at the heart of what the overall organization is like. As a Division, TCS is grounded, stable and reflective.

While there is a strong formal communication structure within the Division, the audit revealed that informal communication networks are most effective. Bi-directional or responsive engagement is seen as needing improvement within the Division.

Strong individual staff attributes and qualities have a large impact upon the working environment at TCS, with positive and negative implications. The positive attributes contribute to the clan-culture characteristics within the Division.

TCS was also the only Division to have some themes emerge in both the 'most' and 'least' prioritized categories as assessed by the Priority Tree exercise. This apparent contradiction in the data is a reflection of the Division's struggles with honouring its undercurrent of elements clan culture, while adhering to a strongly hierarchical and market-driven cultural model. Indeed, adherence to rules and formal procedures emerges in later analysis as a stabilizing force.

Toronto Children's Services	
Most Prioritized	Least Prioritized
<ul style="list-style-type: none"> <li>• Customer service</li> <li>• Workplace professionalism</li> <li>• Hierarchical work environment</li> <li>• Personal (individual) positive qualities/attributes</li> <li>• Teamwork</li> <li>• Knowledge provision/clear communication</li> </ul>	<ul style="list-style-type: none"> <li>• Personal (individual) positive qualities/attributes</li> <li>• Healthy work environment</li> <li>• Teamwork</li> <li>• Equal staff recognition</li> <li>• Individual work ethic of colleagues</li> </ul>

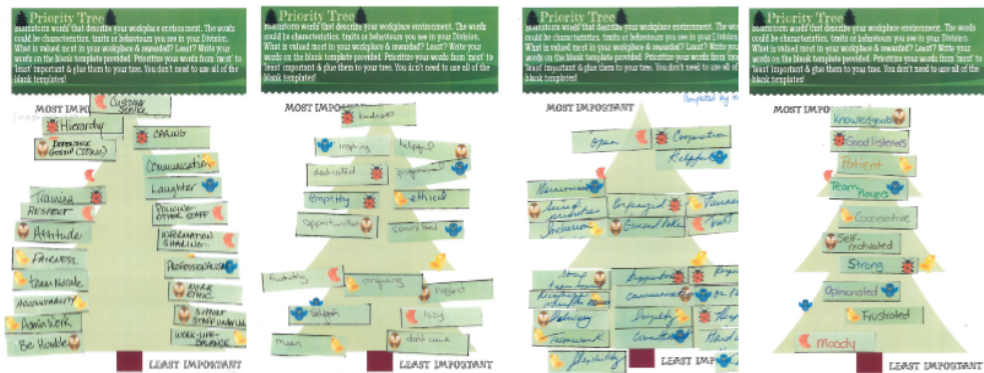


Figure 6 – TCS Priority Tree Activity

# RESULTS

## CVF # 1 – DOMINANT CHARACTERISTICS (2)

A strong theme that emerged from the analysis of audit data including Priority Tree data and that wasn't seen in other Divisional audits was the impact that individual staff attributes and qualities have upon the work environment at TCS.

Staff are simultaneously described using overwhelmingly positive descriptor words including: open, helpful, laughing, kindness, inspiring, kind, good listeners, patient, cooperative and caring. This indicates that the Division prioritizes staff with positive personal attitudes. At the same time, however, staff were also described as being unhelpful and not caring. A perception that this negative behaviour is not addressed in a timely manner is frustrating, and has a large impact upon the operating environment at TCS.

This emphasis on personal attributes having an exceptionally strong impact upon operating environment at TCS is indicative of the clan culture elements. In an environment where engagement, cohesion and a general sense of “we-ness” are normalized office characteristics, experiencing a negative display of behaviour by staff within the workplace is seen as quite disruptive and even upsetting to other staff.

The Dinosaur Diagnosis exercise in the cultural probe kit allowed the exploration of TCS as a Division using uncommon associations to draw out connections with organizational culture.

The 'Dinosaur Diagnosis' exercise highlighted the hierarchical culture that is present within TCS, along with elements of market culture. Initial coding resulted in categories such as 'Task-oriented,' 'Efficiency,' and 'Oversight.' These categories support the assertion of a hierarchical culture at TCS that has standardized rules and procedures, as well as control and accountability mechanisms that support the generation of efficient, reliable and predictable Divisional outputs.

Associated concepts related include: 'supporting clients,' as well as 'adapting to new technology,' 'continuously trying to improve' and 'modernization.' These concepts highlight the market culture in the work environment that is externally focused and driven to adapt to external client needs.



We are diverse, able to survive in a variety of ecosystems, just like the dinosaurs.

It is difficult work, but when it works right, it is beautiful to watch.

We all work as a team and treat each other with respect and love

## ■ CVF # 1 – DOMINANT CHARACTERISTICS - SUMMARY

TCS is identified as having a culture predominantly composed of a blend of hierarchical, market and clan culture elements.

Though the Division is highly process-driven and task-oriented, a strong sense of 'we-ness' and family permeates throughout, which softens the hierarchical attributes of the culture. The presence of clan culture elements also means that negative behaviours displayed by staff at any level of the organization have a significant impact upon the operating environment.

The Division is technologically advanced, relative to government service delivery, utilizing a variety of technological tools to connect with and better serve clients (such a scanning, email and an interactive online portal). This outward focus on service delivery has allowed the Division to adapt to external market forces relatively nimbly and contributes to its market culture elements.

## ■ STRENGTHS

- Robust communication structures that push information to staff
- Valuing and recognizance of positive individual characteristics in staff
- Externally oriented, which increases responsiveness to client needs in a timely manner

## ■ OPPORTUNITIES

- Improvement on more responsive and engaging communication strategies
- More emphasis on healthy workplace environments through the active and intentional managing of undesirable workplace behaviours

## ■ CVF # 2 – ORGANIZATIONAL LEADERSHIP

Organizational leadership describes the leadership style and approach that permeates the organization. This category explores how staff are developed within an organization, including mentorship and disciplinary actions in addition to the decision-making processes within TCS.

### **THEME – CENTRALIZED DECISION MAKING**

Decision making at TCS is centralized and largely hierarchical in nature. Decision-making is seen as a function of management, with a top-down decision making framework in place in which staff are informed of a decision with accompanying process training and a roll-out date to follow.

### **THEME – INCONSISTENCY IN BEHAVIOURAL MANAGEMENT**

Undesirable staff behaviours are not perceived to be directly dealt with by management, and these behaviours have a large negative impact upon office workplace culture.

### **THEME – CAREER DEVELOPMENT**

There is perception of some organizational investment in career development, due to the existence of Alternate Rate opportunities that give staff a chance to utilize and learn management skills that they might not always get to access in their current roles. There are concerns with accountability in regards to career development, with the perception that staff may be pre-identified for developmental opportunities.

### **THEME – IMPROVING AUTHENTIC ENGAGEMENT**

Authentically engaging with staff is an organizational characteristic that is seen to be improving, but that needs much work.

## ■ CVF # 2 – ORGANIZATIONAL LEADERSHIP - SUMMARY

TCS is identified as having a strongly hierarchical culture in regards to organizational leadership. Decision-making responsibilities are perceived to fall mainly with management staff throughout the organization.

More of an emphasis on addressing individual behaviours with staff is seen to be an area for improvement, as negative behaviours by staff has a significant impact upon the workplace environment.

Staff feel relatively supported by their workplaces to develop and advance their careers. As well, attempts at authentic engagement between management and non-management staff are seen to be improving within workspaces, though there is still room for growth.

## ■ STRENGTHS

- Centralized decision making, which supports clarity in workplace environments
- Work environments that are supportive of career growth and development
- Increased efforts at authentically engaging between organizational layers

## ■ OPPORTUNITIES

- Centralized decision making, which is perceived as being exclusively a management function
- Continuing to improve authentic inclusion of frontline in decision-making processes
- More consistent management practices that support addressing undesirable behavior across the organization

## CVF # 3 – MANAGEMENT OF EMPLOYEES (1)

Management of employees refers to the style in which employees are managed to get the work of the Division done. For example, this category looks at how the Division structures its work environment and what it gives priority to. Is team work prioritized over individual effort? Are there strict operating procedures to follow, or is there latitude for employees to take liberty with how services are delivered? It also explores the physical structures of the Division's workplaces, and looks at how office space is utilized. Data from the Office Map and Priority Tree exercise was analyzed.

### **THEME – INCONGRUENCE IN BEHAVIOURAL EXPECTATIONS**

There is a dissonance in the espoused behavioural expectations in the TCS workplace, and observed behavior. There is a perception that management seems wary of addressing issues with staff in a respectfully direct manner. Disciplinary actions are perceived to involve addressing the problematic behaviour more broadly, and the individual exhibiting the behaviour in question is not held accountable.

This aversion to directly address problematic staff causes frustration in staff and contributes to feelings of low morale.

### **THEME – AUTONOMY IN WORK**

The audit revealed that staff have the flexibility to prioritize how they manage their work. That is, while the work itself is very structured and standardized, staff are given discretion in regards to organizing how they complete their work.

This analysis gets at the heart of why TCS' culture is more challenging to assess. On the one hand, formalized hierarchical procedures govern what staff can do and are very prescriptive. However, staff soften this hierarchical culture by having a strong clan sub-culture that is hyper-aware of how emotions and interpersonal relationships between colleagues impact upon the working environment. Clan culture elements are also present through the presence of 'Teamwork' as a strong theme throughout the analysis. Staff perceive that there is trust between management and staff that Divisional work gets done without heavy management oversight related to the organization of individual workloads.

### **THEME – DIFFICULTY IN MANAGING CHANGE**

Perhaps counter intuitively, the majority of the negative elements of the TCS' work environment are associated with change. This seems contradictory, as the assumption that flexibility and relative autonomy in the workplace environment would lead to better coping mechanisms for dealing with and managing change is proven incorrect.

A possible explanation is that the extra effort it takes staff to organize themselves and prioritize their caseload – however much the flexibility and autonomy is appreciated – reduces the amount of bandwidth that they have available for processing change.

## CVF # 3 – MANAGEMENT OF EMPLOYEES (2)

### THEME – VISIBLE ROLE OF MANAGEMENT

The Office Map exercise and culture audit data highlight elements of the clan and hierarchy culture that is present within TCS. The Office Map exercise highlighted the high frequency with which staff visit management offices in the TCS workplace, something that is unique to the Division.

### THEME – AUTHENTIC USE OF TEAMS

Audit data revealed a strength in TCS' workplace environment to be the usefulness of colleagues working together in teams to finish work and problem solve difficult cases. While not mandated by management, the use of teams is found to be useful and appreciated by staff. This authentic use of teams contributes to the clan culture elements at TCS, and encourages workplace cohesion.

### THEME – VARIANCE IN EMOTIVE PHYSICAL WORKSPACES - FEELINGS OF INTIMIDATION & SECOND CHANCES

The Office Walk Through exercise highlighted the dual emotions that are invoked by experiencing TCS workplace. The first category identified from the data was "feelings of intrusion," and included associated concepts such as "feelings of intimidation," "unsure due to many signs stating what *can't* be done," and "no one smiles as they walk by." Conversely, the second theme identified from the data was "second chances," and included associated concepts of "staff warmed up," "smiles," "feeling comfortable," and "trying to make friendlier." This data highlights the willingness within the

Division to engage in self-reflection, and is an important characteristic that lends itself to the presence of clan culture elements within the Division.

TCS - Strengths & Challenges in the Workplace	
Strengths	Challenges
<ul style="list-style-type: none"> <li>• Appreciation of colleagues</li> <li>• Self-reflection in the workplace</li> <li>• Teamwork helps solve problems</li> <li>• Technology aids work</li> <li>• When staff at all levels of the organization engage in learning, clients benefit</li> <li>• Creativity promotes inclusivity</li> <li>• Feeling appreciated increases productivity</li> </ul>	<ul style="list-style-type: none"> <li>• Volume of work causes anxiety with staff which is transferred to clients</li> <li>• Loss of control causes anxiety</li> <li>• Change in the workplace causes tension</li> </ul>

## ■ CVF # 3 – MANAGEMENT OF EMPLOYEES - SUMMARY

Data analysis reveals that the management of employees at TCS is a relatively even blend of hierarchical, market and clan culture elements. Staff are organized according to ownership of individualized tasks, and formal structures and procedures, including clear lines of decision making authority govern its workplace environments.

Heightened awareness and reflection within the workplace in regards to colleague interactions and how they impact upon the operating environment highlight the clan culture elements within the Division. As well, the prioritization of team work by staff to manage workloads and problem solve difficult cases promotes clan culture values of cohesion and unity.

Market culture elements are represented by the use of technology to deliver services to clients, as well as the strong outward focus of the Division on addressing external client needs.

## ■ STRENGTHS

- Informal use of teams by staff to manage workloads and problem solve challenging and/or complex cases
- Autonomy and empowerment of staff to make decisions that enable the work of the Division to get done
- Self-reflective elements that display an openness to constructively observe workplace environments

## ■ OPPORTUNITIES

- Increase alignment between espoused and observed behaviours in workplace environments facilitated by staff at all organizational levels
- Increase capacity of organization to adapt to change

# RESULTS

## CVF # 4 – ORGANIZATIONAL GLUE

This CVF category explores the bonding mechanisms that hold the organization together. For TCS, the espoused glue that holds the organization together is the access to and delivery of quality childcare for Toronto families. Efficient delivery of services that are externally focused supports the analysis of TCS having strong elements of hierarchy and market cultures.

Achieving these goals is evident in the values, vision and mission statement of the Division. Underlying this commitment to the goal of access to affordable childcare, however, is a clan sub-culture that contributes greatly to the bonding mechanisms within the Division. Analysis of the Organizational Cultural Probe Photo Exercise and Colleague Exercise highlighted three strong themes:

### THEME – SUPPORTIVE RELATIONSHIPS WITH COLLEAGUES

TCS staff are inspired, motivated and engaged by healthy peer-to-peer relationships. The most encountered colleague in TCS workplace environments is identified as an individual who goes above and beyond to ensure that clients are well served, and that those around them (including other colleagues) feel welcomed and supported.

### THEME – OPPORTUNITY FOR GROWTH

Opportunity for growth, both personal and client growth, emerged as a theme. A generalized perception and belief in the ability to grow and develop serves as an important part of the organizational glue.

### THEME – SUCCESSFUL ASSISTANCE OF CLIENTS IS PIVOTAL TO WORK

Staff feel most gratified in their work when they are able to successfully assist clients in accessing and receiving services. Despite systemic challenges, a professional and positive relationship between staff and clients is essential as a bonding mechanism for TCS as an organization.



Figure 8 – Example completed TCS Colleague Activity

## ■ CVF # 4 – ORGANIZATIONAL GLUE - SUMMARY

The espoused values that help sustain the TCS working environment promote goal completion, creating a market-based culture.

However, the themes that emerged from the culture audit and culture probes highlight an underlying strong clan sub-culture. This sub-culture drives staff cohesion within the workplace. Supportive, helpful and positive colleagues are identified as fundamental elements of a satisfying and enjoyable workplace environment.

Successful assistance of clients in accomplishing their goals, as well as compassionately conveying information is seen as being fundamental to the workplace.

## ■ STRENGTHS

- Strong clan sub-culture that sustains staff through mutually supportive, positive workplace relationships
- Dedication to compassionately supporting clients throughout their service journey
- Belief that the workplace *can* become a more supportive environment (optimism)

## ■ OPPORTUNITIES

- Encouraging use of emotional intelligence in professional relationships to help with consistent delivery of service to clients and healthy relationships between colleagues

## CVF # 5 – STRATEGIC EMPHASIS

This category explores what drives an organization's strategy and what resonates with staff. Strong bonds with colleagues and a drive to assist clients within a challenging service delivery environment are especially important to staff within TCS.

### **THEME – RELATIONSHIP BETWEEN STAFF & CLIENTS**

Indicative of the reflective nature of the Division, TCS data highlighted the awareness of the importance of relationships between Divisional staff and clients, as well as the impact that unhappy workplace staff have upon client experiences with service delivery.

### **THEME – IMPORTANCE OF WORKPLACE ENVIRONMENTS**

Supportive, positive and creative people permeate TCS working environments. Divisional data highlights human development – including staff at all levels and clients – as important pieces of organizational culture for strategic goal achievement. This theme resonated deeply with staff.

Improving the procedural supports including communication within TCS workplaces was also identified as a category within this theme that is currently under-addressed.

### **THEME – GENUINE CUSTOMER SERVICE**

Genuine focus on customer service, including an awareness of and willingness to respond to external operating environment conditions emerged as a theme. Culture audit data characterized Divisional work as being strongly individualized, with informal use of teamwork to complete tasks. A primary focus is on results as opposed to method. While staff have control over how the work gets done, an observation that lends to elements of an adhocracy culture, the predominant focus is the output of work completion. Components of this theme included improved consistency in service delivery and more use of technology to better respond to the demands of clients.

### **THEME – INCREASING VALUATION OF STAFF**

Valuing Divisional staff, including increased opportunities for training and strategies to improve moral dedication was identified as a component of the organizational culture at TCS that needed improvement, especially due to its impact upon client experiences with services.

Camaraderie is important with clients too! (Be engaging).

Staff being under-appreciated is reflected to clients.

## ■ CVF # 5 – STRATEGIC EMPHASES - SUMMARY

The analysis of TCS's Strategic Emphasis category highlights the strongly blended organizational culture. In this category, there are strong elements of market culture and elements of hierarchical, clan and adhocracy.

Especially strong elements of market culture exist that are focused on outcomes, client needs and leveraging technology and new approaches to service delivery. These elements are seen to increase positive client experiences with the Division.

TCS has multiple themes that focus on the importance of relationships within the Division, both between colleagues at all levels and clients and workers. This self-awareness of the broad importance of relationships is a unique element of TCS' strategic emphases and highlights the presence of a sub-clan culture.

The adhocratic element of this category allows for staff to prioritize their workload, and creates feelings of trust between staff and management.

## ■ STRENGTHS

- Awareness of the importance of relationships between clients and staff, including how disruption in organizational operating environments can impact negatively upon client experiences with service delivery
- Relatively autonomous workplace environments that allow staff to self-organize and empower them to make decisions

## ■ OPPORTUNITIES

- Increased meaningful communication between frontline staff and management at all levels
- Increasing valuation of staff, including recognition of accomplishments and more opportunities to engage in learning and/or developmental opportunities

## CVF # 6 – CRITERIA OF SUCCESS

This category explores how an organization defines success. Emergent themes in the data support the blended organizational culture of TCS. The Divisional mission statement exemplifies the espoused hierarchical culture elements of TCS that are focused on predictability, efficiency and stability through the promotion of access to a well-planned and managed service system (City of Toronto, 2016b).

### **THEME – QUANTITY OF WORK**

Analyzing data from the Daily Diary exercise in addition to the traditional culture audit revealed that high workloads impede upon both employee morale and opportunity to engage in innovative and creative work. High volumes of work also create feelings of tension and loss of control within the workplace.

### **THEME – RESPONDING TO EXTERNAL FORCES**

The use of technology in TCS workplaces to respond to client needs and demands for new ways to interact with the service system emerged as a prominent theme in defining success. TCS is responsive to service user needs, as well as the changing external environment that the child care system exists within. This awareness of a variety of factors affecting the service system creates a sense of stewardship and systemic oversight within the Division.

**THEME – IMPROVING SUPPORTIVE WORK ENVIRONMENTS**  
TCS relies heavily on individual professional characteristics of its staff in order to achieve organizational goals.

Organizationally, however, the right workplace environments needed to sustain and nurture these traits are not always in place. Improving supportive workplace environments will help to sustain the development of human capital within the Division, while encouraging participation, cohesion and high morale across TCS and aligning espoused and true culture.

## ■ CVF # 6 – CRITERIA OF SUCCESS - SUMMARY

TCS' dominant blended culture prominently features in to this analytic category. Elements from clan, market and hierarchical culture types impact upon how the organization drives success.

While success is defined as being related to accomplishing Divisional goals as defined by TCS' mission, vision and value statements, it is also defined by whether or not a client has received service in a manner that promotes a positive service experience.

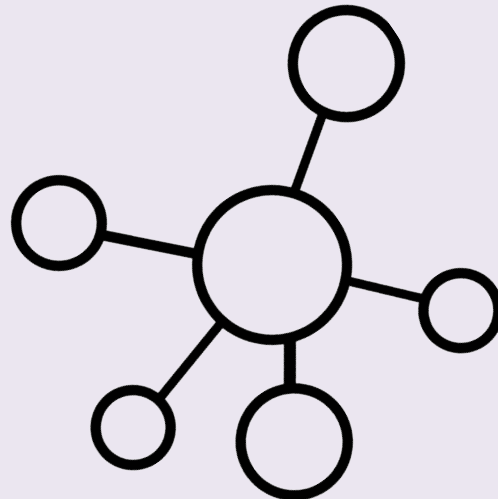
## ■ STRENGTHS

- Awareness and responsiveness to client needs and external market forces drives service delivery efficiency and modernization

## ■ OPPORTUNITIES

- Better alignment of espoused and true culture with the creation of more supportive workplace environments

# **NOW WHAT?**



# NOW WHAT?

Once we had completed the culture audit of the three Divisions, we looked to the future. We knew where we were - where did we want to go? Looking at the three separate Divisional vision, values and mission statements, as well as the broader City of Toronto statements and the initial Human Services Integration vision statement, we crafted integrated values, vision and purpose statements that blended the best elements from each of the afore mentioned sources. These statements speak to the collective desire of the three Divisions to create an integrated service delivery system, with supportive and compassionate workplace environments and integrated client service journey pathways.

## CORE VALUES

- 01 Inclusive and client-centred service that optimizes use of resources through effective innovation and planning
- 02 Support and enhance client well-being through empowerment, choice and opportunity
- 03 Leadership and innovation in service design and delivery, informed by clients and in partnership with community
- 04 Fostering strength in a diverse, solutions-focused workforce that is key to organizational success
- 05 Recognizing that affordable housing, quality childcare, income and employment supports are fundamental human services that improve the lives and strengthen communities

## CORE PURPOSE

To continually strengthen Toronto's social fabric

## BIG HAIRY AUDACIOUS GOAL (VISION)

Become an international leader in transforming lives through excellence and innovation in human services

## VIVID DESCRIPTION (VISION)

The City of Toronto envisions an integrated and accessible human services system whereby all access channels lead to a single pathway towards affordable housing, quality childcare, essential financial benefits and employment supports.

We envision a simplified and streamlined system where clients are provided with increased choice and opportunity, treated with the utmost dignity and respect, and feel empowered from the moment they make the decision to access human services in the City of Toronto.

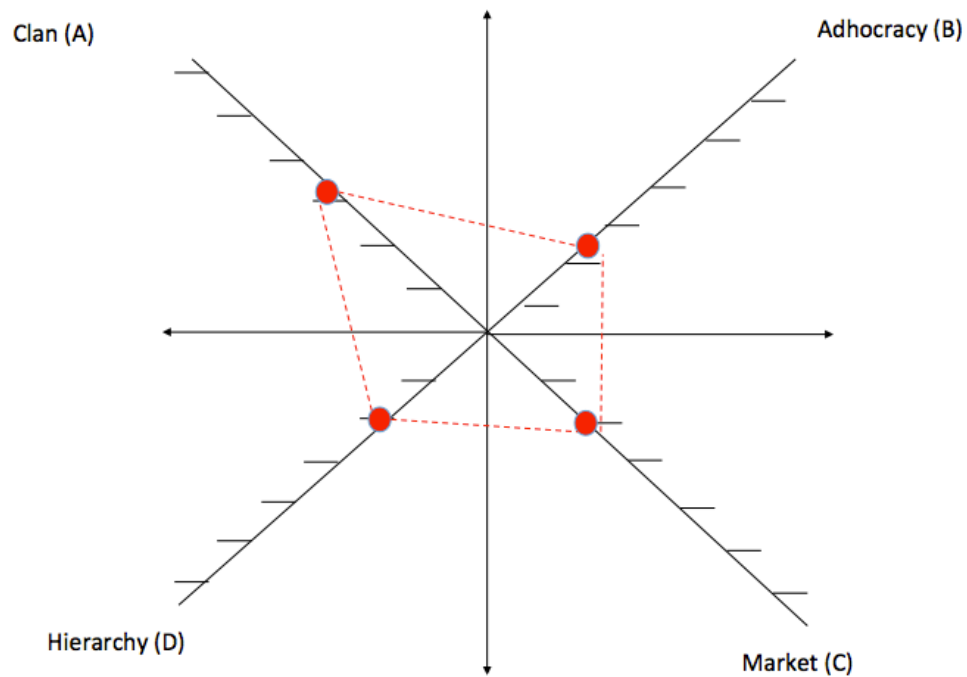
We recognize that leadership, innovation and a diverse workforce are key to organizational success. We will continue to invest in and develop staff who are inspired and empowered to reduce barriers and increase equitable and positive outcomes.

We will seek ongoing input and feedback, listening and responding in ways that are meaningful and impactful because we believe in striving for excellence in service design and delivery.

# NOW WHAT?

From the core values, core purpose, mission and vision statements of the future integrated service system, a future state culture profile was developed.

Figure 9 – Future State Integrated Culture Profile



# NOW WHAT?

After diagnosing the current state cultures and developing the vision for the future, we performed a gap analysis to determine how we would get from 'here' to 'there.'

The gap analysis allowed us to identify three "Critical Few" behaviours across the Divisions that should be addressed to support a successful transition to a new, integrated service delivery system. These three Critical Few behaviours (listed below) form the basis of the Framework for Change - a high-level strategy to address our organizational culture in a relatively structured and strategic way. In the coming weeks, a work plan will be developed to begin addressing those opportunities for improvement within our organizational culture.

## ■ CRITICAL FEW BEHAVIOURS

- 01** – Open, honest, multi-directional communication including building out staff knowledge regarding organizational strategic directions
  
- 02** – Meaningful career development opportunities
  
- 03** – Using emotional intelligence in our daily working environments to support innovative and productive workplaces

Now that the gaps between current and future state cultures have been identified, solutions to closing those gaps need to be established. To that end, two recommendations have been made.

## ■ RECOMMENDATIONS

### RECOMMENDATION 1

The first recommendation is that the results of the culture audit be widely shared across the three Divisions, to encourage awareness-raising regarding the importance of understanding organizational culture, especially as it relates to successfully implementing transformational changes in a work environment.

### RECOMMENDATION 2

The second recommendation is that a comprehensive strategy for addressing the three gaps be developed and implemented.

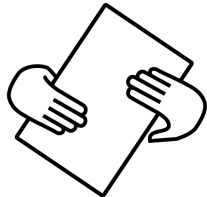
# NOW WHAT?

Congratulations! You made it through your Divisional report on your organization's culture. You might be thinking – what can I do to continue this conversation?

We encourage you to share the results with your colleagues, and begin having your own conversations about organizational culture and its importance when doing transformational change work. A lot of energy and time was invested in more deeply exploring the cultures within our organizations, and the information contained in this report is likely useful to a broad range of staff.

As a group and project team, we will be going into workplaces in the Fall of 2016 to begin the conversation on organizational culture and its importance to our transformational projects that are currently occurring across our Divisions. We invite you to join the conversation, by sharing the results of this report, beginning a conversation, and reflecting upon your own role in the change process.

## SHARE



Share this report with your colleagues to begin a conversation on organizational culture.

## BEGIN A CONVERSATION



Schedule time for you and your colleagues to discuss your organizational culture profile and how organizational culture impacts upon your workplace environments.

## REFLECT



Take some time to reflect upon how you fit into organizational culture. Transforming our culture involves everyone, at all levels of the organization.

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