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Leadership and change management in the implementation of the Outcomes Approach

Savithree Subramoney

A Thesis submitted to the Faculty of Commerce, Law and Management, University of Witwatersrand, Johannesburg, in fulfilment of the requirements for the degree of Doctor of Philosophy

Johannesburg, 2018

DECLARATION

I, Savithree Subramoney, declare that this thesis is my own, unaided work. It is submitted for the Degree of Doctor of Philosophy at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in this or any other University.

_____

Savithree Subramoney

_____day of _____ 2018, signed at_____.

ABSTRACT

The Heads of Departments (HoDs) in the South African public sector as well as in some other countries in the world are not appointed on a permanent capacity but rather on a five-year contract. Literature reveals that leadership turnover has its advantages as well as disadvantages. Frequent change of HoDs is further exacerbated by the rapid changes taking place in the environment, which means that change management has to be implemented fast and efficiently, and any delay or disruption can have an adverse effect on the change process. The purpose of this research was to investigate the effect that the high turnover rate of HoDs in the South African public sector has on maintaining the momentum at which government programmes are being undertaken, and the factors leading to the dearth of leadership in the implementation of the Outcomes Approach.

A qualitative approach was used for this research with some elements from the quantitative approach included in the analysis. The findings showed that in some cases the change of HoD influenced the department in a positive manner while in other cases it had negative results. Change management was conducted, to varying extents, in only some of the lead coordinating departments, as there was more reliance on the Outcomes Approach emanating from the National Development Plan. Responses that were obtained from the questionnaires indicated that leadership stability is important, some of the Outcome Facilitators felt that it could be disruptive, while others felt that there should be more fluidity in government. Most of the well-known change management models were developed before the onset of rapid change and the frequent change of HoDs; therefore, the Triple I Change Management Model was developed for this study. The Triple I Change Management Model is designed for the rapidly changing environment in which there is a frequent change of HoDs.

DEDICATION

This thesis is dedicated to God almighty, who has been my source of strength, my ray of sunshine during those difficult days, and who has been beside me throughout my journey. I also dedicate this work to my mother (Poobathy), my late father (Dennis) who has been my inspiration and motivation, my husband (Dickson), and children Theodore, Travers, and Timaya. Thank you for your patience, encouragement, everlasting love, and endless support.

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LIST OF ACRONYMS

CEO	Chief Executive Officer
DPME	Department of Planning, Monitoring and Evaluation
DG	Director-General
DDG	Deputy Director-General
FOSAD	Forum of South African Director-Generals
GWME	Government-wide Monitoring and Evaluation
HoD	Head of Department
MPAT	Management Performance Assessment Tool
M&E	Monitoring and Evaluation
MECs	Members of the Executive Council
MTSF	Medium-term Strategic Framework
NDP	National Development Plan
PoA	Programme of Action
RBM	Results-based Management
SADC	Southern African Development Community
USAID	United States Agency for International Development

1. INTRODUCTION

According to Huerta Melchor (2008), what is expected of public managers has changed from 50 years ago, now there is more emphasis on improving organisational performance by focusing on efficiency and effectiveness. In South Africa, there has been continuous and rapid change in government institutions since the dawn of democracy in 1994 (Sokhela, 2013). The changes taking place in the environment require the public sector to transform its structures, processes, systems, and most importantly its culture. To keep up with the rapidly changing environment and to monitor government performance in South Africa the Presidency introduced the Outcomes Approach in 2010, which affects all government departments. As with any new project or programme, there is the need for a rigorous change management process with committed and supportive leadership. This research study looked at how change management was implemented and sustained, for the Outcomes Approach, with the frequent change of leadership. It also sought to investigate the factors leading to the dearth of leadership in the implementation of the Outcomes Approach.

This chapter provides an insight into Results-Based Management (RBM) (section 1.1), which many countries are implementing to monitor government performance. Change management and leadership are essential for the implementation of major government programmes. In section 1.3, attention to drawn to how some developed countries are implementing government performance monitoring; the ability of countries to respond to change depends on its leadership. For the purpose of this research, countries in section 1.3 will be referred to as first world countries as they are well-developed and other countries are learning from their experiences. It is useful to learn how countries in the African continent are monitoring government performance and the influence of change in leadership; this is incorporated into section 1.4 of this chapter. Some countries in the Southern African Development Community (SADC) region are trying to put monitoring systems in place; information on change and leadership of these countries are found in section 1.5. The various departments conducting monitoring and evaluation in South Africa can be found in section 1.6 of this chapter. The Presidency in South Africa implemented the Outcomes Approach in 2010, which monitors government performance in the country, more information is found in section 1.7. The research problem statement, research purpose, research questions, and justification and contribution of the study are found in the sections that follow.

1.1 MONITORING OF GOVERNMENT PERFORMANCE

The monitoring system of a country helps to strengthen its governance by enhancing transparency, improving accountability, and promoting a culture in government to improve policymaking, budgeting, and management practices (Talbot, 2010). Many countries throughout the world are implementing RBM systems to monitor government performance. It is important to understand RBM fully before proceeding with the management of government performance in other countries. The next section focuses on RBM.

1.1.1 Results-Based Monitoring (RBM)

RBM, as explained by the United Nations Development Programme (UNDG, 2010), is a management approach where all employees work towards improved results; they ensure that their processes, products, and services contribute towards the attainment of desired results through outputs, outcomes, and goals. The advantage of RBM is that accountability is well defined for the achievement of results and requires monitoring of progress, and reporting on performance. It is considered as a life-cycle approach starting with planning, such as setting the vision and defining the results framework.

When a decision is taken to achieve a set of results through a programme, implementation commences and monitoring of progress becomes important to ensure that results are being achieved. Monitoring and evaluation provide valuable information for decision-making and lessons learned for the future (UNDG, 2010). Hatton and Schroeder (2007) defined RBM as specifying the desired results upfront, which requires the involvement of key stakeholders, taking into consideration the risks that may hinder the anticipated results that monitoring programmes intended to achieve, and reporting and acting on performance information. Despite the value in RBM, there are also challenges (Mayne, 2007); implementation is time consuming and needs perseverance, which may result in essential people moving on and changes in governance structures and priorities. A lot of relearning has taken place since RBM was first practiced. It costs money, which public institutions do not have; furthermore, people are reluctant to change and are content to remain with the existing way of doing things. Changing culture in organisations is challenging and needs intensive change management programmes (Mayne, 2007).

1.1.2 The history of RBM in South Africa

According to Ijeoma (2010), the Presidential Ten-Year Review resulted in changes to policy monitoring and evaluation in 2005. The President indicated that he would report bi-monthly on the progress made on services provided to South African citizens. This Presidential intervention gave rise to the introduction of the Government-Wide Monitoring and Evaluation (GWME) system and the National Treasury Framework for government institutions, which was implemented to manage programme performance information. The GWME policy was introduced in 2005 and was well received by the citizens who had demanded, since the dawn of democracy, public accountability and better service delivery (Ijeoma, 2010).

Cabinet approved the GWME system in 2005 and it was supposed to be a system whereby every department would have an efficient and operational monitoring system, from which information could be extracted. With the GWME system, the existing monitoring and evaluation capabilities in departments had to be retained, and integrated within the framework of the GWME system (Engela & Ajam, 2010). The Presidency (2007) stated that the GWME system require an extensive knowledge base derived from across and within sectors and constant communication through the cycle of planning, budgeting, and implementation. It aims to establish a management system in public institutions, which communicates with existing departmental management systems in the areas of planning, budgeting, and reporting.

The goal of the GWME system is to provide a cohesive and complete framework of monitoring and evaluation practices, principles and standards that would be utilised across all government departments both nationally and provincially. Cloete (2009), however, pointed out a number of weaknesses in the emerging GWME framework. It did not clearly indicate what would be monitored and evaluated, nor did it take a position on what monitoring and evaluation approaches should be used, and there was too much focus on output, rather than outcomes, evaluation. Several years after the Cabinet approval of the GWME system, Phillips, Goldman, Gasa, Akhalwaya, and Leon (2014) stated that, initially it was decided that the system was to be developed over a period, but this approach proved to be a challenge, and led to government departments developing separate reporting systems. Most departments are battling with lack of skills and capacity; in addition, they are burdened

with reporting fatigue, as they are required to provide similar information to a number of different government institutions.

Phillips et al. (2014) pointed out that the three spheres of government in South Africa has consequences for a coordination of national planning, monitoring, and evaluation, as the implementation of national government systems by the different spheres of government requires consensus. Policy formulation and implementation, budgeting and monitoring, and evaluation are concurrent functions and decentralisation of these functions make it more complex. Policies are developed at national government level, while budgeting and implementation take place at provincial and local spheres of government. This leads to policies and budgets being misaligned across and within sectors. A devolved system is complex because the processes involving policy-making, planning, budgeting, and implementation require extensive sectoral and intergovernmental coordination (Rakabe, 2013).

Schwella (2001) maintained that the apartheid policies had contributed to the fragmentation of South African society through forced separation, which contributed to an extremely unequal society. Since achieving democracy in 1994, a concerted effort was made to address the imbalances of apartheid through public service policies, and many new policies were introduced. However, Geobel (2011) pointed out that little progress has been noted towards fulfilling these more progressive policies and the Department of Planning, Monitoring, and Evaluation (DPME) aim to address these problems.

The introduction of monitoring and evaluation systems in government, as pointed out by Ijeoma (2011), is essential for conducting any service delivery process including day-to-day running of government departments and other public sector institutions. Ijeoma (2010) commended the GWME policy that was developed in 2005, and the formation of the South African Monitoring and Evaluation Association (SAMEA) in 2006. These interventions gave birth to the Department of Performance, Monitoring, and Evaluation in the Zuma Presidency; the name of the department has since been changed to the Department of Planning, Monitoring, and Evaluation (DPME) due to its merger with the National Planning Commission. Cloete (2009) highlighted that there was no efficient policy monitoring and evaluation system in the South African public service, but this has since changed with the establishment of the DPME. Ijeoma (2011) explained that monitoring and evaluation is the management and accountability tool being utilised by the present South African government,

which seeks to fast-track service delivery and ensure hands-on performance by political leaders, government departments, ministries, and extra-Ministerial public office bearers.

1.2 THE OUTCOMES APPROACH IN SOUTH AFRICA

A government monitoring and evaluation system in South Africa is needed for the ongoing performance assessment of government projects and programmes, and its coordinating institutions and individuals alike. The monitoring tool used by the DPME is based on the Outcomes Approach. The building blocks of the Outcomes Approach are inputs, activities, outputs, and outcomes. This approach looks at what is done, what is produced, and what needs to be achieved. There are several reasons why the outcomes based approach was chosen, one of which is that it creates a basis for accountability and learning as it highlights the links between resources used and activities undertaken to make an improvement in the lives of people (The Presidency, 2010).

The President appointed a Minister and Deputy-Minister for Planning, Monitoring, and Evaluation as well as Administration, within the Presidency in January 2010 (The Presidency, 2009). The DPME was created in 2010; it has its own budget vote and is no longer part of the Presidency. One of the mandates of the DPME was to implement the Outcomes Approach, which aims to explain what government is expected to achieve, how to achieve it, and how to know whether it is being achieved. It is also supposed to help the different spheres of government to make sure that results achieved improve service delivery and the lives of citizens rather than simply carrying out functions. The Outcomes Approach is not only used to assess outcomes and outputs but also acts as a tool to guide the course of policy implementation and to make sure that government is meeting the needs of the citizens by providing the basic services. The Outcomes Approach will serve to assess a department's effectiveness and the validity of a policy (The Presidency, 2010).

The intention of the Outcomes Approach is to enhance service delivery by clearly connecting inputs and activities to outputs to achieve the desired key outcomes and link these outcomes to government planning as a whole (DPME, 2014). According to Mackay (2007), many developing countries seek practices for good governance, including monitoring and evaluation, from first world countries that are members of the Organisation for Economic Co-operation and Development (OECD), but this is not always useful and can be misleading.

Every country is different and if an approach is successful in one country it does not mean that it will work well in another country. Kusek and Rist (2003) were of the view that trying to introduce a whole-of-government approach for monitoring and evaluation adopted by some of the first world countries, such as Australia, Canada, and the United States, may be too ambitious for some developing countries. Given the challenges of setting up monitoring and evaluation systems in developing countries, it would be better to make use of a partial or piece meal approach, where it is preferred to first pilot and adopt monitoring and evaluation systems in a few Ministries or departments. In Kyrgyz Republic, a readiness assessment was conducted in 2002, which suggested that the Ministry of Health be supported as a likely model for the eventual implementation of a Government-Wide Results-Based monitoring and evaluation system, this Ministry also had some evaluation capacity.

The Outcomes Approach followed a four-step process as follows:

- *Step 1*: The adoption of 12 main strategic outcomes with quantifiable outputs and fundamental activities.
- *Step 2*: Signing of performance agreements between the President and the Ministers, these performance agreements had clearly defined outputs, metrics, and main activities.
- *Step 3*: The high-level outputs and metrics were converted into delivery agreements with the main partners who work closely together to achieve the outputs.
- *Step 4*: Coordination structures were formed to ensure that partners of the delivery agreement work in collaboration to manage the implementation of the outcomes, review progress, and address challenges as they arise.

Latib and Goldman (2012) conducted a study on African monitoring and evaluation systems and in this study, it was reported that the Outcomes Approach in South Africa advanced very fast, and is implemented across all national and provincial departments countrywide. The Outcomes Approach started with a sector-based investigative analysis, which culminated in the compilation of performance agreements (between the President and Ministers) in mid-2010, and gave rise to delivery agreements associated with the 12 established outcome areas. The delivery agreements are published as the Programme of Action (PoA) of government and are assessed every quarter. In 2013 an additional two outcomes were introduced bringing the number of outcomes to 14.

A report written by the Office of the Prime Minister (2012) in Kenya stated that actual monitoring and coordination in South Africa is achieved through implementation forums and a system of quarterly reports. These reports use a traffic light approach to signal which outputs are problematic and where problem solving is needed. It is used to assist the process, help with the unblocking of delivery challenges, and facilitate an independent advisory perspective on performance.

1.2.1 The rationale for the Outcomes Approach in South Africa

According to The Presidency (2010), the South African President realised that government cannot be doing things in the same way and expect different outcomes. Government needed to think carefully about what was to be achieved, and establish the best way of doing this with the available resources. The strategy that government was going to use needed to ensure that implementation lead to real improvements in order to realise "a better life for all" (The Presidency, 2010: 9) in South Africa. The main aim of the Outcomes Approach is to improve service delivery for all South Africans. It will help the different spheres of government to make sure that the results improve service delivery, which in turn creates a better life for the citizens; this should not be a case of government officials simply doing their jobs. The Outcomes Approach will track progress of what is supposed to be achieved, identify the successes and failures, and establish how to progress over time with planning and implementation on an annual basis (The Presidency, 2010).

Numerous reasons exist for why government did not accomplish the outcomes that were anticipated (The Presidency, 2010). For example, the introduction of many new policies after 1994 not fully and correctly applied, weak institutional design and decision-making rights, complicated government structures (such as state-owned enterprises and the three tiers of government), and lastly incorrect assumptions about outputs (what is produced) and outcomes (what is wanted).

There are many countries making use of RBM and the next sections focus on the implementation of RBM in these countries, and the value of change management and leadership in RBM. Some of these countries also go through frequent changes of leadership in public sector departments, which is referred to as politicisation of the public service. These sections examine monitoring of government performance, change management, and

leadership in some of the First-World countries, the African continent, the Southern African Development Community (SADC) region, South Africa, and lastly in the DPME.

1.3 MONITORING AND EVALUATION OF GOVERNMENT PERFORMANCE IN FIRST-WORLD COUNTRIES

Countries worldwide are continuously pressurised to improve the policies and practices in their public sector. A RBM system is an influential tool that is used to assist policy-makers and decision-makers in monitoring progress and revealing the impact of a given policy, programme or project (Madhekeni, 2012). One of the major challenges in the implementation of RBM is resistance to change. In some First-World countries like Canada and Malaysia, changing the culture of public servants has been quite a challenge especially in applying the RBM philosophy (Common, 2011; Siddique, 2010; Try & Radnor, 2007).

1.3.1 Canada

The Treasury Board of Canada (2006) provided an overview of the Outcomes Approach implemented in Canada from 2005. The policy on management, resources, and results structures assisted in the development of a government-wide approach to collect, manage, and report on financial and non-financial information on program objectives, performance, and results. The Government of Canada has implemented a whole-of-government framework for reporting to parliament on the progress made as a country. There are 16 high-level outcome areas, which come from four areas of government spending in Canada: economic, social, international, and government affairs.

Sustaining changes brought about by the implementation of a new system requires coaching, staff development, help desks, technical assistance, and knowledge bases. The advantage of managing cultural change is that it allows for new organisational values and methods of doing things to be entrenched, and for performance to adapt to new standards. One of the key lessons from Canada, highlighted by Lahey (2010), was to obtain commitment from senior management as well as staff on operational levels as they are important elements to ensure sustainability of monitoring and evaluation. As time passes, monitoring and evaluation fatigue sets in, it is therefore important to remind participants constantly why monitoring

and evaluation is important. Ultimately, the aim is to make monitoring and evaluation part of normal activities, and not regard it as a special project.

According to Baird and Green (2008), the capability of an organisation to react to change and keep up with the times is a testimony to its leadership, resilience, and vision to articulate and achieve meaningful culture change. Longer tenure of HoDs in government is linked to the ability of the public service to understand fully and improve their response to complex policy issues. Longer tenure can result in an improved and deeper understanding of departmental matters, and the confidence and knowledge to generate innovative solutions and deeper relationships with other key sectors. Bourgault (2005) stated that the Prime Minister, as Head of Government, employs, allocates, and dismisses Deputy Ministers (HoDs), using the statutory authority vested in the governor in council. The appointment of the Deputy Minister in Canada is for an indefinite period. The Interpretation Act (section 24.1) provides that, "the power to appoint includes the power to dismiss" (Bourgault, 2005:256). A simple and unexplained decision taken by the Prime Minister is sufficient to release a Deputy Minister of his/her duties.

1.3.2 Scotland

Campbell (2012) reported that the Scottish Government, in 2007, took a major step in moving Scotland's entire public service to an outcomes-focused approach to performance. The Outcomes-Based approach in Scotland is conducted through the principles of effective partnership working and localism. The Scottish Government (2007) published the National Performance Framework (NPF), in November 2007, which reinforced partnership working towards shared outcomes. It provides an opportunity for the whole public sector in Scotland to align their priorities and business planning processes, with a single purpose and set of national outcomes. The purpose of this initiative is to improve the quality of life and opportunities made available to the people of Scotland through increasing sustainable economic growth (Scottish Government, 2007).

Campbell (2012) stated that as with any system there are bound to be challenges, the same with the NPF. Some of the challenges experienced are issues with external factors, which means that government cannot control everything that affects an indicator or outcomes. Another challenge is that some services cannot be measured, or some services, are easier to

measure than those that supply complex services like education and health. The last challenge is that there are limits on data, such as the amount and type of data that can be collected, and the amount of effort and time that can be put into gathering correct and timely information.

The Scottish Government (2013) embarked on an ambitious programme of change and developed the Three-step Improvement Framework to help open and let the combined knowledge and enthusiasm of the people be directed towards the achievement of lasting improvement across their public services. The Three-step Improvement Framework entails first, change the world (vision, aim, and context), second create the conditions (culture, capacity, and challenge, how much and by when?), and third make the improvement (implementation, measurement, and improvement). A common reason why change projects do not succeed is due to poor leadership rather than poor management. People generally do not adapt easily to change and encouraging them to change requires consistent and strong leadership (Thomson, 2012). Radnor, Walley, Stephens, and Bucci (2006) stated that effective leadership is commonly seen as an essential driver for change.

1.3.3 Australia

The Australian National Audit Office (2013) reported that as part of the 1999-2000 budget process, a framework was introduced requiring entities to outline their planned outcomes clearly, and monitor and report on actual performance. The Outcomes and Outputs Framework was replaced by the Outcomes and Programs Framework in 2009-2010, with a new focus on entities identifying and reporting against the programs that contribute to government outcomes, for the duration of the allocated budget and schedule. The change was based on improving entity reporting and testing the entities' achievement against pre-defined program objectives. The Australian National Audit Office (2006) stressed that a major policy change often leads to significant organisational change. This is usually complex by nature and necessitates senior-level attention and leadership as well as the right skills. The importance of change management should never be underestimated. Insufficient attention to change management may lead to unanticipated reactions and resistance to the change, thus decreasing the likelihood of timely and successful policy outcomes.

Mulgan (1998), in his research paper, wrote that the appointment of HoDs in the Australian public sector is affected by politics. Since the 1996 election in Australia and the post-election

changes at the top of the public service, there has been the issue of politicisation. Patrick Weller (1989) in his Australian Journal of Public Administration article, entitled 'Politicisation and the Australian Public Service', pointed out that changing the HoDs was an age old practice in the Australian public sector and that Ministers should have the prerogative to choose heads whose 'style' they identify with. Politicisation of the Australian public service, in other words appointing HoDs according to the preferences of the politicians, has been increasing over the years.

1.3.4 Malaysia

According to the roadmap prepared by the Government Transformation Programme (GTP) in 2010, the Prime Minister of Malaysia spent months assessing the people's demands of the government, which resulted in seven National Key Result Areas (NKRAs) being selected as most critical for government to address. A detailed list of projects and initiatives for each NKRA were developed to ensure that big fast results for specific targets are accomplished in the interest of the people. The GTP in Malaysia is an ambitious, broad-based initiative designed at addressing key areas of concern, which include the seven NKRAs (GTP, 2010). Relevant ministries, together with the Performance Management and Delivery Unit (PEMANDU), monitor the achievements for the different NKRAs. PEMANDU was established within the Prime Minister's Department to manage and support the delivery of these outcomes. The NKRAs is in the public domain making it transparent to Malaysians.

Malaysia's approach to change involves three factors: acceptance, joining belief and commitment; authority, concentrating on procedures, formal laws, informal political and relational influences; and ability, stressing infrastructure, time limits, financial, and personnel information (World Bank, 2010). In the report compiled by The Malaysian Administrative Modernisation and Management Planning Unit (2010), leadership is an essential factor for the success of any organisation. It is often accepted that leaders in the public service are responsible for transformation. Malaysia has identified the need for transformational leaders to lead the transformation process, motivate the people, strategise, and utilise the resources to steer and effect the changes needed. Ineffective succession planning programmes and intensive grooming process of future leaders in the public sector was identified as one of the biggest challenges in the Malaysian Public Service. The Public Service Department has a succession planning policy for public service but the implementation of the policy has not

shown any results. There are still cases where the Heads of Public Agencies contracts need to be extended, rather than filling the position with well-groomed successors under organised succession planning programmes. It is very important that the Malaysian public sector create a pool of transformational leaders to take up critical strategic positions as these become available to ensure that national goals can become reality (Malaysian Administrative Modernisation and Management Planning Unit, 2010).

1.4 MONITORING AND EVALUATION OF GOVERNMENT PERFORMANCE ON THE AFRICAN CONTINENT

Porter and Goldman (2013) reviewed six case studies from African countries that were presented at an African Monitoring and Evaluation Systems Workshop held in March 2012, organised by the Centre for Learning on Evaluation and Results for Anglophone Africa (CLEAR) and the DPME in South Africa. Government agencies from Benin, Burundi, Ghana, Kenya, Senegal, and South Africa, responsible for leading the implementation of monitoring and evaluation systems across their governments, were brought together at the workshop. An investigation into the six case studies revealed that in South Africa, Uganda, Ghana, Benin, and Kenya, the lead agency collects information from other departments and relies on the ability of other departments to produce quality information. The monitoring reports produced are very useful and are distributed widely, which implies that a lot of human and financial resources go into the compilation of the report. For monitoring and evaluation evidence to have a strong impact on decision-making and the allocation of resources, there needs to be rationality between the mandates and work of the crosscutting ministries. The case studies of the different countries show that monitoring and evaluation systems and structures are still in development phase. This section focuses on the monitoring and evaluation of government performance as well as change management and leadership for the successful implementation thereof in Ghana, Uganda, and Kenya.

1.4.1 Ghana

The Government of Ghana had a performance management system that was set up in the mid-1990s as part of the restructuring of its administrative system, but it was unsuccessful (Dodoo, 1997; Ohemeng, 2009). Through the Office of the Head of the Civil Service

(OHCS) in 2007, the government proposed the idea of passing a new performance management policy to be applied across the civil service organisations (Ministry of Public Sector Reform, 2006; Wereko, 2008). A performance management policy was drafted and submitted to the government for consideration. The government planned to deal with some deep institutional and capacity problems, such as attitude issues, incentive and sanction schemes, and training, which had weakened the success of the previous performance management regime considerably (Government of Ghana, 1985; Ohemeng, 2009). A common denominator with Ghana and South Africa as pointed out by Dassah and Uken, (2006), lies in their ambitious adoption of the whole-of-government (government-wide), rather than a partial approach. However, in the case of Ghana, it has turned out to be a piece-meal approach, although the law requires all sector ministries to have policy, planning, monitoring, and evaluation departments, there is no indication that this is actually the case (World Bank, 2000).

Dartey-Baah, Amponsah-Tawiah and Sekyere-Abankwa (2011) reported that the departments that the Government of Ghana considers to be of utmost importance to the country's wellbeing are provided with the necessary resources, such as skilled personnel, financial resources, and leadership to ensure success, which in turn attracts competent staff. Eventually, these favoured departments build a culture and corporate identity connected to professionalism, hard work, and efficiency, which promotes effectiveness. On the other hand, departments that are considered to be of lesser importance to the government's wellbeing are deprived of the necessary resources such as skilled personnel and leadership needed to make them effective. Therefore, they seldom attract competent staff and merely become tools of political support that provide jobs for the middle class and supporters of those in power in Ghana, cabinet reshuffles by government are quite common. The purpose of the reshuffling is that the leaders (Ministers) of the well-performing departments (Ministries) can use their leading methods and approaches to turn around the wellbeing of poor performing departments (Dartey-Baah et al., 2011). In Ghana, there are three common types of appointment: open tenure, contract, and limited engagement. The Chief Directors (HoDs) who are appointed on limited engagements are not regular civil servants (Osei & Nwasike, 2010).

1.4.2 Uganda

Porter and Goldman's (2013) report stated that the Office of the Prime Minister in Uganda is mandated to undertake review of all ministries, departments, and agencies' performance against stipulated targets at half-year and year-end. In Uganda, alongside the government's monitoring and evaluation system is a small but expanding evaluation practice led by the civil society; specifically, national and international Non-governmental Organisations (NGOs). As NGO programmes are designed to complement government development programmes, in a similar way the outcomes of their evaluative practices should to add value to government monitoring and evaluation (Porter & Goldman, 2013).

Williamson (2003) highlighted that management transformations have not been very successful in Uganda because of the people's reluctance or inability to change ingrained practices, and a rigid and bureaucratic management system. In Uganda, the two most important factors in the performance of a department is the quality of leadership and management in the department. The administrative and political leadership sets the tone of department, and determines whether inputs are managed efficiently and effectively. In Uganda, the contract for the service of Permanent Secretaries is for a period of three years and is renewable upon good performance. A Permanent Secretary has a contract but does not have a performance agreement with measurable targets, even though they should be operating in a results oriented management framework that the government has adopted (Osei & Nwasike, 2010). It would be difficult to assess the performance of a Permanent Secretary if there is no agreement in place with measurable targets and timeframes.

1.4.3 Kenya

In 2012, the Office of the Prime Minister in Kenya, reported that since 2008, Kenya has been implementing vision 2030. This vision aims at making the country become a more competitive and prosperous middle-income nation within two decades by advocating for responsive, accountable, and effective policymaking. Integrated monitoring and evaluation in Kenya has been practiced for less than 10 years, but project- and program-based monitoring and evaluation has been in existence since the 1980s. There was an unsuccessful attempt at GWME linked to the Interim Poverty Reduction Strategy Paper introduced by the International Monetary Fund and World Bank in 2000. According to the Economic

Recovery Strategy document, government was supposed to undertake monitoring and evaluation to monitor its policies, programmes, and projects. This led to the establishment of the National Integrated Monitoring and Evaluation System (NIMES), and the Monitoring and Evaluation Directorate. The role of the Monitoring and Evaluation Directorate is to lead and coordinate the system that was created and later adjusted to the requirements of Kenya's Vision 2030 replacing the Economic Recovery Strategy in 2008. Kenya's monitoring and evaluation system had made a significant impact especially in the budget making process using its publications namely the Annual Public Expenditure Review and the Annual Progress Reports (Office of the Prime Minister, 2012).

For the successful implementation of NIMES it is essential that change management takes place and there is committed leadership. Research conducted by Obudo and Wario (2015) stressed that Kenya's public sector is undergoing change to serve the needs of the government and its citizens through improved service delivery, but it has been dogged with serious challenges in its attempt to manage change. Chemengich (2013) stated that for effective change to take place it is necessary to consider political leadership since public officials are constantly being transferred to other departments or re-assigned to other duties.

1.5 MONITORING AND EVALUATION OF GOVERNMENT PERFORMANCE IN THE SADC REGION

Developing countries like those in the SADC region need accurate monitoring and evaluation information to make decisions, the reason being is that they cannot afford to apply strategies that have weak implementation, have no noticeable results, or are unclear. It is more important for poorer countries to have a strong monitoring and evaluation system as compared with the more affluent countries, because resources are limited. The data obtained from a results-based monitoring and evaluation system can be very useful for poorer countries because if utilised correctly it can make a significant improvement in the area being monitored. Results based monitoring and evaluation strategies are relatively new in some of the developing countries. These developing countries are learning from their own experiences and trying to improve, based on the learnings derived from their challenges; in doing this they are contributing to the pool of knowledge and experience (Kusek, Rist & White, 2004).

1.5.1 Zimbabwe

According to Madhekeni (2012), the government of Zimbabwe undertook a major project to develop and implement a comprehensive RBM programme across government. This programme encompass a Results-Based Budgeting (RBB) system, Results-Based Personnel Performance System (RBPPS) and e-governance. An integrated Results Based Monitoring and Evaluation system (RBMES) and a complementing Management Information System (MIS) cuts across RBB, RBPPS and E-Governance. These systems are considered to be of utmost importance to conduct systematic programme planning, formulation, and implementation, which is likely to improve government performance. Madhekeni (2012) stated that the programme has been operational since 2005. History has shown that if a RBM system is properly implemented it can positively influence government performance.

Madhekeni (2012) noted considerable acknowledgement of the RBM program, but a lack of change management, which is needed to alter the mindset of officials. Change management initiatives help officials to understand and appreciate the importance of RBM and the improved service delivery to the citizenry to which it leads. Top leadership commitment is essential for any change process to survive resistance. Top leadership need to understand the entire RBM process, which includes what the change is about, and agree with its objectives in order to be successful change agents (Musingafi, 2007).

Mukonza (2011) cited that sometimes the relationship between a Minister and Permanent Secretary (HoD) is not always good, which can hinder the progress of goals set for the inclusive government. It has also been argued that politically impartial Permanent Secretaries exist in an idealistic world, but not in the real world. The nature of their work especially in engaging with elected political officials require them to participate in political activities. As cited in The Constitution of Zimbabwe Amendment Act 20 of 2013, section 205, Permanent Secretaries of Ministries are appointed by the President after consultation with the Civil Service Commission (Government of Zimbabwe, 2013). The term of office of a Permanent Secretary is a period of up to five years and is renewable only once subject to competence, performance, and delivery.

1.5.2 Botswana

Molebatsi (2010), the Director in the Office of the President in Botswana, indicated that the RBM system is built on the methodical and tactical identification of, and performance planning for, results at all levels, from the national, sectoral, Ministerial and departmental, down to other lower levels. For the system to be successful, it is essential that all key result areas and National Development Plan (NDP) 10 goals and programmes be results-oriented. One of the key issues confronting public sector management in developing countries, especially Botswana, is the need for strategies aimed at achieving greater value for money and satisfaction to citizens in providing goods and services. Similar to most developing countries, one of the key priorities in Botswana is to enhance the performance of the public sector; this has led to the implementation of various initiatives since 1970. The introduction of the integrated RBM system emanated from the responsiveness of the political leadership in the matters of service delivery and the significance of the tenth NDP in the national calendar. Under the integrated RBM system, accountability for specific results is established in a more systematic and structured manner for individuals and institutions. Molebatsi (2010) stated that the plan clearly indicated the results to be achieved by the various programmes, the entities assigned and their responsibilities in achieving the set goals. The Government of Botswana believes that embedding the integrated RBM system in the NDP process proved to be vital to the success of the introduction to the framework.

In Botswana, the government made a decision to place Permanent Secretaries at the centre of change management and to be supported in this effort by the Directorate of Public Service Management, which is part of the Office of the Cabinet and the Public Service. Permanent Secretaries have been required to sign performance agreements since 1998 (Osei & Nwasike, 2010).

1.5.3 Tanzania

The experience of the public sector transformation in Tanzania, according to Sulle (2011), is very similar to other countries in Africa. Poor performance of the public sector and the economic predicament in the 1980s led to the public sector reforms in Tanzania. The purpose of the reform was to freeze the size of the public sector and to improve its operational efficiency. It is now more than 10 years since the RBM approach was introduced

in Tanzania; however, it has not been fully implemented. Tanzania is a country characterised by poor performance accountability (Ntukumazina, 1998). The creation of performance goals was done by the agencies and there were no indications of performance evaluation taking place in many ministries. Sulle (2010) stated that there are poor performance monitoring and evaluation systems in ministries, and performance result plans are not well developed. The challenge with the RBM approach in Tanzania is due to many factors, one of them being lack of political support and commitment. Robert (2004) pointed out that there is no government initiative that will contribute to effective performance planning and management unless there are dependable political efforts. For a developing country like Tanzania, it is difficult to overlook the influence of economic factors on the reform process. In a state of economic austerity, the implementation of RBM is challenging (Sulle, 2011).

According to Morgan and Baser (2007), the politicians and senior government officials in Tanzania have been generally supportive of public service transformation. Most of the changes that took place in the 1990s encouraged the depoliticisation of policymaking and made space for Ministries and departments to implement reform programmes with politicians contributing to general oversight and support. The Public Service Act of 2002 cited that every Permanent Secretary (HoD) should be a change agent in relation to the image, mission, ethics, conduct, and role of the service (Government of Tanzania, 2002). Bana and McCourt (2005) conducted research in Tanzania where they obtained their data by means of interviews, questionnaires, and secondary data, and they found that only a small number of Permanent Secretaries could say that they were appointed permanently. In some Ministries, there have been two or three different Permanent Secretaries, within a five-year period. Except for high court judges, the Controller, and the Auditor-General, the President was able to hire and fire at will (Bana & McCourt, 2005).

1.6 MONITORING AND EVALUATION OF GOVERNMENT PERFORMANCE IN SOUTH AFRICA

The Constitution of the Republic of South Africa (RSA, 1996) makes provision for three spheres of government, national, provincial, and local. These spheres are distinctive, dependent on each other, and interconnected. The three spheres of government have to apply their powers and functions in a way that their policies and management actions can be successfully co-ordinated to facilitate efficient service delivery (Thornhill, 2011).

Policymaking, as pointed out by Engela and Ajam (2010), takes place mainly at national level and application of these policies takes place essentially at subnational level. Provincial governments deliver direct services to the citizens, such as health, education, social development, and transport; however, collection of revenue is centralised at national government level. Provincial governments have little access to revenue sources and are largely reliant on the 'equitable share' endowments provided by the national government. This, along with powers and functions that are decentralised to the three spheres, leads to a complicated and dispersed mechanism of government that requires strong coordination from across and within sectors (Engela & Ajam, 2010). The three spheres of government in South Africa has consequences for a system of national planning, monitoring, and evaluation, as national government cannot enforce systems on the other two spheres, and implementation needs the agreement from the different spheres of government (Phillips, et al., 2014).

According to Ijeoma (2010), a number of departments in South Africa are involved in monitoring and evaluation: The Presidency, Office of the Public Service Commission, Department of Public Service and Administration, National Treasury, Statistics South Africa, and the Department of Cooperative Governance. The Auditor-General, National Treasury, and the Public Service Commission are responsible for promoting financial governance in the public sector and ensuring the monitoring and evaluation of this area by other government departments (Siswana, 2007). Kraak (2011) argued that solutions are not possible through the efforts of any one of the government departments acting alone, but rather require input from several departments working together. This can only take place through effective horizontal coordination and cooperation between the key government departments. Departments often pursue agendas that are permissible to their legal jurisdictions and which contribute to their departmental goals, but are not beneficial to government as a whole resulting in policy gaps, duplication, and contradiction (Kavanagh & Richards, 2001). The Department of Public Service and Administration acknowledged the need for improved programme coordination as certain aspects of specific socio-economic programmes are handled by a number of departments, but none are responsible for the success of the total intervention. The Outcomes Approach adopted by the DPME is trying to coordinate the different policy and programme areas that contribute to a given outcome (Kraak, 2011).

- *National Treasury*: The Public Service Commission (2008) stated that the National Treasury provides support to the Minister of Finance to govern fiscal policy and monitor a range of economic indicators. The National Treasury plays a pivotal role in monitoring performance against objectives and evaluates whether expenditure has achieved value for money.
- *Department of Public Service and Administration*: This department is responsible for the monitoring and evaluation of the performance of human resource management in the public service (Public Service Commission, 2008).
- *Department of Provincial and Local Government*: The department has since been renamed and is now called the Department of Cooperative Governance. This department is responsible for monitoring and evaluating the effectiveness of Provincial and Local Government. Local government is essential for the provision of basic service delivery (Public Service Commission, 2008).
- *Statistics South Africa*: Statistics South Africa is crucial in collecting, analysing, and publishing a range of statistics. These statistics are of utmost importance in planning government services, and assist with monitoring and evaluation (Public Service Commission, 2008).
- *Public Service Commission*: The Public Service Commission monitors and evaluates the organisation and administration of the public service. It can make recommendations on how to enhance the performance of the public service (Public Service Commission, 2008).
- *Auditor-General*: The Auditor-General conducts performance audits to verify whether the entity's budget has been spent economically, efficiently, and effectively (Public Service Commission, 2008).
- *Human Rights Commission*: The Human Rights Commission is responsible for monitoring and evaluating the extent to which human rights is applied in South Africa. Since many of the rights are socio-economic in nature, the Human Rights Commission is involved in monitoring and evaluating service delivery by government (Public Service Commission, 2008).

These monitoring and evaluation institutions play a major role in the smooth running of the country, and each of these institutions conduct monitoring and evaluation in their own area of expertise. The creation of the DPME in the Presidency aimed to improve service delivery throughout South Africa.

1.7 MONITORING OF GOVERNMENT PERFORMANCE BY THE PRESIDENCY IN SOUTH AFRICA

When a new and major programme like the Outcomes Approach is being implemented, it needs to be introduced to the participating institutions to obtain buy-in and support from all the stakeholders. Before rolling out the Outcomes Approach, a change management process should have taken place. The aim of change management is to obtain buy-in and to change the mind-set, behaviour, and skills of individuals (Luecke, 2003; Okumus & Hemmington, 1998). If there is no change management, it can lead to mistrust of monitoring and evaluation especially if project managers feel that it has been enforced from outside; the project is regarded as serving the needs of external role players rather than those of project management. This takes place when the project managers were not involved and did not participate in the design of the monitoring and evaluation system. It can also happen if the external role player had considerable technical and administrative control over the work of the monitoring and evaluation unit (Maddock, 1993).

A major factor in the achievement of government programmes lies with leadership in the public sector. A report produced by the Public Service Commission (2008), stated that public service managers must be responsible for transforming the strategic vision, goals and objectives of government into efficient and effective service delivery. To assist the public service managers in attaining this goal it is essential to have a certain level of stability in the leadership of the country. This will assist in sustaining the impetus with which government's programmes are being provided and is not compromised by frequent change in leadership. The Public Service Act of 1994, section 3 (b) (1), stipulates that "the President or the Premier appoints the HoDs or may delegate those powers if they so choose" (RSA, 1994:8). Currently, HoDs are appointed on a five-year contract.

Since the establishment of the Department of Performance Monitoring and Evaluation (now called Planning, Monitoring, and Evaluation) in 2010, there has been a change in the Minister and Deputy Minister after the national election in 2014. The Director-General (DG) that was appointed when the department was created has also moved on. There has been total change of leadership in the department responsible for the rollout and implementation of the Outcomes Approach.

1.8 THE IMPORTANCE OF CHANGE MANAGEMENT WHEN IMPLEMENTING GOVERNMENT PROGRAMMES

According to Rakabe (2013), an outcomes-oriented monitoring and evaluation approach needs to be in line with the country-specific circumstances as there is no one-size-fits-all approach. When new reforms are placed over current practices without making the necessary adjustments, this can create confusion and duplication. Introducing new reforms alone is crucial, but it is not enough to fix public sector performance management. The culture in the public service, other resources, and behaviour or management need to be well informed and adjusted accordingly in order to function well. It may also be required to review organisational structures and responsibilities, bureaucratic rules and controls, how various administrative functions are implemented, existing management practices, the delivery of public services, and ways of accountability in order to implement a new approach.

Developing countries need good or even better information than the more affluent countries to make decisions; they have limited resources and cannot put in place strategies that have weak implementation, no visible results, and are unclear. The information and analysis that is derived from a results-based monitoring and evaluation system is critical for poorer countries as it shows them how to utilise scarce resources most appropriately. There is no perfect model for moving forward and the challenges faced by developing countries are numerous (Kusek, et al., 2004).

The different cultural values across the countries and continents result in performance management strategies not being one-dimensional. Changing the culture of individuals is a challenge and takes time. Culture change is long-term process that must be consistent and involves continuous refinement and improvement (Thomas, 1998; Poate, 1997). Experience has shown that appropriate leadership and mutual commitment to the reform process is crucial to building a performance-oriented culture (Mascarenhas, 1996; USGAO, 1997).

Literature reviewed on various countries implementing government performance monitoring in sections 1.3, 1.4, and 1.5, have shown that leadership is instrumental in successful change management taking place. A report compiled by The Public Service Commission (2008) showed that every country has a different experience with regard to the turnover rate of Heads of Department. Worldwide trends show a higher turnover rate when compared to South Africa. Some countries encourage a certain level of stability among the Heads of Public

Departments, while others view some level of turnover as necessary for innovation and performance purposes. Turnover can reduce complacency, lead to change and improvement, and facilitate the movement of poor performers. On the other hand, a high rate of turnover might negatively influence productivity, service delivery, institutional memory, and organisational knowledge.

1.9 MANAGING CHANGE IN THE DESIGN AND IMPLEMENTATION OF THE OUTCOMES APPROACH

The Outcomes Approach was introduced in 2010; with the introduction of any new project or programme, it is critical for change management to take place in order to achieve the desired outcome. South Africa has a five-year contract tenure model that is applied for the appointment of a HoD. The frequent change of leadership can either have a positive or a negative effect on the achievement of government programmes. Therefore, the aim of this study was to determine the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. Section 1.10 explains the problem statement for this research; the focus of the study follows in section 1.11, and the research purpose in section 1.12. The three main research questions are stated in section 1.13 followed by the justification and contribution of this research in section 1.14, and lastly the preface of this research report is found in section 1.15.

1.10 THE RESEARCH PROBLEM STATEMENT

When a major government programme is introduced, there is usually a lot of attention, excitement, and publicity within the public sector departments and the public in general. With time the excitement and attention dies a slow death and it is 'business as usual'. It is critical that the change management process ensures that the new behaviour and way of doing things continue. Leadership thus plays a fundamental role in maintaining the momentum of the change effort; however, the frequent change in HoDs can have an effect on the change management process and the achievement of government programmes. The Public Service Act of 1994, section 3 (b) (1), stipulates that the, "President or the Premier appoints the HoDs or may delegate those powers if they so choose" (RSA, 1994:7). The Public Service Act of 1994 further states in Chapter IV section 12 (2) (a), A person shall be appointed to the post of Head of Department in terms of section 9 for such term, not

exceeding five years, as the relevant Executive Authority may approve. Currently, HoDs are appointed on a five-year contract. The Public Service Commission (2008) found that a certain level of leadership stability is important to ensure that the impetus with which government programmes are being carried out is not compromised by numerous changeovers in leadership. It has been shown that when a new HoD joins a department, they tend to introduce new strategies and plans; or their priorities may not be the same as the previous HoD, this may subject the department to a process of numerous changeovers. When a new HoD is appointed in a department it takes time for them to understand the functioning, culture and employees in the department, which may result in approvals being delayed and certain programmes not being given the attention they deserve. The short tenure of the HoD means that just when they understand the operations of the department it is time for them to leave the department and the cycle starts again with a new HoD. Apart from the frequent change of HoDs, we are living in a time of rapid change and departments need to adapt continuously to the changes taking place. It is essential for a HoD to be agile and operate with speed and flexibility to keep abreast with the changes taking place in the environment. The frequent change of HoDs operating in a rapidly changing environment means that they can no longer work in a strategic planning mode they must operate in real time in order to achieve the goals of the department.

This research focuses on the effect that the high turnover of HoDs has on sustaining the impetus of change for the Outcomes Approach as well as the factors leading to the dearth of leadership in the implementation of the Outcomes Approach.

1.11 CONTEXT FOR THE STUDY

DGs and Ministers responsible for leading government departments in the South African public sector are prone to change from one electoral cycle of government to another. Statistics from the report compiled by the Public Service Commission (2008) showed that the rate of HoD turnover across government departments, both nationally and provincially for the financial years 2003/04 to 2006/07, was recorded at 92 for termination of service which amounted to over 59 per cent. A report compiled by Gareth Van Onselen (2017) from the South African Institute of Race Relations revealed that from 38 national departments there have been 172 people who have had the position of DG either in an acting or

permanent capacity from 10 May 2009 until 2017. This indicates that the average period a DG stays in a department is approximately 22 months. A national government wins a five-year term and in a department, there should be one DG during that five-year period as they usually sign a five-year contract. In reality, this does not happen as shown in the report by Van Onselen (2017). The statistics undertaken by Van Onselen (2017) shows mass instability, poor planning, constant conflict, and perpetual turmoil among leadership in government. The frequent change of leadership has led to challenges in efficiently and timeously delivering basic services such as welfare grants.

1.12 THE RESEARCH PURPOSE

The purpose of this research was to investigate the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. Furthermore, the study aimed to present the findings of the leadership trends, to interpret and analyse the data obtained and recommend leadership strategies for consideration in the implementation of the Outcomes Approach.

1.13 THE RESEARCH QUESTIONS

[1] What are the factors leading to the dearth of leadership in the implementation of the outcome approach?

[2] What are the leadership trends in the implementation of the Outcomes Approach?

[3] What are the leadership strategies for consideration in the implementation of the Outcomes Approach?

1.14 JUSTIFICATION AND CONTRIBUTION OF THE RESEARCH

Although numerous studies have been conducted on change management and leadership in both the private and public sectors around the world, little is known about how leaders are managing change in the rapidly changing environment in which we live. There is also insufficient literature on how the frequent change of leadership affects the implementation of major programmes. This research aimed to find out how the factors leading to the dearth of leadership influenced the implementation of the Outcomes Approach in the lead coordinating departments. The contribution to the body of knowledge was the development of a change management model for the leader in a rapidly changing environment, taking into

consideration the frequent change of leaders, and recommend leadership strategies for the factors leading to the dearth of leadership in the implementation of the Outcomes Approach.

1.15 PREFACE TO THE RESEARCH REPORT

An overview of each chapter is presented:

- *Chapter 1: Introduction*: This chapter focuses on government performance monitoring as well as the importance of change management and leadership for the effective implementation of government programmes in developed countries, countries on the African continent, countries in the SADC region, departments in the Government of South Africa, and lastly the Presidency of South Africa that are making use of the Outcomes Approach. The chapter includes the problem statement, the purpose of the research, the three main questions that guided this study, and the justification and contribution of the research.
- *Chapter 2: Literature review*: The literature review chapter covers the theoretical framework of the study concentrating on four change management theories: Lewin's Three-step Change Model (Burnes, 2004b, Smith, 2013), Bullock and Batten's (1985) Four-phase Model of Planned Change, Kanter, Stein and Jick's (1992) 10 Commandments, and Kotter's (2012) Eight-step Change Model. The conceptual framework for this study is based on Kotter's (2012) Eight-step Change Model. It includes Annunzio's (2001) literature on eLeadership proven techniques for creating an environment of speed and flexibility in the digital economy. Due to the frequent change of leadership in government departments, it is essential that leaders act with speed and flexibility to achieve what they set out in their five-year contract. Kotter's (2012) Eight-step Change Model does not have any elements of leading change in a rapidly changing environment. The gaps identified in Kotter's (2012) model are filled with literature from other sources dealing with leadership in the digital era and managing change with speed and agility.
- *Chapter 3: Research methodology*: This chapter focuses on the methodology used to address the research questions for this study. Table 1.1 shows the methodology and the participants for each of the main research questions. Data collected from

interviews were used for the qualitative analysis while data from the questionnaires were used for the quantitative analysis.

Table 1.1: Methodology and participants

Research questions	Participants for the study	Methodology
1. What are the factors leading to the dearth of leadership in the implementation of the Outcomes Approach?	Key officials from the lead coordinating departments and Outcome Facilitators from DPME	To document the experience of implementers, questionnaires were sent to officials from the 12 lead coordinating departments directly involved with the Outcomes Approach. Participating departments were as follows: [1] Basic Education, [2] Health, [3] Defence, [4] Trade and Industry, [5] Higher Education, [6] Transport, [7] Rural Development, [8] Human Settlement, [9] Cooperative Governance, [10] Environmental Affairs, [11] Telecommunications and Postal Services, [12] DPSA. Interviews were conducted with the Outcome Facilitators. The lead coordinating departments for the two additional outcomes, 13 and 14, were not part of this research due to their implementation only starting in 2013.
2. What are the leadership trends in the implementation of the Outcomes Approach?	Key officials from the lead coordinating departments and Outcome Facilitators from DPME	Outcome Facilitators working with lead coordinating departments were interviewed to document their views on leadership commitment and change management. Questionnaires were sent to officials working with the Outcomes Approach in the lead coordinating departments.
3. What are the leadership strategies for consideration in the implementation of the Outcomes Approach?	Key officials from the lead coordinating departments and Outcome Facilitators from DPME	Outcome Facilitators working with lead coordinating departments were interviewed to document their views on leadership commitment and change management. Questionnaires were sent to officials working with the Outcomes Approach in the lead coordinating departments.

- *Chapter 4: Findings*: This chapter presents the responses received from the questionnaires that were sent to officials working with the Outcomes Approach in the lead coordinating departments, and the responses obtained from the interviews with the Outcome Facilitators. Graphs, tables, and text were used to present the findings.
- *Chapter 5: Interpretation and Analysis*: Data collected is interpreted and analysed using the mixed method approach. The responses obtained were clustered into four themes and discussed accordingly. The three main research questions were answered based on the responses obtained from the questionnaires and the interviews with the Outcome Facilitators.
- *Chapter 6: Implication for theory development in leading change*: The researcher developed a change management model, presented in the literature review; however, after extensive research it was found that there were gaps in the model. A new change management model was developed in this chapter, which incorporated the frequent change of HoDs operating in a rapidly changing environment.
- *Chapter 7: Conclusion and recommendations*: In the final chapter of this study, the research purpose is analysed and linked to the findings obtained from responses to the questionnaires sent to officials working with the Outcomes Approach in the lead coordinating departments, and from the interviews with the Outcome Facilitators. Recommendations were made on leadership strategies in the implementation of the Outcomes Approach.

2. LITERATURE REVIEW

2.1 INTRODUCTION

The purpose of this chapter is to review literature on leadership and to gain insight into change management. In Chapter 1, the literature reviewed on various countries has shown that there are frequent changes in leadership; therefore, it is essential for leaders to be agile and operate with speed and flexibility to achieve their objectives during their contract period. This chapter presents and critically reviews four change management theories that could facilitate answering the research questions. The breakdown of the chapter is as follows; section 2.2 provides the conceptual framework for this study followed in 2.3 by a definition of literature review, whilst section 2.4 defines leadership as it pertains to successful change management, and details styles of leadership, leadership versus management, and leadership in the digital age. Section 2.5 focuses on change management and section 2.6 reviews some of the change management theories. Section 2.7 focuses on eLeadership in an environment of speed and flexibility change in the digital economy whilst 2.8 focuses on change in the digital economy. Change management with speed and flexibility follows in section 2.9 and the chapter is concluded in section 2.10.

2.2 CONCEPTUAL FRAMEWORK

Miles and Huberman (1994) defined a conceptual framework as a visual or written product, which explains in either a graphic or narrative form, the key elements to be studied, the main factors, concepts, or variables and the supposed relationships among them. According to Maxwell (2005), it is important to understand that a conceptual framework is primarily an idea or model of what is out there, that which the research intends to address, a tentative theory of the phenomena being investigated. A conceptual framework indicates the direction required to answer the research questions for the study.

The key elements for this study were leadership, change management and the implementation of the Outcomes Approach with the frequent change of leadership in a rapidly changing environment. A department must have an efficient and effective leader who applies change management for the successful implementation of the Outcomes Approach. It is essential that leaders are agile and operate with speed and flexibility to stay relevant in

the rapidly changing environment in which they operate. Change management is an important element in staying relevant and keeping abreast of the rapid changes taking place. This research focused on the effect that the high turnover of HoDs had on sustaining the impetus of change for the Outcomes Approach, as well as the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. Four change management theories were discussed highlighting each of their strengths and weaknesses. Theories are valuable in research because they provide a structure for organising available knowledge and offer tentative explanations for the processes through which concepts are related (Meuser et al., 2016). From the four theories, Kotter's Eight-Step Change Management Model was chosen as a framework for this study. Annunzio's (2001) literature on eLeadership together with Kotter's Eight-Step Change Management Model were used to develop a change management model for the rapidly changing environment in which there is a high turnover of leadership. A questionnaire and interview questions were crafted to answer the three main research questions, which focused on the variables indicated in the conceptual framework in Figure 2.1. The answers obtained from the questionnaires and interviews were presented, the findings interpreted and analysed, a change management model developed for the rapidly changing environment and leadership strategies recommended for the implementation of the Outcomes Approach.

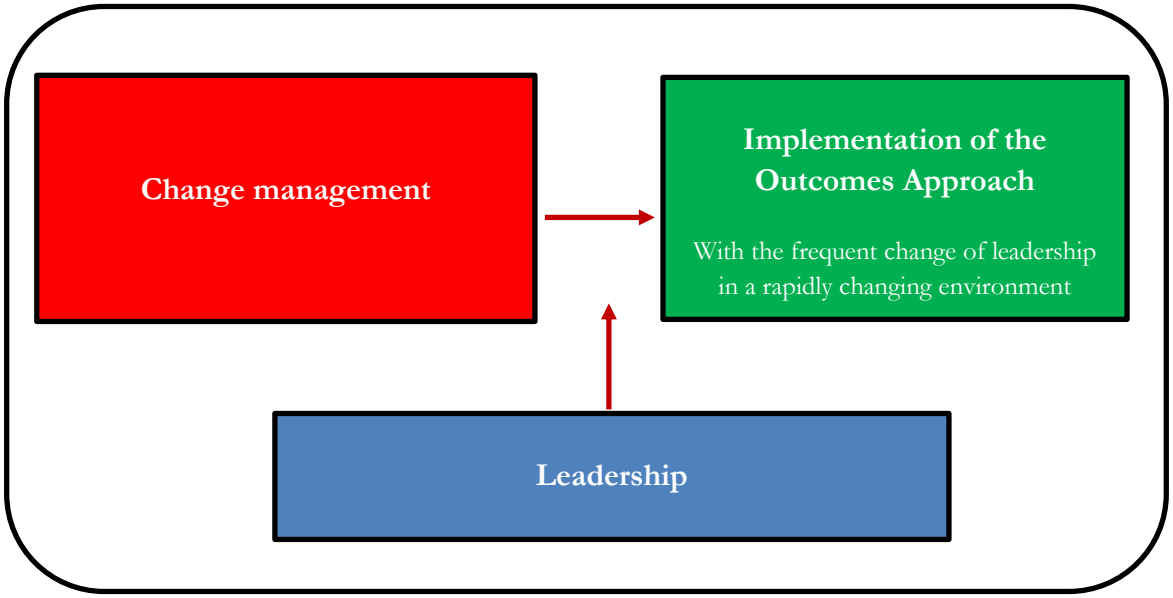


Figure 2.1: Conceptual framework

2.3 DEFINITION OF A LITERATURE REVIEW

A literature review is the study of relevant research and non-research literature that is available on the topic, through a process of an objective, detailed summary and critical analysis of the literature (Hart, 1998). The aim is to keep the reader abreast with current information on the topic, for instance, that would serve as the rationale for future research. Information gathered from various sources on a specific topic leads to a good literature review. It is well orchestrated and free from personal bias as far as possible. It should follow a clear search and selection strategy (Carnwell & Daly, 2001). The logical sequencing of facts is vital for the flow and readability of the review. An important factor is the correct use of terminology and irrelevant material should be kept as minimal as possible. Another key factor is that accurate referencing should be maintained throughout (Colling, 2003). A good literature review sets a framework for an all-inclusive and critically analysed literature to provide the reader with a sound theory base and factual overview of information of previous work published on the subject (Hofstee, 2006). The researcher incorporated all the factors into account when the literature review for this study was compiled.

2.3.1 Significance of literature review in research

The importance of a literature review is that it provides the researcher with an understanding of past research on the topic and the issues emanating therefrom. The review forms part of the academic development of becoming an expert in the field (Hart, 1998). The intention of a literature review is to provide the reader with a full understanding of the existing knowledge and to pave the way for future research. Gaps and inconsistencies could be identified thus leading to the development of research questions or hypotheses. A well thought through research question is crucial before embarking on a literature review exercise (Beecroft, Rees & Booth, 2006). It would help to have a focused research question that would be good for both topic selection and topic refinement. This would lead to developing better conceptual or theoretical frameworks (Coughlan, Cronin & Ryan, 2007). The literature review in this chapter provides the reader with a good understanding of the subject matter that follows the rest of this study.

2.4 DEFINITION OF LEADERSHIP

Leadership as defined by Yukl (2009), is the process of influencing others to understand and agree about what needs to be done and how to do it, and the process of facilitating individual and collective efforts to accomplish shared objectives. Leadership, as defined by Northouse (2010:3), is "a process whereby an individual influences a group of individuals to achieve a common goal". Both the definitions suggest a number of factors that are fundamental to leadership, some of them being that leadership is a process about influencing others, it takes place in a group, it is about the attainment of goals, and lastly the goals are mutually agreed by both the leaders and followers. Leadership is defined as a process, which means it is not a characteristic or trait that some people are born with. According to Rowe and Guerrero (2011), leadership is defined as a process of transactional leadership that occurs between leaders and their followers. This kind of leadership means that leaders are affected by their followers either positively or negatively and vice versa. This leadership leads itself into one where there is two-way communication between leaders and followers and not one that affects only followers. Rowe and Guerrero (2011) stated that defining leadership in this way suggests it is available to everyone and not those that are gifted with it as a trait. Influence plays a pivotal role in being a leader. In the workplace, everyone in their own right is a leader irrespective of their position, as they will be able to influence their subordinates, peers, and superiors. Leadership does not vest in a person appointed at the upper echelons of an organisation. Leaders must be able to influence people; otherwise, they could not be considered successful leaders. Having the ability to influence people requires the leader to use this privilege in an ethical manner (Rowe & Guerrero, 2011). A leader must be respected trusted and provide direction to their followers. For the purpose of this study leadership will refer to the Directors-General from the public sector departments in South Africa.

2.4.1 Styles of leadership

In order to transform organisations, a critical success factor is for leadership to drive the process of its implementation. If leaders wish to make a favourable impact on stakeholders, it is suggested to apply earlier leadership models such as directive versus participative leadership but it needs to be broadened (Avolio, Bass & Jung, 1995; Bass & Avolio, 1990; Conger, 1993; Ekvall & Arvonen, 1991, 1994; Puffer & McCarthy, 1996). Bass's (1985, 1999) framework of transactional/transformational leadership has proved to be quite valuable to

executive level management. This framework was developed within the larger organisational environment, which has been applied successfully to the study of top-level managers (Lowe, Kroeck, & Sivasubramanian, 1996). The meaning of transformational and transactional leadership styles was based upon earlier classifications, such as relations oriented versus task-oriented leadership (Fiedler, 1967) and directive versus participative leadership (Heller & Yukl, 1969). Transactional leadership inspires people mostly through some form of incentive and dynamic management. They set out expectations for employees through suitable mechanisms to achieve the desired goals and feedback is provided so that the tasks of employees are kept on track. Transactional leaders specify at the outset how employees will be compensated for their achievement and commitment, (Bass & Avolio, 1993; Howell & Hall-Merenda, 2002). Transformational leaders are charming, inspiring, intellectually stimulating, and thoughtful (Avolio et al., 1995). They help members to put the vision of the organisation first before their own interests. They are driven by a strong value system, which will ultimately result in influence over organisational performance.

2.4.2 Leadership versus management

Rowe and Guerrero, (2011) suggested that leadership and management is about working with and influencing people toward the attainment of common goals, but they differ from each other in more aspects than they are alike. According to Zaleznik (1977), managers and leaders are different from each other. Zaleznik is of the view that managers are reactive meaning that they respond to something after it has taken place and even though they work together with employees to find solutions, they do not involve themselves emotionally. Leaders on the other hand involve themselves emotionally and seek creativity and innovation instead of reacting to others' ideas. Managers limit choice, while leaders make more choices available to resolve problems with which the organisation has been challenged. Leaders change people's attitudes, whereas managers change their behaviour. Mintzberg (1998) believed that managers lead by portraying a cerebral expression, which stresses calculation, views an organisation as components of a portfolio, and operates with words and numbers of rationality. He believes that leaders lead by their insightful expression, which shows commitment, views organisations with an integrative perspective, and they have a deep sense of integrity. He believes that managers need to possess both managerial and leadership qualities.

Kotter (1996) believed that organisations are over-managed and under-led; however, if an organisation has powerful leadership and poor management, it may be worse. He feels that, for organisations to be effective it requires both strong leadership and strong management. Managers are responsible for planning, organising, recruiting, and budgeting while leaders are responsible for providing strategic direction, guiding, motivating and encouraging employees. Rowe and Guerrero (2011) were of the view that leaders and managers are different, which might be attributed to being philosophical in character. Managers believe that the decisions they make are determined by the organisation, and the environment in which the organisation operates, determines its conduct. Leaders believe that their choices influence the functioning of the organisations and the organisations influence the environment in which it operates. Leaders believe in free will. Organisations that have robust management but weak leadership will lack creativity and innovation; on the other hand, organisations with powerful leadership and weak management will participate in change only for the sake of it, change that is not properly guided or ineffective can have dire consequences on the organisation. Bennis and Nanus (1985:221) clearly outlined the dissimilarities between managers and leaders in their quoted phrase: "Managers are people who do things right and leaders are people who do the right thing". What is clear from this quote is that organisations require employees who do the right thing and who do the right things right.

2.4.3 Leadership in the digital age

DasGuptar (2011) stated that leadership goals have not changed over time but the manner in which they are implemented by the e-leader has changed. Nowadays the goals need to be implemented electronically and virtual teams are spread over time and space. The major change in the digital age is that the e-leader is not required to meet followers physically as this can be done by means of the computer. The new way of doing things in the digital age has many advantages, which gives people the opportunity to communicate instantly with each other on a one-on-one basis, to make the best use of available talent and to improve organisational performance by bringing together dynamic multi-functional teams. These new and improved methods can favourably influence an organisation's competitive advantage. In spite of these advantages e-leaders are faced with new and varied challenges, with the sophisticated communication that takes place these days over the computer, physical distance between leaders and followers affects the effectiveness of communication; it is difficult to

encourage, motivate, and build trust with followers electronically. DasGuptar (2011) identified some e-leadership qualities: cognitive skills, education, quick adaptation to change, flexibility, ability to work for more than one boss, involved in a number of diverse areas, and the ability to transmit ideas from one person to another.

Gurr (2004) indicated that e-leadership is still relatively new in the business environment and is vague; however, there are clear differences between a traditional organisation and a technologically orientated organisation. These environments require leaders to handle inconsistencies and predicaments. The e-leader must possess excellent communication skills to be able to convey information through technology channels to employees spread beyond the confines of the traditional organisation.

De Ciantis and Hyatt (2011) stressed that political and social revolutions have always been in existence but the manner in which it takes place these days are through Facebook, U-Tube, and text messages. Whole nations, societies, and economic and political systems are being reorganised. In some instances, there is violence involved while in other cases, there are fewer traumas, but all of these are enabled, fast tracked, and even triggered by peoples' capability to share digital information, which is done in real time. These transformations are not related to specific technologies, but rather about connecting people. These connections are being expedited by our capability to use digital information with all its features of increased speed, volume, and quality (De Ciantis & Hyatt, 2011).

2.4.4 The effect of high turnover of HoDs

The report compiled by the Public Service Commission (2008) indicated that some countries seek a level of stability among the leaders in public institutions, while other countries believe that some turnover is necessary for innovation and performance improvement. Literature shows that leadership turnover for public service organisational performance can be positive or negative. Frequent change of HoDs can encourage creativity and innovation, reduce complacency, lead to transformation and assist with the movement of underperformers. On the contrary, a high turnover rate might lead to lower productivity, service delivery might suffer, and there could be a loss of institutional memory and organisational knowledge (Public Service Commission, 2012). According to Hughes and Brown (2011), change of leadership could have an adverse effect on programs but could also be valuable particularly

when there are deadlocks or misunderstandings. The 20-Year Review, compiled by the DPME in 2014, indicates that an assessment was conducted on the state of management practices across all national and provincial government departments in 2012. The results from the assessment showed a strong correlation between the department's performance in achieving their targets, as stated in their annual performance plans, and the stability of their top management. Instability in leadership and top management can negatively affect the long-term goal of building state capacity. Frequent change in leadership can lead to numerous changes in policy approach and could weaken the efforts to improve the quality of service delivery and build state capacity. High turnover of HoDs can result not only in instability and lack of leadership but also in weak management of human resources and poor communication between human resource management and financial management (National Treasury, 2015).

2.5 CHANGE MANAGEMENT

Nickols (2002) defined change management as change that takes place in a planned, managed, or systematic manner. Change management is about altering a process or structure in a logical and methodical manner, and making sense out of the chaotic situation in which the organisation finds itself, which affects its employees, suppliers, and customers. Gayef (2014) defined change management as the process of continuously reviewing and changing an organisation's strategic direction, structure, and competencies of employees to keep abreast with the constantly changing needs of its customers. Change, by definition means starting a new system, which requires strong and committed leadership (Gayef, 2014). The change that takes place in the organisation is internal, which means that it takes place within the company and not external to the organisation. There could be a number of reasons for change to take place and could be entirely externally oriented. Examples of this might be companies that need to amend their prices, change the products that they offer, adjust to a huge reduction in financial resources, draw new clientele and businesses (the changes in the existing customer base attributed to external factors, i.e. economy, aging, etc.), improve productivity, and recruit or terminate a number of staff members and managers. A change in leadership often results in changes taking place in the organisation as their personal values and beliefs gradually change the culture of the organisation (Ledez, 2008).

Furthermore, Ledez (2008) pointed out that change would never end, it is ongoing; it is the natural life cycle of man, nature, and business. An organisation must be willing to undertake change, which if not carried out, could result in the downfall of the company. Organisations must know in advance that change efforts do not always accomplish the desired results; however, they need to embrace the unknown in the change process.

Barnard and Stoll (2010) highlighted that in the present time of economic instability and changes in government priorities, change in public departments has become a key priority. Change is a process that is complex in nature with both negative and positive results. It is important to look at the available evidence so that the process takes place as efficiently and effectively as possible. Due to rapid changes in technological development, increasingly knowledgeable staff members, and the movement of approved work practices, change is part of a normal occurrence in organisations (Burnes, 2004a). Even though many organisations realise the value of change, as much as 70 per cent of the change efforts are unsuccessful (Balogun & Hope Hailey, 2004).

The current speed of business causes new and best practices to become outdated very rapidly, it requires leadership to operate with speed, agility, and innovation. In government departments, leaders are appointed on a five-year contract and in order for them to accomplish the goals they have set for the department, it is essential that they operate with speed and flexibility.

2.5.1 The Change Management Strategic Framework developed for the South African public sector

Sokhela (2013) compiled the Change Management Strategic Framework, which was approved in March 2013. Since the dawn of democracy in 1994, there has been the tendency to move from one hasty remedy to another. These numerous changes have caused instability in organisational structures and policy approaches that puts pressure on the limited resources at the disposal of organisations. The application of change management in the public sector necessitates a systematic and reliable approach, compared to a reactive change process comprising intermittent responses to challenges when they arise. The need for a more structured change process in the public sector has resulted in the development and approval of the Change Management Strategic Framework. The objective of the framework was to

ensure a more systematic and reliable approach to change management in the public sector, which is aligned with the mandate of the Minister for Public Service and Administration. Sokhela (2013) stated that the development and approval of the Strategy Framework was considered crucial for the success of the Outcomes Based approach. This is particularly valuable for the achievement of outcome 12 deliverables as managing change is necessary for achieving the set outcomes. The utilisation of the Change Management Strategic Framework would ensure that change across all government departments are standardised and managed in a clear and consistent manner.

2.5.2 Change Management Strategy Framework Phases

Sokhela (2013), who is employed at the Department of Public Service and Administration, developed the Change Management Strategy Framework. The framework comprises four phases: ready, willing, able, and sustain:

- *The ready phase:* A department is considered ready when the change agent has ensured that the department understands the rationale for the implementation of the change effort, and the requirements for its success are available including systems, policies, and procedures
- *The willing phase*: A department is considered willing when the change agent has ensured communication and buy-in from employees, especially managers. They must be supportive of the change process and there must be cooperation from all the relevant stakeholders.
- *The able phase*: A department is considered able when the change agent has ensured an enabling environment, which means that employees, especially managers, have the required competencies for the successful implementation of change.
- *The sustain phase*: This phase of the change process is very important because it ensures the continuation of the change efforts. It requires continuous effort to ensure that the right organisational culture is maintained.

2.5.3 People Framework

According to Sokhela (2013), successful change takes place through the three people networks within the organisation. This is the case when transformational changes are

introduced, when a culture change needs to take place and the alignment of the organisational culture and leadership with the organisational strategy is crucial. The role of the three people networks in the change process is essential for its success. The three people networks are leadership, management, and staff:

- *The leadership network* is important as it helps to create the vision, set the agenda, and provide the timeframe for the change process. Leaders are responsible for getting people together and engaging with people, partners, and resources for the change to be a success.
- *The management network* is important for making change happen; they are responsible for making the vision turn into reality, ensuring compliance with the change agenda, utilising the resources required for change, ensuring effective communication of the programme, enabling capacity building, and ensuring the sustainability of the change.
- *The staff network* is important as it solicits buy-in for the change through local influence, champions the future, calms fears, supports capacity building, and utilises its knowledge to work together for success.

Linking the roles of the three people networks with each of the phases in the Change Management Strategy Framework provides a useful and valuable implementation plan for the change agent. It ensures the alignment of the organisational culture and leadership with the organisation's strategy to respond to the changes in the external environment successfully (Sokhela, 2013).

Sokhela (2013) developed a checklist to assess the change process; it covers seven key success factors for change. They are as follows:

[1] Who is responsible for leading change?
[2] Why create a shared need?
[3] What will the shared vision look like when complete?
[4] Who else needs to be involved in mobilising commitment?
[5] When modifying systems and structure how will these be institutionalised?
[6] How will the monitoring of progress be measured?
[7] How will the change get started and last?

It is essential that change be monitored regularly against the seven key success factors.

2.5.4 Resistance to change

The critical success factor for organisational change is the buy-in and support of change by the employees. The work of Kubler-Ross (1973) claimed that people go through five stages of 'grief' that is denial, anger, bargaining, depression, and acceptance, when they experience the loss of a loved one. The five stages of grief are considered relevant during change that take place in the work environment. Wiggins (2009) applied the model to communicate and provide support to employees during the transformation process, which she proposes, needs to be adapted to the stage of change that the employees have reached. An example that she provides is that once the news of change is conveyed, information must be provided so that employees can handle their denial. When the information has settled and they go through anger, bargaining, and depression, they require different type of support. When employees have accepted the reason for change, they need a vision to which they can commit. The study conducted by Barnard and Stoll (2010) found that information provided to employees about the change, led to a worse evaluation of the change and increased resistance. An important strategy to reduce resistance to change is to ensure that employees are involved in the change process and afforded the opportunity to make changes themselves. This shows the importance of management and their communication strategy.

2.5.5 Causes for change

Senior (2002) stated that organisations operate in different environments: temporal, external, and internal. The temporal environment can influence the organisation in at least two ways, first through the cycles of industry-based innovation, and second through the life cycle of the organisation itself. Some of the factors that influence organisational change from the external environment come from Political, Economic, Technological, and Socio-cultural (PETS) factors. Figure 2.1 details these factors. The internal environment is made up of those organisational changes that are the first line responses to changes in the temporal and external environments.

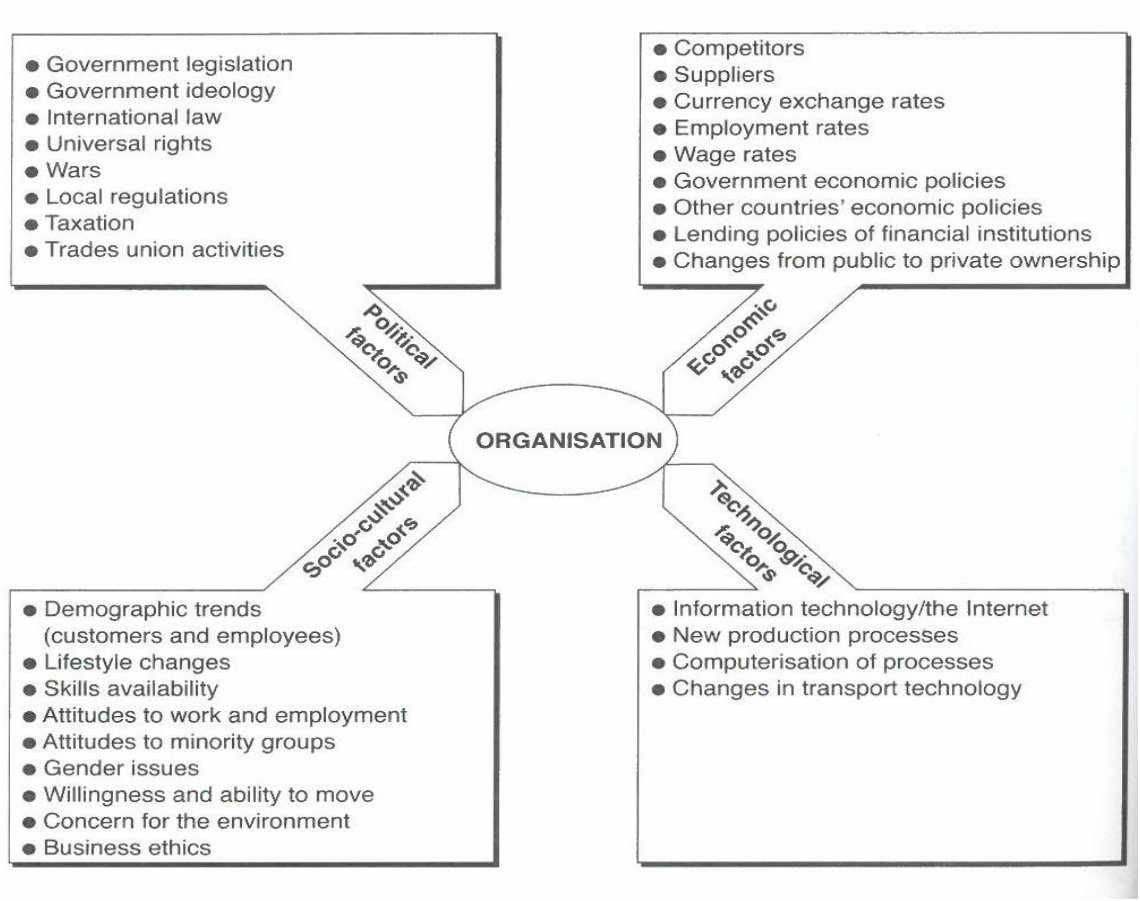


Figure 2.2: Factors influencing change from the external environment

Source: Senior (2002: 16).

2.5.6 Sustaining change

Sustainability, as defined by Buchanan et al. (2005), is when the new method of doing things has become entrenched and is the new norm. It is not merely the process and outcome that changes, but also the new attitude and behaviour that is aligned to the change. Systems have to be adapted in support of the change. In other words, change has led to an improved way of doing things rather than adding something new. A year or longer since implementation, when the process or result is examined, the old way of doing things as well as the old outcome has not returned; it is considered sustainable. Furthermore, the change should have been able to survive the challenges, progress with other changes in the environment, and continue to improve over time (Buchanan et al., 2005).

Senge et al. (1999) and Senge and Kaeufer (2000) highlighted the challenges in maintaining change, the three major challenges are fear and anxiety (normal reactions which can be used

as learning opportunities), uneasiness with performance measurement (which can have different meanings to different stakeholders), and the risks of innovations attaining cult status and becoming secluded from the organisation. Buchanan et al. (2005) highlighted three factors that affect the sustainability of change, first there must be top leadership commitment and support for change, second there must be adequate budget to support innovation and decision processes must be swift and flexible, and last there must be trade union support, and no external threats or disruptions.

Maintaining change is critical to any organisation as it contributes to its success and survival. According to Spiro (2009), sustainability is not only about maintaining the changes from the resulting program, but also maintaining the changes in people's behaviour and attitude. Having sufficient funds and supportive policies and laws are essential, but they are not enough to ensure sustainability. To ensure that change is successful, people's attitudes and behaviours need to be adapted to the new way of doing things, culture has to change and key stakeholders need to take ownership of the programme. More often than not, sustainability is enforced with laws, policies and funding, but for change to be sustained it should not be enforced but rather embraced and accepted. It needs to be entrenched in the culture of the organisation and in the attitudes, values, and behaviours of those affected by the change. Behaviour is influenced by a number of factors, such as culture, rewards, recognition, incentives, and established norms, all of which play an important role in sustaining change. Behavioural change means people's behaviour differing from before, therefore it is important to pay attention to stakeholder engagement, employee involvement, and communication (Cabrey, Haughey & Cooke-Davies, 2014).

2.6 THEORETICAL FRAMEWORK

Merriam (2001) described the theoretical framework as the frame or structure of a study. The structure arises directly from the field of study and the literature relevant to the topic and theory under investigation. This study focused on some of the well-known theories of change management more specifically, Lewin's Three-step Change Model (Burnes, 2004b, Smith, 2013), Bullock and Batten's (1985) Four-phase Model of Planned Change, Kanter's et al. (1992) 10 Commandments for executing change, and Kotter's (2012) eight-step change model.

2.6.1 Change management theory

Moran and Brightman, (2001) defined change management as the process of constantly adapting an organisation's direction, structure, and competencies to keep abreast with the continuously changing needs of external and internal customers. It cannot be emphasised enough that the management of change is essential for the survival of any organisation, and if it is to flourish in the extremely competitive and continuously developing business environment (Todnem By, 2005). The purpose of change management is to obtain buy-in and support for the change, and to ensure alignment of individual behaviour and skills with the change. Even though successful change management is regarded as a requirement to survive and flourish in today's extremely competitive and constantly developing environment, Luecke (2003), Okumus and Hemmington (1998), and Balogun and Hope Hailey (2004) reported that 70 per cent of all change programmes that are initiated, fail. The low success rate could be attributed to the lack of an effective framework of successfully applying change within an organisation. Burnes (2004a) stated that the available theories and approaches for change management can be contradictory and confusing for academics and practitioners. There are several change management theories, some are them being Kanter's et al. (1992) 10 Commandments for successful change, Bullock and Batten's (1985) Four-phase Model of Planned Change, Kotter's (1996) Eight-step Model, and Lewin's Three-step procedure (McGovern & Rodgers, 1986), which involves the phases of unfreezing, moving toward the new level, and refreezing.

2.6.2 Planned approach to change

Bamford and Forrester (2003) stated that planned change had taken the lead in the theory, practice of change management in the last 50 years, and is built mainly on the work of Kurt Lewin. The planned approach is when the change process moves from one 'fixed state' to another through a sequence of pre-planned steps. The first planned approach to organisational change reviewed in this research is Lewin's Three-step Model (Burnes, 2004b, Smith, 2013), which describes the three stages of unfreezing, movement, and refreezing. The freezing stage is holding on to what one knows, unfreezing exploring ideas, issues, and approaches, and refreezing recognising, utilising, and incorporating values, attitudes, and skills with those previously used and currently preferred. This approach acknowledges that it is important for the old behaviour to be discarded before the new one is adopted. It is only when this takes place that the new behaviour can be fully entrenched.

The other planned approach reviewed in this research is the Four-phase Model developed by Bullock and Batten (1985), who spent a lot of time evaluating 30 other models before developing the Four-phase Model. The evaluation of other models were used against their criteria and they came to the conclusion that none of the models evaluated fitted all of the model criteria. They decided to develop a new model by utilising the strengths from the best approaches and rectifying the weaknesses found in the other models (Bullock & Batten, 1985).

2.6.2.1 Lewin's Three-step Change Model

Kurt Lewin was responsible for developing the Three-step Change Model (Burnes, 2004b, Smith, 2013). Kritsonis (2005) stated that Lewin viewed behaviour as a powerful balance of forces working in opposite directions. Driving the forces enable change because they direct employees towards the desired direction. Restraining forces can obstruct change because they drive employees in the opposite direction. It was therefore important that these forces were analysed; it was established that Lewin's Three-step model can help change the balance towards the path of the planned change (Burnes, 2004b, Smith, 2013).

Lewin's, first step in the process of changing behaviour is to unfreeze the present situation. The situation is considered the equilibrium state. The unfreeze step is required to overcome the challenge of individual resistance and group conformity. Unfreezing can be achieved by using three methods. The first method is to increase the driving forces that direct behaviour away from the present situation. The second method is to reduce the restraining forces that adversely affect the movement from the existing situation. The third method is to find a combination of the first two methods. Some of the activities that can help in the unfreezing step include motivating participants by preparing them for change, building trust, and acknowledging the need to change, and actively participating in identifying problems and coming up with solutions within a group (Robbins, 2003).

Lewin's second step in the process of changing behaviour is movement. This step requires the movement of the target system to a new level of equilibrium. Three actions can help in the movement. The first action is to convince employees to agree that the current situation is not valuable to them and encourage them to view the problem from a fresh viewpoint. The second action is to work together in pursuit of new, relevant information, and the third

action is to join the ideas of the group to well-respected, powerful leaders that also support the change.

Lewin's third step in the process of changing behaviour is refreezing. This step must take place after the change has been successfully implemented in order for it to be sustained. It is often the case that the change implemented will be short-term, and the employees will revert to their old ways of doing things if this step is not taken. It is about entrenching the new values into the community values and traditions. The purpose of refreezing is to stabilise the current situation after the change by balancing both the driving and restraining forces.

One way of implementing Lewin's third step is to reinforce new working methods and institutionalise them by applying formal and informal mechanisms, which include policies and procedures (Robbins, 2003). Lewin's model shows the effect of forces that either encourage or hinder change. Driving forces encourage change while inhibiting forces oppose change. Hence, change takes place when the combined strength of one force is more than the combined strength of the opposing set of forces (Robbins, 2003).

- *Benefits of Lewin's model*: The benefits, as cited by Smith (2013), are that Lewin's model is the simplest available for the implementation of change management. This model is easy to use, especially in organisations that are not familiar with the utilisation of change management models. It attempts to reduce the difficulty with opposition by addressing it head on.
- *Criticisms of Lewin's model*: The work of Kurt Lewin, according to Burnes (2004a), took the lead in the theory and practice of change management for over 40 years. Critics argue that Lewin's theory was based on a consistent environment, was only appropriate for small-scale change projects, did not take organisational power and politics into consideration, and was driven from the top. Critics of the Lewin model further indicated that wanting to attack the opposition head on as the first step would create problems and take up a lot of time and energy, compared to Kotter's (2012) Eight-step model which was argued as its replacement. Smith (2013) pointed out that many frowned on how short and brief the model is, not detailing the transition or freezing processes, and being rather inexplicit on the best approaches for unfreezing. These criticisms have resulted in this model being considered more of a template to build a more comprehensive contemporary model, rather than being used as a full

model on its own. It is the simplest model to implement for a beginner, but it is important to listen to the warnings of critics and use it as a foundation, not as a detailed model. According to Burnes (1996, 2004a) and Senior, (2002), the approach's emphasis is on small-scale and incremental change, and it is therefore not appropriate to situations that require rapid and transformational change.

Bourne, Neely, Mills, and Platts (2003) reviewed Lewin's model, stating that it is unidirectional and the need to refreeze does not encourage a culture of continuous change. Being the simple model that it is, it does not completely capture the dynamics of change, which is considered far more complex than the model implies. Another crucial criticism, vital to this study, is that it does not accommodate the rapid pace of change, especially with technology, which has accelerated in complexity since the 1950s. In environments where the rate of change is in a continuous state of transition rather than stability, the idea of refreezing is inappropriate and in this respect the model could be considered dated.

Lewin's model is a popular change management model but was not considered applicable for this research because of the rapidly changing environment that leaders operate in, and because the approach emphasises incremental change. In government departments, leaders are appointed on a five-year contract and have to operate with speed and flexibility, therefore Lewin's change management model was not the most appropriate model. It is a very simple and basic change management model and has to be used in conjunction with another model. It also does not focus on the processes that characterise each phase associated with change. The processes are activities, methods, and strategies, which bring about movement from one stage to another, it is essential that the leader know the processes in order to provide guidance.

2.6.2.2 Bullock and Batten's Four-phase Model of Planned Change

Bullock and Batten (1985) developed the Four-phase Model of Planned Change. Burnes (2004a) acknowledged this model as being highly applicable for most change situations. This model highlights the processes of change, which explain the procedures employed to move the organisation from one state to another. The four phases of change distinguish the stages an organisation must go through to achieve effective change implementation and consist of exploration, planning, action, and integration. Bullock and Batten (1985) identified the gaps

of Lewin's model and improved it by incorporating the processes in the model. Bullock and Batten (1985) explained that exploration is conducted to verify the need for change. Any organisation identifying a recurring problem or encountering new legislation is also identifying a need for change. Management explore the change needed and what resources are required to implement the change. To support the organisation at the time of instability a search could be made for an outsider or facilitator (Cameron & Green, 2009).

Bullock and Batten (1985) explained that planning involves key decision makers and technical experts. During the planning phase, the organisation is making moves to understand exactly what its needs are. Thorough examination and understanding is necessary to build a realistic plan. Processes to move the planning phase along include, diagnosing the problem, collecting information, establishing goals, and examining how these goals can be achieved. There is the need to identify where support will come from, either externally or internally, in order to move from planning into the next stage of action. After the diagnosis is completed and actions are developed in a change plan, the plan is approved by management before commencing to the action phase (Cameron & Green, 2009).

Bullock and Batten (1985) explained that the action phase builds upon what has been done during the planning phase. This means staging, prioritising, and implementing the strategy that has been determined. It also includes evaluating the activities as they develop, and making any necessary adjustments. Actions are accomplished according to plan and feedback is provided, which allows for re-planning if things do not go as expected (Cameron & Green, 2009).

Bullock and Batten (1985) explained that integration is about aligning the change with other areas in the organisation, and making them formal through policies, rewards, and company updates. Once the change has been implemented, the phase of integration follows. Change needs to become an essential part of the organisation's natural structure and routine. Therefore, the processes are built around maintaining your change and ensuring it is accepted in the organisation. Maintaining feedback and reinforcing behaviour that drives the change is important. Maintenance of the forces that create the change requires constant feedback so that behaviours that support the change are reinforced. The change process needs to be supported by monitoring behaviour and continually striving to improve upon the situation (Cameron & Green, 2009).

- *Benefits of Bullock and Batten's model*: The benefit of the Four-phase Model of Planned Change, according to Burnes (1996), is that it can be used broadly across a number of change situations. The model integrates many aspects from other change models and removes confusion between change phases and their related processes. The added benefit of the Four-phase Model is that it provides clarity and a better understanding of the processes that should have been incorporated in Lewin's model, which help resolve some, but not all of the uncertainties of that model.
- *Criticisms of Bullock and Batten's model*: Even though planned change has many supporters it also has a number of critics. Garvin (1994) argued that change does not always occur from one stable state to another with the rapidly changing environment that exists today. Schein (1985) criticised planned change as it emphasises isolated change and does not incorporate radical change. Wilson (1992) believed that the planned approach is too reliant on the manager and it stipulates the timeframes, objectives, and methods upfront. Another criticism is that organisational change is more open-ended and is an ongoing process rather than a set of pre-identified and self-contained events (Burnes, 1996, 2004a).

The planned approach to change suggests that organisational change is like a technical problem that can be solved with a technical solution. This approach works well in isolated cases, but does not work as well when organisations are faced with complex change. Complex change requires those involved to discuss the existing situation and possible outcomes at great length before deciding on a single approach. This approach will not work well in government departments as change is usually complex involving many stakeholders, and numerous factors such as political, economic, social, and technological environments. The planned change approach is ideal for handling isolated change that is less complex. It overlooks resistance and interdependencies between business units. With the implementation of the Outcomes Approach, there are interdependencies between units in the departments, as well as interdepartmental dependencies.

2.6.3 Emergent approach to change

Weick (2000) stated that the critics of planned change lean towards emergent change; furthermore, emergent change entails on-going accommodation, adaptation, and alteration that produce essential change without intending to do so. Emergent change happens when

people re-accomplish routines; and deal with incidents, failures, and opportunities in everyday work. Most of this change is overlooked because small changes are put together in an uninteresting environment. According to Hayes (2002), the reasoning for the emergent approach is that important decisions about linking the organisation's resources with opportunities and demands in the environment change over time and are the outcomes of cultural and political processes in organisations. This approach to change should not be regarded as a sequence of linear events within a particular period, but as an ongoing, open-ended process of adapting to changes in the environment (Burnes, 1996, 2004a; Dawson, 1994). The emergent approach emphasises the erratic nature of change, and regards it as a process that develops through the connection of a number of variables within an organisation. Two of the emergent approaches to change reviewed in this research are Kanter's et al. (1992) 10 Commandments for implementing change and Kotter's (2012) Eight-step Model.

2.6.3.1 Kanter, Stein and Jick's 10 Commandments for Implementing Change

A comprehensive change management model was developed by Kanter et al. (1992) and consisted of 10 phases. Benvenuti (2011) compared the 10 Commandments for implementing change and Kotter's (2012) Eight-step Change Management Model and states that while both these models essentially aim for similar outcomes and in many instances overlap, they both have slightly different emphases and starting points. A brief summary of the 10 Commandments is provided.

[1] *Analyse the organisation and its need for change*: Managers must know how the organisation operates, its role in the environment, its strengths and weaknesses, and how change will affect the organisation in order to develop an effective implementation plan.

[2] *Create vision and common direction*: For successful change to take place, it is essential to have a common and shared vision, which should reflect the values and beliefs of the organisation. The vision must be able to express what the organisation wants to become. A good vision will help to guide behaviour and assist the organisation to achieve its goals.

[3] *Separate from the past*: It is important to let go of the past for change to be effective. It is not easy for employees in an organisation to accept change until they

understand that the structures and routines that were used previously no longer work, and they need to move beyond them.

[4] *Create a sense of urgency*: It is easier to convince employees to accept change when the organisation is going through a crisis, like becoming bankrupt. When the need for change is not clearly understood the change leader should create a sense of urgency, without making it seem that it is an emergency. This sense of urgency is very important in uniting an organisation behind change.

[5] *Support a strong leader role*: A strong leader to guide, drive, and inspire employees is critical for the successful implementation of change. The change agent plays a key role in creating a company vision, motivating and inspiring employees to embrace the vision, and developing an organisational structure that consistently rewards those who strive toward the achievement of the vision.

[6] *Line up political sponsorship*: For change to be successful, it requires strong leadership and the full support from everyone in the organisation. This support includes not only the leaders, managers, and change implementers but also the receivers of change, whose support and buy-in is necessary for its success.

[7] *Craft an implementation plan*: Strong leadership, shared vision, and political sponsorship are all essential factors for change to be successful. Another important factor is to have an implementation plan, which will clearly outline the change process. This change plan must provide, among others, the roles, responsibilities, and timeframes for the change process.

[8] *Develop enabling structures*: Changing the current situation and creating new ways for implementing change can be a critical for any organisation's transformation. The organisation must develop supporting structures to facilitate the change process such as pilot tests, off site workshops, training programs, and new reward systems.

[9] *Communicate, involve people, and be honest*: Change leaders must communicate openly and continuously, build trust and encourage participation of all participants. These factors are extremely effective in minimising resistance, and allowing employees to be part of the change process, it gives them a personal stake in the outcome of the transformation.

[10] *Reinforce and institutionalise the change*: Reinforcing and institutionalising change is crucial otherwise employees will revert to the old way of doing things. To sustain change, managers and leaders need to demonstrate their commitment towards the

transformation process. The new behaviours should be incorporated into the day-to-day operations of the organisation (Kanter et al., 1992).

The benefits and criticisms of the 10 Commandments follow:

- *Benefits of Kanter's model*: The review stage is more complex in Kanter's et al. (1992) 10 Commandments and addresses enabling structures and reinforcement factors (Randall, 2004). Kanter's et al. (1992) 10 Commandments are explicit in pointing out how different interest groups in organisations will lead to multiple interpretations of change steps, which will affect how each change step is received within the organisation (Palmer & Hardy, 2000). The model considers the internal and external factors that might influence change, it emphasises the significance of having 'change agents', people who are responsible for the preparation and implementation of the change (Ford, Ford, & D'amelio, 2008).
- *Criticisms of Kanter's model*: Kanter's et al. (1992) 10 Commandments contain elements that need to be sustained throughout the change rather than being a distinct step in themselves, for example, communicate, involve people, and be honest (Randall, 2004).

Kanter's et al. (1992) 10 Commandments for implementing change includes the need to develop an implementation plan, which is essential to guide the change process. The implementation plan clearly outlines the roles, responsibilities, timeframes for the change, and makes provision for the development of the necessary enabling structures. The 10 Commandments emphasise the importance of having broad-based support throughout an organisation, including that of the politician and leader, which is key to the success of change management. Even though communication is explicit in the ninth phase of the 10 Commandments, it is interwoven in all phases of Kanter's et al. (1992) change model, for example, to generate a sense of urgency the leader has to communicate, and to institutionalise change, the manager needs to instruct people in expected actions. The distinct steps make it easy for the manager to follow when implementing change; however, this model was not used for this research, instead Kotter's (2012) Model was chosen as it emphasises leadership as a critical factor for change.

2.6.3.2 Kotter's Eight-step Change Management Model

Kotter (2012) developed that Eight-step Change Management Model in 1996, which has become one of the leading change management models. The model consists of eight steps. Kotter (1996) regarded his model as being holistic, one that organisations could use to prevent failures when implementing change, and improve their chances of success. Kotter (2012) identified the mistakes that managers make when implementing change and developed the eight-step change management model to prevent these mistakes from happening. According to Kotter (1996), leadership is the key factor for the successful implementation of change. Chemengich (2013) believed that change can be managed through a partnership of leaders, with at least 75 per cent of buy-in and support from the company's management. There is a common principle from Lewin's model that creates the urgency for change (Burnes, 2004b; Smith, 2013).

The change process must start with the development of a shared vision that the employees in the organisation identify with, and it must be communicated across the organisation. Creating a shared vision is similar to devising a strategy for an organisation; it provides direction on how to achieve their goals and objectives. This may result in applying existing competences, resources, and capabilities to obtain the best possible outcome. Quick wins can be used to soften change and lay the basis for the difficult transformations. To hasten the process of change, employees must be rewarded, as this will build momentum towards achievements (Kotter, 1996). Change must be attached to the culture of the organisation's ideals and values to ensure its sustainability. Kotter (1996) stated that one of the main mistakes people make when trying to implement change is not creating a sense of urgency for the change. Kotter (1996) pointed out that effective change management takes place when the leader understands that the change process is a sequence of activities that takes time. Figure 2.2 shows Kotter's Eight-step Change Management Model.



Figure 2.3: Kotter's eight-step change management model

Source: Webster (n.d.).

Each of Kotter's (2012) eight steps is briefly summarised below.

[1] *Increase urgency*: Leaders are responsible for motivating and encouraging people to change and make the goals and objectives critical for the organisation to achieve. Participants must have the determination to move with the change. Strong leaders will know that they need to connect with the values close to the hearts of the people, and encourage them to strive towards greatness. This first step in Kotter's (2012) model is crucial because it lays the foundation for people to buy-in to the change process. People need to be motivated and encouraged to afford their support (Kotter, 2012).

[2] *Build the guiding team*: The change management process is very important and must not be done single-handedly, no matter the competence of the person. It is crucial to put together a group with enough power to lead the change, develop a shared vision, communicate it to all the participants affected by the change, which would assist in eliminating or reducing resistance and any other obstacles. The people that form part of the team must be fully committed and must possess the right skills to ensure the change process is successful. The team must enjoy a high level of trust between members for it to work and function well (Kotter, 2012).

[3] *Get the vision right*: Setting a clear, concise, and shared vision is critical for successful change management as it provides direction, motivates people to move in the right direction, and assists in coordinating the activities of people in an efficient and effective manner. An effective vision takes into account the current situation of the organisation and set goals that are realistic and achievable. A vision needs to be supported by a strong and reliable strategy, which the stakeholders must be able to identify with, and realise that it is not just a pipedream. The vision must be able to provide the correct guidance; it must be focussed, flexible, and easy to communicate. It must inspire action and guide that action (Kotter, 2012).

[4] *Communicate for buy-in*: Once the vision has been set, it needs to be communicated to all the participants affected by the change. It is essential to obtain buy-in and support for the change to be successful. For the vision to be accepted it needs to be simple, repeatable, and inviting. One of the key ingredients for effective change management is to involve all participants, communicate continuously, and to appeal and respond to people's needs. Communication should be made clear and easy to understand, and technology should support the change process for it to be effective (Kotter, 2012).

[5] *Empower action*: It is important to eliminate as many obstacles as possible and encourage people to do their best work. It is important to enable constructive feedback and leaders should provide lots of support, they also need to reward and recognise progress and achievements. If the system or structure undermines the vision then it should be changed (Kotter, 2012). Managers must be given the power to handle the change process and take responsibility for it; they are required steer the process. The managers must provide guidance to the participants in the change process (Ledez, 2008).

[6] *Create short-term wins*: Participants need to see that the change is achieving the desired results; therefore, it is important for them to see short-term wins. If short-term wins are not seen by those affected by change it can be risky, and buy-in and support might decrease. Short-term wins show that efforts made by the participants are paying off, it also boosts the morale and motivation of the change agents as it allows them to see the benefits of their hard work. To achieve short-term wins, it is essential to have aims that are easy to achieve in short timeframes (Kotter, 2012).

[7] *Do not slacken*: There must be determination and persistence to ensure on-going change, even when there are difficulties. Regular progress reports must be

encouraged, which must highlight achieved and future milestones. Slackening when challenges arise can be very dangerous as critical momentum can be lost and regression may follow. The new behaviours and practices must be embedded into the organisation's culture to ensure long-term success. Once regression sets in it is a daunting task to rebuild momentum (Kotter, 2012).

[8] *Make change sustainable*: For change to be successful, it is crucial for the new practices to be institutionalised and entrenched in the organisation's culture. New employees that join the organisation must be indoctrinated into the new culture. It is essential that the majority of the employees embrace and accept the change for it to be considered long-term. Change should be reinforced through recruitment, promotion, and new change leaders (Kotter, 2012).

Managers can respond effectively to change if they have a good understanding of the organisation, its structures, strategies, culture, and employees. By having this knowledge, they are able to select the most appropriate approach to manage change; they will be able to identify barriers to change as well as factors that will enable change (Burnes, 1996). According to Mayne (2007), people are not usually enthusiastic about change as they are content with their normal routine, which they have been doing for some time. For many people performance information may be seen as restricting their scope of action. Some people do not support the idea of evidence-based approaches to management and budgeting, they see it as a loss of valuable experience accumulated over many years. This might result in resistance to change if it is not well managed; therefore, it is very important for a culture change to take place through change management initiatives.

- *Benefits of Kotter's model*: Kotter's (2012) eight steps have been highly praised by Joshi (2013) as being a systematic model, which is simple and easy to apply. The model concentrates more on the readiness and acceptance of change rather than the change itself, this assists in making the changes easier for the transition in the organisational culture. Kotter's (2012) model has a number of benefits as it acts as an organisational development tool by providing a three-way relationship between individual employee, team, and the organisation. It shows the importance of the stakeholder, leadership, and employees at the organisational level. Kotter's (2012) model assisted with the handling of cultural changes, which helps large and small organisations to perform well in the new environment. Joshi (2013) further stated that Kotter's (2012)

eight-step change model helps the organisation to be ready for changing situations. This model considers people to be the key asset for any organisation, because it explains the significance of the stakeholders, leadership, and employees in the organisation.

Bamford and Forrester (2003) argued that the emergent approach to change lacks coherence and a variety of techniques. The emergent approach comprises an unrelated group of models and approaches that are inclined to be united in their scepticism to the planned approach to change, rather than to an agreed alternative (Bamford & Forrester, 2003; Dawson, 1994).

- *Criticisms of Kotter's model*: Sarayreh, Khudair and Barakat (2013) criticised Kotter's (2012) change management model as all eight stages are about changing people's behaviour and not about changing strategy, systems, or culture. Joshi (2013) stated that the model is perceived to be very rigid, as the steps in the model should be followed in a particular order. If a step is omitted, the implementation of the change will not be effective and if the process has started, it is difficult to change the direction of the project. The times in which we are living is incredibly fast paced; therefore, the steps may be combined or reviewed for the fluent change management. Not all steps are relevant to all situations. The linear model approach can lead to the incorrect assumptions. Joshi (2013) argued that some transformations in the organisation do not require it to go through all eight steps of the model. For example, if there is a change that requires a great deal of secrecy; steps one and four will be completely discarded. An organisation may go through several difficulties while implementing change. The planning of changes according to Kotter's (2012) model should limit the obstacles. The model is not very comprehensive and does not provide information in all scenarios. For example, resistance to change and commitment to change are major aspects of change management and complementary components outside Kotter's (2012) model (Joshi, 2013).

  The model proposed by Kotter (2012) is attractive for managers seeking simplicity, but it provides only a dose of energy and enthusiasm in the first stages (creating a sense of urgency, creating and communicating the vision), followed by delegation and distancing, ending with consolidation and anchoring in the organisational

culture. In real life, the process of change requires active and energetic involvement throughout change implementation (Cameron & Green, 2009).

Kotter's (2012) eight-step change model and Kanter's et al. (1992) 10 Commandments essentially aim for outcomes that are similar in nature and in many instances overlapping; however, the two models concentrate on different aspects of change and their starting points are not the same. Kotter's (2012) Eight-step Model was chosen for this research as it is a simple yet detailed approach and provides a systematic manner in which change can be implemented. A significant feature of Kotter's (2012) model is the role of leadership, which is central to this study. In Kotter's (2012) model, the leader played a major role in developing and communicating the vision for change, which is crucial to effective transformational leadership, and management of change in large-scale organisations (Bass, 1985). Kotter's (2012) eight-step model is an example of how to implement emergent change successfully, which suits this research as emergent change emphasises the variety of group and individual change. It is an easy model to use and can be understood differently, therefore it can capture unanticipated occurrences better than a planned change approach. Kotter's (2012) eight-step model was developed in 1996, one of the newer models in change management as compared to the other models reviewed in this research; however, it does not include aspects of change relevant in the digital age. If incorporated with speed and flexibility it is the ideal model, especially in the public sector where there are frequent changes of leadership, and these leaders need to ensure that they keep abreast with the rapid changes taking place in the environment.

2.7 eLEADERSHIP IN AN ENVIRONMENT OF SPEED AND FLEXIBILITY

Annunzio (2001) stated that there has never been a time in history that has witnessed so much change, occurring so rapidly, and affecting so many people. Soon, businesses that were considered staples in our youth may become extinct or completely reinvented. It is essential that companies recruit and retain the best and brightest employees and put them in a room together and trust their judgement, this gives companies a better chance of survival than do other companies. eLeadership means making changes to the corporate culture and developing an attitude of speed and flexibility. Annunzio (2001) further stated that companies could afford to have bad managers and lack of leadership in the past as there was

not the same level of competition, decisions were not that complex, and things were not moving at hyper-speed, but companies cannot do that anymore. eLeadership is about connecting people and it necessitates letting go of business models that was used in the past and challenging existing views and beliefs. Technology is an enabler in the search for new products and services. eLeadership means letting go of being in the comfort zone in search of a new direction that will survive the eRevolution. To be competitive today, the eLeader must have a sound strategy and must be able to implement it well. With today's focus on speed, the lag time between idea and implementation must be zero (Annunzio, 2001).

2.7.1 The distinguishing characteristics of e-Leaders

Annunzio (2001) emphasised several distinguishing characteristics of good leaders; the first one is honesty because it has an effect on the environment. eLeaders need to create an atmosphere where there is trust by admitting when they do not know something, when they are overtired, overworked, and overwhelmed as this lead to mistakes. They need to encourage and reward honesty in their workforce. Responsiveness is another important characteristic, which means that they must be easily accessible to their employees to be able to listen to them and to act when necessary. Continued success means that they need to be vigilant in keeping everyone alert. Annunzio (2001) stated that eLeaders must be willing to learn and relearn, as they do not have all the answers. Part of their wisdom is acknowledging that they may have to leave as they live in a world of speed; they make decisions with little facts and have to draw a fine line between quality and execution. Throughout history, leaders have had a clear vision of the future but an eLeader's vision must reflect their individual motivation to change the world. They must show altruism, a strong yearning to make this world a better place, by providing better quality goods and services.

2.8 CHANGE IN THE DIGITAL ECONOMY

Technology has advanced rapidly since the nineties with personal computers, cell phones and the growth of the World Wide Web. As the marketplace changes and competition increases every company's strategy and implementation of that strategy is affected. What has worked well in the past may not work as effectively in current times unless it is merged with the latest information. Annunzio (2001) believed that for businesses to survive they need to change from a mode of strategic planning to one of strategic thinking in real-time. A report

by the Malaysian Administrative Modernisation and Management Planning Unit (2010) stated that in Malaysia the human resource data and systems are updated automatically under the Human Resource Management Information System (HRMIS), which means that at any given point in time officials have real-time data available to them, which speeds up processes that are transactional in nature. Virtual governance for example, video conferencing and entertaining citizen requests 24/7, online, in the public service will soon be a reality, if it is not so already. The progress that information and communication technology has made in the public service today has invigorated the Malaysian government, from one that was fragmented to one that is increasingly unified and connected. During change, the leader must ensure that they keep pace with the rapidly changing environment in which they operate (Torraco & Hoover, 2005). The following section discusses the literature by Annunzio (2010), who wrote a book on eLeadership's proven techniques for creating an environment of speed and flexibility in the digital economy.

2.8.1 Creating an environment of speed and flexibility in the digital economy

A worthy leader must have a clear vision for their company, explained Annunzio (2001), they are responsible for creating an environment where ideas flourish and can be challenged. Similar to what Kotter (2012) indicated, a leader needs to communicate and inspire their workforce; however, it is not merely telling the workforce what is needed but making sure that it gets done. Annunzio (2001) wrote a case study on Starbelly.com, who's CEO, Keywell, hosted a weekly vision meeting, a Brown Bag breakfast where Starbelly employees talked about how it started, why they were there, and where the company was going. Keywell said that it is his job to pass inspiration on very tenderly, through lots of time and careful handling.

Annunzio (2001) stated that it is important that Baby Boomers collaborate with Generation X and Y workforce members in order to blend knowledge, skills, and talent in a way that produces the best results for the organisation. The Baby Boomers are born between 1943 and 1960, Generation X are born from the 1960s through to the 1970s, and Generation Y are those born from the 1980s through to 2000. The eLeader needs to bridge the generation gap and help the older workers understand and appreciate the high performers. Annunzio (2001) pointed out that the eLeader needs to create an environment that keeps young people with the traditional company. Young people want a work environment where they can have fun and make a difference. An eLeader should provide their Generation X workforce with a

challenge that brings out their best; Generation X wants to work with great people as part of their learning and growing. If Generation X workforce do not get the opportunity to grow, they are likely to leave the company.

In any workplace there are three different categories of people; there are the top 20 per cent who are the high performers, the leaders and agents of change. The next category is the middle 60 per cent who are loyal, hard workers but followers; they are influenced by the top 20 per cent. The last category is the bottom 20 per cent who are disgruntled, hang onto the past in the face of change, and resist new initiatives. An eLeader knows that change affects everyone in the organisation but it is an impossible task to convert everyone. If enough people are influenced by the change, the eLeader has a good chance of speeding the process of change, increasing market capitalisation, and honing a competitive advantage. Annunzio's (2001) secret was using the top 20 per cent to influence the middle 60 per cent and diminishing the power of the bottom 20 per cent to achieve the change required. Among the company's top 20 per cent are natural leaders who are eager for change, embrace the change message, and begin modelling the new behaviours. The role of these people should be formalised by making them change champions who are responsible for reinforcing the desired behaviours, identifying barriers to change, and recognising other employees who have success stories to tell.

Getting the workforce to speak the unspeakable opens the door to change and can expedite improved business performance. Annunzio's (2001) research showed that in the Fortune 50 company's case, airing its dirty laundry set an improved tone for future communications and a more honest relationship between leadership and workers. It began the process of removing the cultural barriers to achieving results. Opening the lines of honest communication opens the door to innovation and product improvement. Communication is not only face-to-face, in speeches, meetings, e-mails, voicemails and intranets, but also in the way employees configure their desks, and the music playing in the elevators and on the phone when callers are put on hold. At every point, the eLeader needs to stop and think how the communication reinforces positive behaviour towards change. The eLeader should create new and vibrant communication tools by renaming, redesigning, or eliminating the old employee newsletter or magazine. Employees get bored seeing the same old newsletters arriving on their desks. Some companies opt to turn their stories into video news-magazines (Annunzio, 2001).

DSM Desotech, another case study by Annunzio (2001), kept their change effort going with monthly 'Sunrise Symposiums', which started at 7 a.m. over a continental breakfast. Employees received the company's latest financial news, were updated on problem areas, shared success stories, and obtained information on topics from human resource benefits to workplace safety. The unusual meeting time is an attention grabbing technique.

2.9 CHANGE MANAGEMENT WITH SPEED AND FLEXIBILITY

Kotter (2012) developed the eight-step model in 1996 prior to the advancement of speed and technology, at that time there were not many challenges facing organisational leaders, organisational development experts, and researchers related to speed and complexity (Pryor, Taneja, Humphreys, Anderson & Singleton, 2008). Since 1996, there have been many new and innovative ideas, which need to be incorporated into Kotter's (2012) model. The gaps in Kotter's (2012) model were filled by Annunzio's (2001) model. This era is one of fast-paced change with advanced communication and technological systems that prepare for the complex and difficult future. In order to be successful and competent in this rapidly changing environment, processes and relationships must be efficient, activities that add no value must be removed and employees at all levels in the organisation must be capacitated to make swift decisions and held accountable for those decisions (Pryor et al., 2008). In a fast changing environment with frequent change of leadership in government departments, it is essential that a change management model incorporate the dynamics of speed and flexibility. For the purpose of this research, a model has been developed from Kotter (2012) and Annunzio (2001), which is called 'Leading change with speed and flexibility'.

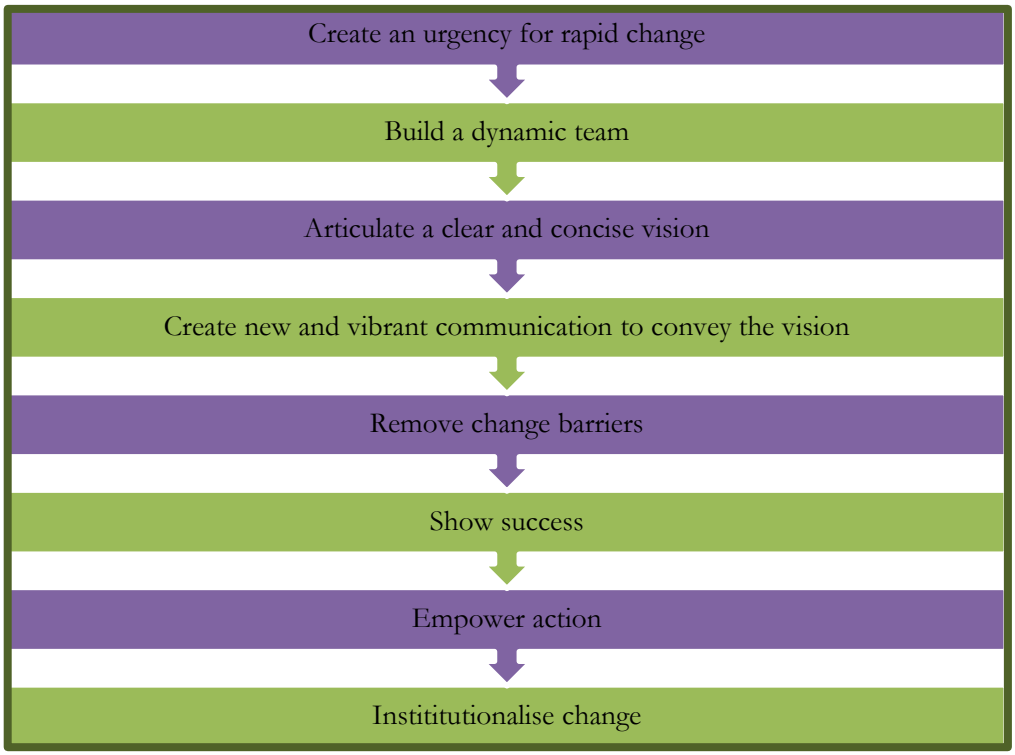


Figure 2.4: The research model: Leading change with speed and flexibility

The eight steps are summarised below:

[1] *Create an urgency for rapid change*: Change is rapidly descending upon everyone, including organisations big and small, therefore it is essential for leaders to emphasise the urgency, to their employees, to change things otherwise the organisation is not going to achieve its goals.

[2] *Build a dynamic team*: To build a powerful team to guide the big change it is vital that a mix of Baby Boomers, Generation X and Y employees are in the team. The experience from the Baby Boomers and the knowledge, skills and talent from the Generation X and Y employees ensure that the team succeeds in achieving what they set out to do. It is essential that the dynamic team include members from the top 20 per cent of the organisation who are able to positively inspire the middle 60 per cent and reduce the negativity of the remaining 20 per cent of the organisation.

[3] *Articulate a clear and concise vision*: The dynamic team must develop a clear, concise, and simple to communicate vision. The team needs to strategise how the vision will be achieved.

[4] *Create new and vibrant communication to convey the vision*: Communicate the vision to employees in a new and vibrant way. Ensure that the vision, which is simple and repeatable, is playing in the elevators and on the phone when the call is put on hold. Avoid using the same boring newsletters; try video news magazines and up-to-date intranet messages.

[5] *Remove change barriers*: Open lines of communication where employees have the opportunity of talking openly and honestly. They should be allowed to speak the unspeakable, and leaders should respond to their questions and aim to unblock many of the barriers to change.

[6] *Show success*: The Baby Boomers and Generation X and Y team members in the top 20 per cent of the organisation should share their success stories with all the employees in the organisation on a regular basis to let them know that their change efforts are paying off, and motivate them.

[7] *Empower action*: The leader should empower the Baby Boomers, the Generation X and Y employees in the top 20 per cent of the organisation who are the Change Champions; they must be empowered to lead the change (Ledez, 2008).

[8] *Institutionalising change*: Keep the change efforts strong even with the turnover of change leaders. The change can be maintained through policies, mechanisms, procedures, systems, and structures (Buchanan et al., 2005).

The new model created for this research incorporates Annunzio's (2001) research into Kotter's (2012) eight-step change management model, making it more relevant to the fast changing environment in which the public sector operates.

2.10 CONCLUSION

This chapter focused on four change management theories: Lewin's Three-step Change Model (Burnes, 2004b; Smith, 2013), Bullock and Batten's (1985) Four-phase Model of Planned Change, Kanter's et al. (1992) 10 Commandments, and Kotter's (2012) Eight-step Change Model. According to Pryor et al. (2008), a number of change management models can be utilised for successful organisational change. Effective leaders respond to the pace and complexity of change; they are able to learn, adapt, and act speedily to change. It is essential for leaders to select a change management model that will help their organisations

survive and improve in the next century and beyond. The changes that take place today are not the same in the past; nowadays many changes take place simultaneously. Leaders need to take cognisance of the speed at which the different types of changes occur; the intricacy of change, instant communication and the influence of global change; and the need for individuals as well as leaders of organisations to respond immediately to problems, make swift decisions, and come up with solutions. This chapter also focused on Annunzio's (2001) research on eLeadership's proven techniques for creating an environment of speed and flexibility in the digital economy. Kotter's (2012) Eight-step Change Model as well as Annunzio's (2001) literature was used to create a new model for this study, leading change with speed and flexibility.

3. RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter sets out the methodology used to respond to the research questions. The qualitative approach was followed for this research but some elements of the quantitative method of collecting data were utilised. Data collection took the form of semi-structured interviews and questionnaires distributed to implementers in the lead coordinating departments for the Outcomes Approach. The chapter begins with the research design in section 3.2, followed by data collection in section 3.3. There is an in-depth discussion in section 3.4 on the survey, followed by data analysis described in section 3.5. Determining the validity of data is discussed in section 3.6 followed by the method used for interpretation of data in section 3.7. As with any research, the presentation of data is important and this is explained in section 3.8, followed by the ethical considerations in section 3.9, the limitations of the research in section 3.10 as well as the delimitations in section 3.11, and lastly the conclusion in section 3.12.

3.2 RESEARCH DESIGN

This research adopted the qualitative methodology but utilised some elements from the quantitative research methods. Information collected through interviews conducted with the Outcome Facilitators, took the form of words, impressions, and sentences, and contributed towards the qualitative method of this research. The responses obtained from the questionnaires distributed to officials in the lead coordinating departments for the Outcomes Approach, were in the form of hard data, which contributed towards the quantitative element of this research. Quantitative data was collected to compliment the narratives from the interviews.

3.3 DATA COLLECTION

Research conducted by Holte-McKenzie, Forde, and Theobald (2006) entitled "Development of a participatory monitoring and evaluation strategy", used different methods for collecting data, and played a pivotal role in attaining effective and value added

participation, which was also the feeling for this research. A number of techniques were used in this research, but three were chosen for gathering data. The first technique was document analysis, using all documents developed from the inception of the Outcomes Approach. The second technique was semi-structured interviews with the Outcome Facilitators, who have been involved with the Outcomes Approach from the outset and are the main officials responsible for supporting and liaising with the lead coordinating departments. The third technique was the questionnaire sent to key officials from the 12 lead coordinating departments. The lead coordinating departments for outcomes 13 and 14 did not participate in this research as these two outcomes were only introduced in 2013. Utilisation of these three techniques was critical in achieving accuracy and clarity for this research. Greene, Caracelli and Graham (1989) defined triangulation as the use of multiple design collection techniques. The notion of triangulation is that all techniques have some form of bias and limitation attached to them; therefore, using one technique will ultimately lead to biased and limited outcomes. However, when two or more techniques are used, bias is reduced, and the combination of outcomes of these techniques strengthens the findings (Greene, Caracelli & Graham, 1989).

3.3.1 Document analysis

Document analysis formed the basis of information collection on the policy indicators of change management when implementing the Outcomes Approach. The document titled "Guide to the Outcomes Approach", developed by the Presidency in 2010, was scrutinised to determine how change management was to be introduced and implemented in the coordinating departments. The Policy Framework for GWME was thoroughly examined; it was the first document approved by Cabinet in 2007, and provided critical issues on monitoring and evaluation in South Africa. Another important document that was used to gather data was "Improving Government Performance: Our Approach", compiled by the Presidency in 2009, and paved the way for the Outcomes Approach.

3.3.2 Sampling

Qualitative researchers use various sources to collect data; some of these could be people, written materials, audio-visual, and automated records. The selection of certain units

constitute the sample and sampling is the process of the selection thereof (Leedy & Ormrod, 2005). The main aim of sampling is to get a representation as close as possible to that of the target population. Purposive sampling was used for this research whereby people were chosen for a particular purpose. The interview participants chosen for this research were based on their area of expertise. As this research focused on how change management was embraced and sustained by leaders in the implementing departments, the Outcome Facilitators from DPME were interviewed to get their perspective on the subject matter as they are the key officials that liaise with leaders and officials in the lead coordinating departments. Questionnaires were sent to key officials from the 12 lead coordinating departments who provided their perspective on how change management had been embraced and sustained in their departments. The survey participants were chosen based on their experience with the Outcomes Approach.

3.3.3 Interviews

According to Creswell (1994), qualitative research follows a process that is left open to interviewees to respond freely and does not follow a structured approach. Even when the research method uses schedules to interview the subjects, little direction is provided, which opens up the scope of responses. When the interviewee moves away from the area being researched, data that is central to the interviewee's frame of reference is collected. For this research, the participants were the Outcome Facilitators who were selected based on their in-depth and current expertise and experience on the outcomes, and assisted in identifying how change management was implemented, the extent of buy-in and support from lead coordinating departments, and how leadership influenced changes in these departments. Semi-structured interviews were held with the Outcome Facilitators in order to triangulate information collected from the documents and responses from the questionnaires. Where permission was granted for the interviews to be recorded, it ensured the correctness of the collected data and enhanced the efficiency of data analysis (Creswell, 1994). A laptop was used to capture the responses from the interviewees.

3.3.4 Survey

Neuman (2011) defined a survey as using written questionnaires or formal interviews to gather information on the background, behaviour, belief, or attitude of a considerable number of people, who are asked numerous questions in a short timeframe. A survey was conducted for this study, with key officials from the 12 lead coordinating departments, to find out how change management took place when the Outcomes Approach was introduced, how it has been sustained, and the role of leadership in the change process. This information provided the implementers viewpoint on the topic. It was envisaged that at least five officials from each lead coordinating department, who work directly with the Outcomes Approach participate in the survey. The questionnaire was designed using the Likert scale of measurement for responses. The reason for choosing a Likert scale questionnaire was to give respondents the opportunity to choose the option that best supports their opinion. It also does not force them to express an opinion and allows them to choose the neutral option should they wish. Questionnaires were distributed electronically to the officials by means of email. The lead coordinating departments that questionnaires were distributed to were, Basic Education, Health, Defence, Trade and Industry, Higher Education, Rural Development and Land Reform, Human Settlements, Transport, Cooperative Governance, Environment, Public Service and Administration and Telecommunications.

3.4 DATA ANALYSIS

Data analysis in qualitative research is an on-going, emerging, and iterative or non-linear process. Analysis cannot commence unless data is recorded, using word-processing programmes, including responses from interviewees and, other notes or memos. Recordings are analysed either manually or with computer programmes; for this research, recordings were analysed manually. To analyse, literally means to scrutinise words, sentences, and paragraphs, which is an important task in the research project to interpret and reach consensus on the data being analysed. (Smit, 2002). According to Neuman (2011), data collected by a qualitative researcher is analysed and organised into groups on the basis of similar topics, concepts, or similar characteristics. Coding is a procedure for organising the texts of the transcripts and discovering patterns within that organisational structure; theory is developed from the patterns discovered in the data (Auerbach & Silverstein, 2003). Data

handling was the first step in the analysis process, and due to the large volume of data gathered it was decided to organise the data into their different topics/themes, which focuses on answering the three research questions. Qualitative coding is an essential part of data analysis and consists of two concurrent tasks: systematic data reduction and analytic grouping of data. Coding, which is usually a word or short phrase that suggests how the related data parts inform the research objectives has an important role in data management by reducing large piles of data into small manageable piles and allows easy retrieval of relevant parts of the data. There are three phases of data coding, open coding, axial coding, and selective coding (Neuman, 2011).

3.4.1 Open coding

According to Neuman (2011), this is the first pass through recently collected data. Topics are identified and codified to reduce data into groupings. Data collected for this research by means of document analysis and interviews was categorised according to the research questions. The researcher is free to create new topics and to change the codification in later analysis. Topics are at a low level of abstraction and come from the researcher's original research questions, concepts in the literature, terms used by members in the social surroundings or new ideas stimulated by the researcher's concentration in the data (Neuman, 2011). The themes used for this research were arranged under the topics of the research questionnaire that were sent to officials working in the lead coordinating departments for the Outcomes Approach. Even though these themes were identified, more were added as the research progressed.

3.4.2 Axial coding

This is the second pass through the data where focus is on reviewing and examining initial codes, which took place in the first phase. Additional codes or new thoughts may arise during this pass. Ideas or themes are organised and alignment of key theories in analysis are determined (Neuman, 2011). For this research, the second pass of coding, categories or concepts were clustered together, which assist in eliminating some themes or examining others in more detail, which reinforced the connections between evidence and concepts.

3.4.3 Selective coding

This is the last pass through the data by which time major themes for the research have been identified. In this phase, previous codes used in codification are examined by the researcher to determine and choose data that will support the conceptual coding groupings that were developed.

3.5 DETERMINING THE VALIDITY OF DATA

According to Creswell and Miller (2000), there is a range of terms for validity including authenticity, integrity, adequacy, reliability, and credibility. Qualitative researchers need to prove that their studies have credibility. Triangulation of data sources was utilised for this research through document analysis, somewhat planned interviews, and questionnaires. Triangulation is a procedure to ensure validity where researchers search for merging of multiple sources of information to form topics or groupings in a study. Researchers follow this process and rely on numerous forms of data or facts rather than a single entry point for data in the study (Creswell & Miller, 2000). To ensure validity of qualitative data, research conducted by Lessing (2009) on the examination of research for dissertations and theses used triangulation of methods. For this research interviews were conducted, a tape recorder was used, and the data was transcribed verbatim, the researcher remained objective and did not participate or reveal personal views during the interviews. Determining validity of data for this research was approached in much the same manner as that conducted by Lessing (2009). The information obtained for this research was interpreted, explained, and compared to the literature in order to construct meaning to answer the research questions.

3.6 INTERPRETATION OF DATA

Interpretation of data is the essence of research; without inquiring into the intrinsic meaning of the data, no resolution of the research problem or its sub-problems is possible (Leedy & Ormrod, 2005). Interpretation, as defined by Neuman (2011), is to assign significance or coherent understanding, in qualitative research the data is woven into discussions of significance by making use of words, quotes, or descriptions of particular events. A

qualitative researcher gives data meaning, translates it, or makes it understandable. For this research, the data collected was reported honestly according to what was found.

The Outcomes Approach is the responsibility of the DPME and is in its infancy; one of the aims for this research is to advance this field of knowledge; therefore, findings were reported as honestly and accurately as possible. The data collected was fully exploited, looked at from numerous angles, and facts turned over time and again, as this provided new and startling insights into the research. Even though this was an exciting research topic, a concerted effort was made not to let enthusiasm influence the researcher's objectivity in interpreting and drawing conclusions from the data collected.

3.7 DATA PRESENTATION

Presenting the data is really about packaging the evidence collected for the research. Data is presented visually so that the evidence is made clear to the reader; data is displayed which makes the results visible. Presenting is about reducing and organising the data, this is where the data is sorted by category, theme, or concept, in the case of this research it will be sorted according to the topics from the research questionnaire that were sent to officials working with the Outcomes Approach in the lead coordinating departments. Interpreting the data is another means of presenting whereby sense of the data will be made for the reader. The last means of presenting is in a visual form, which usually means graphic display of some sort (Badenhorst, 2008). A display is a structured assembly of information that leads to drawing conclusions and action (Miles & Huberman, 1994). According to Cloete (2009), the usual mode of display for qualitative data is narrative text. For this research, data would also be displayed by means of extended text, quotations, phrases, graphs and tables when discussing the results obtained from the document analysis, interviews and survey on the implementation of the Outcomes Approach.

3.8 ETHICAL CONSIDERATIONS

According to Leedy and Ormrod (2005) and Neuman (2011), most ethical issues in research reside mainly under four areas, namely protection from harm, informed consent, right to privacy, and honesty with professional colleagues. The interviewees for this research were

not subjected to embarrassment or stress when the questions were posed or with any follow up questions. The interviewees for this research were informed of the kind of study to be undertaken in advance and participation was vested with the interviewee. If interviewees agreed to participate, they were informed that they could opt out anytime during the study and that their responses would remain anonymous. To avoid any bias towards this research, the interview participants were provided with a general idea of what the research was about, along with the name and contact details, and the approximate duration of the interview. Signed informed consent forms were obtained from all interviewees; which confirmed all ethical consideration described above, and indicated that the interviewee agreed to participate (Leedy & Ormrod, 2005).

The nature of this study required specific answers from the interviewees, which would be analysed to answer the research questions; therefore, permission would be requested from the interviewees to record their responses. All findings obtained for this study were reported in an ethical way without misrepresenting any information or misinforming anyone about the nature of the findings (Leedy & Ormrod, 2005). As an employee of the DPME, the researcher was neutral and did not influence the interviews in any way. All information obtained was captured accurately and honestly.

3.9 LIMITATIONS

According to Creswell (1998), limitation is a potential weakness in the study. The study offered several important findings to the body of knowledge on change management of an important and large-scale government initiative like the Outcomes Approach. The limitation for this research is that some officials and leaders that were involved when the Outcomes Approach was introduced might have left the DPME or lead coordinating departments. The information from existing officials might not reveal the actual process that took place when the Outcomes Approach was introduced. When conducting interviews with the Outcome Facilitators they were asked to state the number of years that they had been involved with the Outcomes Approach, as was done in the questionnaires sent to officials in the lead coordinating departments. By ascertaining the number of years' involvement with the Outcomes Approach, those not part of the initiation of the approach were differentiated; however, their perspective on how change management had been sustained was sought. The

respondents may not have been objective in answering questions, and securing interviews with the Outcome Facilitators was a bit problematic due to their busy schedules.

3.10 DELIMITATION

According to Creswell (1998), delimitations narrow the scope of the study. The delimitation for this research is that only the lead coordinating departments for the Outcomes Approach were requested to complete the questionnaire. Departments that are delivery partners to an outcome were not requested to complete the research questionnaire therefore the result of this research was based on the responses received from lead coordinating departments.

3.11 CONCLUSION

The DPME was created in January 2010 to ensure that government performance makes a meaningful impact in the lives of all South Africans by adopting the Outcomes Approach to monitor service delivery. The Outcomes Approach is a major government programme involving many departments. A major programme like the Outcomes Approach needs to have effective and sustainable change management; however, leadership in the public sector have five-year contracts. This study intends to research how the frequent change in leadership can influence the achievement of government programmes as well as the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. The purpose of this chapter was to explain the methodology that was used to answer the research questions. The qualitative approach was followed for this research but some elements of the quantitative method of collecting data was utilised. Triangulation of data sources was used to determine the validity and reliability of data. All ethical considerations were adhered to when collecting and storing data for the research. The limitation for this study was that some key officials and leaders might have left the departments since the Outcomes Approach was introduced. The delimitation for this research is that only the lead coordinating departments, and not the delivery partners for the different outcomes, participated in the survey, which narrows the research. This research did not cover the perspective from the different outcome delivery partners on the implementation of the Outcomes Approach in their departments.

4. RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter presents the responses received from the questionnaires that were sent to officials working with the Outcomes Approach in the lead coordinating departments, and the responses obtained from the interviews conducted with the Outcome Facilitators. The sub-headings in this chapter are according to the themes from the questionnaire and the interviews. The purpose of this research was to determine how the change management process was embraced, and sustained by leadership in the delivery of the Outcomes Approach as well as the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. The questions from the survey focused on four main themes. Section 4.2 focuses on the first theme which sought to find out how the Outcomes Approach was affected by the frequent change of HoDs in the lead coordinating departments. Section 4.3 looks at the implementation of change management where there was a change of HoD, followed by Section 4.4, which seeks to find out if the stability of the HoD influenced the implementation of the Outcomes Approach. Section 4.5 focuses on the implementation of change management when there was a HoD in the department since 2010. The next part of this chapter focuses on the responses from the interviews with the Outcome Facilitators in the DPME and covered nine questions on leadership and change management in the implementation of the Outcomes Approach. The abbreviation of HoD or Director General (DG) is used interchangeably in this chapter.

4.2 PROFILE OF RESEARCH PARTICIPANTS

In 2010, Cabinet approved 12 outcomes, which collectively addressed the main strategic priorities of government. The DPME was created to oversee and monitor the Outcomes Approach by the various government departments in South Africa. In 2013, two additional outcomes were introduced, but this research did not include outcomes 13 and 14. This research focused only on the 12 outcomes that were introduced in 2010, looking at leadership and change management over the years. Data for this research were collected from questionnaires and interviews. The sample for this research was based on five officials from each of the 12 lead coordinating departments, a total of 60 participants were targeted. In one

department, officials that were targeted passed on the questionnaire to other relevant officials therefore six participants completed the questionnaire from that department, and for another department only one response was received. The participants were on different levels in the organisation in terms of their ranks, the only criteria for completing the questionnaire was that the officials had to work with the Outcomes Approach. The ranks of the participants ranged from Assistant Directors to Chief Directors. The number of years that the participants worked in their respective departments were between 1 and 31 years. The questionnaire was divided into two sections, the first section was for participants working in the lead coordinating departments where there was a change of HoD and the second section focused on questions where there was stability in leadership meaning there was no change of HoD since 2010 when the Outcomes Approach was introduced. The findings tested if leadership stability influenced the implementation of the Outcomes Approach, if change management was conducted, and how it had been sustained. The findings were used to address the gaps relating to the smooth transition from one HoD/DG to the next, the sustainability of change management to ensure that momentum is maintained for government programmes and projects and the factors leading to the dearth of leadership in the implementation of the Outcomes Approach.

Of the 60 officials targeted, 36 officials from eight lead coordinating departments took part in the survey; the response rate was 60 per cent. The responses from each of the sections in the questionnaire were separated, and graphs and tables were used to explain in detail, the responses received. The first question sought to find out if the implementation of the Outcomes Approach was affected by the frequent change of HoDs in government departments.

4.3 THE IMPLEMENTATION OF THE OUTCOMES APPROACH WITH THE FREQUENT CHANGE OF HODS

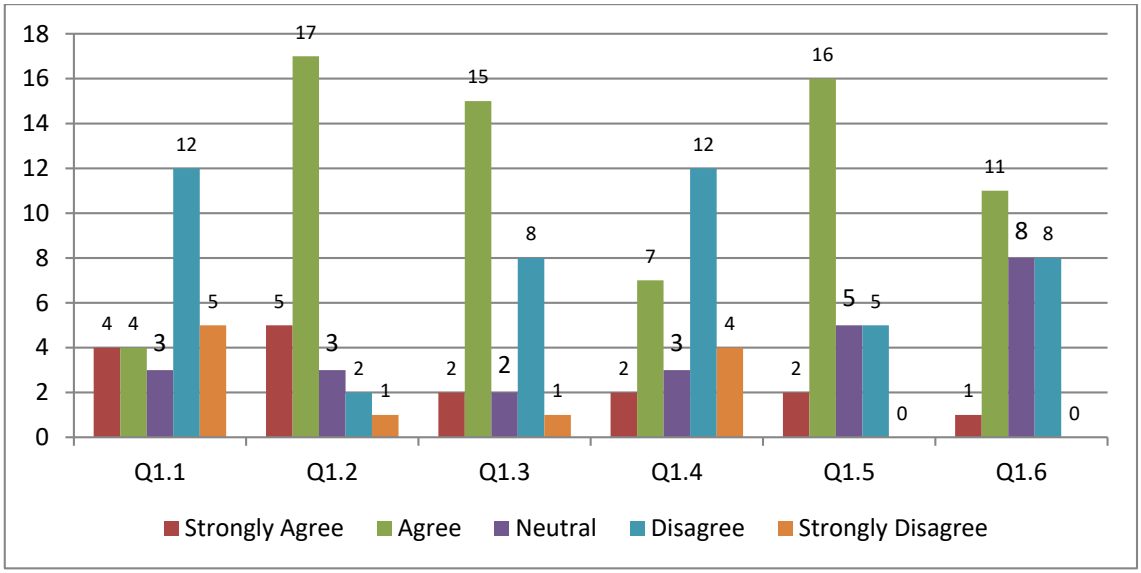
South Africa has a three- to five-year tenure contract model that is applied for the appointment of a Head in a government department. The frequent change of leadership can be either positive or negative on the achievement of government programmes. The first section of the questionnaire sent to officials working with the Outcomes Approach in the

lead coordinating departments sought to find out how the change of the HoDs influenced the implementation of the Outcomes Approach.

Table 4.1: Responses to Section 1

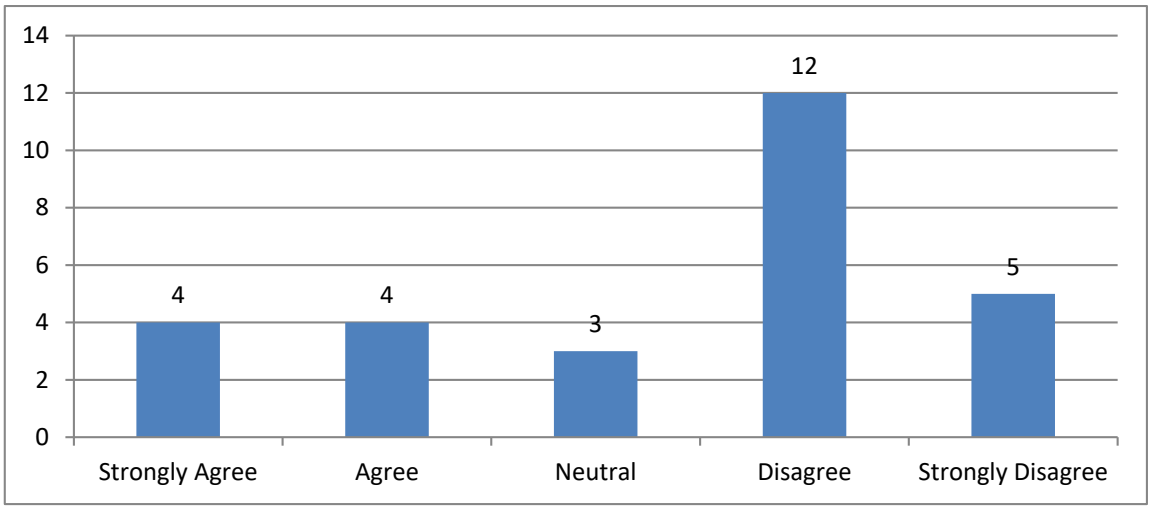
	2.1 The necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach	2.2 There was change in the department's culture which affected the change management process	2.3 There were new strategies and approaches which negatively affected the implementation of the change management process for the Outcomes	2.4 The momentum of change management for the implementation of the Outcomes Approach remained constant from the previous HoD to the current HoD	2.5 The change management process for the Outcomes Approach was embraced by the new HoD
1 (Strongly Agree)	3	2	4	1	7
2 (Agree)	9	10	5	12	14
3 (Neutral)	4	5	5	3	5
4 (Disagree)	12	11	14	11	2
5 (Strongly Disagree)	0	0	0	1	0

Table 4.1 contains the questions as well as the answers received from respondents who had a change of HoD since the Outcomes Approach was implemented in 2010. This section of the questionnaire comprised of six questions, which focused on how the change of HoD influenced the implementation of the Outcomes Approach in the department.



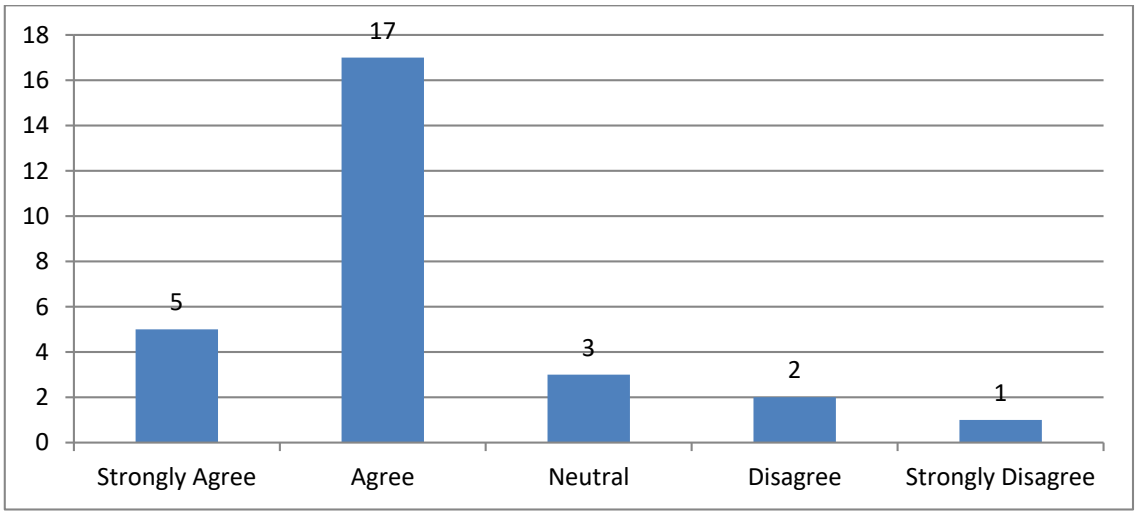
Graph 4.1: Responses to Section 1

Graph 4.1 provides a summary of the number of responses received for each of the questions in section 1 of the questionnaire. Responses for each of the questions in section 1 are further elaborated on in Graphs 4.2 to 4.7.



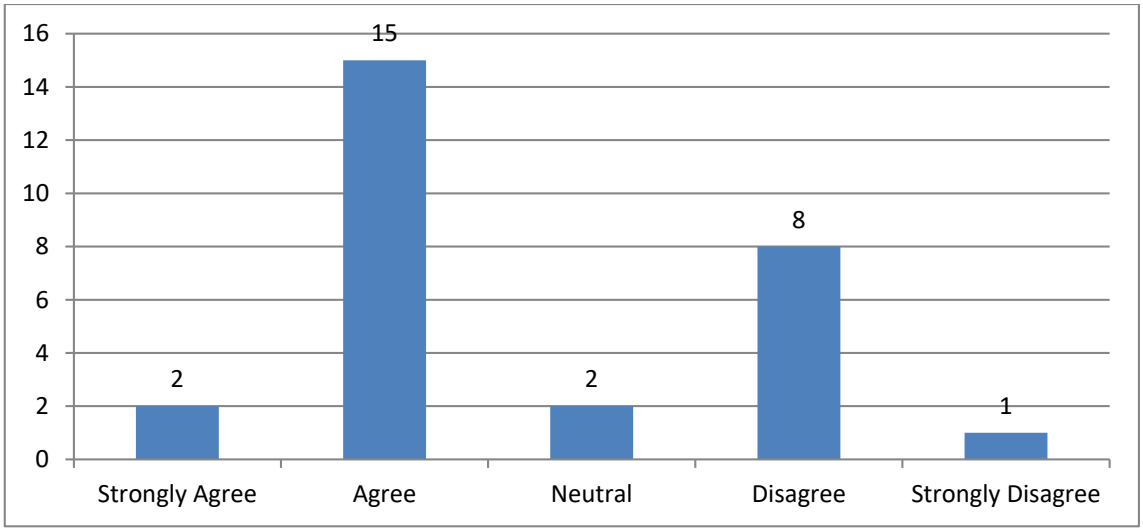
Graph 4.2: Responses to Question 1.1

This section was answered by 28 officials (78 per cent) from the nine lead coordinating departments. These officials indicated that there had been a change of HoD in the department since 2010 when the Outcomes Approach was introduced. Graph 4.2 shows that 17 officials (61 per cent) either disagreed or strongly disagreed that the change of HoD caused changes in top management, which negatively affected the implementation of the Outcomes Approach.



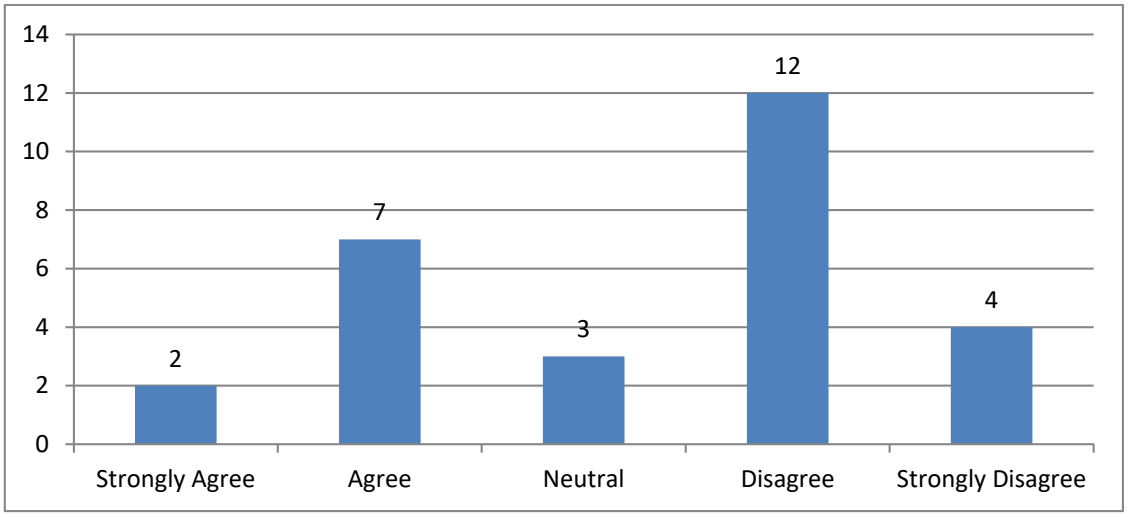
Graph 4.3: Responses to Question 1.2

Graph 4.3 illustrates the responses for question 1.2, which aimed to determine if the department had institutionalised the Outcomes Approach even with the change of HoD. Institutionalisation, as defined by Huntington (1968), is a process whereby organisations and processes attain value and stability. The process is assessed by four criteria, the first being adaptability, in other words the ability to cope with challenges in the environment and maintain continuity even with turnover in leadership and membership. Second is complexity of structure and functions, followed by autonomy of environmental forces, and last, coherence, which is integration facilitated by agreement on principles, at least those regarding the rules of the game. Of the respondents, 78 per cent either agreed or strongly agreed that the department institutionalised the Outcomes Approach even with the change of HoD.



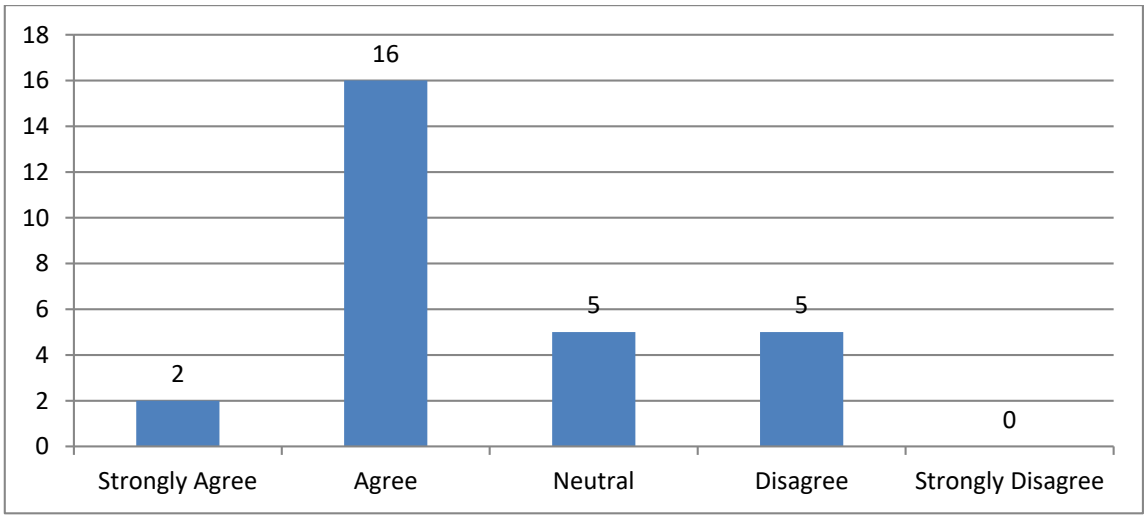
Graph 4.4: Responses to Question 1.3

Graph 4.4 shows the responses received for question 1.3, which focused on the support during the transition period from one HoD to the next. From the respondents, 61 per cent either agreed or strongly agreed that the support remained consistent from one HoD to the next however, one respondent felt that a change in leadership impacted more on the implementation of programmes and projects than just on the Outcomes Approach as different HoDs might put different emphasis on existing programmes.



Graph 4.5: Responses to Question 1.4

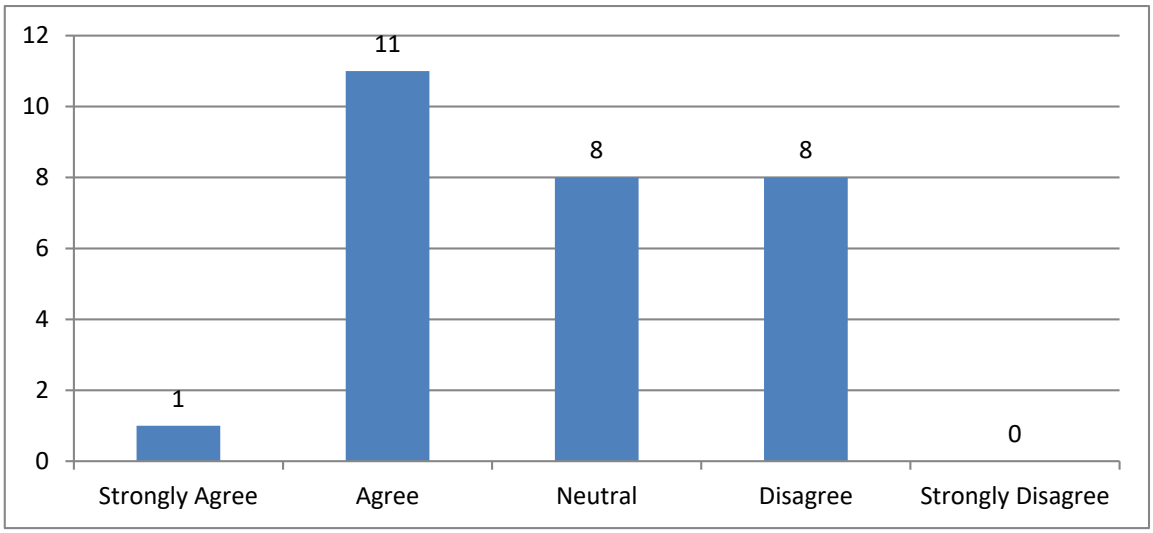
Graph 4.5 illustrates the responses for question 1.4, which sought to find out if the change of HoD had led to a lack of morale in institutionalising the Outcomes Approach. Sixteen respondents (57 per cent) either disagreed or strongly disagreed that a change of HoD had led to a lack of morale in institutionalising the Outcomes Approach.



Graph 4.6: Responses to Question 1.5

Graph 4.6 shows the responses received for question 1.5, which aimed to determine if the short period of HoD contracts could make it difficult to ensure that the changes introduced for the Outcomes Approach would be sustainable. Eighteen respondents (64 per cent) either agreed or strongly agreed that the short period of HoD contracts can make it difficult to ensure that the changes introduced for the Outcomes Approach would be sustainable. HoDs

in South Africa have a five-year contract, which can be renewed on expiry. One respondent indicated that new HoDs/DGs have different approaches and priorities, which impact on existing processes and priorities as well as implementation approaches.



Graph 4.7: Responses to Question 1.6

Graph 4.7 illustrates the responses for question 1.6, which aimed to find out if the targets for the Outcomes Approach had been achieved consistently from one HoD to the next. Twelve of 28 respondents (43 per cent) either agreed or strongly agreed that the target for the Outcomes Approach in their department has been achieved consistently from one HoD to the next. This is not a very good indicator as 16 out of 28 respondents (57 per cent) were either neutral or disagreed with the statement. This could mean that in the majority of departments the change of HoD had resulted in the targets not being achieved.

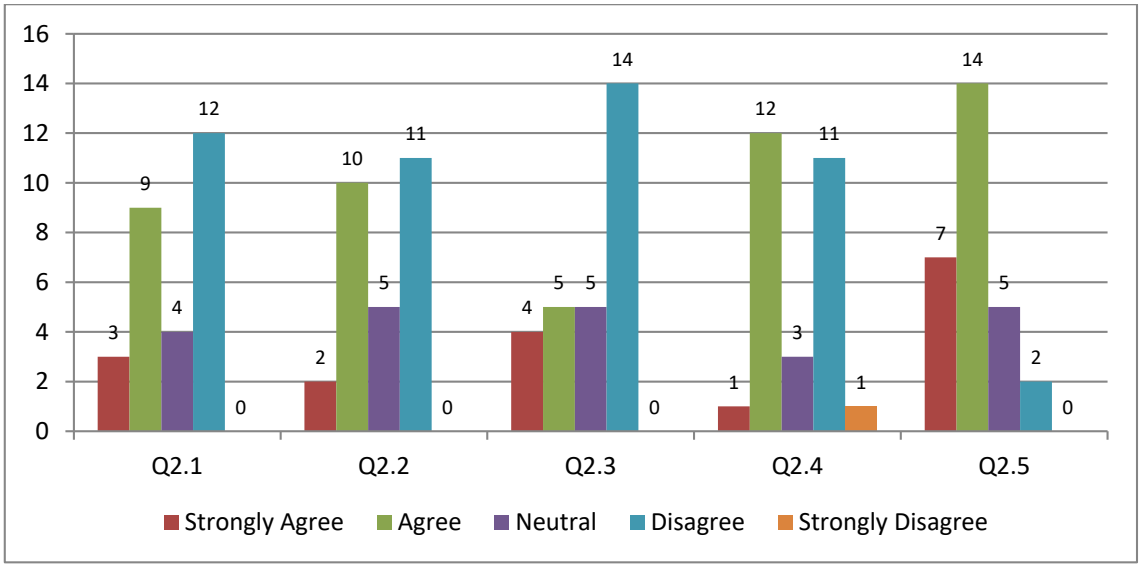
4.4 IMPLEMENTATION OF CHANGE MANAGEMENT WITH A CHANGE OF HOD

It is critical that the change management process continues, to ensure that the new behaviour and way of doing things remain. Leadership plays an integral role in maintaining the momentum of the change effort however, the frequent change of HoDs can have an effect on the change management process and the achievement of government programmes. The next section focuses on the implementation of change management when there was a change of HoD in the department.

Table 4.2: Responses to Section 2

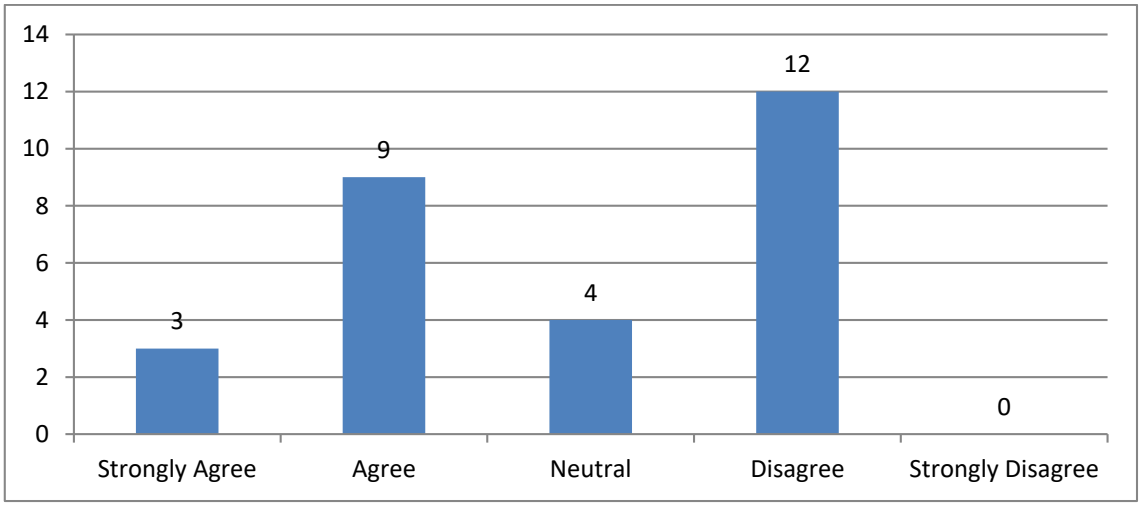
	2.1 The necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach	2.2 There was change in the department's culture which affected the change management process	2.3 There were new strategies and approaches which negatively affected the implementation of the change management process for the Outcomes	2.4 The momentum of change management for the implementation of the Outcomes Approach remained constant from the previous HoD to the current HoD	2.5 The change management process for the Outcomes Approach was embraced by the new HoD
1 (Strongly Agree)	3	2	4	1	7
2 (Agree)	9	10	5	12	14
3 (Neutral)	4	5	5	3	5
4 (Disagree)	12	11	14	11	2
5 (Strongly Disagree)	0	0	0	1	0

Table 4.2 contains all the questions in section 2 of the questionnaire sent to officials working with the Outcomes Approach in the lead coordinating departments. Section 2 focused on the implementation of change management when there was a change of HoD in the department.



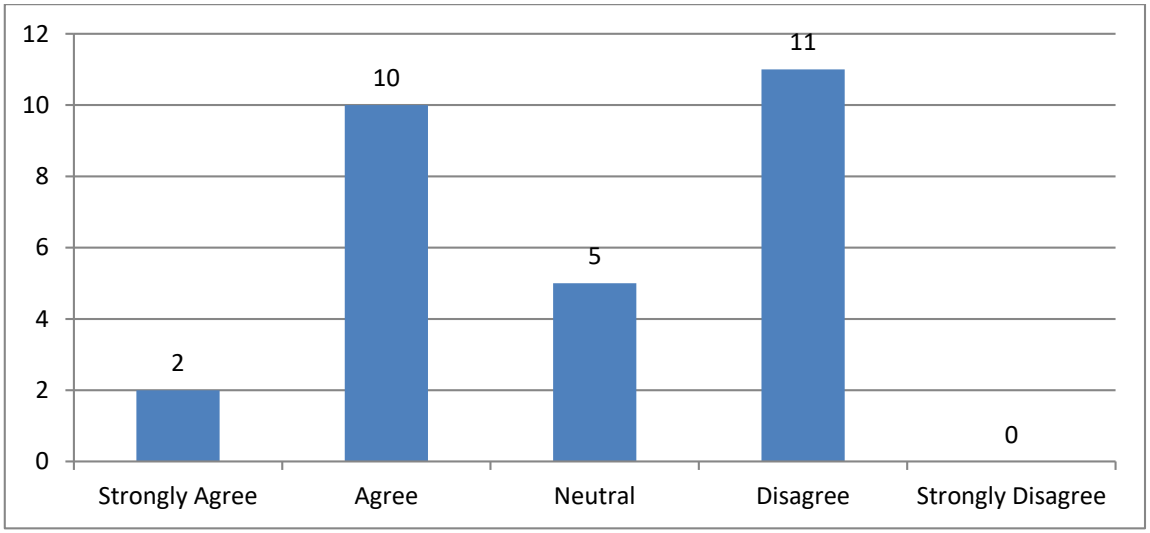
Graph 4.8: Responses to Section 2

Graph 4.8 shows the responses received for each of the questions in section 2 of the questionnaire. Of the 36 respondents, 28 answered this section, which had five sub-questions. Responses for each of the questions in section 2 are further elaborated in Graphs 4.9 to 4.13.



Graph 4.9: Responses to Question 2.1

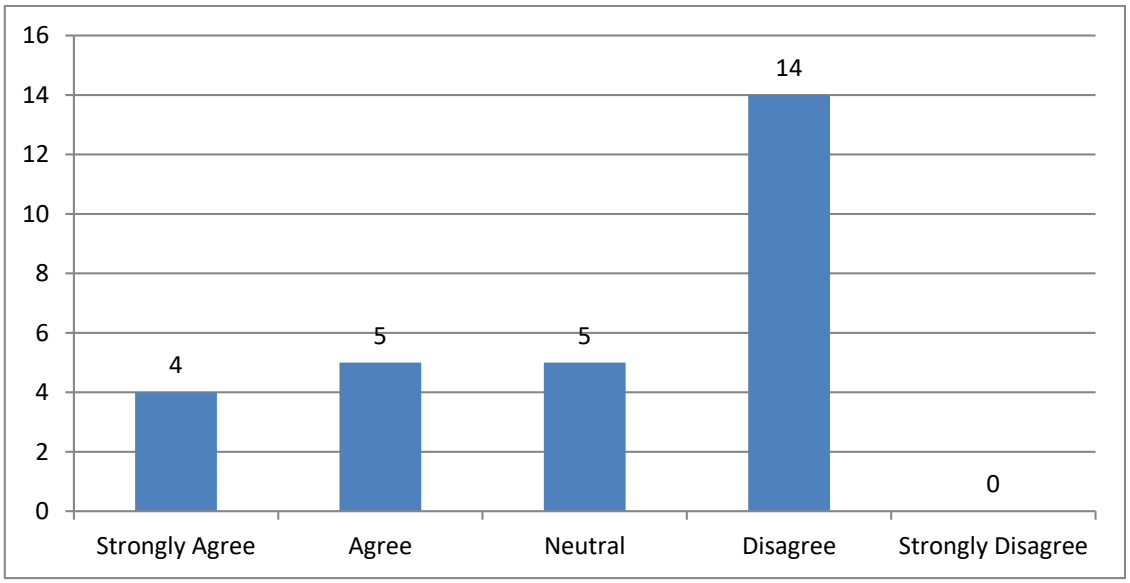
The first sub-question, as shown in Graph 4.9, aimed to find out if the necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach. It seems that 16 out of 28 respondents (57 per cent) were either neutral or disagreed that the necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach. Only 42 per cent of respondents agreed or strongly agreed that the necessary resources were provided.



Graph 4.10: Responses to Question 2.2

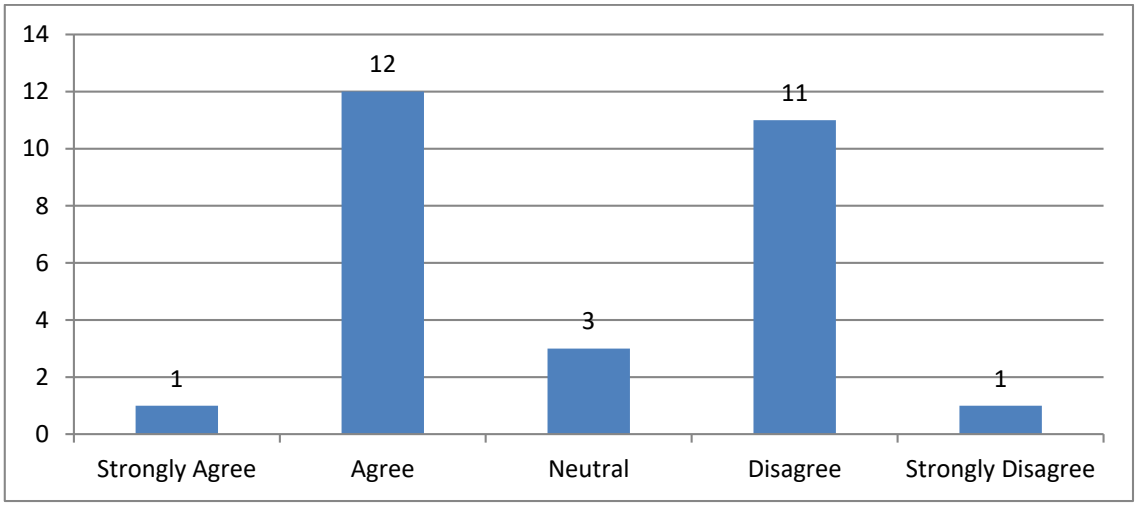
Question 2.2 represented in Graph 4.10 sought to find out if a change of HoD altered the department's culture and affected the change management process. Twelve out of 28 respondents (43 per cent) either agreed or strongly agreed that with the change of HoD there

was a change in the departments' culture, which affected the change management process. Five respondents (18 per cent) were neutral while 11 (39 per cent) disagreed.



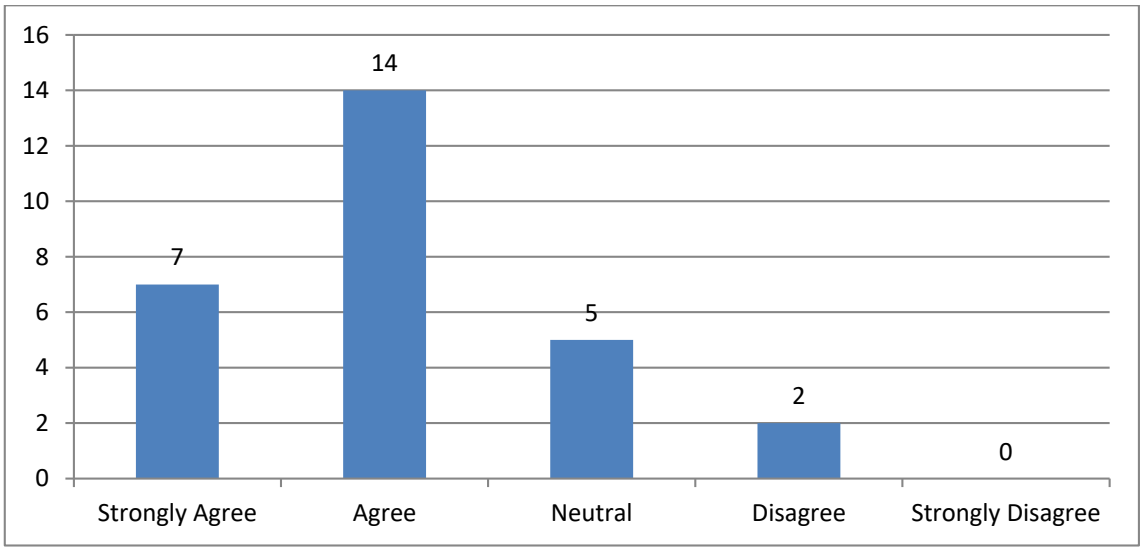
Graph 4.11: Responses to Question 2.3

Question 2.3, as illustrated in Graph 4.11, sought to find out if there were new strategies and approaches, which negatively affected the implementation of the change management process for the Outcomes Approach. Nine out of 28 respondents (32 per cent) either agreed or strongly agreed that there were new strategies and approaches, which negatively affected the implementation of the change management process for the Outcomes Approach. Five respondents (18 per cent) were neutral while 14 out of 28 respondents (50 per cent) disagreed with the statement.



Graph 4.12: Responses to Question 2.4

Question 2.4 as illustrated in Graph 4.12 concentrated on the momentum of change management for the implementation of the Outcomes Approach, specifically to determine if it remained consistent from the previous HoD to the current HoD. Once momentum is gained, it is a challenge to maintain it, it is crucial that the momentum of change management remains consistent from one HoD to the next. Thirteen of the 28 respondents (46 per cent) either agreed or strongly agreed that the momentum of change management for the implementation of the Outcomes Approach remained consistent from the previous HoD to the current HoD. Three respondents (11 per cent) were neutral in their response while 12 respondents (43 per cent) either disagreed or strongly disagreed with the statement.



Graph 4.13: Responses to Question 2.5

Graph 4.13 illustrates the responses received for question 2.5, which aimed to find out if the change management process for the Outcomes Approach was embraced by the new HoD. According to Kaminski (2000), change has become part of the business environment, and a leader who is wise will embrace change as they realise its importance. Of the 28 respondents, 21 (75 per cent) either agreed or strongly agreed that the change management process for the Outcomes Approach was embraced by the new HoD, which contributes positively towards the implementation of the Outcomes Approach.

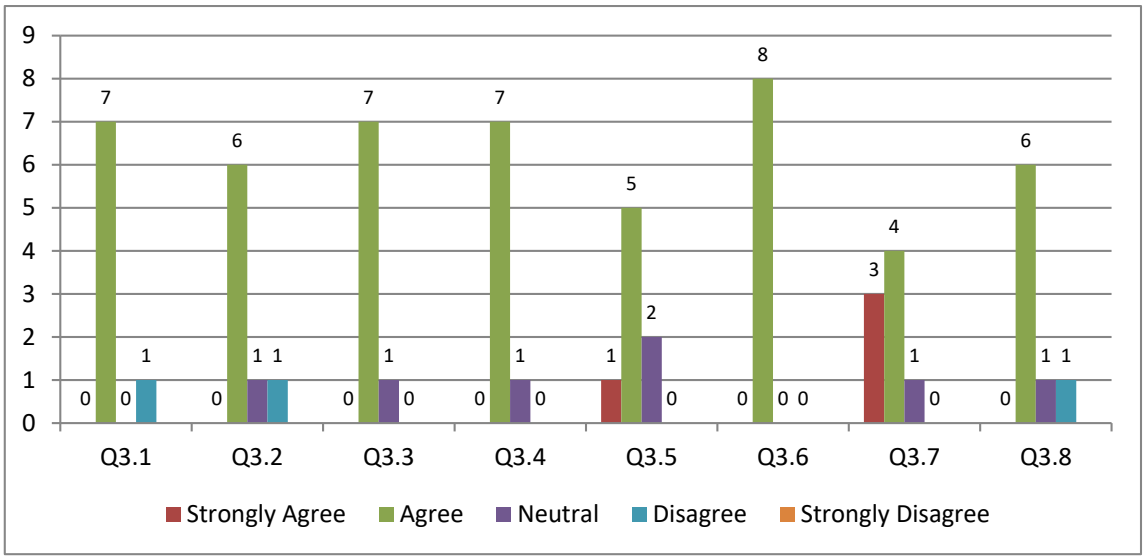
4.5 LEADERSHIP STABILITY AND ITS EFFECT ON THE OUTCOMES APPROACH

Many of government's best-performing institutions according to the NDP (NPC, 2012) are attributed to the leadership stability and policy approach. The one factor that undermines this stability is that there is no clear division on the roles and responsibilities between political principals and administrative heads. For leadership positions, the recruitment system needs to be capable of making sure that a political principal has confidence in his/her HoD, they must have the required experience and expertise, and the appointment must be seen to be fair, unbiased, and based on merit. It would be favourable for HoDs to have a five-year contract rather than a three-year contract. A three-year contract is too short and creates too much instability. The NDP (NPC, 2012) points out that even a five-year contract is too short for many of the long-term changes that departments need to implement. A good practice is that, there is a discussion between the Minister and the HoD at an early stage to renew the contract if the HoD is performing well. This would make it easier to plan over a longer period, where contracts are not renewed. With leadership stability there is business continuity and consistency in the mode of operations. The next question sought to find out if leadership stability had an effect on the implementation of the Outcomes Approach in the department.

Table 4.3. Responses to Section 3

	3.1 The stability of leadership has led to the implementation of the Outcomes Approach to constantly improve year on year	3.2 HoD stability ensured innovation and creativity in the implementation of the Outcomes Approach	3.3 Leadership stability ensured the consistent achievement of the Outcomes Approach	3.4 The stablity of the HoD provided consistent guidance, support and motivation for employees to deliver on the Outcomes Approach	3.5 HoD stability minimised a high turnover of Top Management thus providing consistency in the implementation of the Outcomes Approach	3.6 The stability of the HoD ensured the continuity of the departmental culture and consistency in the implementation of the Outcomes Approach	3.7 Leadership stability promoted a culture of accountatbility and responsiveness which contributed positively towards the implmentation of the Outcomes Approach	3.8 HoD stability is important for the successful implementation of the Outcomes Approach
1 (Strongly Agree)	0	0	0	0	1	0	3	0
2 (Agree)	7	6	7	7	5	8	4	6
3 (Neutral)	0	1	1	1	2	0	1	1
4 (Disagree)	1	1	0	0	0	0	0	1
5 (Strongly Disagree)	0	0	0	0	0	0	0	0

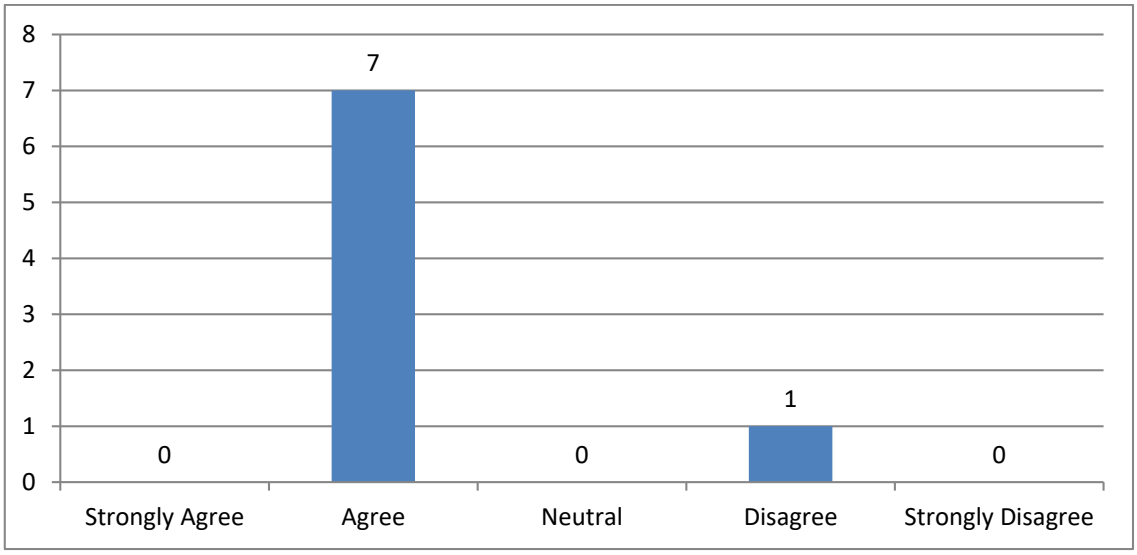
Table 4.3 contains all the questions in section 3 of the questionnaire sent to officials working with the Outcomes Approach in the coordinating departments. Section 3 focused on the stability of the HoD and its effect on the implementation of the Outcomes Approach.



Graph 4.14: Responses for Section 3

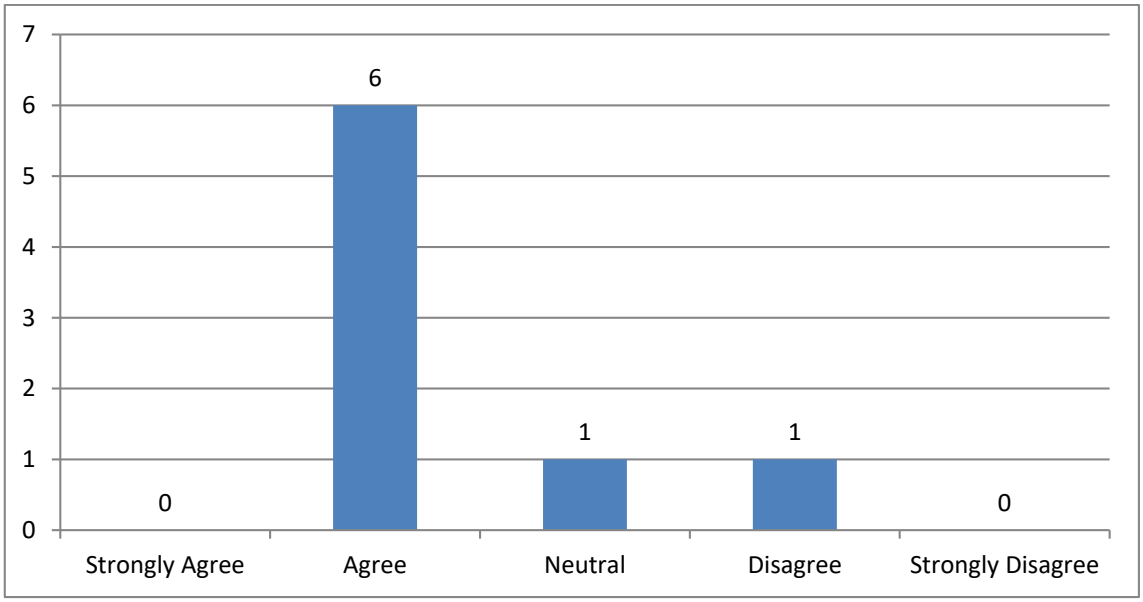
Graph 4.14 shows the responses received for each of the questions in section 3 of the questionnaire. Eight of the 36 respondents answered this section, which had eight sub questions. Responses for each of the questions in section 3 are further elaborated on in Graphs 4.15 to 4.22.

The third section in the survey was for respondents who had a stable HoD since 2010. The aim of this section was to determine if leadership stability influenced the implementation of the Outcomes Approach. Thus far more respondents had a change of HoD since 2010 and fewer respondents had HoD stability since 2010. It seems that some of the respondents answered both sections: where there was a change of HoD and where there was the same HoD since 2010. For the purpose of this research, all responses were analysed as some of them indicated that they were also responding from experiences in their previous departments.



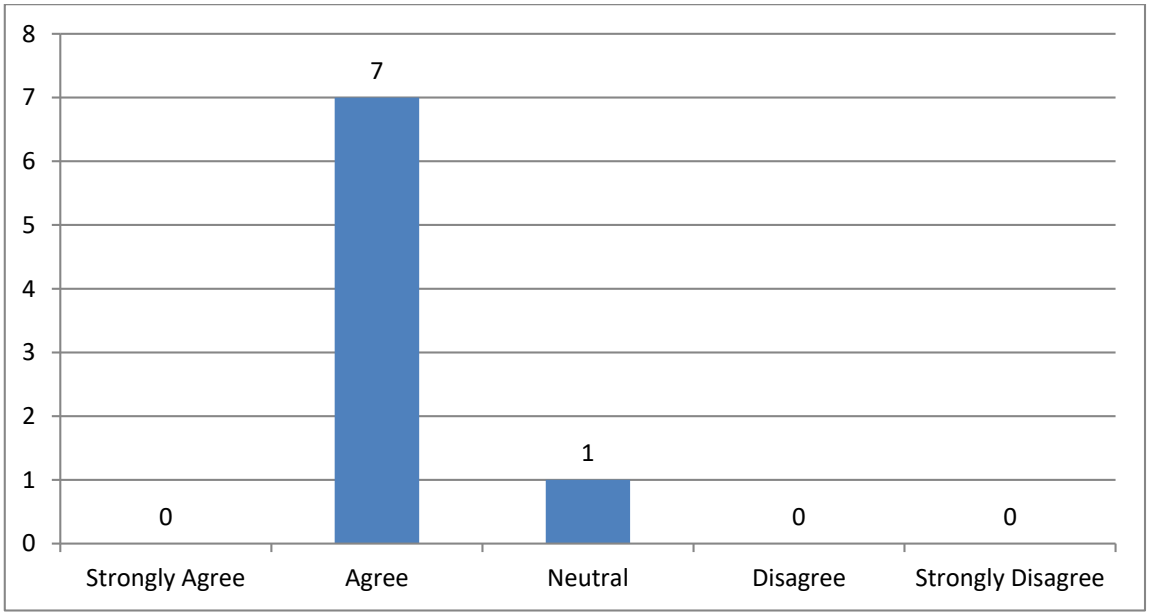
Graph 4.15: Responses to Question 3.1

The first sub-question in section 3, illustrated in Graph 4.15, aimed to assess if the stability of leadership had led to the implementation of the Outcomes Approach and its constant improvement year-on-year. Of the eight responses received seven agreed that the stability of HoD had led to the implementation of the Outcomes Approach to improve each year while one respondent disagreed. The one respondent that disagreed was of the opinion that the Outcomes Approach was not fully understood in the department, they continued doing what they were doing before, and more importantly, there was no change in HoD. Some of the comments received for this sub-question were that if proper processes and systems are in place, implementation of the Outcomes Approach will continue due to reporting structures within government. Another respondent indicated that leadership stability ensures business continuity and builds trust between the HoD and the officials.



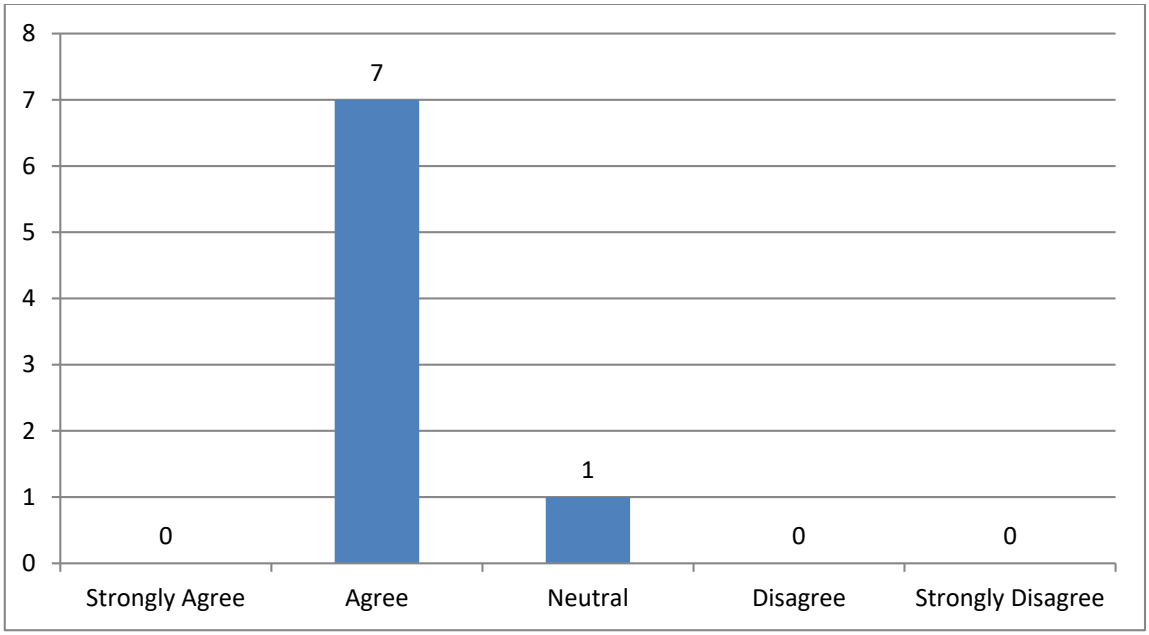
Graph 4.16: Responses to Question 3.2

The second sub-question 3.2, which is illustrated in Graph 4.16 aimed to find out if HoD stability ensured innovation and creativity in the implementation of the Outcomes Approach. According to Agbor (2008), a leader stimulates creativity and innovation in the organisation. Leaders involve many other individuals who possess various skills and competencies to transform the organisation and lead it to greatness; they do not do it single-handedly. Six of eight respondents (75 per cent) agreed that HoD stability ensured innovation and creativity.



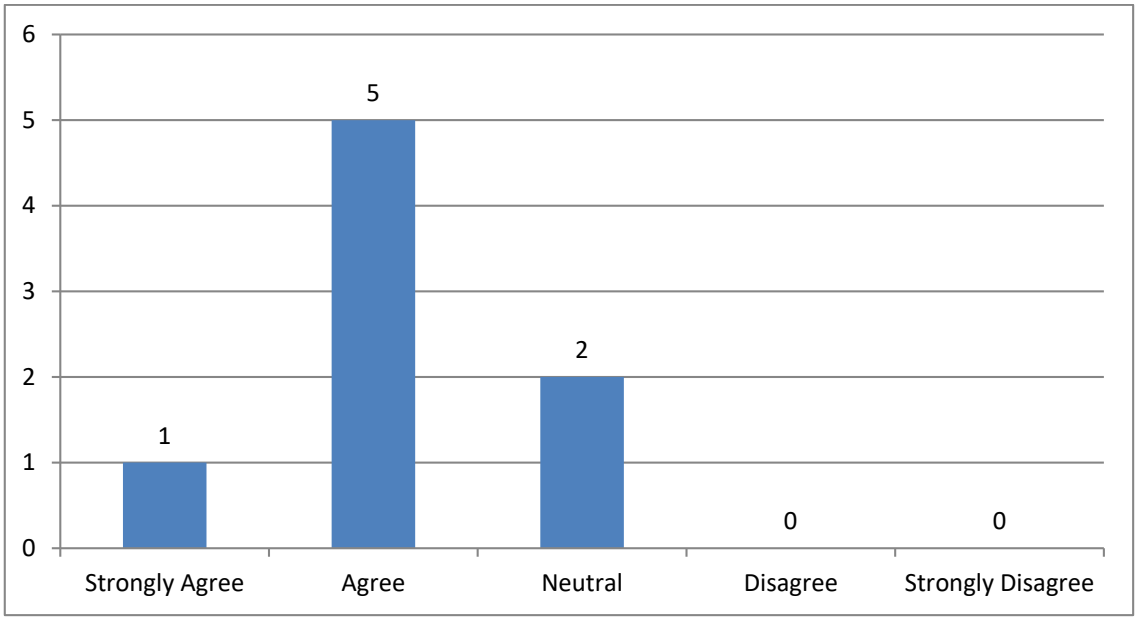
Graph 4.17: Responses to Question 3.3

Sub-question 3.3, as depicted in Graph 4.17, sought to find out if leadership stability ensured the consistent achievement of the Outcomes Approach. Of the respondents, 87 per cent agreed that leadership stability ensured the consistent achievement of the Outcomes Approach.



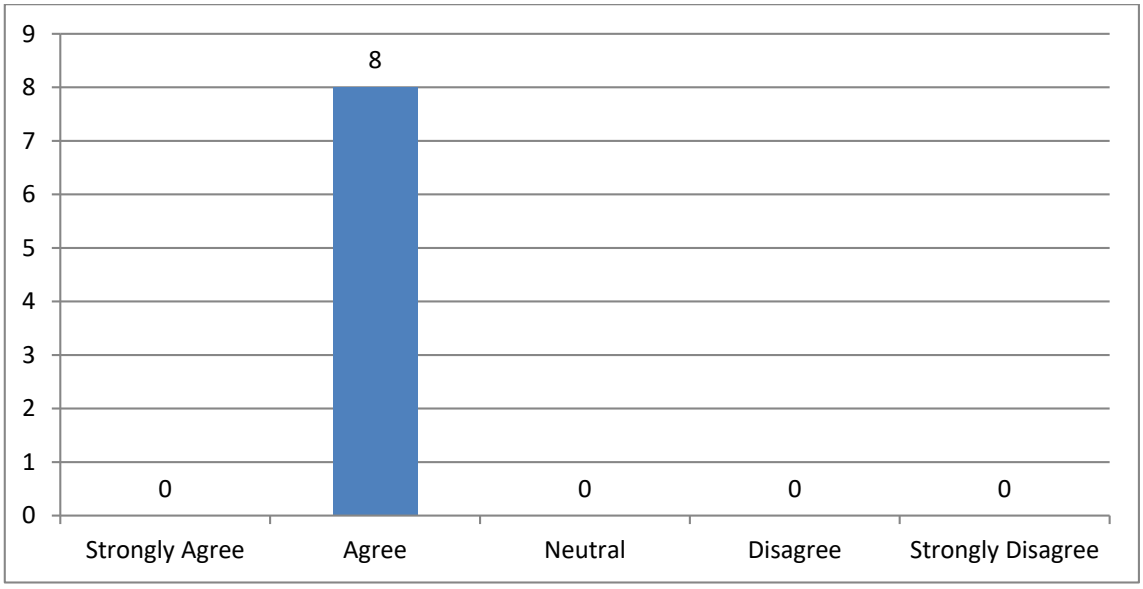
Graph 4.18: Responses to Question 3.4

Sub-question 3.4, as illustrated in Graph 4.18, aimed to find out if the stability of the HoD provided consistent guidance, support, and motivation for employees to deliver on the Outcomes Approach. Of the respondents, 87 per cent agreed that the stability of the HoD provided consistent guidance and support. Over time, the HoD builds a relationship of trust and understanding with the employees in the department and leads them in the direction of achieving the goals of the department by guiding, supporting, and motivating the employees.



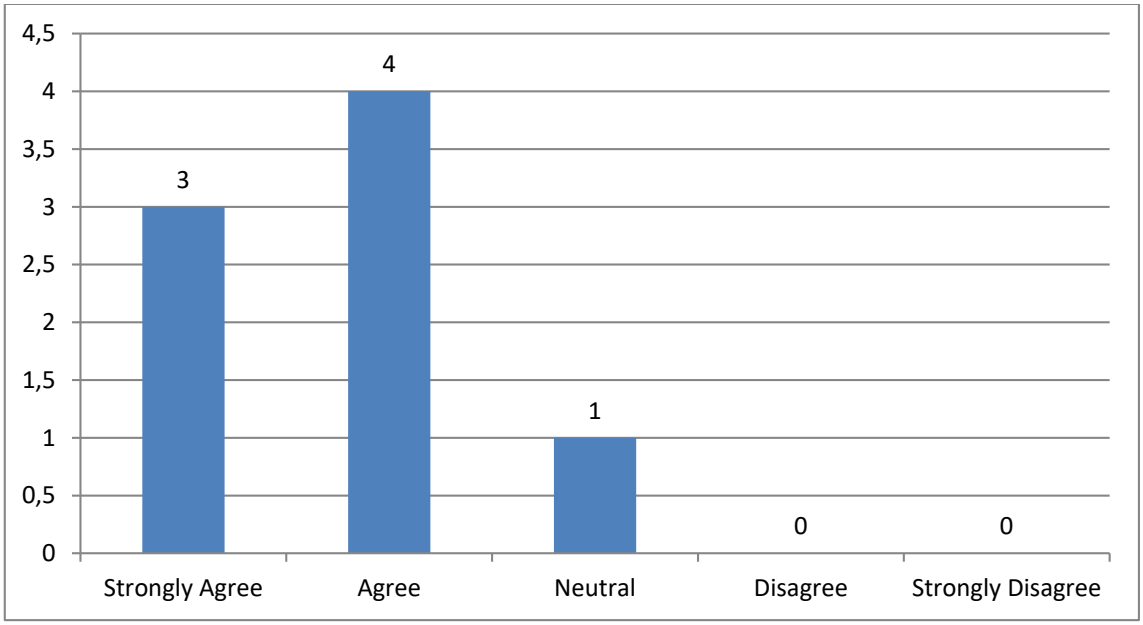
Graph 4.19: Responses to Question 3.5

Sub-question 3.5, as shown in Graph 4.19, aimed to find out if HoD stability minimised a high turnover of top management thus providing consistency in the implementation of the Outcomes Approach. Six of the eight respondents (75 per cent) either agreed or strongly agreed that HoD stability minimised a high turnover of top management. A report compiled by the Public Service Commission, (2008) stated that when there is consistency in senior management, even if the HoD changes, it assists the department to handle the change.



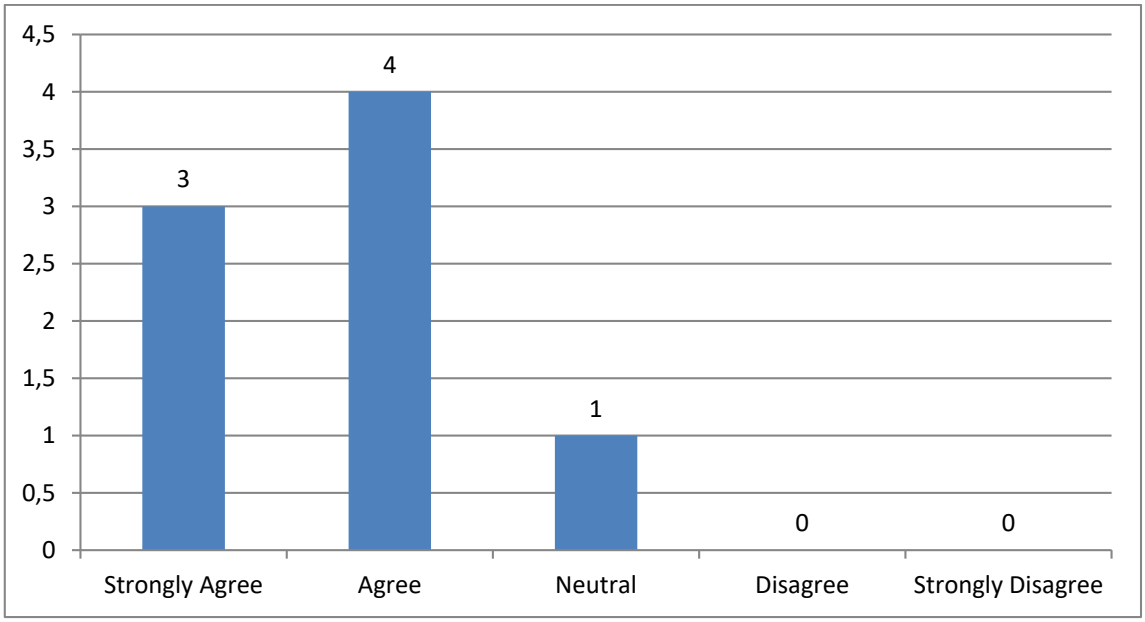
Graph 4.20: Responses to Question 3.6

Sub-question 3.6, as depicted in Graph 4.20, aimed to find out if the stability of the HoD ensured the continuity of the departmental culture and consistency in the implementation of the Outcomes Approach. Seven of the eight respondents (87 per cent) agreed to the statement, while one respondent was neutral.



Graph 4.21: Responses to Question 3.7

Sub-question 3.7, as illustrated in Graph 4.21, sought to determine if leadership stability promoted a culture of accountability and responsiveness, which contributed positively towards the implementation of the Outcomes Approach. Six of the eight respondents (75 per cent) agreed that leadership stability promoted a culture of accountability. The report compiled by the Public Service Commission (2008) showed that a change of HoDs in government departments is likely to affect accountability, as the new HoD is unable to account for what took place in the previous period.



Graph 4.22: Responses to Question 3.8

The last sub-question in section 3 is 3.8, as illustrated in Graph 4.22, sought to find out if HoD stability is important for the successful implementation of the Outcomes Approach. From the respondents, 75 per cent agreed or strongly agreed that HoD stability is important. Some of the comments received for this sub-statement were that HoD stability is important for any organisation as it is likely to lead in consistency and in the implementation of the organisation's mandate. One respondent stated that a HoD is like a driver of a car, who is the only person to ensure that the rules of the road are obeyed, no traffic fines, and fewer accidents, despite the number of passengers. This consistency is evident within the respondents' department as the HoD has been in position for six years. A comment received from a respondent was that leadership stability is essential for the delivery of the department's mandate and tracking of progress on government priorities. It is better to have a HoD who had been in the system for a long time because the HoD will understand the importance of the Outcomes Approach and will be able to assist the planners to carry out their responsibilities. Management works effectively when there is a certain rapport with the HoD, understanding expectations and parameters of innovation; whereas, regular HoD changes interferes with the establishment of such rapport.

Section 4 was the last part of the questionnaire and was intended for respondents that had had a stable HoD since 2010.

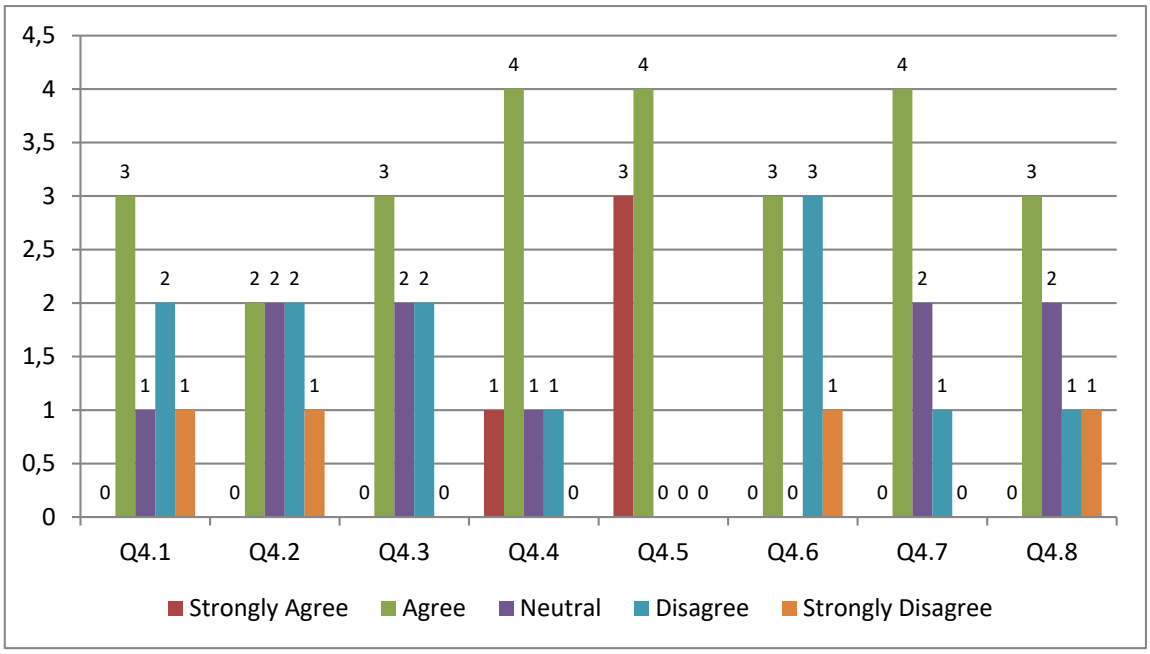
4.6 LEADERSHIP STABILITY AND CHANGE MANAGEMENT

A HoD that has been in the department for a longer term would understand the programmes of the department and the next question aimed to find out if the leadership stability influenced the implementation of change management for the Outcomes Approach in the department. Table 4.4 presents the responses received for this section.

Table 4.4: Responses to Section 4

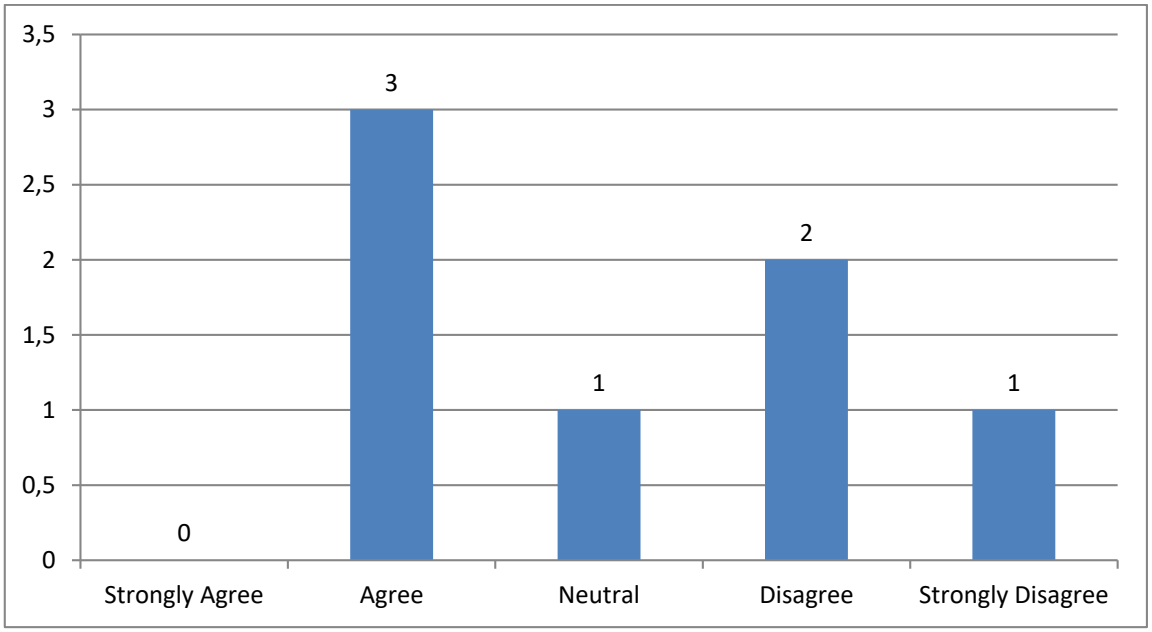
	4.1 The process of change management was adopted in my department when the Outcomes Approach was introduced and implemented	4.2 There was a change agent to facilitate the change process when the Outcomes Approach was implemented	4.3 The change management process has been sustained throughout the implementation of the Outcomes Approach	4.4 There has been factors that have hindered the implementation of the Outcomes Approach in the department	4.5 It is essential that change management takes place when a new program is being introduced that affects government departments	4.6 There was buy-in and support from all officials involved with the implementation of the Outcomes Approach	4.7 The change management process received the support of the HoD	4.8 The change management process was well communicated when the Outcomes Approach was implemented
1 (Strongly Agree)	0	0	0	1	3	0	0	0
2 (Agree)	3	2	3	4	4	3	4	3
3 (Neutral)	1	2	2	1	0	0	2	2
4 (Disagree)	2	2	2	1	0	3	1	1
5 (Strongly Disagree)	1	1	0	0	0	1	0	1

Table 4.4 contains all the questions in section 4 of the questionnaire sent to officials working with the Outcomes Approach in the coordinating departments. Section 4 focused on the implementation of change management when there was a HoD in the department since 2010.



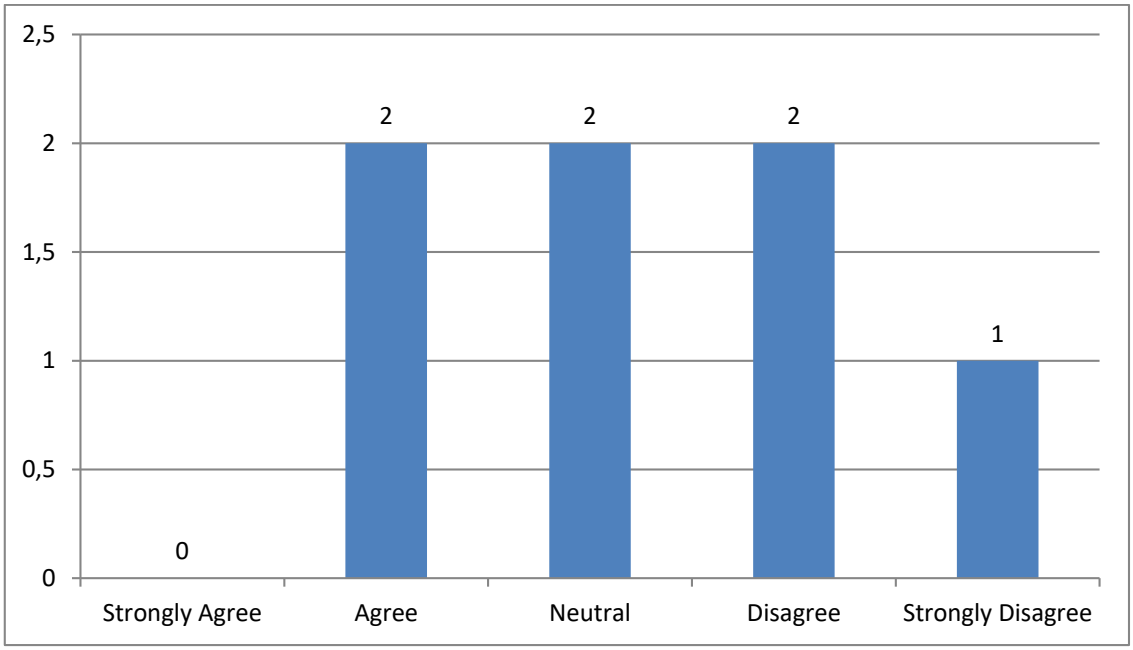
Graph 4.23: Responses to Section 4

Graph 4.23 shows the responses received for each of the questions in section 4 of the questionnaire. The fourth section in the survey is similar to section 3 which were for respondents who had a stable HoD since 2010 and focusing on how it influenced the implementation of change management since 2010. Seven of the 36 respondents answered this section, which had eight sub questions. Responses for each of the questions in section 4 are further elaborated in Graphs 4.23 to 4.30.



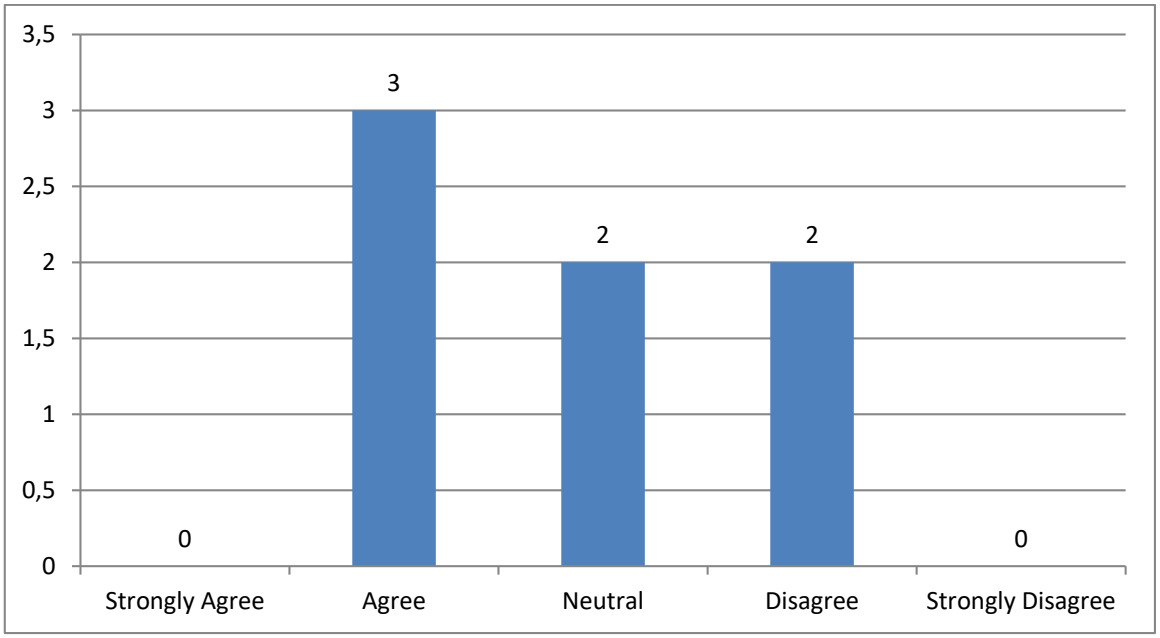
Graph 4.24: Responses to Question 4.1

The first sub-question 4.1, as illustrated in Graph 4.24, aimed to establish if the process of change management was adopted in the respondent's department when the Outcomes Approach was introduced and implemented. The answers differed, three out of seven respondents (43 per cent) agreed, and three out of seven respondents (43 per cent) either disagreed or strongly disagreed, while one respondent (14 per cent) was neutral. In sub-question 4.4, respondents indicated that a number of factors hindered the implementation of the Outcomes Approach. If change management was conducted successfully in departments they would not experience so many challenges with the implementation of the Outcomes Approach.



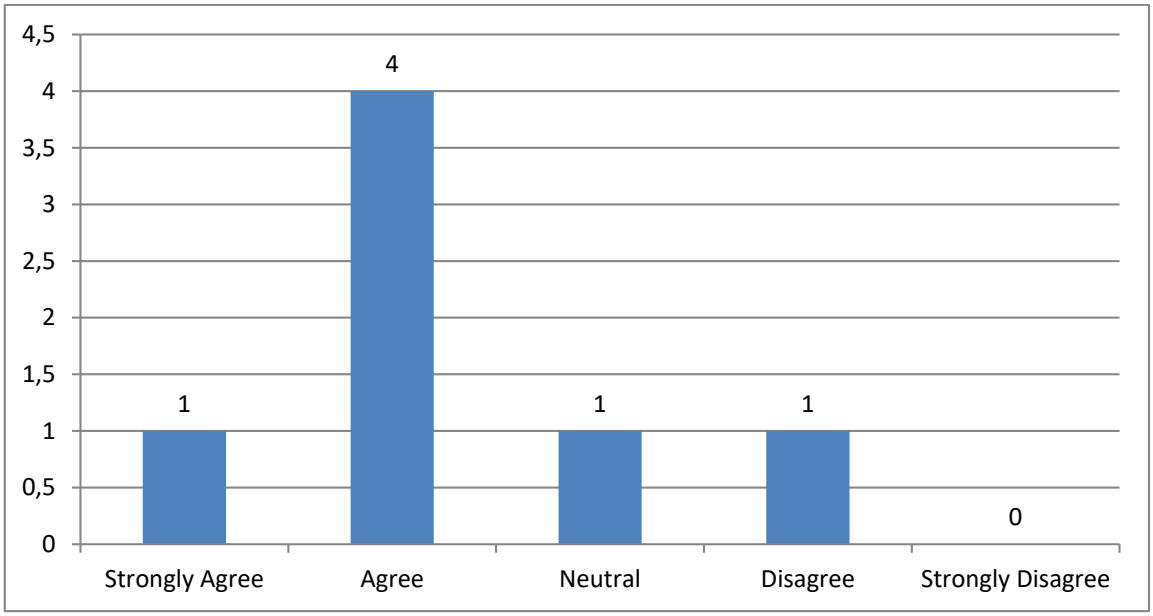
Graph 4.25: Responses to Question 4.2

Graph 4.25 shows the responses received for the next sub-question in this section, 4.2. This question aimed to find out if there was a change agent to facilitate the change process when the Outcomes Approach was implemented. Two of the seven respondents (28 per cent) agreed that there was a change agent. A change agent is someone who possesses the skill and influence to motivate, facilitate, and coordinate the change effort. The change agent must have a good relationship with the key decision makers within the organisation to ensure that the change effort is successful (Lunenburg, 2010). Three of the seven respondents (43 per cent) either disagreed or strongly disagreed that there was a change agent to facilitate the change process in the department. If the department did not have a change agent this could have affected the success of the change process in the implementation of the Outcomes Approach.



Graph 4.26: Responses to Question 4.3

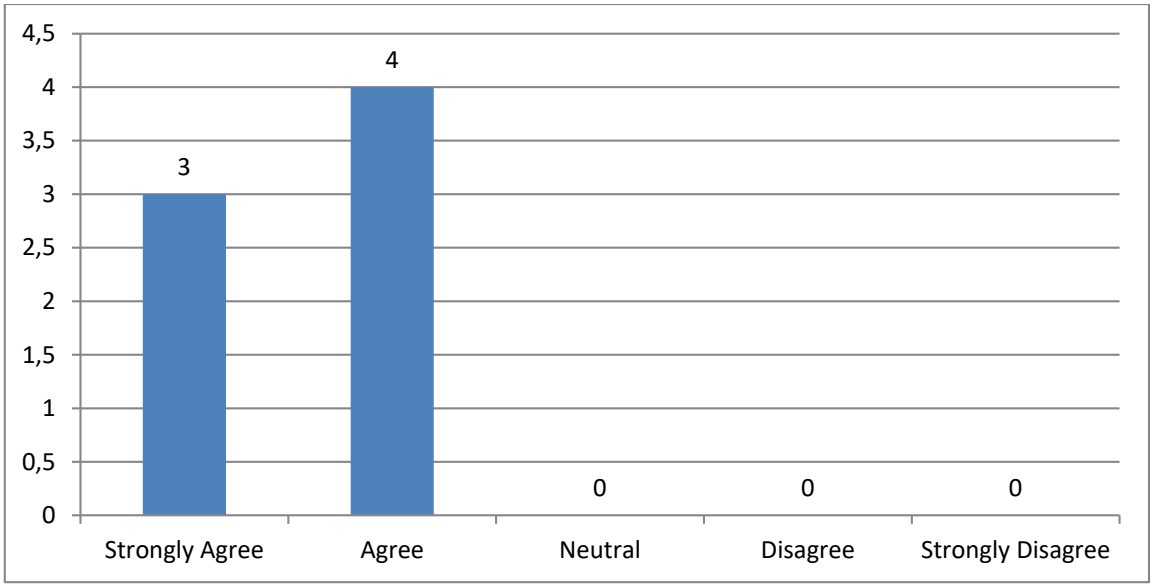
Graph 4.26 shows the responses received for sub-question 4.3, which sought to find out if the change management process had been sustained from the time the Outcomes Approach started. Three of the seven respondents (43 per cent) agreed that the change management process for the Outcomes Approach had been sustained. Sustainability, as defined by Buchanan et al. (2005) indicated that the new way of doing things and performance is maintained for a period appropriate to the setting, which means the new ways of working and improved outcomes become the norm. It is not only the process and the results that are transformed, but also the thinking, behaviour and the systems supporting them that are changed. Two of the seven respondents (28 per cent) were neutral while the rest of the respondents, the remaining two (28 per cent), disagreed that the change management process for the Outcomes Approach has been sustained.



Graph 4.27: Responses to Question 4.4

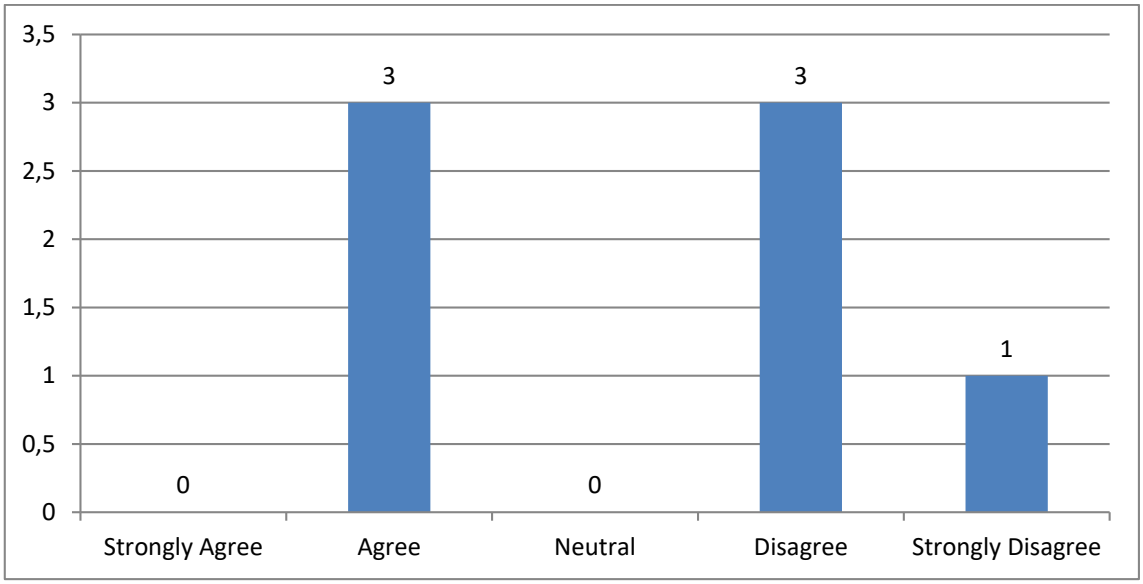
Sub-question 4.4, which is illustrated in Graph 4.27, aimed to find out if there were factors that had hindered the implementation of the Outcomes Approach in the department. The majority of the respondents, five of the seven (71 per cent), either agreed or strongly agreed that there were factors that hindered the implementation of the Outcomes Approach. Some of the comments received for this sub-question were that organisational issues had been a concern: severe capacity constraints in sections, and additional mandates allocated to the department, which hindered the implementation of the Outcomes Approach. One respondent indicated that there was a resistance to change in the department. Another respondent indicated that there was little change management expertise in the department. Top management still do not see the link between the Outcomes Approach and their day to day program implementation activities. Lack of change management, communication, support from the principles, and proper introduction of outcomes to the department's officials, resulted in resistance. One respondent was of the opinion that the culture of the organisation and the mode of operation was a major obstacle, the Outcomes Approach was seen as a Minister's contract and a highly confidential document that could not be shared. Flawed organisational design led to incoherence and inefficiencies in the implementation of programs. The silo mentality is a big problem in achieving government outcomes. There was no process to introduce the Outcomes Approach and as a result, there was a lot of confusion and resistance from units within the departments when reports were requested. The number of different factors that hindered the implementation of the Outcomes Approach could have

been prevented if the department had utilised a proper change management model. The change management model developed for this study in chapter 2 would have been an effective model to provide direction and ensure the sustainability of change in the implementation of the Outcomes Approach. Buy-in and support is essential for any new project and programme and this would have been achieved if the lead coordinating departments made use of an effective change management model especially for the rapidly changing environment that they operate in.



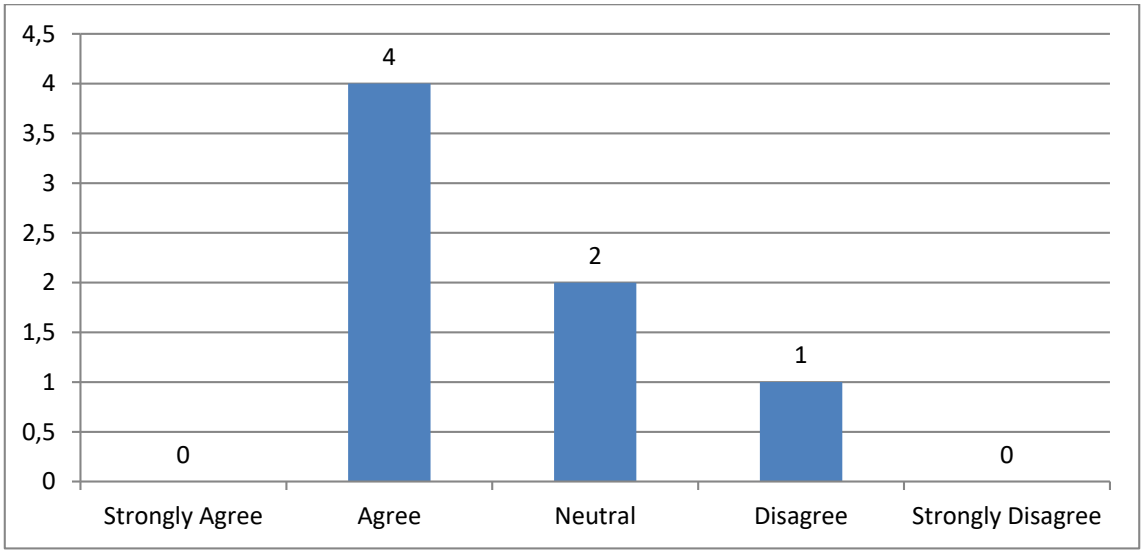
Graph 4.28: Responses to Question 4.5

Sub-question 4.5, as illustrated in Graph 4.28, aimed to assess if respondents felt that it was essential that change management takes place when a new program is being introduced that affects government departments. This was the only question from the entire survey where all respondents were unanimous in their answer, 100 per cent of respondents either agreed or strongly agreed that there is a need for change management to take place when a new program is being introduced in government departments. Organisations are operating in a highly competitive and constantly changing environment, in order to succeed and continuously improve it is critical that effective change management takes place (Todnem, 2005). Change is continuous and never ends; it is therefore essential that leaders embrace change. When change takes place, there are usually new processes, people and techniques, which affect various stakeholders. It is important to understand the possible effects that change can have on the stakeholders (Suresh, 2001).



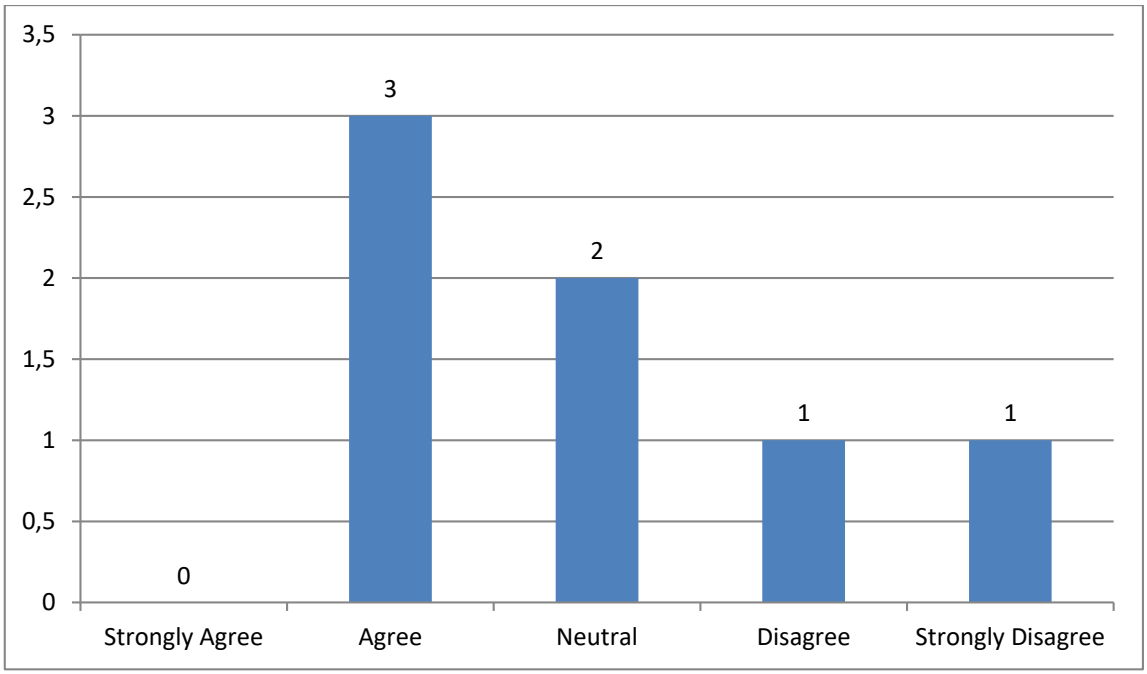
Graph 4.29: Responses to Question 4.6

Question 4.6, which is illustrated in Graph 4.29, aimed to find out if there was buy-in and support from all officials involved with the implementation of the Outcomes Approach. Three of the seven respondents (43 per cent) agreed that there was buy-in and support for the implementation of the Outcomes Approach, while four out of seven respondents (57 per cent) either disagreed or strongly disagreed that there was buy-in and support for the implementation of the Outcomes Approach in their department. If change management was not conducted successfully this could result in buy-in and support not being obtained, which would ultimately lead to the many challenges as indicated in sub-question 4.4.



Graph 4.30: Responses to Question 4.7

Graph 4.30 shows the responses received for sub-question 4.7, which aimed to find out if the change management process received the support of the HoD. Four of the seven respondents (57 per cent) agreed that the change management process for the Outcomes Approach received the support of the HoD, while one respondent out of seven (14 per cent) disagreed and two (28 per cent) were neutral. For change management to achieve its desired effect, it is essential that the employees embrace the change and focus on its benefits. During the change process, the leader plays a major role, as they need to motivate and inspire the employees to accept the change. It is their responsibility to articulate a clear and shared vision for change, they must create an enabling environment for change to take place, they should ensure that there is effective communication in place to keep employees informed about the progress of change, and they should share the achievements of change with the employees (İkinci, 2014). If the majority of the respondents agreed that the change management process for the Outcomes Approach received the support of the HoD, then it should have been successfully implemented in the departments.



Graph 4.31: Responses to Question 4.8

Sub-question 4.8, as illustrated in Graph 4.31, aimed to assess the communication of the change management process when the Outcomes Approach was implemented. Three out of seven respondents (43 per cent) agreed that the change management process was well communicated when the Outcomes Approach was implemented, while two of the seven

respondents (28 per cent) either disagreed or strongly disagreed that the change management process was well communicated when the Outcomes Approach was implemented, and two of the seven respondents (28 per cent) were neutral. Poor communication would lead to many challenges going forward with the implementation of the Outcomes Approach. Most of the respondents were of the view that leadership stability is essential for the department to achieve it mandate and it ensures business continuity and builds trust between the HoD and the officials in the department. The respondents also indicated that there was no change management when the Outcomes Approach was introduced, hence it created confusion and resistance from officials in the different units when it came to reporting on the outcomes, there was chaos and lack of support from the principles. There were numerous factors that hindered the implementation of the Outcomes Approach, some of which were lack of communication, top management still do not see the link between their day-to-day activities and the outcome's approach, culture of the organisation, the mode of operation is seen as an obstacle, and the silo mentality which means each unit working on their own and not integrating their work.

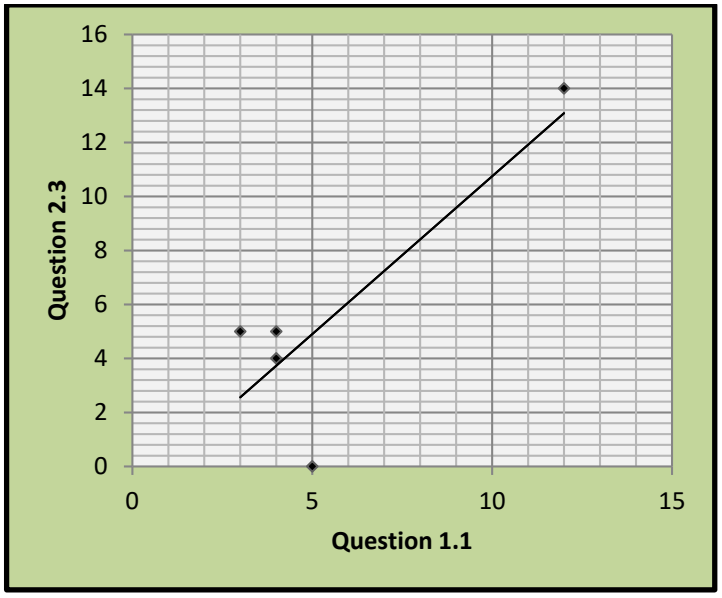
4.7 PEARSON'S CORRELATIONS

For the purpose of this research, the Pearson product moment correlation was used. Pearson's correlation coefficient is a measure of the strength of the linear relationship between two variables (Hauke & Kossowski, 2011). A correlation coefficient is either a positive or a negative number; a positive number indicates a positive correlation: as one variable increases the other variable also increases. In contrast, a negative number indicates a negative correlation: as one variable decreases the other variable decreases (Leedy & Ormrod, 2005).

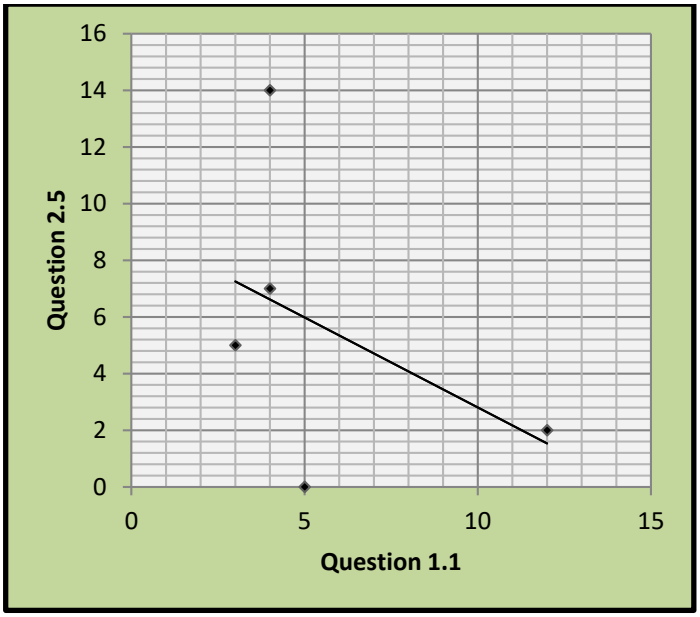
Table 4.5: Correlations between Sections 1 and 2

Section 1	Section 2	Correlation	Section 1	Section 2	Correlation
Q1.1	Q2.1	0.67	Q1.4	Q2.1	0.87
	Q2.2	0.54		Q2.2	0.82
	Q2.3	0.83		Q2.3	0.84
	Q2.4	0.52		Q2.4	0.84
	Q2.5	-0.43		Q2.5	-0.07
Q1.2	Q2.1	0.37	Q1.5	Q2.1	0.61
	Q2.2	0.48		Q2.2	0.73
	Q2.3	-0.07		Q2.3	0.21
	Q2.4	0.59		Q2.4	0.79
	Q2.5	0.95		Q2.5	0.87
Q1.3	Q2.1	0.77	Q1.6	Q2.1	0.79
	Q2.2	0.83		Q2.2	0.89
	Q2.3	0.40		Q2.3	0.55
	Q2.4	0.93		Q2.4	0.84
	Q2.5	0.72		Q2.5	0.58

Table 4.5 focuses on the correlations for sections 1 and 2 where there had been a change of HoD since 2010 when the Outcomes Approach was first implemented.



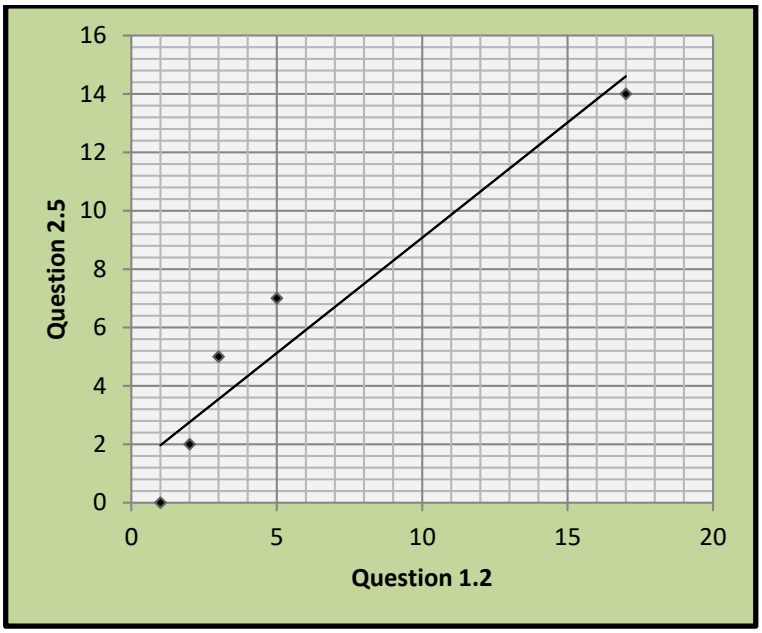
Graph 4.32: Scatterplot for Questions 2.3 and 1.1



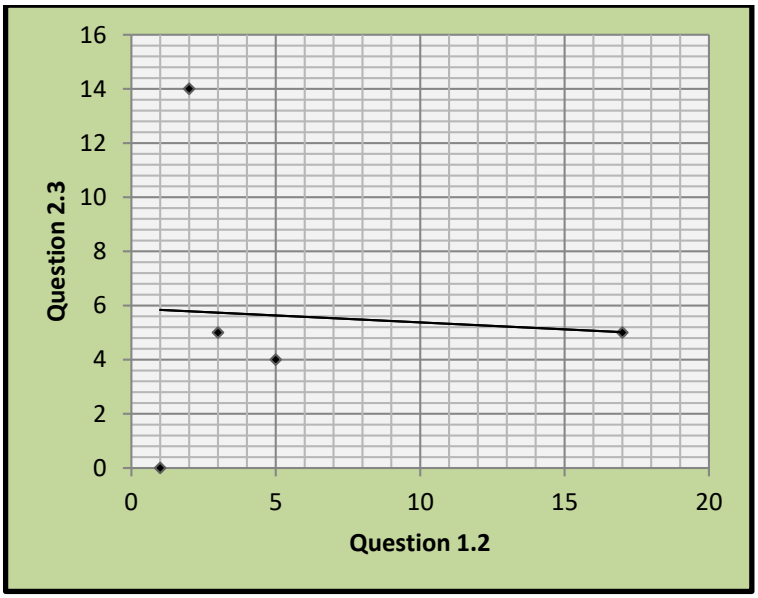
Graph 4.33: Scatterplot for Questions 2.5 and 1.1

Figure 4.32 shows that there is a strong correlation between question 1.1, which sought to ascertain if the change of HoD had caused changes in top management that negatively impacted on the implementation of the Outcomes Approach, and question 2.3, which aimed to determine if there were new strategies and approaches that negatively affected the implementation of the change management process for the Outcomes Approach. There was

a negative correlation with question 1.1 and 2.5 as seen in figure 4.33. Question 2.5 asked if the change management process was embraced by the new HoD.



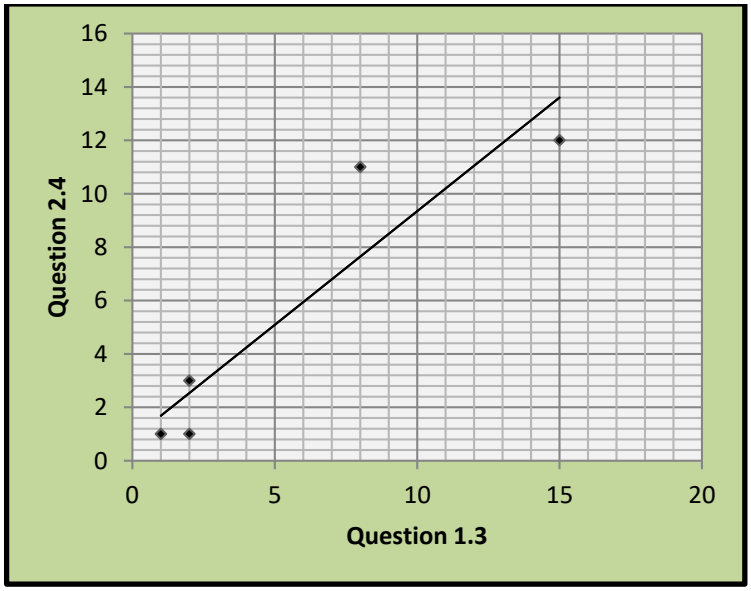
Graph 4.34: Scatterplot for Questions 2.5 and 1.2



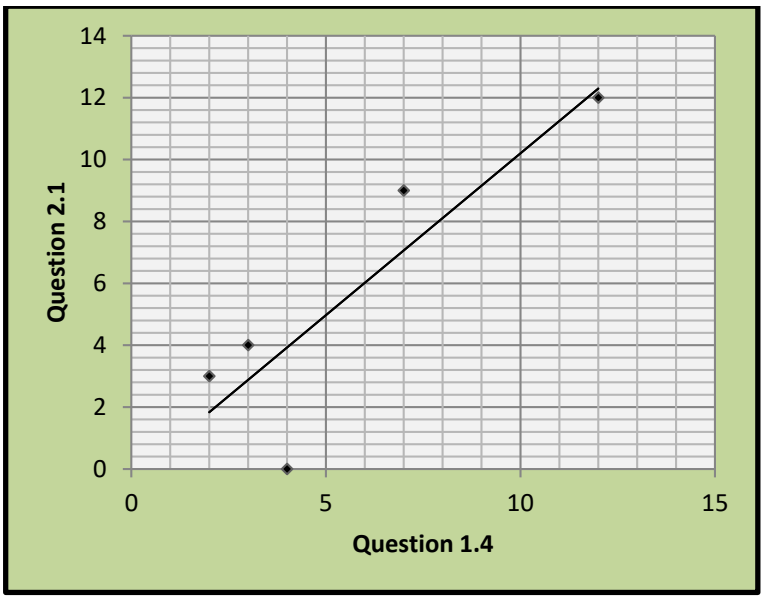
Graph 4.35: Scatterplot for Questions 2.3 and 1.2

Figure 4.34 shows a strong correlation of 0.95 between question 1.2 and 2.5. Question 1.2 aimed to determine if the department has institutionalised the Outcomes Approach even with the change of HoD, and question 2.5 sought to find out if the change management

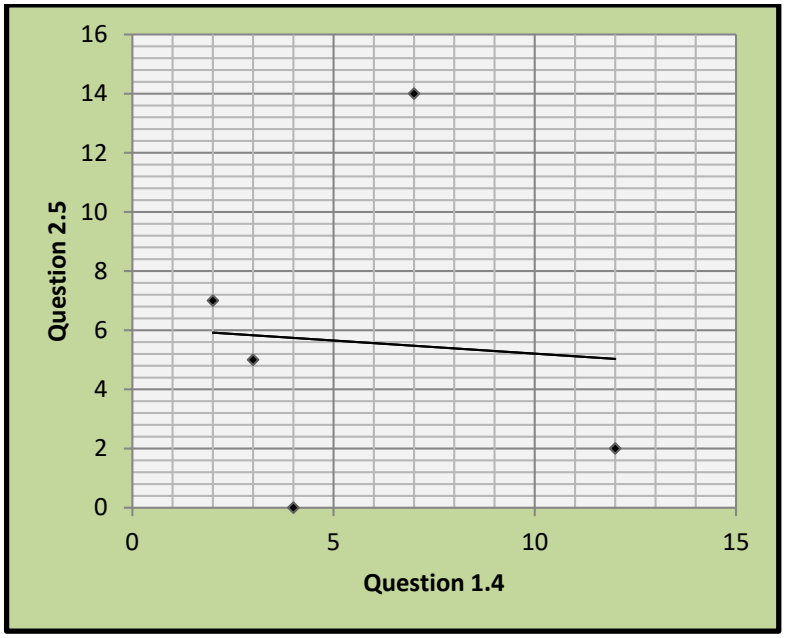
process for the Outcomes Approach was embraced by the new HoD. Figure 4.35 shows that there was a negative correlation of -0.07 between questions 1.2 and 2.3, which aimed to ascertain if there were new strategies and approaches which negatively affected the implementation of the change management process for the Outcomes Approach.



Graph 4.36: Scatterplot for Questions 2.4 and 1.3

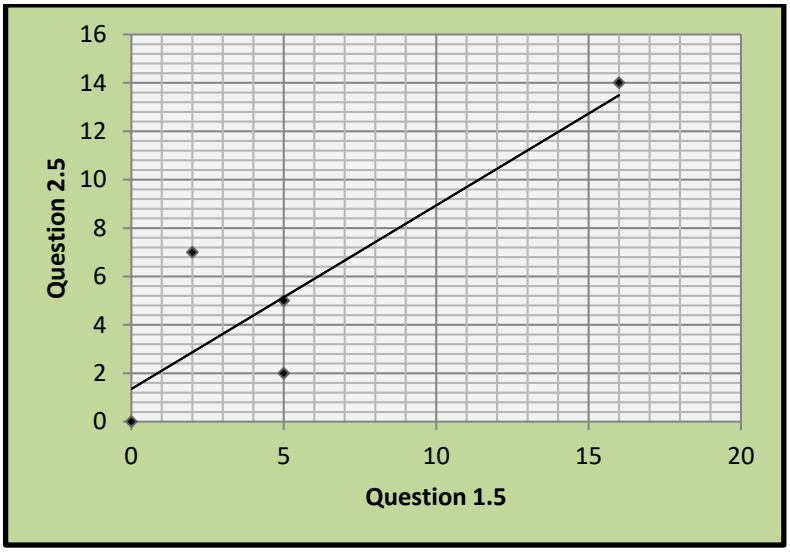


Graph 4.37: Scatterplot for Questions 2.1 and 1.4

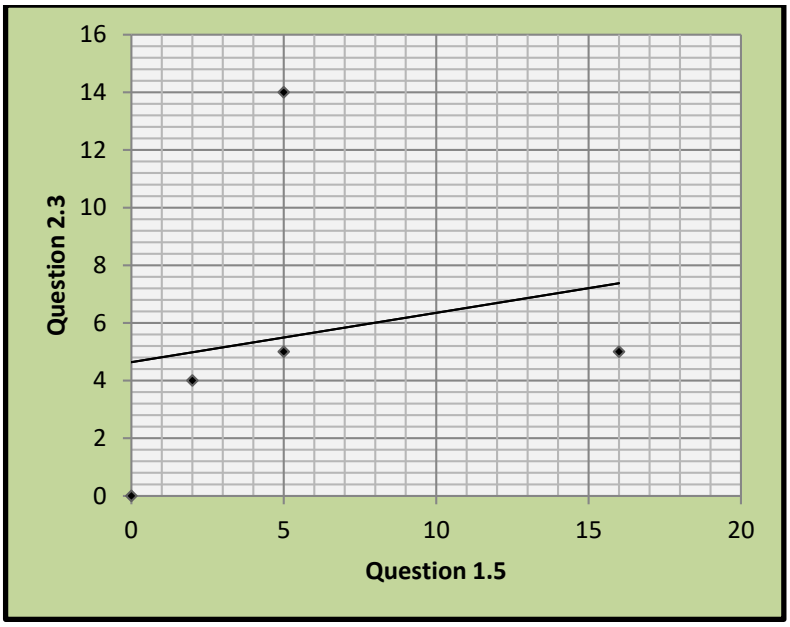


Graph 4.38: Scatterplot for Questions 2.5 and 1.4

Figure 4.36 illustrates a strong correlation of 0.93 between questions 1.3 and 2.4. Question 1.3 aimed to establish if the support remained consistent during the transition period from one HoD to the next, and was strongly correlated with question 2.4, which sought to find out if the momentum for change management for the implementation of the Outcomes Approach remained constant from the previous HoD to the current HoD. The next question was 1.4 as shown in Figure 4.37, which was strongly correlated at 0.87 to question 2.1. Question 1.4 aimed to find out if the change of HoD had led to a lack of morale in institutionalising the Outcomes Approach, and question 2.1 sought to ascertain if the necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach. On the other hand, there was a negative correlation of -0.07 between questions 1.4 and 2.5, as shown in Figure 4.38. Question 2.5 aimed to determine if the change management process for the Outcomes Approach was embraced by the new HoD.



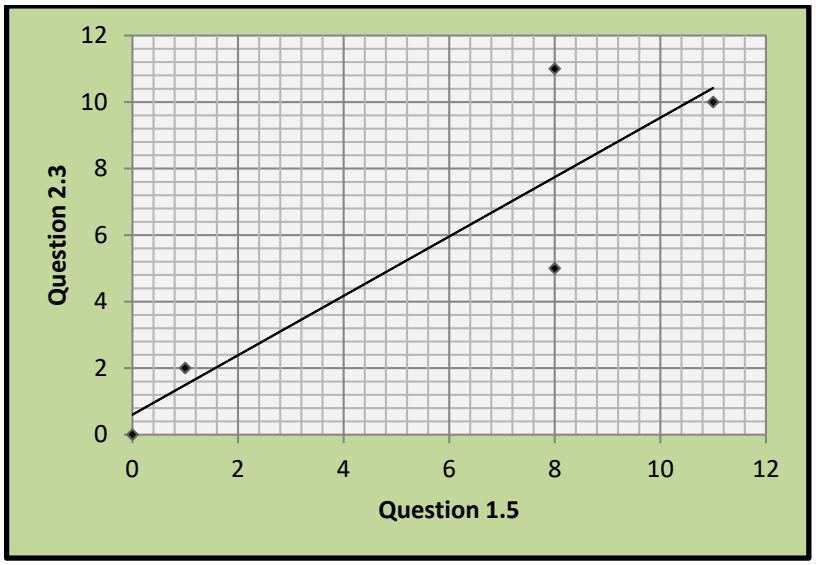
Graph 4.39: Scatterplot for Questions 2.5 and 1.5



Graph 4.40: Scatterplot for Questions 2.3 and 1.5

Figure 4.39 shows a strong correlation of 0.87 between question 1.5, which aimed to determine if the short period of HoD contracts can make it difficult to ensure that the changes introduced for the Outcomes Approach would be sustainable, and question 2.5, which sought to find out if the change management process for the Outcomes Approach was embraced by the new HoD. Figure 4.40 shows that there is a weak correlation of 0.21 between questions 1.5 and 2.3. Question 2.3 asked if there were new strategies and

approaches which negatively affected the implementation of the change management process for the Outcomes Approach.



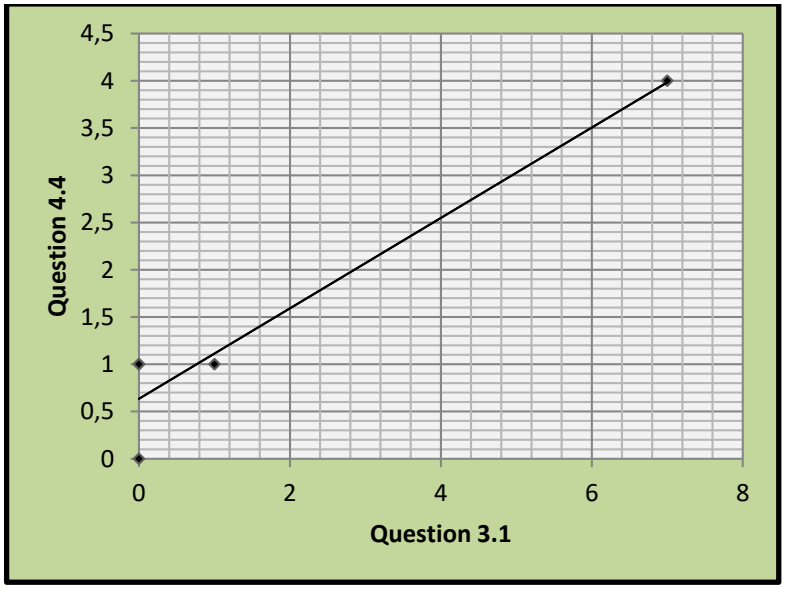
Graph 4.41: Scatterplot for Questions 2.3 and 1.5

Figure 4.41 shows a strong correlation of 0.89 between question 1.6, which aimed to establish if the targets for the Outcomes Approach were achieved consistently from one HoD to the next, and question 2.2, which aimed to find out if a change in a department's culture affected the change management process.

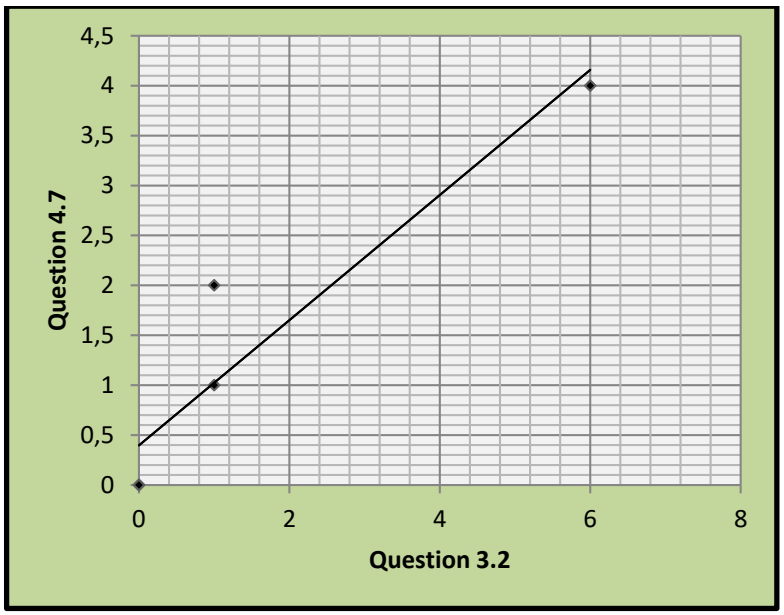
Table 4.6: Correlation between Sections 3 and 4

Q3.1	Q4.1	0.85	Q3.2	Q4.1	0.86	Q3.3	Q4.1	0.78	Q3.4	Q4.1	0.78
	Q4.2	0.44		Q4.2	0.53		Q4.2	0.44		Q4.2	0.44
	Q4.3	0.72		Q4.3	0.80		Q4.3	0.72		Q4.3	0.72
	Q4.4	0.96		Q4.4	0.97		Q4.4	0.96		Q4.4	0.96
	Q4.5	0.71		Q4.5	0.65		Q4.5	0.71		Q4.5	0.71
	Q4.6	0.69		Q4.6	0.64		Q4.6	0.53		Q4.6	0.53
	Q4.7	0.87		Q4.7	1.00		Q4.7	0.92		Q4.7	0.87
	Q4.8	0.78		Q4.8	0.86		Q4.8	0.85		Q4.8	0.85
Q3.5	Q4.1	0.61	Q3.6	Q4.1	0.78	Q3.7	Q4.1	0.22	Q3.8	Q4.1	0.86
	Q4.2	0.38		Q4.2	0.38		Q4.2	-0.18		Q4.2	0.53
	Q4.3	0.70		Q4.3	0.67		Q4.3	0.29		Q4.3	0.80
	Q4.4	0.94		Q4.4	0.96		Q4.4	0.80		Q4.4	0.97
	Q4.5	0.73		Q4.5	0.75		Q4.5	0.97		Q4.5	0.65
	Q4.6	0.30		Q4.6	0.59		Q4.6	0.07		Q4.6	0.64
	Q4.7	0.92		Q4.7	0.87		Q4.7	0.56		Q4.7	0.94
	Q4.8	0.82		Q4.8	0.78		Q4.8	0.34		Q4.8	0.86

Table 4.6 focuses on the correlations from sections 3 and 4 of the questionnaire that were sent to officials working with the Outcomes Approach in the coordinating departments. This section of the questionnaire concentrated on how the stability of the HoD influenced the implementation of the outcomes since it was introduced in 2010.



Graph 4.42: Scatterplot for Questions 4.4 and 3.1

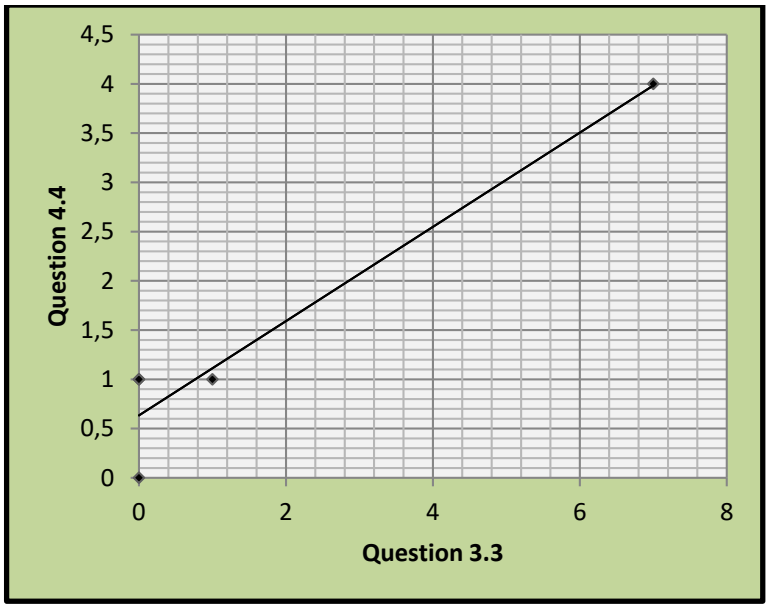


Graph 4.43: Scatterplot for Questions 4.7 and 3.2

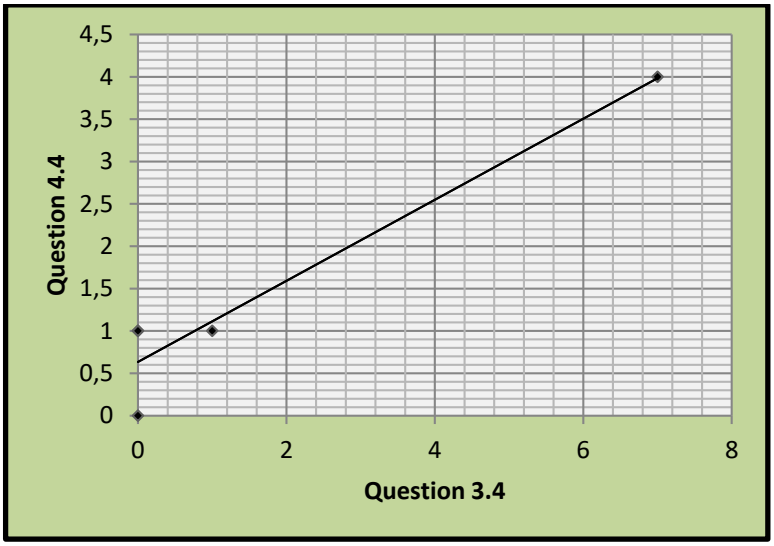
Figure 4.42 shows that there is a very strong correlation of 0.96 between question 3.1, which aimed to determine if the stability of leadership had led to the implementation of the

Outcomes Approach to constantly improve year-on-year, and question 4.4, which aimed to establish if there were factors that had hindered the implementation of the Outcomes Approach in the department.

Figure 4.43 shows that there is a perfect correlation of 1.00 between question 3.2 and 4.7. Question 3.2 aimed to ascertain if the HoD's stability ensured innovation and creativity in the implementation of the Outcomes Approach, and question 4.7 aimed to find out if the change management process received the support of the HoD. Question 3.2 is strongly correlated with all questions in section 4 of the questionnaire.

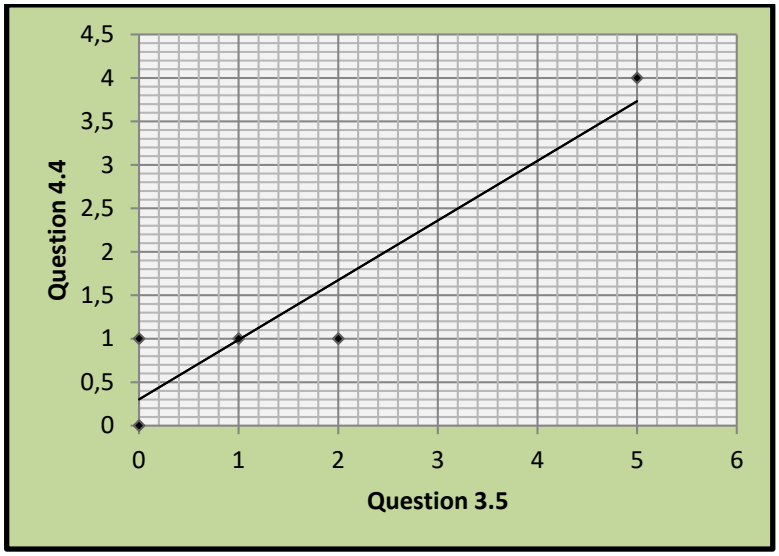


Graph 4.44: Scatterplot for Questions 4.4 and 3.3

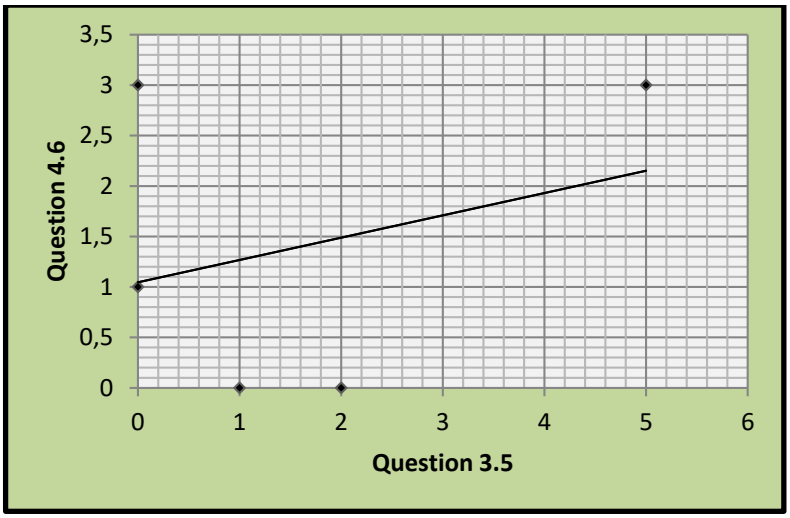


Graph 4.45: Scatterplot for Questions 4.4 and 3.4

There is a strong correlation of 0.96 between questions 3.3 and 4.4, as shown in Figure 4:44. Question 3.3 aimed to determine if leadership stability had ensured the consistent achievement of the Outcomes Approach and question 4.4 aimed to find out if there were factors that had hindered the implementation of the Outcomes Approach in the department. Figure 4:45 shows that question 3.4 was strongly correlated at 0.96 to question 4.4. Question 3.4 aimed to ascertain if the stability of the HoD provided consistent guidance, support and motivation for employees to deliver on the Outcomes Approach, and question 4.4 aimed to establish if there were factors that had hindered the implementation of the Outcomes Approach in the department. There were no negative correlations between questions 3.1 and 3.4 with any of the questions in section 4.

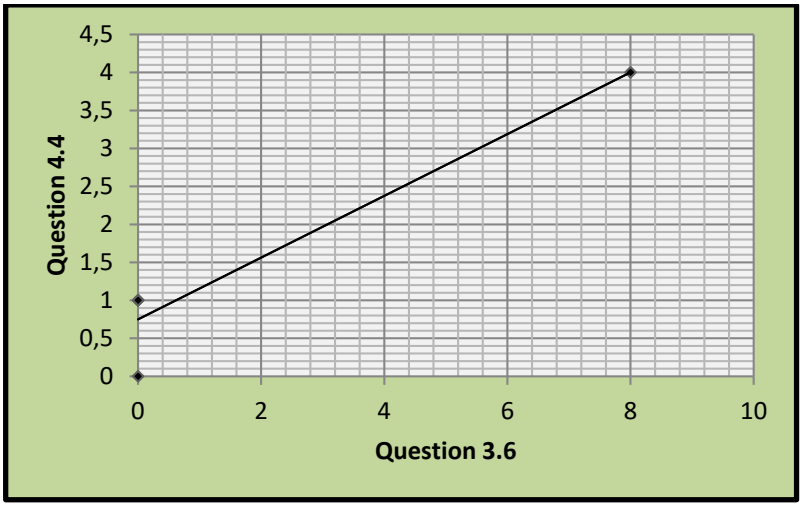


Graph 4.46: Scatterplot for Questions 4.4 and 3.5



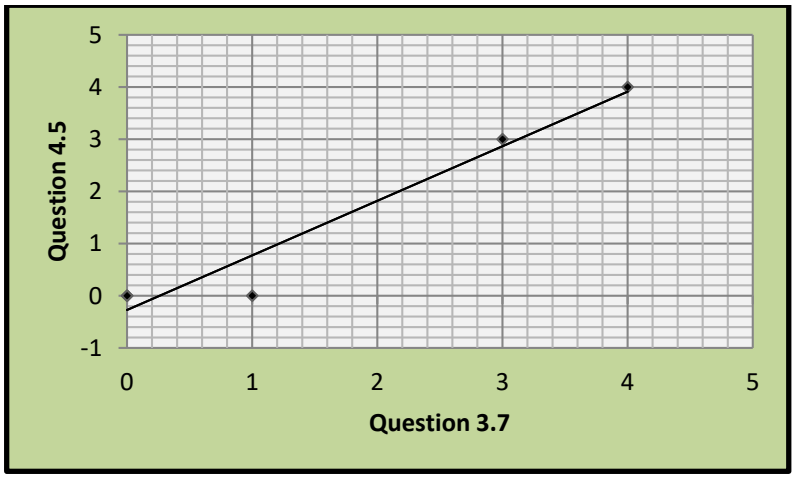
Graph 4.47: Scatterplot for Questions 4.6 and 3.5

Figure 4:46 shows a strong correlation of 0.94 between question 3.5, which aimed to ascertain if HoD stability minimised a high turnover of top management thus providing consistency in the implementation of the Outcomes Approach, and question 4.4, which aimed to find out if there were factors that had hindered the implementation of the Outcomes Approach in the department. Figure 4:47 shows a weak correlation of 0.30 between questions 3.5 and 4.6. Question 4.6 aimed to establish if there was buy-in and support from all officials involved with the implementation of the Outcomes Approach.

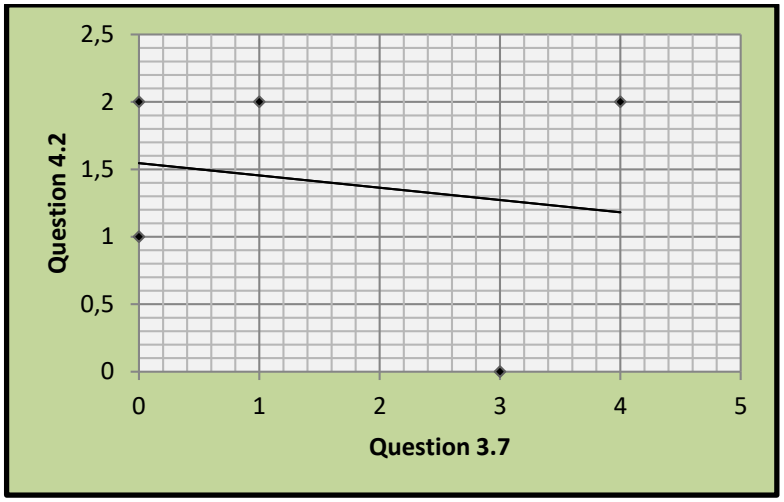


Graph 4.48: Scatterplot for Questions 4.4 and 3.6

Figure 4:48 shows a strong correlation of 0.96 between question 3.6, which aimed to establish if the stability of the HoD ensured the continuity of departmental culture and consistency in the implementation of the Outcomes Approach, and question 4.4, which aimed to find out if there were factors that had hindered the implementation of the Outcomes Approach in the department.

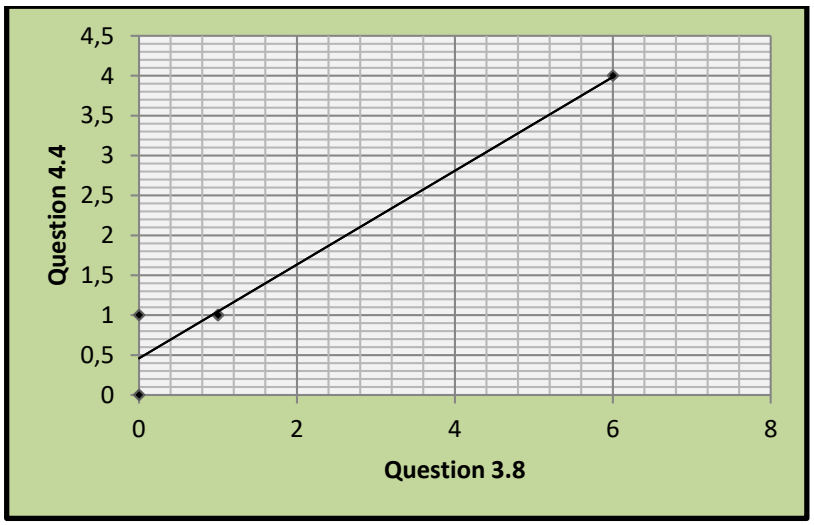


Graph 4.49: Scatterplot for Questions 4.5 and 3.7



Graph 4.50: Scatterplot for Questions 4.2 and 3.7

Figure 4:49 shows a very strong correlation of 0.97 between questions 3.7 and 4.5. Question 3.7 aimed to find out if leadership stability promoted a culture of accountability and responsiveness that contributed positively towards the implementation of the Outcomes Approach, and question 4.5 aimed to determine if it is essential that change management takes place when a new programme is being introduced that affects government. There was a negative correlation of -0.18 between questions 3.7 and 4.2, as shown in Figure 4:50. Question 4.2 aimed to establish if there was a change agent to facilitate the change process when the Outcomes Approach was implemented.



Graph 4.51: Scatterplot for Questions 4.4 and 3.8

Question 3.8 aimed to establish if HoD stability was important for the successful implementation of the Outcomes Approach and was strongly correlated at 0.97 with question 4.4, as shown in Figure 4:51. Question 4.4 aimed to ascertain if there were factors that had hindered the implementation of the Outcomes Approach in the department. Most of the questions in section 3 were strongly correlated with question 4.4.

4.8 INTERVIEWS WITH THE OUTCOME FACILITATORS

The next part of this chapter focuses on the findings from the interviews with the Outcome Facilitators from the DPME. There are 14 outcomes in total but for the purpose of this research, only the 12 outcomes that were introduced in 2010 were used. There were 10 Outcome Facilitators in 2010 for the 12 Outcomes as two of them were responsible for two outcomes each. Over the past few years, five of the Outcome Facilitators had left the department. At this stage, three of the Outcome Facilitators are responsible for two outcomes each. Seven Outcome Facilitators were interviewed, covering 10 outcomes. The two Outcome Facilitators that were not interviewed have left the department and it was not possible to secure interviews with them. Of the seven Outcome Facilitators that were interviewed, two had left the department, but fortunately responded to the request for an interview. One of them had left the province; therefore, the interview was conducted telephonically. All face-to-face interviews were recorded, and consent forms signed. The biggest challenge was securing interviews with the Outcome Facilitators as they have extremely busy schedules. The interviews lasted between 45 minutes and two hours. The Outcome Facilitators were part of the top management team in the DPME, are highly knowledgeable, and considered experts in their field. They are responsible for interacting with the lead coordinating departments for their particular outcome and contributed towards its achievement. They are required to work closely with the executive leadership in these departments to establish coherence and support, and they need to ensure the implementation of the service delivery agreements with Executive Authorities and HoDs.

The interview comprised of nine questions, which focused on leadership and change management in the Outcome Facilitator's lead coordinating department. The findings from the interviews were reported according to the nine key questions that were asked, which are presented in the sections that follow.

4.8.1 Change of leadership and its influence on the Outcomes Approach

In nine out of the ten lead coordinating departments, there were changes in the leadership, either the DG or the Minister. In some instances, it influenced the Outcomes Approach positively as there was renewed commitment, and the new Minister and DG were much more embracing of the Outcomes Approach than the previous Minister and DG. In another department, the new DG was able to obtain more support and commitment from the officials in implementing the Outcomes Approach. In one of the departments, an internal candidate was appointed as the DG who was part of the management structure in the department and was familiar with the Outcomes Approach, so there was continuity in the implementation of the work, and shortcomings and gaps were addressed. According to Helmich and Brown (1972), an important factor regarding a change of leadership was the origin of the new leader, from within the organisation or from outside. The belief is that when leaders are selected from within the organisation there is strategic continuity, while a leader appointed from outside the organisation tends to make strategic change.

In other departments, the change of leadership did not influence the Outcomes Approach positively, there was a loss of momentum in the implementation of the Outcomes Approach, as the new leadership was not as committed as the previous leader and this cascaded down to lower levels. It was found in another department, that there was a lack of continuity with the different DGs, some departments have had several DGs since 2010 and each time a new DG is appointed they need to be orientated, which impacts negatively on the capacity of the department. In one department, the new HoD handed the responsibility of the Outcomes Approach from the level of Deputy Director-General (DDG) to a Chief Director level, lowering the responsibility level.

Each of the lead coordinating departments, for which the seven Outcome Facilitators were responsible, had different responses towards the new DG's influence on the Outcomes Approach in the department. The influence of the new DG in the implementation of the Outcomes Approach depended on their style of leadership and their understanding of the department and the Outcomes Approach. Bass and Riggio (2006), Kouzes and Posner (2007), and Yukl (2009) conducted research on leadership styles which revealed that transformational leadership has a positive impact on the performance of the organisation. Hurduzeu (2015) stated that the manner in which transformational leaders change their organisation's culture is by creating excitement about the organisation's work and its

importance, which encourages the employees to be more creative and innovative. They motivate and encourage employees to strive towards high performance. Leaders in the lead coordinating departments have different styles of leadership, and their influence on organisational performance could form part of future research.

4.8.2 Stability of leadership and its influence on the Outcomes Approach

A report compiled by the Public Service Commission (2008) showed that different countries have different views on the turnover rates for HoDs. Trends from across the world show that higher turnover rates exist in comparison to South Africa. Some countries feel that there should be some level of stability in the HoDs, while other countries believe that a change of HoD leads to innovation and performance improvement. The advantage of HoD turnover is that it can decrease complacency, encourage creativity and innovation, and most importantly gently remove poor performers. The disadvantage of HoD turnover is that it can negatively affect productivity, there might be a loss of institutional memory and knowledge about the organisation, and it might affect the continuity of strategies.

From the interviews with the Outcome Facilitators, who covered 10 lead coordinating departments, there were changes of leadership with either the Minister or HoD in nine of the departments since 2010, however one Outcome Facilitator did not experience a large difference after the change as the cluster played a bigger role in implementing the Outcomes Approach. It depends on the Minister and their way of doing things. According to the Government Communication and Information System, a cluster is a collection of departments whose work is complementary and thus needs to work and plan together. In many ways, these clusters mirror the Forum of South African Director-Generals (FOSAD) clusters and Cabinet committees. Each cluster has a chairperson from the department whose DG is the chairperson of the FOSAD cluster, for ease of coordination and information flow. In another department, there was a failure by the DG to appreciate the importance of the Outcomes Approach. One of the interviewees felt that it had provided continuity in government by having the same DG and Minister, which meant that the political interface was good. It reflected on the internalisation of the Outcomes Approach. In the implementation structures and forums there was continuity that improved the implementation of the Outcomes Approach. Implementation forums are the key structures to coordinate government's work towards the achievement of the 12 outcomes. An

implementation forum for each outcome comprises an Executive Implementation Forum and a supporting Technical Implementation Forum. The forums allow for improved cooperation towards and a focus on delivery against the 12 priority outcomes. The forums' mandate is anchored in the need to coordinate the key processes of RBM for each objective across government.

Similar to the report compiled by the Public Service Commission (2008) the change of DGs could either have a positive or negative affect on the Outcomes Approach; not all leadership is always effective. If a DG is not effective, then change is good; however, if the DG is showing excellent performance in a department then there should be stability and continuity with the performance. However, due to changes in the political administration every five years, change of DGs is inevitable.

4.8.3 Change management when the Outcomes Approach was introduced

Effective change management is required to obtain buy-in and support, and assist in creating awareness for the importance of change. Adapting to change is crucial if organisations want to survive and remain relevant in the highly competitive and constantly changing business environment (Todnem, 2005). Ledez (2008) pointed out that there is no end to change, it will continue, it is the natural life cycle of man, nature, and business. A company that is not willing to change will not be able to survive in an environment where competition is rife. There is no guarantee that change will be successful but it must be carried out and in the process, the unknown must be embraced. The main aim of change management is to obtain buy-in and support and ensure that employees have the right skills, knowledge, and attitude for change to be successful (Balogun and Hope Hailey, 2004; Luecke, 2003; Okumus and Hemmington, 1998). Departments may implement the Outcomes Approach but may not know the true value of the outcomes work and how it contributes to the government achieving its priorities. Change management is the foundation of successful implementation of any project or programme and if it is not conducted well, it could influence the implementation thereof.

One of the interviewees mentioned that there was a degree of change management in certain areas. The process of change management is uneven in any organisation. The translation from the NDP to the Medium Term Strategic Framework (MTSF), to the department's

Strategic Plan and the Annual Performance Plan ensured compliance to the Outcomes Approach. Compulsory reporting could lead to malicious compliance, which means doing things for the sake of complying. Malicious compliance takes place if change management is not successfully conducted and there is no buy-in and support from leadership.

Another Outcome Facilitator mentioned that there was an absence of change management when the Outcomes Approach was introduced in the lead coordinating department; more focus was given to getting the outcomes work done rather than obtaining buy-in and support of the process. One of the Outcome Facilitators stated that initially it was difficult to implement the Outcomes Approach in the lead coordinating departments, meaning that departments planning and budgeting processes were already in place and departments had to fit in the outcomes work with the financial and human resources that they had. The first few years were difficult as it was not easy to convince people before the NDP was approved. Subsequent to that, departments were able to align their Annual Performance Plans to the outcomes. The NDP is used as a guide now.

In some cases, change management was done with programme managers on a high level but whether it was cascaded to lower levels, that were compiling the reports for the Outcomes Approach, was another issue. This could have resulted in resistance, as the lower levels did not understand the importance of what they were doing. One of the interviewees mentioned that DPME issued guidelines for the implementation of the Outcomes Approach, which was presented to the clusters. DPME did not do active change management when the Outcomes Approach was implemented. Guidelines were of utmost importance to ensure that the Outcomes Approach was correctly implemented. A number of Outcome Facilitators mentioned that change management took place at cluster level not at departmental level. At the cluster, the role of the lead coordinating departments was explained in detail. Change management should be filtered down to all levels in the department to be effective.

One Outcome Facilitator mentioned that change management did take place to break the walls of resistance and for the Outcomes Approach to be accepted in management; the approach was fully explained together with its purpose and benefits. The department needed to see the value of the Outcomes Approach. This has laid a strong foundation for the department in its implementation of the Outcomes Approach, as management is confident when they report because they are fully informed.

One of the Outcome Facilitators mentioned that the first DG in the coordinating department understood the Outcomes Approach, as the DG was part of its development therefore the Outcome Facilitator did not have to do change management. Unfortunately, it was not institutionalised, which the Outcome Facilitator realised when the second DG wanted the Outcome Facilitator to limit interaction with the department's staff and have the process continue; this was not possible. In another of the coordinating departments, a senior official understood the importance of Outcomes Approach, even if the DG did not fully understand at first, which ensured continuity in its implementation. It is essential that a change management model is used in government when change takes place. This would ensure continuity and sustainability of the change even with a change of leadership. The change model developed for this study would be effective for government departments that are operating in a rapidly changing environment.

4.8.4 The sustainability of change management

Similar to the response in section 4.7.3, the NDP translates to the MTSF, which translates to the Strategic Plan, and then translates to the Annual Performance Plan as well as the quarterly reports, which ensures that departments comply with the implementation of the Outcomes Approach. One Outcome Facilitator was of the opinion that if there are no strong leaders then change management will not make a difference. Targets are not being achieved because there is no accountability and this has nothing to do with maintaining change management. Sustaining the Outcomes Approach came about because of the NDP. Very little to no change management took place at the inception of the Outcomes Approach; DPME did not push change management in departments. One of the few Outcome Facilitators that conducted change management ensured that it was sustained in the lead coordinating department by building the capacity in the department and elevating the monitoring and evaluation unit to a strategic level. The Outcome Facilitator constantly communicated and engaged with the department's leadership and management encouraging them to give feedback, whether it is positive or negative, so that improvements can take place.

4.8.5 Change of HoD and its influence on the sustainability of change management

According to Buchanan et al. (2005), an important factor that affects the sustainability of change, is the top leadership commitment and support for change. Creating sustainable change is critical to any organisation. Spiro (2009) defined sustainability as maintaining employees' new behaviour and attitude towards the changes and continuing with the new way of doing things over the long-term. To ensure sustainability, new laws, policies, and funding were created from time to time; however, for change to become the norm it has to be embedded in the culture of the organisation. Even though the sustainability of the Outcomes Approach currently lies with the NDP and the plans emanating from it, it is essential that change management is conducted so that the implementation of the Outcomes Approach is embedded in the culture of the department, as supported by Spiro (2009).

From the interviews conducted with the Outcome Facilitators, it seems that very little to no change management took place when the Outcomes Approach was introduced in 2010. Even if there was a change of HoD, there was no influence on the sustainability of a change management process in the lead coordinating departments. One Outcome Facilitator mentioned that briefing sessions were conducted with each new DG in that particular lead coordinating department. There was some animosity with the new DGs, as they could not understand why their predecessors agreed to certain responsibilities; but ultimately they accepted what they needed to do and continued with the implementation of the Outcomes Approach. If the Outcomes Approach was properly institutionalised in the department, the new DGs would continue with their predecessor's work without question. The Auditor-General audited the outcomes work, which contributed towards ensuring compliance and sustaining the Outcomes Approach.

Annunzio (2001) stated that there has never been a time in history that has witnessed so much change, occurring so rapidly, and affecting so many people. She further stated that companies could afford to have bad managers and lack of leadership in the past as there was not the same level of competition, decisions were not that complex, and things were not moving at hyper-speed, but companies cannot do that anymore. It is important for organisations to start operating in real time and shift from the strategic planning approach as things are changing very rapidly and what is in the plan may not be relevant by the time it is implemented. In a fast-changing environment with frequent change of leadership in government departments, it is essential that there is a change management model that

incorporates the dynamics of speed and flexibility. There have been many change management models over the years but there has not been a model that incorporates change management steps with speed and flexibility. With the frequent change of DGs in government departments, they do not have the luxury of time, they need to be proactive or alternatively when faced with difficult situations they need to react fast and come up with convincing solutions. A leader needs to keep abreast, especially in the transformation process. A typical organisational design approach to change is too slow for the rapidly changing environment in which we operate (Torraco & Hoover, 2005).

4.8.6 Factors that hindered the sustainability of change management

Top leadership commitment is essential for a change process to survive resistance, for leaders to be committed they must know the importance of and agree with the change initiative (Musingafi, 2007). One Outcome Facilitator mentioned that the Outcomes Approach did not include change management; it concentrated on achievement. One of the factors that hindered the implementation of the Outcomes Approach was that initially it was not linked to the planning process and there was resistance in complying. Another Outcome Facilitator stated that a Deputy Director-General (DDG) in one of the lead coordinating department was removed from the process and it was a hindrance in terms of flow of information and accountability. The gap between the DG and the DDG changed by giving them key outputs to drive, accountability improved tremendously by introducing a second layer. In some coordinating departments, the outcomes were not driven from the DG level but from the DDG or Chief Director level. The Outcome Facilitator needed to explain the format of the reports, especially if there was a change of Chief Director, and it took time for them to grasp how things were done.

4.8.7 Is leadership stability important for the achievement of government programmes

According to Baird and Green (2008), the capability of an organisation to react to change and keep up with the times is a testimony to its leadership, resilience, and vision to articulate and achieve meaningful culture change. Longer tenure of public service leaders is linked to the capability of the public service to fully understand and respond to complex policy issues. Longer tenure can result in a better understanding of departmental issues, and the confidence

and knowledge to generate innovative solutions and deeper relationships with other key sectors.

The responses received in the interviews varied; some of the Outcome Facilitators felt that there should be more fluidity between government, private sector, and academia. It is essential to get the systems and processes right and have it institutionalised in government departments. Stability is good but not necessarily sufficient; it depends on the effectiveness of the existing leadership. If the leadership is not effective, then it is not stability that is needed. Leadership stability is important if leaders are assisting with the Outcomes Approach and if they are not, then they need to be changed. No organisation is dependent on an individual; leadership is more than the person at the top, intermediate leadership is very important. Teamwork and collaboration is important whereby top management is included in all activities relating to the Outcomes Approach. An efficient organisation should have top officials in the department that can take over from the leader when he/she leaves. The role of a leader is determined by the organisational goals, and not the personal goals of the leader. A leader should be able to step in and continue with the work of the predecessor, provided the leader believes strongly in organisational goals and not personal goals.

On the other hand, the remaining Outcome Facilitators were of the opinion that frequent change of DG's affect accountability. The Outcomes Approach is about planning, managing, and coordinating. If the leader moves, then there is a need to orientate the new DG, get their buy-in and support, which takes time and may be disruptive. Continuity from the highest level, the Minister, to the Chief Directors who do the work, is important. Change management need to be filtered to the lower levels, where reports are compiled, as they need to know why they are compiling the reports and the importance thereof. One Outcome Facilitator felt that it was essential to have stable leadership in government departments, as leadership is the key driver of the process. The Management Performance Assessment Tool (MPAT) is one of the instruments used in DPME to assess the state of management practices in national and provincial government departments. MPAT case studies have found that one of the main factors that contribute to effective state of management practices is stable leadership. The findings for this question showed that different Outcome Facilitators have different views on the stability of leadership, as each lead coordinating department and each leader is different.

4.8.8 Factors that may contribute to the smooth transition from one HoD to the next

Some of the factors mentioned by the Outcome Facilitators were to give the new DG an overview of how the department is functioning in terms of the Outcomes Approach. The monitoring instruments in DPME, for example MPAT, allows the Outcome Facilitators to understand how the department is performing, which could be useful when orientating the new DG. Proper handovers and debriefing are essential to building an overlap from the previous DG to the new DG. The handover process should be a mandatory 30-day process, not only for the DG, but also for the executive management team. If a Minister changes, then the DG should remain to ensure continuity. The induction of the new DG should include the role of the implementation forum and deliverables, and the DG's role in the cluster. All DDGs must know about the Outcomes Approach, as sometimes they need to act as DG. A convenor of the lead coordinating department needs to be familiar with counterpart departments and their requirements; someone from the cluster should be available to replace the DG if necessary, to ensure a smooth transition, given their knowledge of the Outcomes Approach. Continuity is assisted by participation in the cluster. There should be a protocol on how to engage with the new DGs where the Outcomes Approach is explained. There should also be a one-on-one meeting with the DDGs when there is a change so that they understand the Outcomes Approach.

4.8.9 Interventions for the frequent change of HoDs

Some of the responses received from the Outcome Facilitators were that Ministers should think very carefully when changing DGs. The Ministers should find ways to retain the previous DGs in an advisory capacity as this would lessen the time the new DG takes to orientate themselves in the department. The new DG should shadow the previous DG for a period before the previous DG leaves the department. Ensure consistency in senior leadership so there is stability. There must be processes that are institutionalised so that when one DG leaves another can step in without any disruptions. It is not the goals of the individual but the organisational goals that are of utmost importance. Institutional goals must be prioritised over personal goals. Monitoring and evaluation must be institutionalised in departments. The new DG must continue with the projects and programmes of the previous leader to ensure the department and organisation accomplishes its goals. It is essential to build on the positives that were created by the predecessor. Outcome Facilitators felt that if

things are working well there is no need for a change of HOD. There is an institutional memory loss when the DGs leave; therefore, they should serve as consultants in the department.

4.9 CONCLUSION

In South Africa, the DGs who are Heads of government departments have a five-year contract when they are appointed. The DG's contract is not always renewed, which means that DGs do not have much time to achieve the goals they have set for their departments, therefore they need to work in real time. Responses from the questionnaires received from officials working with the Outcomes Approach were positive; the majority of the respondents indicated that in their departments there were no big changes in top management, which allowed for the continuity of the outcomes work. A number of respondents indicated that the Outcomes Approach was institutionalised in their department, which is highly significant because even if there is a change of DG it was still business as usual. It also means that there are documented practices and processes that contribute to continuity of work when officials working with the Outcomes Approach leave the department. Of the respondents, 75 per cent, agreed that HoD stability is important for the successful implementation of the Outcomes Approach. Interviews held with the Outcome Facilitators showed that DGs/HoD stability is not necessarily good; if the DG/HoD does not support the Outcomes Approach then a change in leadership would be beneficial.

What was surprising from the responses to the questionnaire was that 50 per cent of the officials indicated that the department did not have the necessary resources to implement the Outcomes Approach even after five years of implementation. This could be either human or financial resources, which indicates that the department is not following proper planning processes. If this is happening with the implementation of the Outcomes Approach, it could be occurring in other units of the department, which could affect service delivery.

Only 49 per cent of respondents either agreed or strongly agreed that the momentum of change management for the implementation of the Outcomes Approach remained consistent from the previous HoD to the current HoD. From the interviews held with the Outcome Facilitators, it was clear that in most lead coordinating departments change management did not take place as the Outcomes Approach emanated from the NDP, which

was part of the reporting structures, and departments were compelled to implement the Outcomes Approach. Even though the Outcomes Approach is compulsory, there should have been change management when the Outcomes Approach was implemented, to obtain the buy-in and support of leadership and officials working with the Outcomes Approach. It is essential that the implementation of the Outcomes Approach remains a priority in departments and it is not done merely for compliance. In departments where change management was conducted there has been more buy-in, support, and performance for the Outcomes Approach has been improving year-on-year.

Of respondents, 72 per cent either agreed or strongly agreed that the new HoD embraced the change management process for the Outcomes Approach. According to the interviews held with the Outcome Facilitators, not all the new DGs embraced the Outcomes Approach immediately, as some needed sessions where the importance of the Outcomes Approach was explained to them before it was fully accepted and embraced. In other cases, it was much easier as the Minister and the DG were very positive towards the Outcomes Approach. It varied a lot with each leader therefore no generalisations can be made.

Many factors hindered the implementation of the Outcomes Approach in the lead coordinating departments, and were mentioned by both the respondents as well as the Outcome Facilitators. Most of these hindrances could have been avoided if proper change management took place when the Outcomes Approach was introduced. Due to the frequent change of DGs, there should be a model where change management is introduced with speed and flexibility to adapt to the fast changing environment. The next chapter focuses on the analysis and interpretation of the findings.

5. INTERPRETATION AND ANALYSIS

5.1 INTRODUCTION

The mixed-method approach undertaken for this study yielded interesting results, which are analysed in this chapter. Responses from the questionnaires distributed to officials working in the lead coordinating departments for the Outcomes Approach, and interview answers are analysed. It is important to understand what this chapter contains; therefore, a definition of data analysis and interpretation is provided before commencing with the analysis of the responses. The responses have been clustered into four themes and are discussed under the following headings: implementation of the Outcomes Approach with the frequent change of HoDs, implementation of change management with a change of HoD, leadership stability and its effect on the Outcomes Approach, and leadership stability and change management. The findings are linked to the literature review in Chapter 2 of this research, thereafter the responses are examined to determine if the three research questions for this study have been answered. The three research questions are as follows:

[1] What are the factors leading to the dearth of leadership in the implementation of the outcome approach?
[2] What are the leadership trends in the implementation of the Outcomes Approach?
[3] What are the leadership strategies for consideration in the implementation of the Outcomes Approach?

Upon completion of the analysis and answering the three research questions, the chapter is summarised in the conclusion.

5.2 RE-VISITING OF THE PROBLEM STATEMENT

When a major government programme is introduced, there is usually a lot of attention, excitement, and publicity from public sector departments and the public in general. With time the excitement and attention wanes and it is business as usual. It is critical that the change management process continues so that the new behaviour and way of doing things remain. Leadership thus plays an essential role in maintaining the momentum of the change effort; however, the frequent changes in HoDs can have an effect on the change management

process and the achievement of government programmes. Currently, HoDs have a three- to five-year tenure. The Public Service Commission (2008) found that it is important to have some level of stability in the country's public service leadership so that there is continuity in the implementation of government's programmes and it is not affected by frequent changes in leadership. Over the years, it has been shown that when a new HoD is appointed, they come with their own strategies and plans, which affects the continuity of projects and programmes. The strategies of the previous HoD are brought to a halt and new strategies take their place, which means that goals are not achieved and resources are wasted. One of the challenges in the public sector is that there is no formal system of handover from the previous HoD to the new HoD, meaning that the new HoD has to learn from the beginning resulting in time loss.

5.3 CONCEPTUAL FRAMEWORK

Kotter's (2012) Eight-step Change Management Model was used as a conceptual framework to guide this study. It was explained in detail in Chapter 2 of this research.

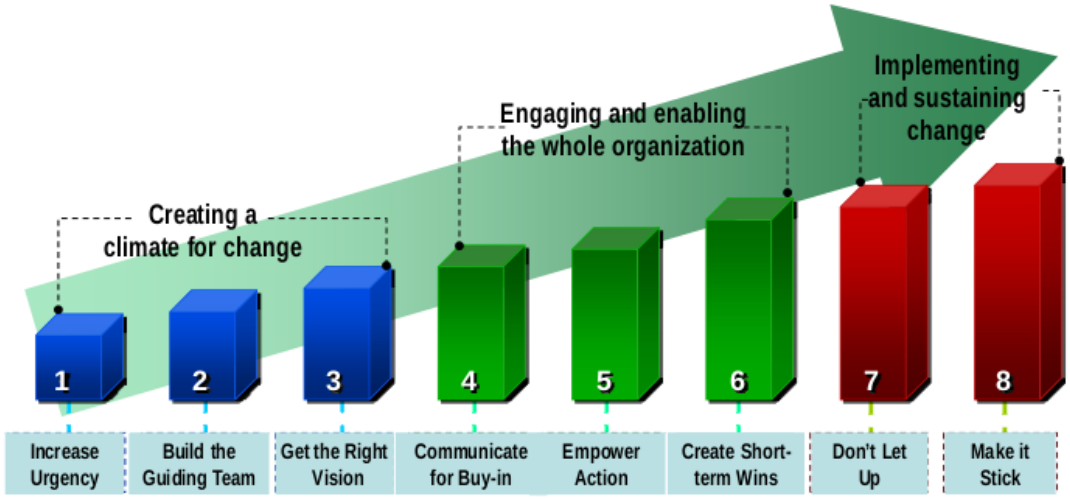


Figure 5.1: Conceptual framework using Kotter's Eight-step Change Model

Source: Webster (n.d.).

Kotter's (2012) Eight-step Change Management Model includes, increase urgency, build the guiding team, get the vision right, communicate for buy-in, empower action, create short-term wins, do not give up, and the last step, make change sustainable. Kotter's (2012) Eight-

step Change Management Model was used together with Annunzio's (2001) literature on eLeadership to develop a Change Management model for this study. There are a number of common factors between Kotter's (2012) model and Annunzio's (2001) literature. The first one is creating a sense of urgency for change to take place. Kotter (2012) believed that leaders are responsible for motivating and encouraging people to change and make the goals and objectives critical for the organisation to achieve. Annunzio (2001) pointed out that to keep abreast of the rapidly changing environment there must be a sense of urgency. The Triple I Change Management Model (as seen in Figure 6.2 and further described in Chapter 6), developed for this research, was designed for the rapidly changing environment and emphasises both speed and flexibility due to the frequent change of leadership. This links up with both Kotter's (2012) Eight-step Change Management Model and Annunzio's (2001) literature where high importance is placed on a sense of urgency.

The second common factor is building a guiding team. Kotter (2012) believed that the change management process should not be undertaken single-handedly, no matter the competence of the person. It is crucial to put together a group with enough power to lead the change. Annunzio (2001) stated that it is important that Baby Boomers collaborate with Generation X and Generation Y workforce members in order to blend knowledge, skills, and talent in a way that produces the best results for the organisation. In the Triple I Change Management Model, the leader and the top management team is the guiding team or the champions in the change process. A key ingredient for successful change is visible and active senior management involvement and support in the change process. They will be the team to allay the fears and concerns of the employees during the change process.

Another common factor between Kotter (2012) and Annunzio's (2001) literature is creating a shared vision. Kotter (2012) stated that setting a clear, concise, and shared vision is critical for successful change management as it provides direction, motivates people to move in the right direction, and assists in coordinating the activities of people in an efficient and effective manner. Annunzio (2001) also believed that a worthy leader must have a clear vision for their company and must be responsible for creating an environment where ideas flourish and can be challenged. In the involve phase of the Triple I Change Management Model it is leadership's responsibility to articulate a simple, clear, and shared vision stemming from the change initiative. All stakeholders and employees affected by change must take ownership of the vision and understand its true value to their work.

The next common factor between Kotter (2012) and Annunzio's (2001) literature is communication. Kotter (2012) indicated that a leader needs to communicate for buy-in and to inspire the workforce; Annunzio (2001) stated that maintaining honest communication opens the door to innovation and product improvement. The Triple I Change Management Model, developed for this study, regards communication as being critical in the change process. Communication is of utmost importance not only in the involve phase but in all phases of the Triple I Change Management Model. Senior leadership, as the change agents, must communicate with employees during the change process and keep them informed every step of the way.

Another common factor between Kotter (2012) and Annunzio (2001) is empower action. Kotter (2012) stated that it is important to eliminate as many obstacles as possible and encourage people to do their best work. Annunzio (2001) believed that getting the workforce to speak the unspeakable opens the door to change and can expedite improved business performance. The Triple I Change Management Model requires all people affected by the change to support the initiative fully.

Another common factor between Kotter (2012) and Annunzio (2001) is to make change sustainable. Kotter (2012) stated that for change to be successful, it is crucial for the new practices to be institutionalised and entrenched in the organisation's culture. Annunzio (2001) stated that by celebrating heroes it is a way to reinforce desired behaviours throughout the company and giving the employees real life examples to follow. The Triple I Change Management Model has an institutionalise phase, which contains the processes of training, incentivising, and celebrating sustained improvements. It is important that the leader constantly reinforces that the organisation is at a place where they do not do business as usual.

When the Outcomes Approach was introduced by the DPME in 2010, change management was supposed to be conducted to communicate the value of the major government programme. This study used Kotter's (2012) Eight-step Change Management Model to show how change was managed in the lead coordinating departments for the Outcomes Approach. The responses from both the officials in the lead coordinating departments and the Outcome Facilitators from DPME were analysed, focusing on the positive aspects of the change management model.

5.4 DEFINITION OF DATA ANALYSIS AND INTERPRETATION

Marshall and Rossman (1990) defined data analysis as a process of organising the data collected to create meaning. It requires a lot of effort, can be time consuming, and does not follow a linear approach. Qualitative data analysis is about finding relationships among the categories of data. According to Hilal and Alabri (2013), qualitative data analysis is, seeking to find the association between categories and themes of data, which is meant to increase the understanding of the phenomenon. Instead of being rigid, the researcher is required to be vigilant, flexible, and interact positively with data collected. Interpretation is the process of attaching meaning to words, acts, or events in our environment, and using the meaning to make predictions about future events or behaviours. In other words, it goes beyond the data collected, and all the stereotypes used to store impressions, assign meanings, and make predictions (Hamilton & Creel, 2011). Interpretation demands fair and careful judgements. Often the same data can be interpreted in different ways. Therefore, it is helpful to involve others or take time to hear how different people interpret the same information (Rukwaru, 2015). Once the data was obtained for the study it went through the first part of the coding process which was open coding where all the data was saved under different folders linked to the research questions. The researcher then went through the second part of the coding process which was axial coding where the data was categorised into four main themes. The last part of the coding process was selective coding where the researcher selected the data that was to be used for the study from the four themes. The researcher made use of the computer to code the data obtained to ensure that only the most relevant and valuable data was used for this study.

5.5 ANALYSIS THEMES

There are four important themes in this study linked to the research questions. The themes are implementation of the Outcomes Approach with the frequent change of HoDs, implementation of change management with a change of HoD, leadership stability and its effect on the Outcomes Approach, and leadership stability and change management. The data obtained and as presented in Chapter 4 is discussed under these four headings.

5.5.1 The implementation of the Outcomes Approach with the frequent change of HoDs

The 20-year review compiled by the DPME (2014) revealed that since the dawn of democracy the public sector in South Africa has being through frequent changes in top levels of administrative leadership. When there is a change in administration at political level, it results in sudden changes of HoDs, as Ministers and Members of the Executive Council are more comfortable working with someone that they have appointed. The Public Service Commission (2008) report indicated that a change of HoD may lead to re-structuring, new strategies, and transformation in the overall operations of the department. Experience has shown that newly appointed HoDs form their own teams, which may result in the department undergoing senior management change. When a change of HoD results in the displacement of poor performers it is regarded as being beneficial to the public sector and the department in particular. However, when a change of HoD leads to the departure of a well-performing HoD, it can be regarded as a major loss to the public sector. When the post of a HoD requires critical skills that are scarce, it is important to have someone who has a wealth of experience, as this would result in better performance (Public Service Commission, 2008). In government departments, leaders are appointed on a five-year contract, and in order for them to achieve the goals they have set for the department it is essential that they operate with speed and flexibility.

Dartey-Baah et al. (2011) viewed the frequent change of leadership in South Africa as negatively influencing the task of building state capacity as it often leads to changes in policies which have an impact on service delivery. In Ghana, it is quite normal to have cabinet reshuffles so that good performing leaders can apply their best practices to departments that are not performing well. The viewpoints from these two African countries are quite different; it shows that the change of leadership can be both positive and negative. According to Hughes and Brown (2011), leadership turnover can be both positive and negative; it can be positive when change happens in the face of no improvements and misunderstandings, and it can be negative when it impacts the progress of programmes. The responses from both the questionnaires and the interviews obtained for this study shed more light on the change of leadership and how if influences the implementation of the Outcomes Approach in the lead coordinating departments for the Outcomes Approach.

The responses for the first section of the research questionnaire, which focused on the change of HoD in coordinating departments, showed that even with the change of HoD the majority of the respondents indicated that there was no change in top management. This means that there was continuity with top management in the department thus there was no negative impact with the implementation of the Outcomes Approach. Hannan and Freeman (1984) were of the view that both organisational change and leadership turnover is more disruptive than adaptive. When there are new members in the management team it can upset the team dynamics and ultimately result in disruption of the organisational routines and relationships.

If a new HoD was appointed from within the department, they would understand the processes and have a good rapport with the staff thus changes would be little to none. It is essential that processes and practices are institutionalised so that a change of HoD does not negatively influence the functioning of the department. It provides clear roles and responsibilities as well as guidance on implementation so that officials can function without constant supervision and leadership intervention. Lengnick-Hall and Inocencio-Gray (2013) defined institutionalised learning as the degree to which learnings are entrenched in the organisation's processes, systems, culture, behaviour, and strategies, which are used to encourage further knowledge creation. Most respondents indicated that the support remained the same from one HoD to the next, and there was no change in morale with the implementation of the Outcomes Approach that could be attributed to little or no change in top management who supported the Outcomes Approach; it was institutionalised in the departments.

From the interviews with the Outcome Facilitators, it seems that the change of HoDs influenced some departments in a positive manner and other departments negatively. Some of the new HoDs brought in fresh ideas and were enthusiastic to bring about positive change in the department. It could be that the Minister appointed someone they have a good rapport with, which contributed to the smooth functioning of the department. When the Minister and the HoD have a good professional relationship, the department tends to function better because they support each other, unlike in departments where there are continuous disagreements between the Minister and the HoD. Some newly appointed HoDs come in with their own ideas and, before assessing the status of the department, change strategies and policies, which may cause interruption and discontinuity. In a department, it takes a while

to see the impact of strategies; then the HoD's contract is up, which makes the departmental goals difficult to achieve because of lack of continuity. The responses from the questionnaires seemed a little biased when compared to the responses from the Outcome Facilitators. The officials from the coordinating departments were leaning towards positive responses, while the Outcome Facilitators were more candid.

5.5.2 Implementation of change management with a change of HoD

Van Knippenberg and Hogg (2003) emphasised the importance of leaders possessing change management skills, as this would allow them to be effective change agents who could inspire people to embrace change. Fishman and Kavanaugh (1989) stated that the leader plays a major role in shaping the organisation's culture and employee's reactions to change. If there is a change of HoD in the department, it will affect the entire change management process as the new HoD may have different ideas on how the change management process should unfold. If there was a change of HoD in a department but there were no changes in top management, it means there is still some continuity in the ways things are done. This can assist a newly appointed HoD in the change management process, as they are familiar with the culture of the department and have a good rapport with their employees. According to Boyne, James, John and Petrovsky (2011), senior managers are important, as they are responsible for the outputs and achievements of public organisations. Studies have shown that top managers in the public sector are actively involved in crafting strategies, putting plans in action, and motivating employees to maximise their performance. Top managers are considered to have the most formal power in the organisation, which means that if there is a change in top management it can impact the performance of the organisation.

Findings from the questionnaires sent to officials from the coordinating departments indicated that the majority of the respondents were either neutral or disagreed that the necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach. The organisational structure of the department should have been amended to accommodate the added responsibility of the Outcomes Approach. The NDP (NPC, 2012) indicated that one of the factors affecting performance across the three spheres of government is the unevenness in capacity. This is caused by many factors, which include tension in the political-administrative interface, frequent change in administrative leadership, skills shortages, lack of accountability, low staff morale, and poor

organisational design. The Department of Public Service and Administration compiled a guide and toolkit on organisational design, which clearly stated, "an effective organisational structure is necessary to implement the strategic plan of the department. If the structure is not aligned with the strategic plan of the department, the department is not likely to achieve its objectives" (Sokhela 2013:2-3). The Outcomes Approach was introduced in 2010, and it is surprising that 50 per cent of respondents indicated that the department did not have the necessary resources to sustain the momentum of change in the implementation of the Outcomes Approach. Public sector organisations require adequate resources to successfully undertake their legislative mandates and deliver the priorities as set by government. If the departments have made provision for personnel working with the Outcomes Approach, then the recruitment process need to be improved so that vacant posts are filled within four months, this will alleviate the burden on existing personnel.

Not enough commitment is seen towards the Outcomes Approach, which could be due to insufficient buy-in and support from those involved in the coordinating departments. This could be attributed to inadequate change management, or if there is change management, it is not evolving fast enough for the current times, and challenges exist in sustaining the momentum of change management. Annunzio (2001) stated that there has never been a time in history that has witnessed so much change occurring so rapidly and affecting so many people. With today's focus on speed, the lag time between idea and implementation must be zero. Sustainability, as defined by Buchanan et al. (2005), means that new ways of doing things are entrenched in the organisation and are long-term. It is not only the routines and systems that change, but also the thought process and the attitude of the employees.

From the respondents, 43 per cent indicated that with the change of HoD, there was a change in the department's culture, which affected the change management process. The priorities of the new HoD could be different from the previous HoD, which could also have affected the strategy of the department and the implementation of the Outcomes Approach. In one department, the new HoD handed the responsibility of the Outcomes Approach from a Deputy Director-General to a Chief Director level. Lowering the level of responsibility for the Outcomes Approach could mean that it is not one of the priorities for the HoD and it does not deserve the attention from a high-ranking official. With the change in the new HoD's priorities, the resources could have been shifted to another programme and there could have been a loss of interest in the Outcomes Approach.

Half of the respondents indicated that there were new strategies and approaches but it did not negatively affect the implementation of the Outcomes Approach, while 32 per cent of respondents either agreed or strongly agreed. It is not unusual for a new HoD to join the department and make changes as he/she sees fit, but it is essential that before making any changes the new HoD does a thorough analysis to determine what is working and what is not working. It could be that in those departments where the respondents indicated that the new strategies and approaches did not negatively affect the implementation of the Outcomes Approach, the HoD made informed decisions.

In ascertaining the momentum of change management from one HoD to the next, it was difficult to determine, as the number of respondents who agreed and disagreed did not vary. Sustaining the momentum of change management is a difficult task and with the change of HoD it is made even more difficult. It needs continuous attention and work, which may have been lacking for the Outcomes Approach, as 46 per cent either agreed or strongly agreed that the momentum remained constant, 11 per cent were neutral and 43 per cent either disagreed or strongly disagreed that the momentum remained constant. New practices must be embedded in the department's culture, which includes a change in the employees' attitude. If most of the employees in the department embrace change, it often results in others following, making the change effort successful (Kotter, 2012).

75 per cent of respondents to the questionnaire, from the lead coordinating departments either agreed or strongly agreed that the change management process for the Outcomes Approach was embraced by the new HoD. This response contradicts the responses received for sustaining the change management process from one HoD to the next. It also contradicts what the Outcome Facilitators indicated during the interviews, as change management was not actively conducted in many of the coordinating departments. Briefing sessions with some of the newly appointed HoD's showed that some of them embraced the Outcomes Approach whilst others did not. Change management is essential when a new programme is introduced and should not be dependent on the NDP or the MTSF, with which all government departments must comply. There has to be buy-in and support from the relevant leaders so that targets are achieved and work is not done merely for compliance.

5.5.3 Leadership stability and its effect on the Outcomes Approach

The report compiled by the Public Service Commission (2008) indicated that appointing HoDs in a permanent capacity may resolve the issue of instability; however, it might hinder improved performance and may not be the most appropriate approach for creating a good relationship between the political and administrative levels. Leadership stability can be either advantageous or disadvantageous to a department, which is what this research is trying to determine for the public service in South Africa. According to Kotter (1996), leadership is the critical ingredient for change in an organisation.

Half of the respondents to the questionnaire indicated that change management was implemented when the Outcomes Approach was implemented, and the other half indicated that no change management took place. The Outcome Facilitators confirmed this; some of whom conducted change management in their lead coordinating departments, and others relied on the NDP and the MTSF for compliance. In departments where change management was conducted, there was more buy-in and support starting with the DG and continuing with the officials working directly with the Outcomes Approach. No particular change management model was utilised in the change process, it was done to communicate the value of the Outcomes Approach and to obtain buy-in and support. Even though no systematic approach was utilised, it did obtain the desired outcome, which was buy-in and support from the officials in the lead coordinating departments.

In departments where there was no change management, it created confusion and resistance from officials in the different units when it came to reporting on the outcomes; there was chaos and lack of support from the principals. It is therefore of utmost importance that change management is implemented and sustained so that the implementation of the Outcomes Approach remains a priority in the department, whether there is stability in leadership or a change of HoD. Departments should not comply maliciously with the implementation of the Outcomes Approach because it stems from the NDP and the MTSF; departments should be passionate, committed, and dedicated to achieve the targets set for the outcomes. This would result in setting higher targets and achieving them. The NPC (2012) was clear that the aim of the NDP is to address the challenges in the delivery of services to the citizens of the country. It is therefore considered a change management tool and the leaders must ensure that the NDP is not done merely for compliance, but there should be buy-in and support for the NDP.

From the respondents, 75 per cent indicated that they had no change in HoD since 2010, and were of the view that HoD stability is important for the successful implementation of the Outcomes Approach. These respondents believe that leadership stability is essential for the department to achieve it mandate; furthermore, it ensures business continuity and builds trust between the HoD and the officials in the department. One respondent was neutral and one respondent disagreed, the reason for the disagreement was that, even when the HoD changes it should be about achieving the mandate of the department and not coming into the department and making changes. There should be plans in place on how to achieve the goals of the department, which includes the targets for the outcomes and continue irrespective of a change in HoD. This respondent believed that stability was not important for the successful implementation of the Outcomes Approach. The respondent who was neutral felt that the Outcomes Approach was not clearly understood in the department and it continued to be implemented in the same manner regardless of any change in HoD. This could be attributed to lack of change management in the department, as the officials implementing the Outcomes Approach are not clear on what is required of them. There were differing responses from the Outcome Facilitators, most of whom stated that leadership stability was not essential, as there are other mechanisms in place that support the smooth functioning of the Outcomes Approach, such as the implementation forums and clusters, while others felt that it was important to have leadership stability.

All the respondents were very clear that it is essential that change management takes place when a new programme is being introduced that affects government departments. When there is change management there is no uncertainty or fear of the unknown, which can cause resistance, and lack of support. Change management was not implemented in all the coordinating departments, and 57 per cent of respondents either disagreed or strongly disagreed that there was buy-in and support for the implementation of the Outcomes Approach. In the few departments where change management was conducted, there still seem to be challenges with officials on lower levels who are involved in the implementation of the Outcomes Approach, this could be as a result of communication not cascading to all levels in the departments. Kotter (1996) stated that it is important to involve the stakeholders that are affected by the change; communication is crucial to keep participants informed and to take care of participants needs. Lack of change management led to numerous factors that hindered the implementation of the Outcomes Approach, some of which were lack of communication, top management still not seeing the link between their daily activities and

the outcome's approach, the culture of the organisation, and the mode of operation. These are considered to be major obstacles to implementing government programmes, along with the silo mentality. Full involvement of all stakeholders, continuous communication, and disclosure are not required for every change situation, but these factors are what make change effective and help to overcome resistance to change (Kanter et al., 1992).

5.5.4 Leadership stability and change management

It is essential that change is sustained to ensure that the new behaviour and way of doing things remain. Kotter (1996) stated that the importance of motivating and encouraging employees continuously ensures on-going change. Change efforts are measured through progress reports, which need to highlight achieved and future milestones. Giving up on a change initiative before it is completed can result in momentum being lost and all the effort that was put in being wasted as things can go back to how they were. To ensure that the new way of doing things remain, it must be embedded in the organisational culture.

Leadership plays a fundamental role in maintaining the momentum of the change effort however, the frequent change in HoDs can affect the change management process, and the achievement of government programmes. Of all responses to the questionnaire, 43 per cent indicated that their department did not have a change of HoD, and agreed that the change management process had been sustained. Not all lead coordinating departments underwent change management but it seems that the few departments where change management was conducted, it has been sustained. The implementation of the Outcomes Approach is a requirement that emanates from the NDP therefore it was felt that change management was not necessary. As indicated earlier, the NDP is a change tool on its own and requires buy-in and support; it is therefore the leaders' responsibility to ensure that change management is undertaken.

The department of Public Service and Administration developed the Change Management Strategy Framework in 2013, but it was not a requirement for departments to implement, which is unfortunate, as it would have made a major difference in the implementation of change in a department. The respondents from the questionnaires indicated that there were numerous factors that hindered the implementation of the Outcomes Approach that could have been avoided if change management was conducted and sustained.

A large number of respondents, 57 per cent, either disagreed or strongly disagreed that there was buy-in and support from all officials involved with the implementation of the Outcomes Approach. Had change management been conducted and sustained, there would be a better understanding of the Outcomes Approach and its importance. This would have led to more buy-in, support, and commitment towards the Outcomes Approach. Some of the comments received from respondents to the questionnaire were, top management finds it difficult to understand the Outcomes Approach, and there was no process to introduce the Outcomes Approach in the department, as a result there was a lot of confusion and resistance from divisions within the department when it came to reporting for the Outcomes Approach.

Even though a large number of respondents stated that there was no buy-in and support from officials working with the Outcomes Approach in the department, in another question 57 per cent of respondents agreed that the Outcomes Approach received the support of the HoD. If the HoD supported the Outcomes Approach, this should have cascaded to other levels in the department. The Outcomes Approach would have been high on the department's agenda, if it had the support of the HoD. It seems that there was top echelon support for the Outcomes Approach, but there was not enough awareness created for the Outcomes Approach and it was not filtered down to lower levels in the department. This could have been due to poor communication from the top echelon to lower levels in the department. Elving (2005) emphasised that communication is a very important factor for change.

Only 42 per cent of respondents to the questionnaire indicated that the change management process was well communicated when the Outcomes Approach was implemented, while 57 per cent of respondents were neutral, disagreed, or strongly disagreed. This is a more realistic response as there was not an overwhelming rate of buy-in and support from officials in the department and it seems that the communication from the top echelon did not cascade to lower levels. Of the respondents, 71 per cent agreed or strongly agreed that there were factors that have hindered the implementation of the Outcomes Approach in the department; this could be attributed to a lack of change management and poor communication, which would definitely influence the sustainability for the implementation of the Outcomes Approach. DiFonzo and Bordia (1998), like many other researchers, emphasised that communication is critical for successful organisational change. If communication is not well managed during

change, it can lead to rumours and resistance to change, exaggerating the negative aspects of the change (Smelzer & Zener, 1992).

Responses from the interviews with the Outcome Facilitators once again showed different responses; in some lead coordinating departments there was total buy-in and support from both the Minister and the HoD, and in other departments it did not matter if there was buy-in, as it was a requirement from the NDP and the MTSF. When it is a requirement, activities are conducted merely for compliance with no enthusiasm and commitment to the programme; in this case, the Outcomes Approach.

5.6 RESPONSES TO RESEARCH QUESTIONS

Findings from the questionnaires and interviews with the Outcome Facilitators have revealed answers to the three main research questions for this study, which are discussed under headings dealing with each question.

5.6.1 What are the factors leading to the dearth of leadership in the implementation of the outcome approach?

The most common factor, found in the responses to the questionnaires and interviews, indicated that the frequent change of DGs/HoDs contributed to the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. There was a dependent relationship between the Executive Authority and their HoD, and changing either one could affect the implementation of the Outcomes Approach.

The five-year contract of HoDs is often too short to ensure full and successful implementation of programmes. The change of HoD could lead to the shift of focus in priorities, what may have been of importance to the previous leader may not be a priority to the present incumbent, leading to the lack of support and commitment in certain programmes, one of which being the Outcomes Approach.

A new HoD may have a different style of leadership as compared to the previous HoD, which could have influenced the implementation of the Outcomes Approach. The out-going HoD might have been democratic and involved top management in decision making, while

the incoming leader could be very autocratic, and take sole responsibility for all decision-making affecting the implementation of the Outcomes Approach in the department.

Lack of handover from the out-going to the in-coming HoD could lead to the new incumbent not having a full understanding of the operations of the department, which contributes to the dearth of leadership in the implementation of the Outcomes Approach. If there were no proper handover, the in-coming HoD would not know the priorities, functioning, culture, and programmes being implemented in the department. Attempting to learn all this without input from the outgoing HoD would take time and once they understand the operations of the department, their contract would be ending.

5.6.2 What are the leadership trends in the implementation of the Outcomes Approach?

The frequent change of DGs/HoDs was the most common factor found in both the responses from the questionnaires and interviews. In nine out of the ten lead coordinating departments, there were changes in the leadership, either the DG or the Minister. In some departments it influenced the implementation of the Outcomes Approach positively, and in others it negatively affected the implementation of the Outcomes Approach.

There was a lack of commitment in the change management process for the successful implementation of the Outcomes Approach. The main purpose of change management is to obtain buy-in and support for the change and the fact that this was non-existent led to many challenges in the implementation of the Outcomes Approach.

Leadership did not encourage integration of the different branches and units in the department. Each unit worked in silos not knowing the functions of other units in the department. The Outcomes Approach worked across various units in the department and each unit working in isolation resulted in partial contribution to the desired outcome and the implementation of the Outcomes Approach.

Leadership in many departments did not correct the flawed organisational design that led to the lack of resources required for the successful implementation of the Outcomes Approach. After seven years of implementing the Outcomes Approach, a number of respondents to the questionnaire indicated that lack of resources was a major factor hindering the

implementation of the Outcomes Approach. Leadership need to allocate resources according to priorities of the department as set out by government. The lack of resources led to decreased morale and loss of momentum in the implementation of programmes.

5.6.3 What are the leadership strategies for consideration in the implementation of the Outcomes Approach?

It is essential that leaders make use of an effective change management model that has been designed for a rapidly changing environment. The model developed for this study would be ideal for any government department undergoing any kind of change, especially the implementation of the Outcomes Approach. The change management model involves continuous communication with all relevant employees which will enable them to understand the purpose and importance of why they are implementing the Outcomes Approach. It will keep them informed of changes taking place and prevent some of the factors that hinder the implementation of the Outcomes Approach such as the confusion and resistance from divisions within the department when it is time for reporting on the Outcomes Approach. There must be open lines of communication between the leader and the employees for the successful implementation of the Outcomes Approach.

Constant engagement with the top management team, involving them in all decision making regarding the Outcomes Approach will ensure continuity, even when there is a change of DG/HoD. It is essential that top management understand the link between their daily activities and the outcome's approach. If the top management team buy in and support the Outcomes Approach, this will cascade down to the employees on lower levels. The DG/HoD in the department must be the champion for change in the implementation of the Outcomes Approach. The DG/HoD must build a guiding team in managing change for the implementation of the Outcomes Approach comprising themselves and the top managers in their department.

The implementation of the Outcomes Approach must be institutionalised in the department. This would ensure the continuity of the programme even when there is a change of leadership. There must be proper procedures and processes in place for the implementation of the Outcomes Approach. This will assist when officials working with the Outcomes

Approach exit the department; newly appointed officials can continue the outcomes work without any interruptions.

Lead coordinating departments for the Outcomes Approach are operating in a rapidly changing environment, and are faced with the frequent change of DG/HoDs; therefore, a lot of emphasis must be placed on a sense of urgency. Leaders must be agile, hands on and involved with the implementation of the Outcomes Approach. When there are changes in the Outcomes Approach, the leaders must adapt immediately to ensure its successful implementation.

Leadership must review the organisational structure in order to work smarter amidst limited available resources. Structuring for a matrix organisation will eliminate the silo mentality and move the organisation towards a coherent and integrated one.

5.7 CONCLUSION

The previous chapter highlighted the findings from the questionnaires that were sent to the officials working with the Outcomes Approach in the coordinating departments, as well as the responses obtained from the interviews with the Outcome Facilitators. This chapter interpreted and analysed the findings. Four main themes were identified and the responses were analysed according to these four themes. The themes were implementation of the Outcomes Approach with the frequent change of HoDs, implementation of change management with a change of HoD, leadership stability and its effect on the Outcomes Approach, and leadership stability and change management.

According to the responses obtained from the questionnaires, the change of leadership in the lead coordinating departments did not negatively affect the implementation of the Outcomes Approach. Some of the Outcome Facilitators felt that the change of HoD was favourable for the implementation of the Outcomes Approach, while others felt it negatively affected the Outcomes Approach.

There was no active change management conducted in most of the lead coordinating departments, as there was a heavy reliance on the Outcomes Approach emanating from the NDP and the MTSF. Even when change management was conducted, it was done at a high

level and it was not filtered down to operational level with the officials who were directly responsible for the implementation of the Outcomes Approach.

The majority of respondents felt that leadership stability is important for the successful implementation of the Outcomes Approach. It had a positive effect on the implementation of the Outcomes Approach, as it led to consistent improvement of the outcomes year-on-year; it ensured continuity of the department's culture, and consistency in the implementation of the Outcomes Approach.

There was not an overwhelming buy-in and support for the Outcomes Approach from officials working with it, which could be attributed to poor or no change management. It seems that a large number of HoDs supported the Outcomes Approach, which could be due to them being involved in the cluster meetings and the implementation forums. Unfortunately, the buy-in from HoDs did not cascade to the lower levels in the department.

The three main research questions were answered and it seems that there is no clear-cut answer to the question on the frequent change of leadership and its influence on the Outcomes Approach, as the responses were both positive and negative. Similarly, with other countries, which were of the view that a change of HoD can bring in new ideas and improvement, as well as it can cause a disruption in the way things are done.

6. IMPLICATION FOR THEORY DEVELOPMENT IN LEADING CHANGE

6.1 INTRODUCTION

In spite of the numerous research studies that have been undertaken on change management and leadership in both the private and public sectors around the world, little is known about how leaders are managing change in a rapidly changing environment. Several change management models were developed by excellent researchers, but they were developed before the onset of the rapid changes that are currently taking place. The contribution of this research to the body of knowledge would be to develop a change management model for the leader operating in a rapidly changing environment, taking into consideration the frequent change of leadership as well as the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. The Triple I Change Management Model was developed. The reason it is called the Triple I Change Management Model is that the phases all start with the letter I, which are Involve, Implement, and Institutionalise.

The initial change management model developed in the literature review is reviewed and gaps in the model are highlighted. This is followed by a discussion about moving from a closed system to an open system, which looks at Annunzio's (2001) literature on eLeadership. Literature from other sources that dealt with leadership in a rapidly changing environment was included to develop the Triple I Change Management Model specifically for the rapidly changing environment and the frequent change of leadership. Following the explanation about moving from a closed system to an open system, the next point of discussion was on the changing landscape, which is about the rapidly changing environment. This is followed by a section dedicated to the frequent change of leadership. The importance of change as a critical success factor is explained followed by the Triple I Change Management Model, developed for this research. The three phases as well as the processes within each phase are discussed in detail; this is followed by the conclusion of the chapter.

6.2 LEADING CHANGE

In Chapter 2 of this research, a change management model was developed using Kotter's (2012) Eight-step Change Management Model and literature from Annunzio (2001), who focused on eLeadership. The environment is changing at a very fast pace and it is essential that leaders keep abreast of these rapid changes. The speed at which change is taking place has not been explicitly addressed in theories of change (Termeer, Dewulf & Biesbroek, 2017). Figure 6.1 shows the model that was developed for this research in chapter 2 which is called, Leading change with speed and flexibility. The steps were based on Kotter's (2012) Eight-step Change Management Model, but the detail on how the steps are performed came from Annunzio's (2001) literature.

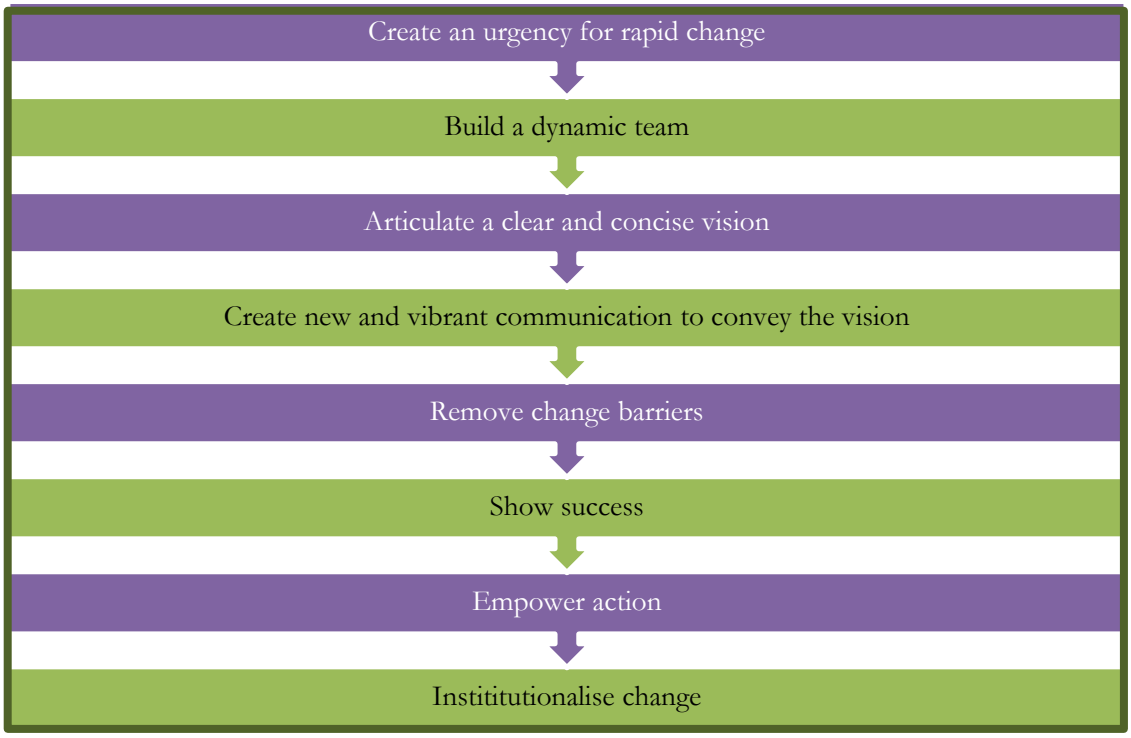


Figure 6.1: The research model: Leading change with speed and flexibility

There are a number of excellent change management models but none take into account that the landscape has changed to one where the changes are rapid. It is therefore essential that when change requirements are identified, the leaders must emphasise its urgency; any time lapse would be detrimental to the change initiative achieving its goals. To ensure that change is successful, the leader needs to build a dynamic team comprising members from the top 20 per cent of the organisation who are able to influence other members and reduce negativity

in the organisation. A clear, concise, and simple vision needs to be developed and communicated in a vibrant and energetic way. This communication needs to attract and remain with the members of the organisation. Leaders must be able to unblock any barriers to effective change. Successes must be communicated on a regular basis to inform members of the organisation that change efforts are making a positive difference. It is important that the leader is able to empower the dynamic team that was created to ensure that change is successful.

An important element of change is the institutionalisation of the new way of doing things. Matarazzo and Pearlstein (2016) indicated that change is constant and does not cease once it has been implemented. It often lacks methodical and scientific design. Politicians often seek quick wins to show the public, but there is no sustainability of these quick wins. When a major transformation takes place with quick and good results it impresses the people; however, the enthusiasm for the change quickly loses momentum when the politicians' interest moves on to other matters and no institutionalisation has taken place (Zhiren & Yanqing, 2016).

6.3 GAPS IN THE MODEL LEADING CHANGE WITH SPEED AND FLEXIBILITY

In Chapter 2 of this research, the literature review chapter, a Change Management Model was developed called Leading change with speed and flexibility. At that point, before data collection and further extensive reading, the model appeared to be perfect, but on closer inspection, it proves to have gaps, which are addressed in this chapter. First and foremost, in the rapidly changing environment there are too many steps in the model, which will take too much time to work through. Dixon (2015: 18) stated that the speed of change is a huge challenge for every leader. Leaders need to rethink business relationships in terms of minutes and seconds; companies that do so will win huge competitive advantages. It is essential that change management takes place with speed and flexibility and the fewer the steps in the change management model; the faster it can be implemented.

A second gap that was identified was that it was too similar to Kotter's (2012) Eight-step Change Management Model. Kotter's (2012) model was developed in 1996 and many changes have taken place since then. It is a very detailed model for leaders to follow, and in current times, leaders should be able to adapt models to suit their own organisation, as there is no one-size-fits-all approach. Burnes and Jackson (2011) argued that failure to accomplish

successful change lies within the one-size-fits-all strategy. It is increasingly recognised that organisations are complex and dynamic systems, and accordingly change strategies must be flexible to achieve optimum fit with the conditions prevailing in the organisation undergoing change. According to Hayward (2016), agility requires that leaders are allowed to adapt to changing circumstances, to share what they learn, and to operate in a culture that supports experimentation without blame, to learn fast, and learn as a driver of innovation and pace.

As much as it is important to create a dynamic team to guide change, and use Annunzio's (2001) percentages when it comes to choosing which employees should form part of the team, it is even more important that the leader and top management of the organisation take the lead in guiding and implementing change. Hayward (2016) stated that there should be a more shared or distributed approach to leadership, where many people lead others across the organisation. Having the leader and the top management team taking the lead in change management would save time in forming a dynamic team, as there is already a top management team in every organisation. Findings from the questionnaires sent to the officials working with the Outcomes Approach in the lead coordinating departments indicated that in most of the departments there was no change in top management, which showed continuity in the implementation of the Outcomes Approach. Top managers usually have a team of employees working under their supervision, therefore communication, buy-in and support would be better achieved. A member from top management would be able to provide the employees with a clear understanding of why the organisation exists, a sense of where they are trying to get to, and the strategy to get there. In addition, there is usually a shared mission and vision with the top manager and his/her team (Hayward, 2016).

When the leader and top management takes the lead in guiding and implementing change in the organisation, a number of steps from the developed model can be removed. The following steps, build a dynamic team, articulate a clear and concise vision, and create new and vibrant communication to convey the vision, can be collapsed into one step, which entails a member of top management communicating to the team under their supervision on the change being implemented in the organisation.

Barriers to change are addressed in each top management team, and in the organisation as a whole, where solutions are found involving everyone in the organisation. If all employees in the organisation are continuously involved in the implementation of change management,

there is no need to empower action. All employees would be aware of the change implementation, as it is guided by the leader and top management.

6.3.1 From a closed system to an open system

Annunzio (2001) wrote a book on eLeadership, which is a new style of business management designed specifically to guide top executives as they equip their businesses to compete in the eWorld. eLeadership means shaking up the corporate culture and fostering an attitude of speed and flexibility in order to facilitate the internal transformation to an environment for the new economy. It means abandoning past business models and challenging current assumptions and beliefs. eLeadership is not about connecting technology, it is about connecting people. Annunzio (2001) provided many examples of how companies put in new business strategies to deal with increased competition and speed, and how these companies worked to catapult new behaviour. eLeadership is about the kind of leadership practices needed today. Annunzio's (2001) book was all about the eLeader who looks for strengths in the employees and allows them to unleash their full power to enhance business in the rapidly changing world. Annunzio (2001) wrote about Baby Boomers meeting with Generation X and Y employees, and how they can all enrich the business environment; the collaboration between the generations is important to eLeadership because by using each other's skills and behaviours they can get further than on their own. Annunzio (2001) also wrote on the 20/60/20 rule, which is based on identifying and using the top 20 per cent of the organisation's talent to both influence the middle 60 per cent of the workforce and diminish the power of the bottom 20 per cent of the company's people.

The initial change model developed for this research, used much of Kotter' (2012) Eight-step Change Management Model and Annunzio's (2001) literature, but upon extensive further reading it was decided that apart from Kotter (2012) and Annunzio's (2001) work, other literature needs to be consulted to include a rapidly changing environment. 'Connected leadership', written by Simon Hayward in 2016, together with 'The future of almost everything', written by Dixon (2015), was also used to develop the Triple I Change Management Model for this research. Operating in rapidly changing times is a challenge for most leaders. Dixon (2015: 1) said, "a company may have the greatest strategy on the planet but if the world changes unexpectedly, the company would just be travelling even faster in the wrong direction. The interval between early signs and a full blown trend is shorter than

ever and long range forecasting is becoming more complex". Hayward (2016) stated that many senior executives are trying to establish how to make their businesses more agile in an environment characterised by volatility, uncertainty, and discontinuity. One of the ways in which leaders can increase business agility is by devolving decision-making responsibility, encouraging a culture of collaboration and teamwork, and developing a learning culture that drives innovation. Furthermore, they connect people across the organisation with strategic goals and customers by developing a shared agenda through purpose, direction, and values.

6.4 CHANGING LANDSCAPE

The first law of the jungle is that the most adaptable species are always the most successful. In the struggle for survival, the winners are those who are most sensitive to important changes in their environment and quickest to reshape their behaviour to meet each new environmental challenge (Cotter, 1995).

Dixon (2015) stated that history is changing at a very rapid pace, it often does not give businesses enough time to apply changes; there are changes taking place in every aspect of the environment. Success would mean faster integration of next generation tools, and finding better ways to make sense of the constant barrage of information. Some businesses will not succeed because they will fail to cross the bridge from old to new, and will not be able to keep up with the speed of radical change, a key challenge faced by leaders these days. Dey (2017) stated that survival of the fittest is about adaptability to a changing environment and adjusting to new competitive realities, in short 'agility'. We live in volatility, uncertainty, complexity, and ambiguity, which is an era of risk and instability. Globalisation, new technologies, greater transparency, and social responsibility have combined to increase the complexity of the business environment to give many CEOs a deep sense of unease.

According to Karp and Helgo (2008), the reason for the high failure rate in change management is due to leaders not realising the intricacy of change, they focus their attention on the tools, strategy, and structures, instead of focusing on the employees who were affected by the change. According to a survey by the Economist Intelligence Unit (2005, cited in Karp & Helgo, 2008), a lack of strong leadership in the public sector will impede change. Change is considered more complicated in government as there are intricate forms of interaction and relating. For change management to be successful in government institutions it is essential to take into account that the environment is not predictable, there is no certainty, self-

governance, emergence, and other premises describe chaotic circumstances. Leaders must use communication effectively to provide direction during the change process. Hayward (2016) stated that the leader must be the role model for change, as this will influence the behaviour of employees in the organisation. In a change process, the leaders who are the change agents must be credible, dependable, honest, and trustworthy. Credibility will emanate from the honesty and competence of leaders who will influence the way in which they inspire others (Kouzes & Posner, 2002). Hayward (2016) pointed out that more than half of Generation Z and Generation Y state that honesty is the most important quality for being a good leader. Next to that, they value a solid vision and good communication skills.

Leaders in current times are faced with constant change, unpredictability, and little value placed on experience. Heifetz, Linsky and Groshaw (2009) stated that leaders must possess the right skills, expertise, and knowledge to implement change in a fast paced environment. They must motivate, encourage, and develop their team members to adapt to change, so that they can flourish in an environment of uncertainty, embrace agility, and be strong when faced with challenges. Sanaghan and Lohndorf (2015 cited in Reynolds and Wallace, 2016) stated that adaptive leadership takes place when leaders develop themselves, integrate dynamic organisational systems, take decisive actions, and design institutional models for their organisations that are adaptable in today's highly complex environment. Reynolds and Wallace (2016) pointed out that leaders nowadays are faced with more disruptions, increased pace, and the complexity in the behaviour and attitudes of employees when compared with leaders in the past.

Annunzio (2001) stated that businesses considered staples decades back, may become extinct or be totally re-invented, and completely new industries that were never imagined, will become the norm. To avoid obsolescence, firms must be agile and be able to pre-empt the move and embrace innovation (Dey, 2017). Annunzio (2001) further stated that bad management and the lack of leadership was manageable in the past, but not anymore. There was not the same level of competition, decisions were not as complex, and things were moving much more slowly.

Over the decades, starting from 1950, several leadership theories were applicable for that period. Hayward (2016) showed that leadership theories have evolved; they complement each other in responding to the needs of the networked unpredictable environment in which organisations now operate. According to Hayward (2016), business is at a stage of connected

leadership, which draws a lot from other theories, but focuses on a shared process of leadership that makes organisations successful in sustainable ways. He believes that a leader cannot act in isolation, but has to work with colleagues to create a delicate balance between distributing power, while retaining a strong core structure. One of the greatest benefits of connected leadership is that it creates an agile business that is able to respond quickly to changing customer needs and competitive pressures.

6.5 CHANGE OF LEADERSHIP

Matarazzo and Pearlstein (2016) stated that organisations are faced with worldwide economic disruptions, which affect their daily lives. This economic instability is worsened by the high turnover of leadership, as it requires a constant supply of new leaders to fill the post of the leaders who exit the organisation.

According to Alvarez (2016), the frequent change of leadership in organisations can have severe implications, such as delays in decision-making and lack of accountability, which could be attributed to unclear or overlapping levels of authority. There are high levels of uncertainty, lack of clarity of what is taking place, and concerns about change and the organisation's capability to adapt to leader successions and transitions into new positions. The new leaders need to orientate themselves in their new environments, which results in the change process being slowed down. Getting the organisation ready for change and guiding the change process requires strong leadership commitment, which is impacted when there are changes in leadership. There should be minimal disruptions in the change process during leadership transitions (Foster-Fishman, Nowell and Yang 2007; Kerman, Freundlich, Lee, and Brenner 2012).

A study conducted by Khaliq, Thompson and Walston (2006) on the turnover of Chief Executive Officers (CEOs) in US hospitals, showed that it has a negative impact on the hospitals because competing hospitals were drawing staff from those hospitals. The turnover of CEOs also resulted in senior staff members leaving the hospital, which created instability in executive positions, which led to strategic activities either put on hold or cancelled. Members of staff that were close to the CEO also left the hospital. Evidence has shown that 30 per cent of hospitals took more than six months to fill the CEO position and five per cent took more than a year. In today's rapidly changing environment, the delay in appointing a new CEO may affect the hospital's competitive position. Khaliq et al. (2006) further stated

that almost 30 per cent of hospitals had three or more CEOs in the past five years. This frequent change of CEOs results in lack of continuity and affects the hospital's ability to meet its mission and serve its community.

As highlighted in Khaliq's et al. (2006) study, the turnover of leadership created a problem in the smooth functioning of the hospitals. According to Hayward (2016), it is essential to develop leadership as an organisational capability rather than relying on the 'hero' at the top. Leading research (Hayward, 2016, Khaliq et al., 2006) pointed out that there is growing recognition of the power of shared leadership to deal with the increasingly complex and networked world in which organisations operate. It is less about the heroic leader and more about the shared process of leadership that really makes organisations successful in a sustainable way. Hayward (2016) stated that the role of a leader is to build a relationship of trust with their followers so that their followers feel safe to take risks. In addition, leaders should have robust processes in place to retain the administrative strength of the whole business, and build capability among the staff so that they are well equipped to make intelligent decisions for the benefit of the organisation. This would help immensely if the leader exits the organisation unexpectedly.

Findings from questionnaires obtained from officials working with the Outcomes Approach in lead coordinating departments show that 43 per cent of respondents either disagreed or strongly disagreed that the momentum of change management for the implementation of the Outcomes Approach remained constant from the previous HoD to the current HoD. The reason for this could be that the previous HoD did not build capability among their colleagues, who were ill-equipped to sustain the momentum of change management for the implementation of the Outcomes Approach. In the Triple I Change Management Model developed for this research the leader and top management work together as change agents so that if the leader exits the department suddenly the top management team maintains continuity with the change process.

6.6 THE IMPORTANCE OF CHANGE

Paton and McCalman (2008) highlighted that any organisation that disregards change might suffer severe consequences, which may be seen sooner rather than later. To survive and flourish in the fast-paced environment, organisations must adopt strategies to be able to manage a number of future situations. The public sector is currently undergoing a cataclysm

of change. Inspired by public management reform initiatives, change is sweeping through government offices around the world (Zaltsman, 2009).

Dixon (2015) stated that the speed of change will be a huge challenge for every leader. All strategies of large corporations will be at risk of being overtaken by events. All leaders have to be futurists, which mean they are professional future thinkers with a span that reaches across many industries and nations. People will follow leaders when they believe in their vision of a better future, which has to be based on a deep understanding of what tomorrow could be. The stronger the leader's vision the greater their leadership will be. Dixon (2015) further stated that most medium or large size companies would not be able to adapt to the radical speed of change, therefore they will shrivel and die over the next two or three decades, driven out of business as leaders who are techno-blind and uncomfortable with the speed of radical change.

Hayward (2016) stated that most senior executives are trying to figure out how to make their businesses more agile in an environment characterised by volatility, uncertainty and discontinuity. Additional pressure comes from the widespread erosion of trust and reputation in several industry sectors. Hayward (2016) went further to say that leaders must create organisations in which they say and do what is consistent, what happens internally is in line with what is written in the annual report, and what they promise to their customers is delivered. The leader's role is to embed an organisational ethos that encourages swift reactions to changing market conditions by inspiring everyone to act and adapt far more quickly than they have been accustomed.

Ireland and Hitt, (2005: 63) defined strategic leadership as the leader's ability to "anticipate, envision, maintain flexibility, think strategically, and work with others to initiate changes". These skills are used to facilitate transformation in an organisation to adapt to rapid environmental changes (Arrfelt, Wisemank, and Hult, 2013). Dey (2017) stated that globalisation, new technologies, greater transparency, and social responsibility have combined to increase the complexity of the business environment to give many CEOs a deep sense of unease. On the other hand, enterprising CEOs sense great opportunities in this uncertainty and change. Dey (2017) asked the question, how leadership creates a work-environment and work-life that not only survives a crisis, but also capitalises on today's frequent, disruptive, and accelerating changes. It is a question on all leaders' minds, these days. In order for leaders to survive in an environment that is operating at a radical speed,

they need to adapt to changes taking place around them. In light of this, the change management model for the rapidly changing environment was developed; it is called the Triple I Change Management Model.

6.7 ELEMENTS OF THE TRIPLE I CHANGE MANAGEMENT MODEL

Many of the change management models were developed before the onset of rapid changes taking place in the business environment, and contained a step-by-step process, which needed to be followed. In the current period, the one-size-fits-all approach does not apply as each organisation is different and it is important for change to be adapted to a particular organisation. The Triple I Change Management Model was developed to accommodate the rapidly changing environment, the frequent change of leadership and the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. It is essential that when a change management process is underway there is continuity, even when the HoD or leadership changes. For this model to achieve its desired effect, it is important that all future leaders and top management attend training in change management so that they can be successful change agents.

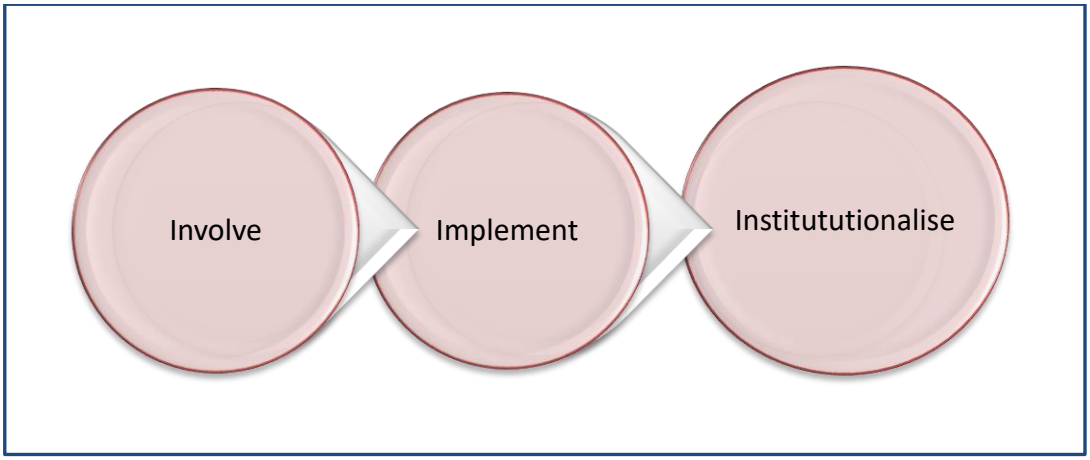


Figure 6.2: The Triple I Change Management Model

6.7.1 Involve

In Figure 6.2, the change management model developed for this study is shown. The leader and the top management team in an organisation must be the change agents, should the leader exit the organisation at any stage of the change management process the top managers should continue with the change process with minimal disruption. It is essential that there is

minimal disruption in the change management process to avoid any uncertainty by the stakeholders as this could cause resistance, which should be avoided at all costs. The United States Agency for International Development (USAID) (USAID, 2015) developed a change management best practices guide, which points out that it is critical that senior members in an organisation join together and actively involve themselves in the design, communication, and implementation of a change initiative.

For a successful change management process to take place Lehmann (2017) stated that employees must be involved in the change process from the beginning and there must be more emphasis on dialogues and group meetings among all concerned stakeholders in order to generate common values and a sense of community. This corresponds with Lewin's emphasis on group decisions, participation, and dialogue as imperatives for meaningful action, since it creates a link between individual perception and collective meaning. Hayward (2016) stated that about 75 per cent of all organisational programs fail, largely because employees feel left out of the process. According to the findings from the questionnaires sent to the officials working with the Outcomes Approach in the lead coordinating departments, the majority of the respondents, 71 per cent, either agreed or strongly agreed that there were factors that hindered the implementation of the Outcomes Approach. One of the factors could have been poor communication when the Outcomes Approach was implemented, as findings show that 28 per cent of respondents either disagreed or strongly disagreed that the change management process was well communicated when the Outcomes Approach was implemented and 28 per cent of respondents were neutral.

According to Karp and Helgo (2008), government is characterised by democracy and serving the public's needs. Democracy means involving all concerned. In the process of involvement, most people want to be recognized as human beings who are treated with dignity and respect (Kim & Mauborgne, 2005). People will adjust their behaviour when they are allowed to contribute towards a shared vision, they understand how they fit into the bigger picture and if they believe in the purpose. If these factors are not considered when implementing change, any alignment strategies used by the leaders will fail and result in resistance to change (Karp & Helgo (2008).

Buchanan and Huczynski (2006) stressed that it is of utmost importance that participation and involvement of all people affected by the change, are encouraged. The main aim of involvement is to inspire employees to commit themselves to change and to reduce

uncertainty and fear of the unknown, which can lead to resistance. When implementing change, leaders may be required to provide facilitation and support services to the employees affected by change. The facilitation service may help, in making employees understand the need for change, while the support service can be used to alleviate fears of change. Gill (2002) stated that during mergers and acquisitions change is exciting for the ones implementing change and threatening for those to whom it is done. The solution that works well for any organisation is to encourage the participation of all affected by change. When ScottishPower acquired Manweb and Southern Water in the 1990s, it created 'transition teams', which comprised managers from Manweb and Southern Water, they were responsible for creating shared values and human resource policies and practices. Empowerment is about involving people in the change process. People are more willing to support what they were involved in; they resist what is forced upon them. Myers (1993) stated that a number of studies indicate that employees are more satisfied in their job when they participate in decision-making, and they have more control when they are involved in defining their own goals.

According to USAID (2015), it is essential to establish a clear vision when starting a change process. The purpose of change must be something that employees identify with. It is leadership's responsibility to articulate a simple, clear, and shared vision stemming from the change initiative. All stakeholders and employees affected by change must take ownership of the vision and understand its true value to their work. They need to know how change will affect them and realise that a change in workload or behaviour is part of a larger purpose. Gill (2002) stated that the vision needs to have meaning; it has to be based on good values and principles and must be inspirational. Visions that are well thought are imaginative, realistic, adaptable and communicable (Kotter, 1995b). Senge (1990) saw vision as a driving force, while Covey (1992) described vision as 'true north', providing a 'compass'. Vision is the first step in the change process, used to inspire commitment and enthusiasm by connecting people intellectually and emotionally to the organisation; it is associated with organisational growth and success (Baum, Locke & Kirkpatrick., 1998). A shared vision is the key success factor for organisational change. Annunzio (2001), states that leaders must create an environment conducive to the emergence and challenge of new ideas. The leader needs to manage employees appropriately and fairly as well as communicate and inspire their workforce.

After establishing a vision, the USAID (2015) suggested that organisations must develop a comprehensive strategic plan for taking the organisation from where it is to where it wants to be. The intricacy of the change management plan depends on the nature of the change. The change management plan should cover all phases of an initiative, including post-rollout and institutionalisation. Before the change management plan is developed there must be a readiness assessment conducted on the organisation, which will provide information on the status of the organisation and its ability to change. In addition to the readiness assessment, there should be a risk analysis to identify possible risks and barriers to address, leading to the development of a risk mitigation plan. With the frequent change of leaders, it is essential that the focus be on speed and flexibility; therefore, the lag time between idea and implementation has to be zero (Annunzio, 2001).

Burnes and Jackson (2011) stated that management has three strategic priorities, notably: management are frontrunners, management are transparent, and management involve employees. To carry out these objectives, communication is essential; some ways to do this is to circulate a weekly newsletter on the intranet, share information internally and externally on other media. Managers must be accessible for individual talks with the employees and the employees must be able to participate in various workgroups dealing with concerns being confronted by the organisation in the wake of the merger. USAID (2015) highlighted that communication is a very important success factor for change as it keeps employees informed which creates transparency and openness. USAID (2015) further stated that communication should be ongoing and through different means, it must allow employees to ask questions and feedback must be provided on the questions asked.

Senior leaders and change agents must communicate with employees during the change process and keep them informed every step of the way. Annunzio (2001) stated that the eLeader must break away from the past through loud statements of change. The key is that it comes from the leader and generally, it should come at the beginning of a change effort. The eLeader needs to break the pattern of the past and encourage the behaviours needed to create an agile, honest, and flexible environment. Communication is not just about the dissemination of information it is about the reinforcement of behaviour that drives strategy. It is important that the leader and top management see how their own behaviour and communication style reinforce the necessary behaviour of their employees (Annunzio, 2001).

Communication is an excellent way to overcome resistance to change. The communication must be well presented and attractive to stakeholders, and messages must be simple and easy to understand. Annunzio (2001) suggested that the eLeader should communicate with employees through the way they configure their desks, the physical design of the office space, e-mail link to audio broadcast, the music in the elevator, even the music playing on the phone when callers are put on hold. The leader also needs to listen well, demonstrating respect for others and being open to influence in order to be able to influence others in return (Hayward, 2016). Tiong (2005) stated that it is essential that the well-being of employees is considered during periods of change to ensure productivity and alignment of interests.

Annunzio (2001) gave an example of a company where a team of change agents were identified from different ranks in the company. The team's mission was to answer employee questions and address concerns about the change process. They had 'Just Ask Me' buttons to identify themselves to employees; they had been trained to help fellow employees through the change process. This helped employees, allowing them to vent any hostility they had and it minimised resistance to or fear of change as all their questions were being answered. In the Triple I Change Management Model developed for this research, the leader and his/her team of top managers must be the change agents who use the 'Just Ask me' buttons; they will be the team to allay the fears and concerns of the employees during the change process.

Annunzio (2001) pointed out that the leader of today must not be a military commander who gives orders and tells people what to do. Currently, leaders need to listen and use people's ideas, innovation is critical to survive in the fast-paced environment in which they operate. eLeaders must openly share information and create an atmosphere of trust in the organisation. They need to admit when they do not know something and seek guidance from their top management team.

In the involve phase of the Triple I Change Management Model, it is essential that there is a clear vision and everyone involved takes ownership of the vision. There must be a detailed strategic plan that shows the current state of the organisation and the desired state after change, and there must be continuous communication from the leader and top management. These processes need to take place with the leader, top management, and the employees in the organisation and should not be a command and control environment where it comes from the leader and the people involved have to obey; there must be consensus and agreement on all the change issues as it concerns everyone in the organisation. For change

management to take place with speed and flexibility, the organisation needs a responsive leader who is flexible, which means that the leader must be easily accessible to employees to listen to them and take action when necessary. Figure 6.3 depicts what needs to take place in the involve phase (Annunzio, 2001).

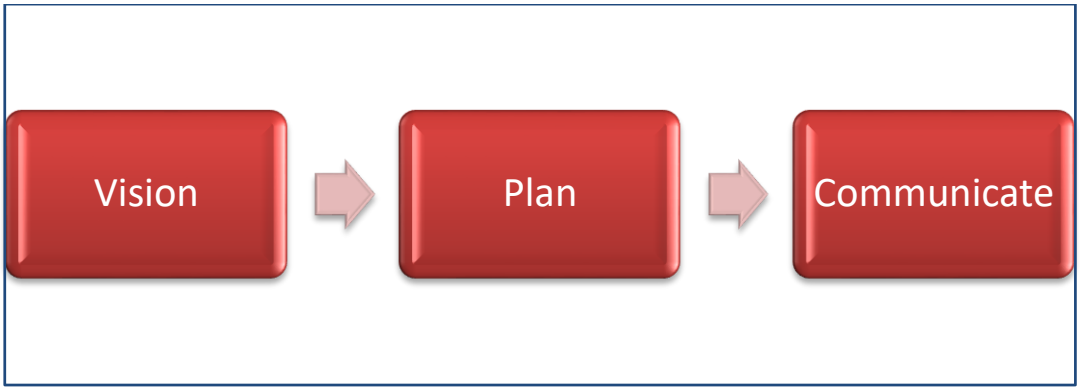


Figure 6.3: Important aspects of the involve phase

6.7.2 Implement

Implementing organisational change is moving the organisation from its existing state to the desired state (Cummings & Worley, 2009). McNish (2001) stated that the implementation team must be committed to the success of the change. More often than not, managers and leaders are keen to facilitate events but they do not share responsibility and accountability. Leaders need to change the behaviour and attitude of employees and at the same time build trust, and they need to manage planning and control systems that build capacity (Higgs & Rowland, 2005). Paton and McCalman (2008) stated that there must be regular communication from managers and change agents, addressing the action required and the rationale. What people do not know they will fabricate, and momentum in any major project will wane. In organisations, there are many demands and challenges faced by leaders and this might affect their attention towards the change. It is of critical importance that there is continuous visible commitment, encouragement, and guidance provided to employees so that the momentum and their enthusiasm remains consistent throughout the change process.

Paton and McCalman (2008) pointed out that change leaders are regarded as being important figures in the organisations. They lay the foundation for change and are involved in the process, they understand that change is necessary in a rapidly changing environment

(Woodward & Hendry, 2004). Managing change involves a number of activities. Leaders responsible for change need to have an extensive range of skills, resources, support, and knowledge. Very important skills in managing change are communication skills, used inside and outside the managing team. Communication used during change must be powerful and it must keep employees informed continuously to avoid resistance to change and ignorance. Communication is of utmost important not only in the involve phase but in all phases of the Triple I Change Management Model. Employees must remain motivated throughout the change process. Leaders are responsible for ensuring that employees are motivated, and providing direction for all involved in the change process. The leader must be able to manage group and individual activities, and influence employees. For change to be effective, planning and control procedures should be in place. Change leaders need to be able to manage on all levels irrespective if it is upward, downward, or within the peer group.

The leader responsible for the change process must support the change without losing their objectivity and believe in the activities to be undertaken for the change. They need to demonstrate their commitment to change, otherwise employees will not be convinced of the benefit of the change, which would result in them losing interest (Beer, Eisenstat & Spector, 1990; Kotter, 1995a). It is critical that senior management openly display their commitment to change and provide direction in the change process (Sminia & Van Nistelrooij, 2006); it is their role to set the tone and show belief. Cummings and Worley (2009) pointed out that leadership must encourage employees to accept change and commit physical and psychological energy to it. Motivating employees to change maybe difficult in the beginning because employees are reluctant to let go of what they are happy with currently and will accept change only when there are convincing reasons to do so.

Peters and Waterman (1982) and Kanter (1989) stated that there are common factors observed in organisations that are regarded as being experts at change, one of these being visible senior management involvement during the change process, which ensures the sustainability of change. Leaders must be the role model for change; they must encourage action for change (Peters & Waterman, 1982). The level of change must be connected from the top to the bottom of the organisation (Pettigrew & Whipp, 1993). The leadership in the organisation, led by the Chief Executive, must support their change agents in their efforts for change (Sminia & Van Nistelrooij, 2006). In the Triple I Change Management Model,

developed for the rapidly changing environment, the leader and top managers must be the change agents, creating visible involvement and commitment at all times.

According to Paton and McCalman (2008), a successful change process would have a definite need, an excellent implementation plan, and the necessary resources required for its implementation. Another factor required for successful change is that all people affected by the change need to fully support the initiative. Implementing change is considered the most challenging phase of the change process. Bain (1998) pointed out that change normally induces fear, which arises from not knowing what is going to happen and results in the development of social defences. This occurs when managers spend their time in fragmented, problem-solving activities rather than establishing a sense of urgency and encouraging a bottom-up creative process within the organisation. It is vital that change agents do not adopt a one-size-fits-all strategy, as every situation is different and there is no perfect approach for adopting change. What is effective for one change situation may not be suitable for another situation. The leadership in the organisation, which includes top management, must desire successful implementation of change and they must be enthusiastic and committed to the process. There is a need for leadership to shift from control to commitment. Paton and McCalman (2008) pointed out that when people are being forced to change, it leads to indifference and resistance to change. When people feel excited, take ownership of the change process, and can see the benefits it offers, it will result in them being committed to the change. Involvement of employees in the change process assists them in taking ownership of the change, as there is more transparency and openness in communication. A key ingredient for successful change is visible and active senior management involvement and support in the change process.

Paton and McCalman (2008) stated that if there is no senior management support, three things will be missing. First, the change will lack vision. In most organisations, senior management are tasked to scan the environment and assess changes taking place, which enables them to determine the future state of the business. Second, there will be no allies. Senior management assistance with the change process is crucial as they enlist support at all levels to instigate change. Third, there will be no power. When communication takes place the receivers must know that senior management is really speaking out. Senior management "speaks quietly but carries a big stick " (Paton & McCalman, 2008: 381). The Triple I Change

Management Model requires the leader and top management to be the change agents, which means that the change process will start on a positive note.

According to the USAID (2015), changing behaviour and culture in an organisation is difficult; however, it is a key element for successful change. The leader, together with top management, must create an enabling environment for change to take place as well as the resources required to maintain change. The resources required for sustaining change includes adequate staff, space, equipment, and funding. The allocation of resources indicates to stakeholders that change is a priority. If the resources are insufficient, this will prevent sustainable change from taking place. USAID (2015) learned that if there is a lack of policies and procedures at the beginning of implementation it leaves room for interpretation. Having policies and procedures in place would lead to consistency, improve compliance, and reduce the risk of contradictory information coming out later in the process.

Health Quality Ontario (2013) highlighted that measurement conducted through monitoring is essential throughout the implementation of change. A baseline needs to be determined for measuring and communicating improvements. Measures obtained during change must be communicated to employees. Graphs that show data collected over time are effective for conveying success stories. Continuous monitoring will make the implementers aware of any bottlenecks in the implementation process which can be rectified as soon as it is identified, which can prevent delays and improve the pace of implementation. It is important to conduct monitoring against the detailed strategic change management plan, as it will indicate if the implementation is going according to plan in terms of roles, responsibilities, and timeframes.

Successful implementation of the Triple I Change Management Model requires leadership commitment, monitoring, and the necessary resources. Figure 6.4 depicts the requirements for effective change implementation.

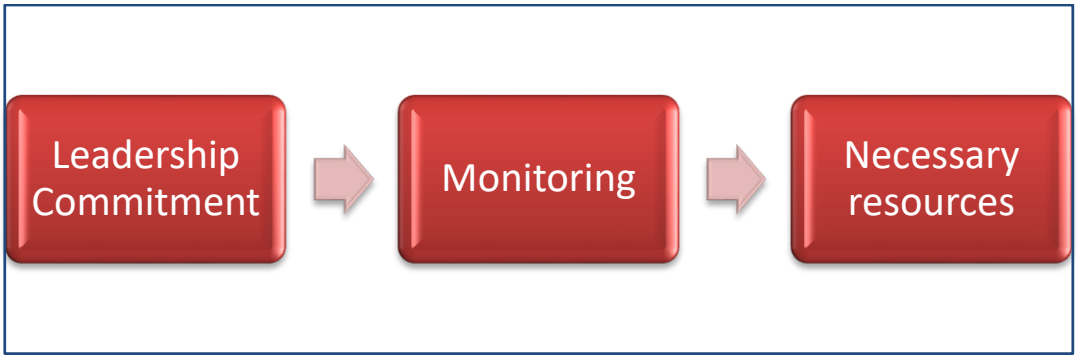


Figure 6.4: Requirements for effective change implementation

6.7.3 Institutionalise

Cummings and Worley (2009) defined sustaining momentum as maintaining the energy, enthusiasm and attitude over the long term after implementation of change has taken place. Annunzio (2001) stated that eLeadership must create an environment where the new way of doing things is encouraged, so that change is institutionalised in the organisation. It is essential that the leader ensure that this behaviour is not merely talked about, but really happens. Quite often, due to problems encountered during change such as learning new methods in doing things, the excitement of change slows down. Ensuring the organisational change is institutionalised is one way to describe persistence of planned change efforts (Cummings & Worley, 2009).

Beer et al. (1990) described perseverance as taking place when the change effort has attained approval from relevant stakeholders over a period. Institutionalisation of change is when the desired change becomes part of the organisation's routine activities and replaces activities conducted before the change. Health Quality Ontario (2013) explained that sustainability is when the new way of working and improvements from the change effort become the norm. Sustainability is also when attitudes, behaviour, and the thought process are altered due to the change initiative.

Findings from the questionnaires obtained from officials working with the Outcomes Approach in the lead coordinating departments showed that 28 per cent of respondents were neutral while 28 per cent disagreed that the change management process for the Outcomes Approach had been sustained. A key reason why the change management process could not be sustained was that the necessary resources were not provided, 57 per cent of respondents

were either neutral or disagreed that the necessary resources were provided to sustain the momentum of change for the implementation of the Outcomes Approach. In the Triple I Change Management Model, the provision of necessary resources is in the implementation phase, so that it does not affect the sustainability of change management and delay the process.

Cummings and Worley (2009) stated that when a change requires new competencies and skills this can sometimes cause a hindrance to the implementation until the employees undergo training and development. It is the change agent's responsibility to ensure that employees gain the skill and competencies needed for effective change to take place. This skills development could be through training and on-the-job counselling and coaching. Steenekamp, Botha and Moloi (2012) suggested that training should be adapted to align with the new vision and change priorities. Management must contribute towards learning and change by, first providing motivation for employees to learn, and second by reducing any possible barriers to learning they may have in the organisation. Annunzio (2001) stated that part of an eLeaders wisdom is accepting that tools used in the past that were considered valuable may be redundant in the present. Health Quality Ontario (2013) state that training sessions need to be useful and valuable to enable employees to be confident when performing their new duties and it will also enable them to transfer their skills and knowledge.

When new behaviours are reinforced this leads to the sustainability of change, this can be done by linking rewards to the behaviour required for the implementation of change (Cummings & Worley, 2009). The implementation of change takes time and stakeholders must be patient to see the benefits from the change effort. If changes take place too frequently, without the previous change being fully implemented, the expected results may not materialise (Cummings & Worley, 2009). To prevent any change from being abandoned it is important that the leader and top management work closely together, so if there is a change in leadership, the top managers will continue sustaining the change efforts.

Burnes and By (2012) stated that leadership and change are connected to each other. Leaders need to implement change to ensure that their organisation remain relevant and ensure organisational success (Yukl, 2010). The two critical issues facing organisations are leadership and change. Burnes and By (2012), stated that to achieve sustainable and beneficial change it is essential that leaders be role models for the change they want to see, by acting in an ethical manner and adopting ethical approaches to change. Leaders must possess and display strong

moral values and make sure they live by them; leaders should not abuse the trust that is placed upon them (Burnes, 2009).

Health Quality Ontario (2013) stated that when change is implemented and successfully completed it is celebrated; however, there are no celebrations when the desired result is sustained over an extended period. Plans should be made to celebrate sustained improvements and to reflect on the progress made by the team. Set a new aim or goal and try to improve even more. As part of the celebration, it is important to communicate regularly that improvements have been sustained. This would motivate and encourage employees to continue with the change. Individuals or teams in an organisation that are identified as going the extra mile in sustaining the momentum for change can be honoured and celebrated. This would help to reinforce desired behaviours within the organisation, which others can replicate (Annunzio, 2001).

Annunzio (2001) stated that it is vital that eLeaders of today be vigilant to succeed in sustaining the momentum for change. To ensure continued success, employees should remain alert. Annunzio (2001) gave an example of a company called America Online, where the leadership team has meetings on a weekly basis with the operations committee to ensure the effective functioning of the organisation and ensure that the correct behaviour is encouraged. The effectiveness of the leadership team is linked to the speed at which they operate.

For change to be institutionalised in organisations, it is essential that employees are trained, receive incentives, are motivated, and celebrate sustained improvements. Figure 6.5 depicts the important aspects needed for sustained change in organisations.

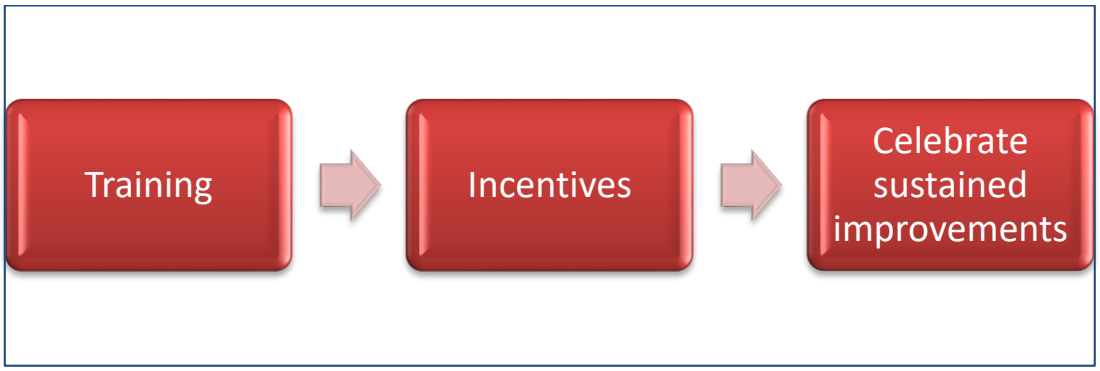


Figure 6.5: Requirements for sustaining change

6.8 THE TRIPLE I CHANGE MANAGEMENT MODEL FOR A RAPIDLY CHANGING ENVIRONMENT

After extensive research on leadership and change management, the revised change management model was devised and is depicted in Figure 6.6. The initial change management model was developed in the literature review, but further research identified gaps in the model, which needed to be addressed. The Triple I Change Management Model was developed for this research in line with the literature review and the findings obtained from the research questionnaires and the interviews.

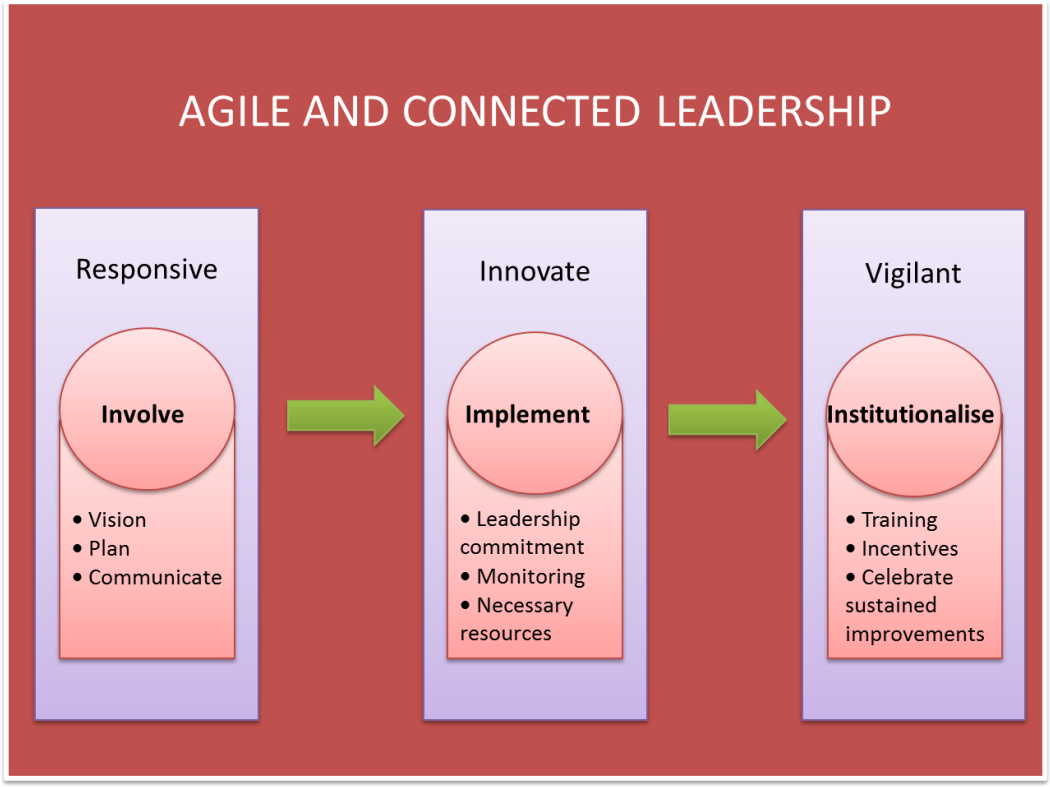


Figure 6.6: The Expanded Triple I Change Management Model

The Triple I Change Management Model was developed for the rapidly changing environment and accommodated the frequent change of leadership. The model depicted in Figure 6.6 incorporates the three important phases of change management, involve, implement and institutionalise; hence the name Triple I. Each phase contains three processes that need to be followed; each of these processes should be implemented with speed and flexibility to be able to adjust to the radical and fast changing environment today. In order

for the Triple I model to be achieved in an environment that is operating at such a rapid pace, it is important for the leader to be agile and connected.

With the frequent change of DGs/HoDs it is imperative that these leaders work with speed and flexibility to ensure successful change management in their department. Each phase of the Triple I Change Management Model contains processes, in the involve phase there is vision, plan, and communicate. In order for the processes to be achieved with speed and flexibility it is important for the leader to be very responsive and make time to listen to employees and to act when necessary. Annunzio (2001) gave the example of Harry Tempest who received an e-mail from an employee requesting an hour of his time as the employee wanted to show him something. Tempest responded to his e-mail granting the employee his request, the employee showed him a brilliant idea which Tempest was very impressed with and went ahead to implement it. This example shows that employees can come up with brilliant ideas and it is important for the leader to make time and be flexible to change plans and methods of how things are done. Especially with the detailed strategic plan for the change, employees can come up with brilliant ideas that can be used to enhance the change journey. Some employees feel more comfortable with a one-on-one discussion, rather than a group meeting, and should be given the opportunity with the leader to discuss their ideas.

For successful completion of the implement phase, which contains three processes, leadership commitment, monitoring, and providing the necessary resources, it is important for the leader to be innovative. They need to think outside the box if things are not going as planned and they need to come up with innovative ideas fast to ensure that these processes are achieved.

It is essential that in the institutionalise phase, which contains the processes of training, incentives, and celebrate sustained improvements, leaders are vigilant if they want to work with speed and flexibility. It is important that the leader constantly reinforce that the organisation is at a place where they do not do business as usual. Weekly meetings ensure the sustainability of change in the organisation and if any challenges are identified it can be resolved quickly.

6.9 CONCLUSION

This is a critical chapter for this research as its main purpose is to contribute to the body of knowledge. In the literature review chapter, a change management model was developed; however extensive reading highlighted gaps in the model that was developed using Kotter (2012) and Annunzio's (2001) literature. Annunzio (2001) focused on people and how they connect in the business environment and utilised employee's strengths to enrich the business; however, it lacked sufficient focus on leadership in the rapidly changing environment. The change management model that was developed for this research is called the Triple I Change Management Model, which was developed specifically for a rapidly changing environment. The name, Triple I, was chosen because the three phases of this model all start with the letter I, first the leader and top management need to involve all stakeholders in the change process, second the leader and top management need to implement the change management plan, and third it is about institutionalising the change management process in the organisation.

Despite an abundance of change management models developed by excellent researchers, these models did not accommodate the rapidly changing environment of today. Most of these models were developed before the onset of rapid changes. In Chapter 2, a number of excellent change management models were reviewed, focusing on their pros and cons and it was clear that these models were not developed for the rapidly changing environment. In addition, organisations are also faced with frequent change of leadership, not only in government institutions but also in the private sector. Change management models need to accommodate the rapid changes as well as the frequent change of leadership. The Triple I Change Management Model can be used to eliminate the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. Change processes need to be implemented fast and efficiently by the leader and top managers. If the leader exits the organisation, the top management team must be able to continue with the change management process with minimal disruption from the exit of the leader.

7. CONCLUSION AND RECOMMENDATIONS

7.1 INTRODUCTION

In the final chapter of this study, the research purpose is analysed and linked to the findings obtained from responses to the questionnaires sent to officials working with the Outcomes Approach in the lead coordinating departments, and from the interviews with the Outcome Facilitators. The findings were not anticipated at the outset of the research. Following the analysis of the research purpose, the previous chapters are summarised, highlighting the most important elements from each chapter. Linking the first chapter of this study and the model that was developed for this research, called the Triple I Change Management Model, recommendations are made for leadership strategies and change management in First World countries, the African continent, the SADC region, and the lead coordinating departments for the Outcomes Approach in South Africa. Further research is suggested followed by the researcher's personal reflection on her PhD journey.

7.2 THE RESEARCH PURPOSE

As stated in the introductory chapter of this study, the research sought to investigate the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. Research findings show that the factors leading to the dearth of leadership are the frequent change of DGs/HoDs, which may cause a shift in the department's priorities, lack of a proper hand-over, which may result in the newly appointed DG/HOD taking time to understand the operations of the department on their own. Another factor leading to the dearth of leadership is a change in DG/HoD that results in changes in top management, which could have an influence on the continuity and consistency in the implementation of the Outcomes Approach. The research also sought to establish the leadership trends in the implementation of the Outcomes Approach. Some of the trends found were lack of commitment in change management for the Outcomes Approach, poor integration across the different units in the department, and flawed organisational design that led to the lack of resources to successfully implement the Outcomes Approach. Lastly, the research recommended leadership strategies for the implementation of the Outcomes Approach, which emanated from the findings of the study.

7.3 SUMMARY OF THE RESEARCH CHAPTERS

This section provides an overview of each chapter of this research, highlighting the most important aspects.

7.3.1 Summary of Chapter 1

The first chapter of this research focuses on Results-Based Management (RBM), an approach used by management in an organisation where all employees contribute either directly or indirectly in achieving improved results. The process used to achieve the desired results consists of outputs, outcomes, and goals. There are advantages as well as challenges encountered in the implementation of RBM. According to Mayne (2007), one of the challenges experienced with RBM is that key people involved in the RBM approach move on to other positions; in addition, changing the culture in an organisation is challenging in itself and needs rigorous change management. In South Africa, the Department of Planning Monitoring and Evaluation (DPME) created the Government Wide Monitoring and Evaluation System (GWMES) to provide an integrated and holistic framework for monitoring and evaluation practices, principles, and standards to be used across all government institutions. In 2010, the DPME developed the Outcomes Approach, the building blocks of which are inputs, activities, outputs, and outcomes. The rationale behind the implementation of the Outcomes Approach was to ensure service delivery improvement by introducing whole-of-government planning linked to key outcomes, clearly linking inputs and activities to outputs and outcomes.

There are many countries throughout the world making use of RBM; change management and leadership are essential for RBM. Poor leadership is often the cause of change management projects failing; it is not so much poor management that causes change projects to fail. People are usually not keen on changing and persuading them to change requires consistently strong leadership (Thomson, 2012). The remainder of Chapter 1 focused on change management, leadership, and RBM in some of the first world countries, the African continent, the SADC region, South Africa and lastly the DPME.

In Canada the appointment of the HoD is for an indefinite period; while in Australia, the appointment of the HoD is based on politics, which refers to the choices of the politicians that are appointed, this practice has increased over the years. In Malaysia, one of the

challenges experienced in the public service with regard to transformational leadership is ineffective succession planning and lack of a rigorous grooming process of future leaders in the public sector. Ineffective succession planning has resulted in Heads' of Public Agencies contracts being extended instead of filling these positions with well-groomed successors under systematic succession planning programmes.

Cabinet reshuffles in Ghana is normal as it allows leaders (Ministers) of the well-performing organisations (Ministries) to move to underperforming organisations and apply their best practices thus leading to improvements (Dartey-Baah et al., 2011). In Uganda, the contract for the HoD is for a period of three years and is renewable upon good performance. The term of office for a HoD in Zimbabwe is for a five-year period and can only be renewed subject to competence, performance, and delivery. In Botswana, the government made a decision to place Permanent Secretaries at the centre of change management and to be supported in this effort by the Directorate of Public Service Management. In Tanzania, except for high court judges, the Controller, and Auditor General, the President is able to hire and fire at will (Bana & McCourt, 2005). South Africa has a three- to five-year tenure contract model that is applied for the appointment of a Head of Department. The frequent change of leadership can have either a positive or a negative effect on the achievement of government programmes.

7.3.2 Summary of Chapter 2

The second chapter of this research focuses on the literature review for this study. This chapter presents and critically reviews four change management theories that facilitate answering the research questions. The four change management theories are Kotter's (2012) Eight-step Change Model, Kurt Lewin's Three-step Change Model (Burnes, 2004b; Smith, 2013), Bullock and Batten's (1985) Four-phase Model of Planned Change and Kanter's et al. (1992) 10 Commandments for Executing Change. Each of these change management models has its advantages and disadvantages, which were discussed. Kotter's (2012) Eight-step Model was chosen as a conceptual framework for this research, as it is a simple yet detailed approach which provides a systematic manner in which change can be implemented, and if incorporated with speed and flexibility it would be the ideal model to use in current times. It is especially suitable to the public sector, where there are frequent changes of leadership, and

these leaders need to ensure that they are well versed with the rapid changes taking place in the environment.

Chapter 2 focused on leadership and change management in the rapidly changing environment. Despite living in the digital age, DasGuptar (2011) stated that the goals of leadership are the same; however, they are now implemented differently. Presently the e-leader uses technology to communicate with virtual teams that are spread over space and time. eLeadership has its advantages and disadvantages. One of the advantages of eLeadership is that leaders are able to communicate instantly on a one-on-one basis with employees, customers, and suppliers, but a disadvantage is that it becomes problematic for a leader to encourage and inspire employees electronically. In spite of this disadvantage, Annunzio (2001) stated that there has never been a time in history that has witnessed so much change occurring so rapidly and affecting so many people. eLeaders must let go of their comfort zone and look for new ideas to implement to survive the eRevolution. In the literature review chapter, a change management model was developed using Kotter's (2012) Eight-step Change Management Model and Annunzio's (2001) literature on eLeadership.

Research conducted on leadership turnover has shown that it can have positive or negative effects on the organisation. The displacement of poor performers may be beneficial to the organisation, while the departure of good performing leaders can be a loss for the organisation.

7.3.3 Summary of Chapter 3

Chapter 3 is the research methodology chapter, which explains the methodology used to answer the research questions. The qualitative approach was used for this research but some elements of the quantitative method of collecting data was utilised. Data was collected from three sources, desktop analysis using all the documents developed starting from the inception of the Outcomes Approach, questionnaires that were sent to officials working with the Outcomes Approach in the lead coordinating departments, and interviews conducted with the Outcome Facilitators from the DPME. Outcome Facilitators are executive managers who liaise directly with officials from the lead coordinating departments, and are responsible for monitoring the performance of the Outcomes Approach in these departments.

Purposive sampling was used for this research, whereby people were chosen for a particular purpose. Five officials were chosen from each of the 12 lead coordinating departments and questionnaires were sent to them, their responses were returned by email. The aim of the questionnaire sent to officials in the lead coordinating departments was to obtain the implementers' perspective on how change management had been embraced and sustained in their departments. Semi-structured interviews were held with the Outcome Facilitators in order to triangulate information collected from the documents and responses from the questionnaires.

The data obtained were coded into themes based on the research questions. The limitation for this research was that some officials and leaders involved at the time the Outcomes Approach was introduced might have left the DPME, as well as the lead coordinating departments. The delimitation was that only the lead coordinating departments for the Outcomes Approach were requested to complete the questionnaire for this research.

7.3.4 Summary of Chapter 4

Chapter 4 is the findings chapter, which presented the responses received from the questionnaires that were sent to officials, working with the Outcomes Approach in the lead coordinating departments, and the responses obtained from the interviews with the Outcome Facilitators. The findings were categorised into four themes: implementation of the Outcomes Approach with the frequent change of HoDs, implementation of change management with a change of HoD, leadership stability and its effect on the Outcomes Approach, and leadership stability and change management.

Thirty-six officials from eight lead coordinating departments took part in the research survey, the response rate was 60 per cent; the target was 60 officials. There are 14 outcomes in total, but for the purpose of this research only the 12 outcomes that were introduced in 2010 were used. Seven Outcome Facilitators were interviewed, covering 10 outcomes, and two interviews could not be secured. Findings obtained from the questionnaires show that the change of HoD did not cause changes in top management, which meant that there was no negative impact on the implementation of the Outcomes Approach. The department institutionalised the Outcomes Approach, even with the change of HoD, and the support remained consistent during the transition period from one HoD to the next. The change of

HoD did not lead to a lack of morale in institutionalising the Outcomes Approach. Most of the respondents agreed that the short period of HoD contracts could make it difficult to ensure that the changes introduced for the Outcomes Approach would be sustainable. Most of the respondents were of the opinion that there were no new strategies and approaches with the change of HoD. Findings show that change management was embraced by the new HoD.

Findings from the interviews conducted with the Outcome Facilitators showed that in nine out of 10 lead coordinating departments there were changes in the leadership, it was either the DG or the Minister. In some cases, it influenced the Outcomes Approach positively as there was more commitment and the new Minister and DG were much more embracing of the Outcomes Approach than the previous incumbents. In other departments, the change of leadership did not influence the Outcomes Approach positively, there was a loss of momentum in the implementation of the Outcomes Approach, as the new leadership was not as committed as the previous leader, and this cascaded down to lower levels. Similar to other research conducted and the report compiled by the Public Service Commission (2008), the change of DGs could have either a positive or negative affect on the Outcomes Approach, and there was no clear-cut answer to the question. In most of the lead coordinating departments no active change management took place. One Outcome Facilitator was of the opinion that a lack of strong leadership means that change management will not make a difference. The responses received from the interviews varied; some of the Outcome Facilitators felt that there should be more fluidity in government in terms of leadership. It is essential to get the systems and processes right and have it institutionalised in government departments. Stability is good but not necessarily the sufficient condition. Stability depends on the effectiveness of the existing leadership.

7.3.5 Summary of Chapter 5

Chapter 5 is the analysis and interpretation chapter. The responses obtained from the questionnaires and interviews have been clustered into four themes, which are implementation of the Outcomes Approach with the frequent change of HoDs, implementation of change management with a change of HoD, leadership stability and its effect on the Outcomes Approach, and leadership stability and change management. Most of the respondents from the questionnaires indicated that there was no change in the

implementation of the Outcomes Approach when there was a change of leadership. However, some of the Outcome Facilitators felt that the change of HoDs in some departments influenced the departments in a positive manner whilst other Outcome Facilitators believed that it negatively influenced the implementation of the Outcomes Approach. Most respondents from the questionnaires believed that leadership stability was essential for the department to achieve it mandate and it ensured business continuity and built trust between the HoD and the officials in the department. All the respondents were very clear that it is essential that change management takes place when a new programme is being introduced that affects government departments. In most departments no active change management took place, there was a heavy reliance on the NDP and the MTSF for the sustainability of change management for the Outcomes Approach. It is of utmost importance that change management takes place when there is a new programme being introduced so that there is awareness, buy-in, and support.

The research had three main questions:

1. What are the factors leading to the dearth of leadership in the implementation of the Outcome Approach?

The most common factor found in the responses to the questionnaires and interviews indicates that the frequent change of DGs/HoDs led to the dearth of leadership in the implementation of the Outcomes Approach. There is a dependent relationship between the Executive Authority and their DG/HoD and changing either one could affect the implementation of the Outcomes Approach. The change of DG/HoD could lead to a shift of focus in priorities; what may have been of importance to the previous leader, may not be a priority to the present incumbent, which may lead to the lack of support and commitment in certain programmes, one of which being the Outcomes Approach. From the responses obtained, change in top management was not a major challenge, but it may have resulted in conflict of leadership styles, which could have influenced the implementation of the Outcomes Approach. Lack of handover from the out-going to the in-coming DG/HoD could lead to the new incumbent not having a full understanding of the operations of the department, which led to the dearth of leadership in the implementation of the Outcomes Approach.

2. What are the leadership trends in the implementation of the Outcomes Approach?

There was a lack of commitment to the change management process for the successful implementation of the Outcomes Approach. Leadership did not encourage integration of the different branches and units in the department. Each unit worked in a silo, not knowing the functions of other units in the department. Leadership in many departments did not correct the flawed organisational design that led to the lack of resources required for the successful implementation of the Outcomes Approach.

3. *What are the leadership strategies for consideration in the implementation of the Outcomes Approach?*

It is of utmost importance that leaders make use of an effective change management model that has been designed for a rapidly changing environment. The model developed for this study would be ideal for any government department undergoing any kind of change, especially the implementation of the Outcomes Approach. The change management model involves continuous communication with all relevant employees which will enable them to understand the purpose and importance of why they are implementing the Outcomes Approach. It will keep them informed of changes taking place and eliminate some of the factors that hinder the implementation of the Outcomes Approach. Constant engagement with the top management team and involving them in all decision making regarding the Outcomes Approach will ensure continuity even when there is a change of DG/HoD.

It is essential that top management understand the link between their daily activities and the outcome's approach. The implementation of the Outcomes Approach must be institutionalised in the department. This would ensure the continuity of the programme even when there is a change of leadership. Emphasis must be placed on a sense of urgency. Leaders must be agile, hands on and involved in the implementation of the Outcomes Approach. When there are changes in the Outcomes Approach, the leaders must adapt immediately to ensure its successful implementation. Leadership must review the organisational structure in order to work smarter with limited available resources. Structuring for a matrix organisation will eliminate the silo mentality and move the organisation towards a coherent and integrated one.

7.3.6 Summary of Chapter 6

Chapter 6 is the implication for theory development in leading change. This chapter contributes to the body of knowledge with a change management model developed especially for the rapidly changing environment, and frequent changes of leadership. Many change management models have been developed by researchers; however, these models did not accommodate the rapidly changing environment of today. Most of these models were developed before the onset of rapid changes taking place. The initial change management model developed for this research was reviewed and gaps in the model were identified and highlighted. As much as Annunzio (2001) wrote an outstanding book on eLeadership, there was not much focus on leadership in a rapidly changing environment, therefore literature from other sources were used together with Annunzio's (2001) work to create a new model for change management in a rapidly changing environment. The new model that was developed as a contribution to the body of knowledge is called the Triple I Change Management Model. The reason for naming it the Triple I Change Management Model is because all the phases begin with the letter 'I': Involve, Implement, and Institutionalise.

For successful change management to take place, Lehmann (2017) highlighted the importance of employees being involved in the change process from its inception, and an emphasis on dialogue and group meetings among all concerned stakeholders in order to generate common values and a sense of community. According to Paton and McCalman (2008), there should be a need for change to take place; there must be a change implementation plan, and the necessary resources to ensure the success of the change process. It is of utmost importance that key managers and employees unanimously agree to support the change. Implementing change is considered the most challenging phase of the process. It is vital that change agents do not adopt a one-size-fits-all strategy. All situations are different and there is no best way of implementing change, as an approach that is successful in one situation may not be effective in another. Quite often, the hype of change slows down due to challenges faced in learning new ways of working. Some of the ways that change can be sustained is through learning new ways of doings things that require training and development, another way to sustain change is through an incentive system that links rewards with certain behaviours; it is important to celebrate success as this can assist in reinforcing the desired behaviours. Change processes need to be implemented fast and efficiently by the leader and top managers. If the leader exits the organisation, the top

management team must be able to continue with the change management process with minimal disruption after the exit of the leader.

7.4 RECOMMENDATIONS

In South Africa and many other countries worldwide, there are frequent change of leadership in the public sector, especially when there is a change of administration. As Ministers work closely with HoDs, they prefer to work with someone with whom they can have a good rapport, which is one of the many reasons for the frequent change of HoDs. The high turnover rate of HoDs in the South African public sector can affect the sustainability in the delivery of government programmes. This research was conducted to investigate the factors leading to the dearth of leadership in the implementation of the Outcomes Approach. It is crucial that top management works very closely with the HoDs and are directly involved in all decision-making and activities in the department so that if the HoDs unexpectedly exit, there is continuity in the functioning of the department until a new HoD is appointed. It is important that the new HoDs continue from where the previous HoD left off, so that the goals of the department are achieved. It should be about the departmental goals and objectives and not about any individual's personal goals that need to be achieved. This is an era where there are rapid changes taking place; therefore, reliance should not be placed on a single individual on the top. The Triple I Change Management Model, developed for this research, focused on top management involvement in the change process and managing change in a rapidly changing environment. Leaders need to operate with speed and flexibility when managing change in their departments, thus ensuring that the departments are kept abreast of the changes taking place in the environment, and to provide for the needs of the country's citizens.

7.4.1 Recommendations for leadership and change management

In the first chapter the problems with leadership and change management in the implementation of RBM were categorised into the First World countries, the African continent, SADC region, and South Africa; recommendations are made for each of these categories.

7.4.1.1 First World countries

Changing the culture of employees to implement the RBM philosophy in First World countries has been a challenge (Common, 2011; Siddique, 2010; Try & Radnor, 2007). First World countries aim to make monitoring and evaluation part of normal work activities, and not regard it as being a special project. To ensure that this aim is achieved, leadership and top management should have the necessary skills and be committed to the organisation. The following recommendations are made for First World countries.

To ensure that monitoring and evaluation form part of normal work activities, it is essential that leaders institutionalise processes and put systems in place so that even with changes in leadership, work continues as normal. Leaders must make sure that the monitoring and evaluation practices are documented and entrenched in the department's culture, this would achieve the aim of making monitoring and evaluation part of normal work activities and not being regarded as a special project. The Triple I Change Management Model can be used to change the culture of public servants to accommodate the RBM philosophy. It is essential that the culture is sustained to ensure that monitoring and evaluation becomes part of normal work activities. The Triple I Change Management Model, developed for this research, has the institutionalise phase, which can be utilised to change the culture of employees in the first world countries to accept monitoring and evaluation as part of their daily activities. It is important that leaders allow employees to undergo the required training so that they can learn the new way of doing things; there must be a link between rewards and the new behaviour as this will encourage and motivate employees to continue with the change and adapt to the new culture in the organisation. It is essential that sustained improvements be celebrated as this would help to reinforce desired behaviours within the organisation, which others can replicate (Annunzio, 2001).

7.4.1.2 African continent

In the African continent, the following problems were identified. Ghana is often faced with cabinet reshuffles, which is designed to move high-performing leaders to organisations that are underperforming to implement their good practices and make improvements. In Uganda, the contract for the service of Permanent Secretaries (HoDs) is for a period of three years and is renewable upon good performance. Kenya's public sector is undergoing transformation with the purpose of aligning its administrative systems to improve the

services provided to the citizens and government, but it has experienced serious challenges in its attempt to manage change. The following recommendations are made for the African continent.

Similar to the first world countries, the HoDs' tenure in the African continent is usually for a three-year term, which means a frequent change in leadership. Ghana's approach in shifting good performing leaders to where they are needed most is a good practice, which can be adopted by other countries in the African continent. Leadership has been identified as an important factor in the performance of an institution, which is why the leader and the top management team should champion the Triple I Change Management Model. All African countries strive to improve the services provided to citizens and to government. It is therefore essential that active change management take place whenever something new is being implemented or when changes take place. Change management encourages buy-in and support, and reduces resistance. The utilisation of the Triple I Change Management Model would greatly assist departments in the African continent to ensure continuity in its functioning, even when the leader exits the department. The top management team can continue with the smooth functioning of the department, and the change management process, as the Triple I Change Management Model advocates that the leader work closely with the top management team in all activities including decision-making. This practice would minimise disruption and not affect the implementation of the change initiative. It is also important that the new leader/HoD continue the work of the previous incumbent so that the departmental goals are achieved.

7.4.1.3 SADC region

In the SADC region, the following problems were identified. In Zimbabwe, there is a lack of change management initiatives and the mindset of officials needs to be transformed. In Botswana, the public sector performance remains a priority, which had led to various initiatives being implemented since 1970. The following recommendations are made for the SADC region.

In some of the countries in the SADC region, very little change management takes place. It is very important that in a rapidly changing environment, there are change management interventions. This will assist in changing the attitudes of officials and enable them to understand that government needs to implement programmes to improve service delivery to

the public. For the change management to overcome resistance, the HoDs and top managements' visibility and commitment is a requirement; therefore, the HoD and top management must champion the Triple I Change Management Model. If there is support and commitment from the HoD and top management, the necessary resources and other enabling factors that contribute to effective change will be made available, leading to a successful and sustained change. Participation of officials in the change process and regular communication will aid an understanding of the value of change and their importance in the whole change process. The involve phase of the Triple I Change Management Model includes vision, plan and communicate, these steps are the foundation of a successful change initiative. The leader and the top management team need to involve all employees in the change management process. People will adjust their behaviour when they are allowed to contribute towards a shared vision and they understand how they fit into the bigger picture of things. The leader and the top management team, as change agents, must communicate with employees during the change process, and keep them informed every step of the way. Utilising the Triple I Change Management Model will assist in changing the mind-set of employees around the change initiative.

7.4.1.4 Lead coordinating departments for the Outcomes Approach

It was found that little or no change management took place in the lead coordinating departments. This led to many factors hindering the implementation of the Outcomes Approach. There was also the challenge of frequent changes in the HoDs; in some cases, it had a positive influence on the implementation of the Outcomes Approach, while in other cases it negatively affected its implementation. The following recommendations are made for the lead coordinating departments.

In order for HoDs in the lead coordinating departments to survive in an environment that operates at a radical speed, they need to adapt constantly to changes taking place around them. There is a need for change management even if the change emanates from legislation. Although the sustainability of the Outcomes Approach currently lies with the NDP and the plans emanating from it, it is essential that change management be conducted so that the implementation of the Outcomes Approach is embedded in the culture of the department as supported by Spiro (2009). The Triple I Change Management Model was designed specifically for the rapidly changing environment that leaders operate in, as well as the challenge of frequent changes of HoDs. With the frequent change of HoDs in government

departments, it is essential that they lead with speed and flexibility, as they do not have the luxury of time. It is necessary for them to respond immediately and take decisive actions to resolve problems as they arise.

HoDs must become eLeaders who are agile and can adapt easily to changes taking place around them. They must communicate regularly with employees, sharing information on the progress of change; they need to earn the trust of their employees. It should be a requirement for HoDs and top management to attend training in change management so that they can be successful champions of change in their departments. They must be committed to change otherwise employees are unlikely to be convinced of the necessity of the change, which could cause resistance. If the HoD and top management were committed to change, all the necessary resources and enabling factors would be provided to sustain the change efforts. The Triple I Change Management Model emphasises communication in all phases of the model and it must be prioritised during the change process.

The HoD must review the department's structure every three years to determine if it is still aligned to the mandate of the department. This would ensure that the required resources are made available for the delivery of the department's mandate. The work of units and branches in the department must be integrated and employees in the different units should not work in silos. The Triple I Change Management Model would assist HoDs to be more effective leaders in their daily activities; for example, they need to involve employees and communicate regularly with them on all matters pertaining to any changes taking place in the department.

It is very important to have succession planning and grooming of the top management team; should the HoD exit the department, an appointment can be made from within the top management team. This will ensure continuity in the change management process as well as the achievement of the department's goals. Internal appointments are linked to the continuity of processes, practices, and strategies, whereas appointments that are made from outside the organisation often lead to a change in the strategic direction. The HoD position is a contract post and may discourage internal top managers from applying; therefore, there should be some kind of security attached to the position of HoD. There should be provision for HoDs whose contracts have expired, to form part of the National School of Government to mentor, coach and groom prospective HoDs. These ex-HoDs should also be responsible for developing leaders into expert change management agents. The Triple I Change Management Model advocates that the HoD and top management be the change agents, as this would

eliminate any disruption caused by the frequent change of HoDs. In the current time, there should not be too much reliance on one person to lead the department, but rather leadership should be a collaborative effort. According to Hayward (2016), it is essential to develop leadership as an organisational capability rather than relying on the 'hero' at the top.

Ownership of processes and practices in a department leads to institutionalising of programmes, irrespective of the incumbents in the posts that are executing the tasks or activities. The HoDs need to instil in the employees a sense of ownership in the work that they are doing, which must be institutionalised so that even when there is a change of HoD the work will continue without any disruption. Change management is the key to achieving ownership and institutionalisation of programmes. The Triple I Change Management Model can be used to ensure that employees feel that they are in charge of the work they are responsible for, especially the institutionalise phase of the model that comprises training, incentives, and celebrating sustained change.

7.5 SUGGESTIONS FOR FURTHER RESEARCH

Future researchers may want to expand the findings of the present study, as the sample for this research was 12 lead coordinating departments; it would be interesting to obtain responses from all departments that are involved with the Outcomes Approach in South Africa. It would be highly desirable to determine if the findings from the population correlate with the sample that was used for this research.

The public sector departments in South Africa are faced with rapid environmental changes and need to keep abreast with the service delivery demands of its citizenry. It would be valuable to investigate how HoDs in South African government departments are adapting to the rapidly changing environment and how they are managing change in their departments.

An experimental study could be conducted on two groups of top management, one that is exposed to succession planning and grooming, and another unexposed group; to ascertain the results of being appointed to a HoD position. It would be interesting to find out the level of success for both these groups and how it influences the achievement of the department's goals.

7.6 RESEARCHER'S PERSONAL REFLECTION

When I started this journey seven years ago, I did not expect to obtain the findings that I did in this research, it was a journey of discovery. I always thought that stability of leadership is of utmost importance and that government must strive towards stability. Seven years ago, I did not realise that life was changing so rapidly and what was applicable 10 years ago is no longer applicable today. We need to keep abreast of changes taking place around us and cannot depend on one person at the top. Apart from changes in leadership, for various reasons, often beyond their control, leaders have their own goals and these cannot be halted because government needs stability in leadership. It is important that government work around this to manage the frequent changes taking place. It was surprising to learn that change management does not actively take place in government, as it is a key factor in ensuring minimal resistance to change. If change management is conducted, half the battle is won instead of constantly facing challenges that could have been avoided. I feel that government chooses the longer path to get somewhere, instead of taking a shorter route and achieving success faster.

When I started my PhD journey initially, the subject matter was monitoring and evaluation, but as I continued, I realised that my passion lay with leadership and change management. I changed my topic to leadership and change management and have never looked back. It has been an amazing journey and I have learnt so much on this knowledge-seeking path.

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Annexure 1: Questionnaire sent to officials in lead coordinating departments

Leadership and change management in the implementation of the Outcomes Approach

Purpose of the questionnaire
To gain an understanding whether frequent change of leadership affects the achievement of major government programmes like the Outcomes Approach

Instructions
Please complete the questionnaire below by following the instructions of each section. Remember that there are no right or wrong answers. Your response is valuable and will contribute towards a better understanding on the impact of frequent change of Head of Departments (HoD). Answers provided should be based on the implementation of the Outcomes Approach in your department.

You can save your progress at anytime by clicking on the **"Save"** button at the **top** of the questionnaire.

Once complete, please submit the completed questionaire to mumsy@presidency-dpme.gov.za by clicking on the **"Submit"** button at the **top** of the questionnaire.

Respondent information

Name _____
Surname _____
Date _____
Department _____
Designation _____
No of years with current Department _____
No of years working with Outcomes Approach _____

Has there been a change of your Head of Department (HoD) since April 2010? ❑ YES ❑ NO

If your answer to the question above is YES, please only answer the questions in sections 1 and 2 (marked in YELLOW below)

If your answer to the question above is NO, please only answer all questions in sections 3 and 4 (marked in BLUE below).

Section 1 assesses whether the Outcomes Approach is affected by the frequent change of HoD's in government departments?	Strongly agree	Agree	Neutral	Disagree	Srongly disagree
Please place a tick in only ONE box per question.					
1.1 The change of HoD has caused changes in top management which negatively impacted on the implementation of the Outcomes Approach			❑	❑	❑
1.2 The department has institutionalised the Outcomes Approach even with the change of HoD	❑	❑	❑	❑	❑
1.3 The support remained consistent during the transition period from one HoD to the next	❑	❑	❑	❑	❑
1.4 The change of HoD had led to a lack of morale in institutionalising the Outcomes Approach	❑	❑	❑	❑	❑
1.5 The short period of HoD contracts can make it difficult to ensure that the changes introduced for the Outcomes Approach would be sustainable	❑	❑	❑	❑	❑
1.6 The targets for the Outcomes Approach has been achieved consistently from one HoD to the next	❑	❑	❑	❑	❑
1.7 Comments					

Section 2: This section assesses the implementation of change management when there was a change of HoD in the department	Strongly agree	Agree	Neutral	Disagree	Srongly disagree
Please place a tick in only ONE box per question.					
2.1 The necessary resources were provided to sustain the momentum of change in the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
2.2 There was a change in department's culture which affected the change management process	❑	❑	❑	❑	❑
2.3 There were new strategies and approaches which negatively affected the implementation of the change management process for the Outcomes Approach	❑	❑	❑	❑	❑
2.4 The momentum of change management for the implementation of the Outcomes Approach remained constant from the previous HoD to the current HoD	❑	❑	❑	❑	❑
2.5 The change management process for the Outcomes Approach was embraced by the new HoD	❑	❑	❑	❑	❑
2.6 Comments					

Section 3 assesses whether the stability of the HoD has influenced the implementation of the Outcomes Approach	Strongly agree	Agree	Neutral	Disagree	Srongly disagree
Please place a tick in only ONE box per question.					
3.1 The stability of leadership has led to the implementation of the Outcomes Approach to constantly improve year on year	❑	❑	❑	❑	❑
3.2 HoD stability ensured innovation and creativity in the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
3.3 Leadership stability has ensured the consistent achievement of the Outcomes Approach	❑	❑	❑	❑	❑
3.4 The stability of the HoD provided consistent guidance, support and motivation for employees to deliver on the Outcomes	❑	❑	❑	❑	❑
3.5 HoD stability minimised a high turnover of top management thus providing consistency in the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
3.6 The stability of the HoD ensured the continuity of departmental culture and consistency in the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
3.7 Leadership stability promoted a culture of accountability and responsiveness which contributed postively towards the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
3.8 HoD stability is important for the successful implmentation of the Outcomes Approach	❑	❑	❑	❑	❑
3.9 Please ellaborate on your andswer in 3.8?					
3.10 Comments					

Section 4: This section assesses whether the implementation of change management when there was a HoD in the department since 2010	Strongly agree	Agree	Neutral	Disagree	Srongly disagree
Please place a tick in only ONE box per question.					
4.1 The process of change management was adopted in my department when the Outcomes Approach was introduced and implemented	❑	❑	❑	❑	❑
4.2 There was a change agent to facilitate the change process when the Outcomes Approach was implemented	❑	❑	❑	❑	❑
4.3 The change management process has been sustained throughout the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
4.4 There have been factors that have hindered the implementation of the Outcomes Approach in the department	❑	❑	❑	❑	❑
4.5 It is essential that change management takes place when a new programme is being introduced that affects government	❑	❑	❑	❑	❑
4.6 There was buy-in and support from all officials involved with the implementation of the Outcomes Approach	❑	❑	❑	❑	❑
4.7 The change management process received the support of the HoD	❑	❑	❑	❑	❑
4.8 The change management process was well communicated when the Outcomes Approach was introduced	❑	❑	❑	❑	❑
4.9 Which factors, if any, have hindered the implementation of the Outcomes Approach in your department and how did it hinder the implementation?					

Annexure 2: Interview questions with the Outcome Facilitators from DPME

1. Has there been a change in the Head of your coordinating department since the Outcomes Approach has been implemented in 2010, it there has been a change of leadership how did it influence the implementation of the Outcomes Approach in the department?

2. If the leadership has not changed how has the stability influenced the implementation of the Outcomes Approach?

3. How was change management conducted in the department when the Outcomes Approach was introduced?

4. How has change management been sustained for the successful implementation of the Outcomes Approach?

5. If there has been a change in HoD has it affected the sustainability of the change management process for the Outcomes Approach?

6. What factors have hindered the sustainability of change management in the implementation of the Outcomes Approach?

7. Do you think that leadership stability is important for the achievement of major government programmes like the Outcomes Approach? If yes why? If No why?

8. To facilitate a smooth transition from one HoD to another what would you suggest?

9. What future interventions would you suggest in terms of the frequent change of head of departments?

Annexure 3: Ethics clearance certificate

Research Office

HUMAN RESEARCH ETHICS COMMITTEE (NON-MEDICAL)
R14/49 Subramoney

CLEARANCE CERTIFICATE	PROTOCOL NUMBER: H16/08/31
PROJECT TITLE	Leadership and change management in the implementation of the outcomes approach
INVESTIGATOR(S)	Mrs S Subramoney
SCHOOL/DEPARTMENT	Public and Development Management
DATE CONSIDERED	19 August 2016
DECISION OF THE COMMITTEE	Approved
EXPIRY DATE	18 September 2019

DATE 19 September 2016 CHAIRPERSON J Knight
(Professor J Knight)

cc: Supervisor : Dr M Matshabaphala

DECLARATION OF INVESTIGATOR(S)

To be completed in duplicate and **ONE COPY** returned to the Secretary at Room 10004, 10th Floor, Senate House, University.

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to ensure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee. I agree to completion of a yearly progress report.

Signature

20/09/2016
Date

PLEASE QUOTE THE PROTOCOL NUMBER ON ALL ENQUIRIES

Annexure 4: Consent form for officials completing the questionnaire

CONSENT FORM

Instructions to participant: Please print and then sign your name in the space provided before you participate in this study.

I, _____, voluntarily give my consent to participate in this research by completing the questionnaire. I have read the Participant Information Sheet, and feel that I understand the basic nature of the research. I understand that my confidentiality will be carefully guarded and that all the answers given by others will be combined, so I cannot be identified.

_____

Signature of Research Participant

_____

Date

CONTACT DETAILS OF RESEARCHER:

Ms Savithree (Mumsy) Subramoney
Tel: 082 463 8532, Email: Mumsy@dpme.gov.za

CONTACT DETAILS OF RESEARCH SUPERVISOR:

DR. MDJ MATSHABAPHALA

Tel number: 082 341 6102, E-mail address: Manamela.Matshabaphala@wits.ac.za

CONTACT DETAILS OF HUMAN RESEARCH ETHICS CLEARANCE /NON-MEDICAL AT WITS

Ms Lucille Mooragan

Tel number: 011 717 1408, E-mail addess: Lucille.Mooragan@wits.ac.za

Annexure 5: Consent form for interview with the DPME Outcome Facilitators

CONSENT FORM

Instructions to participant: Please print and then sign your name in the space provided before you participate in this study.

I, _____, voluntarily give my consent to participate in this research by being interviewed. I have been informed about, and feel that I understand the basic nature of the research. I understand that I have a right to stop answering the questions at any time or may refuse to answer certain questions. I understand that my confidentiality will be carefully guarded and that all the answers given by others will be combined, so I cannot be identified.

I, agree / disagree to have my interview recorded.

_____

Signature of Research Participant

_____

Date

CONTACT DETAILS OF RESEARCHER:

Ms Savithree (Mumsy) Subramoney
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CONTACT DETAILS OF RESEARCH SUPERVISOR:

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Ms Lucille Mooragan

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Annexure 6: Participant information sheet for officials completing the questionnaire

LEADERSHIP AND CHANGE MANAGEMENT IN THE IMPLEMENTATION OF THE OUTCOMES APPROACH

Participant Information Sheet for officials completing the questionnaire

Background

When a major government programme is introduced there is usually a lot of attention, excitement and publicity within government departments and the public in general. With time the excitement and attention dies a slow death and it is business as usual. It is critical that the change management process continues, to ensure that the new behaviour and way of doing things remain. Leadership thus plays an integral role in maintaining the momentum of the change effort however the frequent change in heads of departments can have an effect on the change management process and the achievement of government programmes. This research will focus on the impact of the turnover of HoDs on the ability of departments to sustain the momentum of change for the Outcomes Approach. Approval from the Acting Director-General of the Department of Planning Monitoring and Evaluation has been obtained to conduct this research.

Purpose of the research

The purpose of the research is to investigate the effect that the high turnover rate of heads of departments in the South African public sector has on sustaining the momentum with which government programmes are being delivered. This study intends to research how the change management process was embraced, and sustained by leadership in the delivery of the Outcomes Approach.

Researcher

The researcher for this study is Savithree Subramoney (Mumsy) who is reading for her PhD through the School of Public and Development Management, University of Witwatersrand, Johannesburg. She is currently employed at the Department of Planning Monitoring and Evaluation in the Institutional Performance Monitoring branch. The researcher has no relationship with the Outcomes Facilitators who are part of the Outcomes Monitoring branch in the department and are currently situated in another building. The researcher is totally impartial and there will be no biasness in the research. The researcher intend to develop a model for leading change with speed and flexibility making it more relevant to the fast changing environment that we operate in especially with the frequent change of HoD's in the South African public sector.

Confidentiality

The information obtained from the questionnaire will be kept well secured and only the researcher will have access to the information. To protect respondents' anonymity no indication will be made of the departments or the names of the respondents. All respondent answers from the different departments will be combined therefore no names will be used in the research. Any publication of the data will be aggregated and not include any information that will identify a department or an individual.

Format of questionnaire

I am inviting you to be part of my study by participating in my survey. The questionnaire which is in an Excel format will take approximately 15 minutes to complete. You was selected to participate in my survey based on your knowledge and experience on the Outcomes Approach. The instructions are clear on the questionnaire but if there are any clarification that is needed please contact the researcher.

Your participation in my survey is voluntary and refusal will not involve any penalty or loss of benefit. There will be no remuneration provided if you participate in the survey. The thesis will be available on the Wits University website and where requested it will be made available in hard copy to the departments that granted approval for my research. If you

would like a summary of my research, please send me an e-mail my contact details can be found below.

PLEASE SAVE THE QUESTIONNAIRE AND SUBMIT TO THE RESEARCHER VIA

E-MAIL

IF THERE ARE ANY CLARIFICATION NEEDED PLEASE CONTACT THE RESEARCHER,

CONTACT DETAILS OF RESEARCHER:

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Annexure 7: Participant information sheet for interviews with the Outcome Facilitators

LEADERSHIP AND CHANGE MANAGEMENT IN THE IMPLEMENTATION OF THE OUTCOMES APPROACH

Participant Information Sheet for Outcome Facilitators being interviewed

Background

When a major government programme is introduced there is usually a lot of attention, excitement and publicity within government departments and the public in general. With time the excitement and attention dies a slow death and it is business as usual. It is critical that the change management process continues, to ensure that the new behaviour and way of doing things remain. Leadership thus plays an integral role in maintaining the momentum of the change effort, however the frequent change in heads of departments can have an effect on the change management process and the achievement of government programmes. This research will focus on the impact of the turnover of HoDs on the ability of departments to sustain the momentum of change for the Outcomes Approach. Approval from the Acting Director-General of the Department of Planning Monitoring and Evaluation has been obtained to conduct this research.

Purpose of the research

The purpose of the research is to investigate the effect that the high turnover rate of heads of departments in the South African public sector has on sustaining the momentum with which government programmes are being delivered. This study intends to research how the change management process was embraced, and sustained by leadership in the delivery of the Outcomes Approach.

Researcher

The researcher for this study is Savithree Subramoney (Mumsy) who is reading for her PhD through the School of Public and Development Management, University of Witwatersrand, Johannesburg. She is currently employed at the Department of Planning Monitoring and Evaluation in the Institutional Performance Monitoring branch. The researcher has no

relationship with the Outcomes Facilitators who are part of the Outcomes Monitoring branch in the department and are currently situated in another building. The researcher is totally impartial and there will be no biasness in the research. The researcher intends to develop a model for leading change with speed and flexibility making it more relevant to the fast changing environment that we operate in especially with the frequent change of HoD's in the South African public sector.

Confidentiality

The information obtained from the interviews conducted with the Outcome Facilitators will be kept well secured and only the researcher will have access to the information. All information obtained from the interviews will be combined therefore no names will be used in the research. To ensure accurate capturing of the data collected from the interviews, the Outcome Facilitators will be requested permission to have the interview recorded. Any publication of the data collected will be aggregated and not include any information that will identify an individual.

Participation in the interview is voluntary and refusal will not involve any penalty or loss of benefit. There will be no remuneration provided for participation. The thesis will be available on the Wits University website.

CONTACT DETAILS OF RESEARCHER:

SAVITHREE (MUMSY) SUBRAMONEY

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Mumsy@presidency-dpme.gov.za

CONTACT DETAILS OF RESEARCH SUPERVISOR:

DR. MDJ MATSHABAPHALA

082 341 6102

Manamela.Matshabaphala@wits.ac.za

CONTACT DETAILS OF HUMAN RESEARCH ETHICS CLEARANCE /NON-MEDICAL AT WITS

Ms Lucille Mooragan

011 717 1408

Lucille.Mooragan@wits.ac.za

THANK YOU FOR YOUR PARTICIPATION!!!

Annexure 8: Approval from DPME top management

planning, monitoring and evaluation

Department:
Planning, Monitoring and Evaluation
REPUBLIC OF SOUTH AFRICA

SUBMISSION

TO: Mr T. Matona

THROUGH: Dr N. Tshayingca-Mashiya

FROM: Ms S. Subramoney

SUBJECT: PhD Research on the Outcomes Approach

DATE: 10 February 2016

1. PURPOSE

To obtain approval for using the Outcomes Approach implemented by DPME in conducting my research study entitled, "Leadership and change management in the implementation of the Outcomes Approach".

2. BACKGROUND

2.1 To utilise information gathered from experiences of programme implementers for analysis and review for purposes of the study.

2.2 Ms Savithree Subramoney has been a permanent employee in the DPME since August 2010 and has registered with Wits University to study towards her PhD. Her research topic is "Leadership and change management in the implementation of the Outcomes Approach". In Government there is a high turn-over of Heads of Departments. The purpose of this research is to investigate the effect that the high turnover rate of heads of departments in the South African public sector has on sustaining the momentum with which government programmes are being delivered. This study intends to research how the change management process was embraced, and sustained by leadership in the delivery of the Outcomes Approach.

2.3 The research questions are as follows:

How has the Outcomes Approach been affected by a change of Head of department in lead implementing departments?

What factors have hindered the sustainability of change management in the implementation of the Outcomes Approach?

Why is leadership stability essential for the achievement of major government programmes like the Outcomes Approach?

3. **DISCUSSION**

3.1. Data collection will be done by means of interviews and questionnaires. Outcome Facilitators working with coordinating departments will be interviewed to get their views on leadership commitment, which is based on their experiences from working with the coordinating departments and questionnaires will be sent to officials working with the Outcomes Approach in lead implementing departments. The questionnaire that will be sent to officials in lead implementing departments is in Annexure 1.

4. **FINANCIAL / HR IMPLICATIONS**

4.1. None

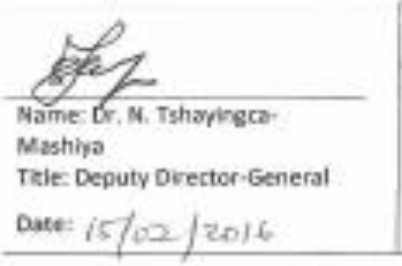
5. **RECOMMENDATION**

5.1 It is recommended that the Acting Director-General supports the research conducted on the implementation of the Outcomes Approach and allows the researcher to conduct interviews with the Outcomes Facilitators.

5.2 It is also recommended that permission be granted to the researcher to request the support from the Outcome Managers to distribute the questionnaire to officials in the lead implementing departments.

Name: Ms Savithree Subramoney Title: Deputy Director Date: 10 February 2016	Comment:

Name: Mr Henk Serfontein Title: Chief Director Date: 19/2/2016	Recommended	Not Recommended	Recommended as amended
	Comment:		



Name: Dr. N. Tshayingca-Mashiya
Title: Deputy Director-General
Date: 15/02/2016

Recommended	Not Recommended	Recommended as amended

Comment:



Name: Mr Thulani Masilela
Title: Acting Head OME
Date: 17/02/2016

Approved	Not Approved	Approved as amended

Comment:
The request is supported.



Name: Mr T. Matona
Title: Acting Director-General
Date: 22/2/2016

Approved	Not Approved	Approved as amended

Comment:
I was once interviewed by someone else a few years ago on a similar topic. I can assist to provide that study.