



UNIVERSITY OF
KWAZULU-NATAL
INYUVESI
YAKWAZULU-NATALI

**EFFECTIVENESS OF OUTCOMES-BASED PERFORMANCE MANAGEMENT:
KWAZULU-NATAL CASES OF DEPARTMENT OF AGRICULTURE AND
ENVIRONMENTAL AFFAIRS AND OF PROVINCIAL TREASURY**

By

Petulia Ntokozo Makoba

213568723

A dissertation in fulfilment of the requirements for the Degree

of

Masters in Administration

School of Management, Information Technology and Governance

College of Law and Management Studies

Supervisor: Dr Fayth Ruffin

2013



**EFFECTIVENESS OF OUTCOMES-BASED PERFORMANCE MANAGEMENT:
KWAZULU-NATAL CASES OF DEPARTMENT OF AGRICULTURE AND
ENVIRONMENTAL AFFAIRS AND OF PROVINCIAL TREASURY**

Petulia Ntokozo Makoba

2013

DECLARATION

I PETULIA NTOKOZO MAKOBA declare that:

- (i) The research reported in this dissertation, except where otherwise indicated, is my original research.
- (ii) This dissertation has not been submitted for any degree or examination at any other university.
- (iii) This dissertation does not contain other persons' data, pictures, graphs or other information, unless specifically acknowledged as being sourced from other persons.
- (iv) This dissertation does not contain other persons' writing, unless specifically acknowledged as being sourced from other researchers. Where other written sources have been quoted, then:
 - (a) Their words have been re-written but the general information attributed to them has been referenced;
 - (b) Where their exact words have been used, their writing has been placed inside quotation marks, and referenced.
- (v) This dissertation does not contain text, graphics or tables copied and pasted from the Internet, unless specifically acknowledged, and the source being detailed in the thesis and in the Reference section.

Signature_____

Date_____

DEDICATION

This dissertation is dedicated to the glory and honour of God the Almighty who *shines a light on my path*. All that I am and all that I will be works towards fulfilling His mission for me, *owuqalile umsebenzi uyowuqeda empilweni yami*.

This work is further dedicated to the memory of my father, Mr Duke Madoda Makoba and my maternal grandmother Mrs Gertrude *Nzamo Mbambo* whose words *imfund' encane iyahlupha* (minimal education is troublesome), are an inspiration.

ACKNOWLEDGEMENTS

I would like to acknowledge the work of Dr Fayth Ruffin, my Supervisor, who set high standards from beginning to end, thus taking me to another level of academic understanding and appreciation. Your valuable support, guidance and assistance made this work possible. *Ngiyabonga kakhulu*. To the University of KwaZulu-Natal, thank you for providing me with an opportunity to add to the body of knowledge.

To the HOD of KZN Provincial Treasury, Mr Simiso Magagula and the Acting HOD of Department of Agriculture and Environmental Affairs Mr Harry Strauss, thank you for granting permission for this research to be conducted in your respective departments. My greatest thanks go to the senior managers and deputy managers at KwaZulu-Natal Provincial Treasury and the Department of Agriculture and Environmental Affairs, who took time to fill in the survey questionnaires. Your participation was pivotal to the success of this research. Thank you. A special thanks too to the managers who set time aside for me to interview them amidst their busy schedules. My heartfelt appreciation goes to the HR directorate at KwaZulu-Natal Provincial Treasury for being a great help with the contact details and the relevant documentation.

To a man with many hats, my dear friend, statistician and “go to guy”, Dr Songelwayo Chisi; saying thank you is just not enough. Dr Sbongiseni Ngcamu, I thank you too and your wife for your humility and for being the most unexpected help in conceptualising this study. I have a deep appreciation for my spiritual mentors, Pastor Siyabonga Sibiyi, Pastor Sithembiso Ngcobo, Mrs Lungile Ngubane and Mrs Cecilia Mtshali, who provided prayers, words of wisdom and valuable guidance which gave me the reserve to keep on going. To my grandmother, Mrs Joyce “MaSikhakhane” Makoba and my aunt Mrs Tiny “Gane” Sabelo, your unconditional love and enthusiasm over my small victories is fire in my soul.

To Mrs Hloni Zikali, who always believes in me and who provides much needed comic relief and words of encouragement; thank you my dear friend. Lastly, but definitely not least, to the perfect expression of God’s love for me, my three children, Luyanda, Mesuli and Wongalethu. Your unconditional love and understanding made me engage on this journey unreservedly and with no feeling of guilt. *MaJoko amahle!*

To those who said it was not going to happen, thank you for providing motivation for the completion of this research and more to come.

ACRONYMS AND ABBREVIATIONS

APP	Annual Performance Plan
ADSS	Agricultural Development Support Services
BP	Batho Pele
BPWP	Batho Pele White Paper
CFO	Chief Financial Officer
COHOD	Committee for Heads of Departments
DA	Delivery Agreement
DAEA	Department of Agriculture and Environmental Affairs
DM	Deputy Manager
DMCO	Departmental Moderating Committee
DPME	Department of Performance Monitoring and Evaluation
DPSA	Department of Public Service and Administration
EAP	Employee Assistance Programme
EP	Evaluation Plan
EPMDS	Employee Performance Management and Development System
FMPPI	Framework for Managing Programme Performance Information
GM	General Manager
GWMES	Government Wide Monitoring and Evaluation System
HOD	Head of Department
HR	Human Resources
HRD	Human Resource Development
HRM	Human Resource Management
IDP	Integrated Development Plan
IRC	Interim Review Committee
KPA	Key Performance Area
KRA	Key Results Area
KZN	KwaZulu Natal
MANCO	Management Committee
M&E	Monitoring and Evaluation
MEC	Member of the Executive Committee
MINTEC	Ministerial Technical Committee
MKPA	Management Key Performance Area
MPAT	Management Performance Assessment Tool
MTSF	Multi Term Strategic Framework
NEPF	National Evaluation Policy Framework

OA	Outcomes Approach
OBPM	Outcomes-Based Performance management
OC	Organisational Culture
OSS	Operation Sukuma Sakhe
OTP	Office of the Premier
PA	Performance Agreement
PATF	Performance Assessment Tool Framework
PAT	Performance Assessment Tool
PDP	Performance Development Plan
PFMA	Public Finance Management Act
PM	Performance Management
PMS	Performance Management System
PS	Public Service
PSA	Public Service Act
PSR	Public Service Regulations
PT	KwaZulu Natal Provincial Treasury
QPR	Quarterly Performance Review
RSA	Republic of South Africa
SCC	Service Committee Charter
SDIP	Service Delivery Improvement Plan
SHRM	Strategic Human Resource Management
SMART	Specific, Measurable, Achievable, Realistic, Timebound
SM	Senior Manager
SMS	Senior Management Service
SOP	Standard Operating Procedure
SP	Strategic Plan
T&D	Training and Development
TR	Treasury Regulations
WP	White Paper
WPHRM	White Paper on Human Resource Management
WPS	Workplace Skills Plan
WPTPS	White Paper on the Transformation of the Public Service
UK	United Kingdom

ABSTRACT

In a democratic Republic of South Africa, the public service is expected to ensure effective performance that delivers services to all citizens. Public service organisations are obligated to equip employees with adequate skills that build capacity and result in envisaged outcomes where employee performance generates organisational performance. Outcomes-based Performance Management (OBPM) is a system used for performance management in most countries, and is known as the Outcomes Approach (OA) in South Africa. The OA was implemented in 2010 to increase accountability, enhance good governance and to ensure a focus on improving the lives of citizens. Government resolved to prioritise 12 Outcomes, The twelfth outcome and one of its inputs – human resource management and development – are the focus of this study.

Toward examining employee perceptions on the effectiveness of OA and whether OA improves human resource management and development, the hypothesis is that implementation of the OA positively affects human resource management and development. In addition the research question raised is to what extent the OA is effectively applied in the KwaZulu-Natal Department of Agriculture and Environmental Affairs and of Provincial Treasury. The study employed a mixed method research design and case study strategy. Qualitative data were obtained through interviews, and quantitative data were collected through a survey of senior managers and deputy managers. Secondary data were collected from departmental documents and national and provincial policies.

The results illustrate a concurrence of findings from the qualitative and secondary data, however, the results from the quantitative data differ in that they reveal that OA is effective in the departments. Statistical analysis showed a significant relationship between effectiveness of the OA and experience of employees who implement it. Findings reveal that, as to the effectiveness of the OA in these KZN departments, the OA is effective. Human resource management and development are not yet improved by OA and the regression analysis showed that there is currently no relationship between OA and human resource management and development. The study concludes however, with policy implications and a recommended action plan based upon data adduced, on how provincial departments, as learning organisations, can best shift to the OA to improve employee and organisational performance and therefore service delivery to South African citizens.

TABLE OF CONTENTS

DECLARATION.....	i
DEDICATION	ii
ACKNOWLEDGEMENTS.....	iii
LIST OF ACRONYMS	iv
ABSTRACT.....	vi
LIST OF FIGURES.....	ix
LIST OF MATRICES.....	xi
LIST OF TABLES.....	xii
LIST OF APPENDICES.....	xv
1 CHAPTER ONE: INTRODUCTION TO THE STUDY.....	1
1.2 BACKGROUND TO THE STUDY.....	3
1.3 THE CHARACTER OF THE STUDY.....	3
1.3.1 Performance management.....	3
1.3.2 Human Resource Management.....	5
1.3.3 Human Resource Development.....	6
1.3.4 Outcomes-Based Performance Management.....	7
1.4 RESEARCH PROBLEM AND OBJECTIVES.....	7
1.5 CHAPTER INVENTORY.....	9
1.6 CONCLUSION OF CHAPTER	10
2 CHAPTER TWO: OUTCOMES APPROACH: THE ABSTRACT AND THE HUMAN ELEMENT.....	11
2.1 INTRODUCTION.....	11
2.2 PERFORMANCE MANAGEMENT.....	12
2.2.1 Definition of Performance Management.....	13
2.2.2 Schools of thought.....	15
2.2.3 The Performance Management Process.....	15
2.2.4 The Performance Management System.....	17
2.3 HUMAN RESOURCE MANAGEMENT.....	19
2.4 HUMAN RESOURCE DEVELOPMENT.....	23
2.5 OUTCOMES BASED PERFORMANCE MANAGEMENT.....	26
2.6 META-THEORETICAL FRAMEWORK.....	32
2.7 CONCLUSION OF CHAPTER.....	36
3 CHAPTER THREE: RESEARCH METHODOLOGY.....	37
3.1 INTRODUCTION.....	37
3.2 BASIS OF THE STUDY.....	37
3.3 RESEARCH DESIGN AND STRATEGY.....	38
3.4 CASE, RESPONDENT AND SITE SELECTION.....	43
3.5 DATA COLLECTION METHODS.....	44
3.6 SAMPLING.....	45
3.7 MEASUREMENT.....	46
3.8 VALIDITY, RELIABILITY AND TRUSTWORTHINESS.....	48
3.9 ETHICAL CONSIDERATIONS.....	49
3.10 LIMITATIONS OF THE STUDY.....	50
3.11 DATA ANALYSIS.....	51
3.11.1 Quantitative data.....	51
3.11.2 Qualitative data	52
3.12 CONCLUSION OF CHAPTER.....	53

4	CHAPTER FOUR: DATA ANALYSIS AND STUDY RESULTS AND FINDINGS.....	54
4.1	INTRODUCTION.....	54
4.2	RESEARCH OBJECTIVES, HYPOTHESIS AND RESEARCH QUESTIONS...	55
4.3	BIOGRAPHICAL DATA ON PARTICIPANT POPULATION.....	56
4.4	DATA ANALYSIS.....	58
4.4.1	Documentary framework.....	58
	4.4.1.1 Policy framework impacting on the Outcomes Approach.....	58
4.4.2	The Case of KwaZulu-Natal Provincial Treasury.....	61
	4.4.2.1 Secondary data.....	61
	4.4.2.2 PRIMARY DATA.....	64
	4.4.2.2.1 Qualitative data.....	64
	4.4.2.2.2 Quantitative data.....	74
4.4.3	The Case of the KwaZulu-Natal Department of Agriculture and Environmental Affairs.....	89
	4.4.3.1 Secondary data.....	90
	4.4.3.2 Primary data.....	92
	4.4.3.2. 1 Qualitative data.....	92
	4.4.3.2.2 Quantitative data.....	107
4.4.4	Cross-case comparison for Provincial Treasury and Department of Agriculture and Environmental Affairs.....	122
	4.4.4.1 Secondary data.....	123
	4.4.4.2 Primary data.....	124
	4.4.4.2.1 Qualitative data	125
	4.4.4.2.2 Emerging themes from qualitative data.....	137
	4.4.4.2.3 Quantitative data.....	139
	4.4.4.2.4 Overall statistical analysis of quantitative data...157	
4.4.5	Triangulation of data.....	159
4.5	CONCLUSION OF CHAPTER.....	164
5	CHAPTER FIVE: SUMMARY OF CONCLUSIONS, POLICY IMPLICATIONS, AND RECOMMENDATIONS.....	165
5.1	INTRODUCTION.....	165
5.2	SUMMARY OF CONCLUSIONS FROM STUDY.....	165
5.3	POLICY IMPLICATIONS.....	166
	5.3.1 Policy implementation, monitoring and evaluation.....	166
	5.3.2 Introduction of Change Management tools in government.....	166
	5.3.3 Leadership and culture transformation.....	167
	5.3.4 Organisational learning and benchmarking.....	167
5.4	RECOMMENDATIONS FOR FACILITATING THE SHIFT TO THE OUTCOMES APPROACH.....	167
5.5	RECOMMENDATIONS FOR FURTHER STUDIES.....	170
5.6	CONCLUSION OF STUDY.....	170
5.7	CONCLUSION OF CHAPTER.....	172

LIST OF FIGURES

Figure 2.1	Twelve National Outcomes.....	31
Figure 2.2	The Performance Management Process.....	33
Figure 2.3	The Human Resource cycle.....	34
Figure 2.4	Outcomes Approach Model.....	35
Figure 4.1	Provincial Treasury results regarding use of Performance Management in Strategic planning	76
Figure 4.2	Provincial Treasury results regarding incorporation of community expectations in departmental mission statement	77
Figure 4.3	Provincial Treasury results regarding values as part of the mission statement.....	78
Figure 4.4	Provincial Treasury results regarding improved political accountability post- Outcomes Approach implementation.....	79
Figure 4.5	Provincial Treasury results regarding better service delivery post- Outcomes Approach implementation	80
Figure 4.6	Provincial Treasury results regarding Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation.....	81
Figure 4.7	Provincial Treasury results regarding change in Key Performance Indicators post-Outcomes Approach implementation	82
Figure 4.8	Provincial Treasury results regarding focus on outcomes post-Outcomes Approach implementation.....	83
Figure 4.9	Provincial Treasury results regarding improved Human Resource Management Post-Outcomes Approach implementation.....	84
Figure 4.10	Provincial Treasury results regarding an optimal fit achieved between employees and the department.	85
Figure 4.11	Provincial Treasury results regarding improved management of human resources post-Outcomes Approach implementation.....	86
Figure 4.12	Provincial Treasury results regarding improvement of training post- Outcomes Approach implementation.....	87
Figure 4.13	Provincial Treasury results regarding suggested skills development improvement post-Outcomes Approach Implementation.....	88
Figure 4.14	Department of Agriculture and Environmental Affairs results regarding use of Performance Management in strategic planning.....	108

Figure 4.15	Department of Agriculture and Environmental Affairs results regarding incorporation of community expectations in the mission statement.....	109
Figure 4.16	Department of Agriculture and Environmental Affairs results regarding values as part of the mission statement	110
Figure 4.17	Department of Agriculture and Environmental Affairs results regarding improved public accountability post-Outcomes Approach implementation.....	112
Figure 4.18	Department of Agriculture and Environmental Affairs results regarding better service delivery post-Outcomes Approach implementation.....	113
Figure 4.19	Department of Agriculture and Environmental Affairs results regarding Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation	114
Figure 4.20	Department of Agriculture and Environmental Affairs results regarding focus on outcomes post-Outcomes Approach implementation.....	115
Figure 4.21	Department of Agriculture and Environmental Affairs results regarding change in Key Performance Indicators post-Outcomes Approach implementation.....	116
Figure 4.22	Department of Agriculture and Environmental Affairs results regarding improved Human Resource Management post-Outcomes Approach implementation.....	117
Figure 4.23	Department of Agriculture and Environmental Affairs results regarding an optimal fit achieved between employees and the department.....	118
Figure 4.24	Department of Agriculture and Environmental Affairs results regarding improved management of human resources post-Outcomes Approach implementation.....	119
Figure 4.25	Department of Agriculture and Environmental Affairs results regarding improvement of training post- Outcomes Approach implementation.....	120
Figure 4.26	Department of Agriculture and Environmental Affairs results regarding suggested skills development improvement post-Outcomes Approach Implementation	121
Figure 4.27	Cross Case Comparison on the use of Performance Management for strategic planning post-Outcomes Approach implementation.....	140
Figure 4.28	Cross-Case Comparison on the reflection of community expectations in departmental mission statement. post-Outcomes Approach implementation.....	142
Figure 4.29	Cross-Case Comparison on the reflection of the values in the departmental mission statement post-Outcomes Approach implementation.....	143
Figure 4.30	Cross-Case Comparison on improved political accountability post-Outcomes Approach implementation.....	144
Figure 4.31	Cross-Case Comparison on better service delivery post-Outcomes Approach implementation.....	145
Figure 4.32	Cross-Case Comparison on focus on outcomes post-Outcomes Approach implementation	146

Figure 4.33	Cross-Case Comparison on Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation.....	147
Figure 4.34	Cross-Case Comparison on change in Key Performance Indicators post-Outcomes Approach implementation.....	149
Figure 4.35	Cross-Case Comparison on Human Resource Management improvement post-Outcomes Approach implementation	150
Figure 4.36	Cross-Case Comparison on optimal fit between employees and departments post-Outcomes Approach implementation.....	152
Figure 4.37	Cross-Case Comparison on improved management of human resources post-Outcomes Approach implementation.....	153
Figure 4.38	Cross-Case Comparison on improved staff training post-Outcomes Approach implementation	154
Figure 4.39	Cross-Case Comparison on improved skills post-Outcomes Approach implementation	156
Figure 4.40	Employee perceptions on the effectiveness of the Outcomes Approach.....	159
Figure 4.41	Triangulation of data.....	160

LIST OF MATRICES

Matrix 4.1	Summary of the Management Performance Assessment Tool results for Provincial Treasury.....	63
Matrix 4.2	Effectiveness of the Outcomes Approach at Provincial Treasury.....	69
Matrix 4.3	Outcomes Approach and Human Resource Management at Provincial Treasury.....	71
Matrix 4.4	Outcomes Approach and Human Resource Development at Provincial Treasury.....	73
Matrix 4.5	Summary of Management Performance Assessment Results for Department of Agriculture and Environmental Affairs.....	91
Matrix 4.6	Effectiveness of the Outcomes Approach at the Department of Agriculture and Environmental Affairs.....	97
Matrix 4.7	Outcomes Approach and Human Resource Management at the Department of Agriculture and Environmental Affairs.....	101
Matrix 4.8	Outcomes Approach and Human Resource Development at the Department of Agriculture and Environmental Affairs.....	105

Matrix 4.9	Cross-Case summary of the Management Performance Assessment Results for Case 1 and Case 2.....	124
Matrix 4.10	Comparative Cross-Case analysis of Qualitative Data.....	130
Matrix 4.11	Comparative Cross-Case analysis of Outcomes Approach and Human Resource Management.....	134
Matrix 4.12	Comparative Cross-Case analysis of Outcomes Approach and Human Resource Development.....	136
Matrix 5.1	Recommendations for transition to the Outcomes Approach by KwaZulu-Natal departments.....	167

LIST OF TABLES

Table 3.1	Quantitative versus Qualitative Research.....	39
Table 3.2	Rationale for mixed methods research design and strategies of inquiry.....	41
Table 3.3	Survey Sampling Size, Target and Actual Respondents.....	46
Table 4.1	Biographical information.....	56
Table 4.2	Demographic information of survey participants.....	57
Table 4.3	Link between research objectives and research questions and interview questionnaire: Case One.....	64
Table 4.4	Link between research objectives and survey questions.....	75
Table 4.5	Results for the use of Performance Management for strategic planning of Provincial Treasury.....	75
Table 4.6	Results for community expectation reflected in the mission statement of Provincial Treasury	76
Table 4.7	Results for reflection of values in the mission statement of Provincial Treasury.....	77
Table 4.8	Results for Outcomes Approach resulting in improved political accountability at Provincial Treasury.....	78
Table 4.9	Results for Outcomes Approach assisting Provincial Treasury to deliver a better service.....	79
Table 4.10	Results for Outcome 12 leading to greater effectiveness at Provincial Treasury.....	80
Table 4.11	Results for Key Performance Indicators having changed after the implementation of the Outcomes Approach.....	81
Table 4.12	Results for focus being on outcomes since the Outcomes Approach was implemented.....	83

Table 4.13	Results for the improvement of Human Resource Management since the implementation of the Outcomes Approach.....	84
Table 4.14	Results for optimal fit between employees and Provincial Treasury being achieved	85
Table 4.15	Results for Outcomes Approach improving the management of human resources at Provincial Treasury.....	86
Table 4.16	Results for improvement of staff training since the Outcomes Approach was implemented.....	87
Table 4.17	Results on improvement of skills development since the Outcomes Approach was implemented.....	88
Table 4.18	Link between research objectives and research questions and interview questionnaire: Case Two.....	92
Table 4.19	Link between research objectives and survey questions	107
Table 4.20	Results for the use of Performance Management for strategic planning at the Department of Agriculture and Environmental Affairs.....	108
Table 4.21	Results for community expectations being reflected in the mission statement of the Department of Agriculture and Environmental Affairs.....	109
Table 4.22	Results for reflection of values in the mission statement of the Department of Agriculture and Environmental Affairs.....	110
Table 4.23	Results for Outcomes Approach resulting in improved political accountability at the department of Agriculture and Environmental Affairs.....	111
Table 4.24	Results for Outcomes Approach assisting the Department of Agriculture and Environmental Affairs to deliver a better service.....	112
Table 4.25	Results for Outcomes 12 resulting in greater effectiveness for the Department of Agriculture and Environmental Affairs.....	114
Table 4.26	Results for the focus being on outcomes since the Outcomes Approach.....	115
Table 4.27	Results for Key Performance Indicators having changed since the Outcomes Approach.....	116
Table 4.28	Results for Outcomes Approach having improved Human Resource Management in the Department of Agriculture and Environmental Affairs.....	117
Table 4.29	Results for optimal fit between employees and the Department of Agriculture and Environmental Affairs.....	118
Table 4.30	Results for Outcomes Approach improving the management of human resources.....	119

Table 4.31	Results for improvement of staff training since the Outcomes Approach.....	120
Table 4.32	Results for improvement of skills development since the Outcomes Approach.....	121
Table 4.33	Link between research objective and survey questions: Cross-case Analysis.....	140
Table 4.34	Results for Performance Management being used to achieve strategic planning.....	140
Table 4.35	Overall Results for Cross Case Comparison on the reflection of community expectations in mission statement of Provincial Treasury and the Department of Agriculture and Environmental Affairs.....	141
Table 4.36	Overall Results on the reflection of values in the mission statement of Provincial Treasury and the Department of Agriculture and Environmental Affairs.....	142
Table 4.37	Overall Results for Outcomes Approach resulting in improved political accountability.....	143
Table 4.38	Overall Results for Outcomes Approach assisting in delivering better service.....	145
Table 4.39	Overall Results for focus being on the outcomes since the Outcomes Approach.....	146
Table 4.40	Results for the resultant effectiveness of Outcome 12.....	147
Table 4.41	Overall Results for the change in Key Performance Indicators after the Outcomes Approach.....	148
Table 4.42	Overall Results for the improvement of Human Resource Management as a result of the Outcomes Approach.....	150
Table 4.43	Overall Results for optimal fit between employees and Provincial Treasury and the Department of Agriculture and Environmental Affairs.....	151
Table 4.44	Overall Results for Outcomes Approach improving the management of human resources.....	153
Table 4.45	Overall Results for improvement of staff training since the Outcomes Approach.....	154
Table 4.46	Overall Results for improvement of skills development after the Outcomes Approach.....	155
Table 4.47	Chi-square analysis showing results for association between two categorical variables and Outcomes Approach.....	158
Table 4.48	Logistic regression results depicting the association of Outcomes Approach and selected continuous variables.....	158
Table 4.49	Triangulation findings.....	160

LIST OF APPENDICES

Appendix A	References.....	173
Appendix B	Gatekeepers' letters	
	Appendix B-1 KZN Provincial Treasury.....	181
	Appendix B-2 KZN Department of Agriculture and Environmental Affairs.....	182
Appendix C	Data Collection Instruments	
	Appendix C-1 Survey questionnaire.....	183
	Appendix C-2 Interview questionnaire	187
Appendix D	Quantitative Data Analysis	
	Tables A-D1 to A-D20.....	189 - 242
Appendix E	Ethical Clearance Letter.....	243

CHAPTER 1

INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

In this chapter, a general overview of the study is provided. The following topics are covered in this chapter: background, preliminary literature review, research problem, objectives, hypothesis and as well as the research question and sub-questions. This section will also outline the forthcoming chapters of this study.

1.2 BACKGROUND TO THE STUDY

It is alleged that performance management (PM) in the public sector is a myth (Radnor and McGuire, 2004: 245). Could that therefore result in the assumption being formed that PM is ineffective in the public sector? These scholars contend that PM is not clearly understood in the public sector which results in poor implementation of policies, procedures, processes and practices. The authors conclude that, if all the critical issues are taken into consideration, PM would be a reality in the public sector. PM should be seen as a process whose purpose is to ensure that the organisation performs at its maximum and that individual performance is linked to the organisational objectives, mission and vision (Kanyane and Mabelane, 2009: 67). Targets, performance indicators, outputs and outcomes must be clearly understood by the employees. That particular study looked at the understanding of PM as a framework and did not touch on the other systems that have an impact of its application, such as policy formulation, information systems, strategy formulation and financial management as underscored by Mwita (2000: 31).

The utilisation of PM to enhance the positive impact of the delivery of services can only be done through competent management and leadership (Manyaka and Sebola, 2012: 309). The authors investigated the impact of performance management on service delivery in the African Public Service and found that whilst the intention of PM is to render good results, there exists a negative impact which nullifies the significance in the delivery of services. The Manyaka and Sebola study found that, without proper management commitment, PM will be just a poorly-implemented "high quality" idea. Amidst the challenges discovered by the authors, they concluded that challenges could be countered by effective performance management. Effective PM is said to require that interventions such as, inter alia, reviving staff morale and training and development of staff and management be implemented.

In an article on whether PM is a fact or a myth in the public service, Radnor and McGuire (2003:245) argue that performance in the public sector focuses on measurement of performance and evaluation and not on the management thereof. The authors concluded that the performance management system (PMS) used was diagnostic and not interactive and did not allow for the improvement of performance. The challenges highlighted were the lack of ownership of the system, the setting of target and determination of baseline. The study highlighted the importance of understanding the organisational facets and understanding the interaction between the strategy, human resources, organisational design and the performance system. Although the study emphasised the understanding of various aspects involved in PM it, however, did not delve into these or their relationship to PM. The study was also conducted in the United Kingdom (UK) and leaves a gap for a similar study in the South African context. How these organisational facets affect PM was not included in the study. Unlike the Radnor and McGuire research as well as other studies, this study will explore the relationship between PM, Human Resource Management (HRM) and Human Resource Development (HRD).

Performance management in the South African Public Service has become a trend but there is insufficient information on the mechanics of its effectiveness and how those mechanics relate to various components of a PM system, especially in the provincial sphere of government which acts as a conduit for service delivery. There is therefore a question that begs to be answered: is PM, and, more specifically, the newly adopted Outcomes-Based Performance Management (OBPM or Outcomes Approach) effective in the provincial public service (PS)?

As further explained in the literature review, The Presidency in the Republic of South Africa (RSA) introduced OBPM to increase accountability in the administration of all government departments in order to enhance good governance and to ensure that the focus is on improving the lives of all citizens (Presidency, 2010: 9). Accountability in government is a fundamental necessity in a democratic society. It demands that the activities of the public service are made public in order to encourage open deliberations and critique (Holtzhausen, 2007: 92). Accountability must be linked to measurable results, and requires that a PS monitors the implementation of its policies and programmes to ensure that any underlying challenges are handled and must further conduct evaluation to see if the system is indeed achieving its goals and objectives so as to be able to report such results to the public. This study aims to ascertain whether performance management is effective in the Public Service. Narrowly, this study will focus upon current use of the Outcomes Approach in two provincial departments and whether the approach is effective as per the principles of a PMS, HRM and HRD. It is expected that the study will provide decision makers with recommendations that could inform policy formulation.

The literature reviewed showed the challenges of other studies in addressing the question of PM fully as have been highlighted above. This study will investigate PM in general and, in particular, the PMS

utilised in KwaZulu-Natal (KZN) provincial departments, South Africa. It will look at the effectiveness of the system being used and will focus on two components of the system, they being HRM and HRD as a result of performance management in the KZN Provincial Treasury (PT) which is Case 1 and the Department of Agriculture and Environmental Affairs (DAEA) which is Case 2.

1.3 THE CHARACTER OF THE STUDY

In this study, literature on studies conducted give valuable information on the subject and form a basis for further research and understanding of the world in which we live. The literature review rests on the principle that research is a collective effort which contributes to the body of knowledge and that results need to be shared (Neuman, 2011:124).

Literature will be reviewed using two approaches, the context and the integrative approach. The context review is where the study is linked to a larger body of knowledge, whilst the integrative review is where a summary is made of the state of knowledge and the agreements and disagreements highlighted (Neuman, 2011:125). Both approaches are intertwined in this review in which, using the integrative approach, literature (which is available on PM, OBPM, HRM and HRD) will be studied and will shed light on the concepts. Using the integrative approach the findings of the study will be summed up and juxtaposed with other similar literature. From the convergence of the literature, the research problem, research objectives as well as the research question and sub-questions emerge.

The review of literature on PM and the Outcomes Approach (generally known as the OBPM; and which is the tool used by the PS) will form the basis for the research. OBPM will be defined in terms of it being a tool for monitoring and evaluation of organisational performance (DPSA, 2010: 6). The literature reviewed will also cover general aspects of organisational culture (OC), which has a bearing on all organisational systems, including PM.

Components of the literature pertinent to this study are next discussed.

1.3.1 Performance Management

Performance management, although used widely in organisations, is a term that is defined in different ways (Hale and Whitlam, 2000: 2) with many organisations claiming to be using it. Hale and Whitlam emphasize the nature of PM, that it is an approach or philosophy geared towards improving the performance of employees and ultimately that of the organisation. These authors define performance management as the application of “processes, techniques and systems which maintain and improve individuals’ performance whilst simultaneously aiming to improve the performance of the organisation” (Hale and Whitlam, 2000: 2).

Brudan (2010: 110) also supports the definition of performance management as raised by Hale and Whitlam (2000). In the study on the systems, learning and integration of PM, Brudan (2010:10) goes further to define PM as a term used to reflect progress from conception to the achievement of results. The author identifies three levels of PM: organisational or strategic, individual and operational PM. It is crucial that the system used integrates the three levels of PM, which that particular study concludes is limited.

A study by Roos (2009), which was conducted on PM in the PS and the link thereof to the Public Finance Management Act (PFMA) (RSA, 1999), recommended rewarding of good performance, effective reporting and skills development of those involved in the reporting. The aim of Roos's study was to describe and examine the state of research and knowledge on performance auditing and performance reporting, and how the particular two components of PM can be applied successfully in the South African public sector, whilst ensuring that they are in line with the provisions of the PMFA (RSA, 1999). The author gives recommendations on how performance auditing and performance reporting can be improved in the Public Service. The study's focus was on reporting only and on the people who are responsible for it in the PS.

In contrast to the Roos study, and going beyond reporting and reporters, this research study examines details of PM in two provincial departments with the aim of determining how PM affects HRM and HRD. Findings of the research will be extrapolated to other provincial departments and these findings will inform the policy review on PM, HRM and HRD. Policy Implications will be presented in Chapter 5.

According to Kanyane and Mabelane (2009: 61), PM closes the gap between organisational performance and individual performance. It creates a link between the two to facilitate achievement of organisational objectives through individual performance. The purpose of that study was to look at the effect of skills capacity in the implementation of PM in the public sector. The study concluded that an organisation should be equipped with adequate skills capacity to be able to ensure that employee performance was in line with organisational performance (Kanyane and Mabelane, 2009: 67).

In the fiscal year 2009/2010, the South African government moved from the input-output system of performance management to the OBPM approach, known as Outcomes Approach (OA) in the South African Public Service. This change affected the PS and the provincial departments which had to implement the approach in an environment that was familiar with the input-output approach. This change has implications on policy and systems, including employee-related policies and systems and, to a greater extent, such change has an effect on the human resources in the department. Although the policy on the Outcomes Approach (2010) articulates that the culture of the public sector must be

performance driven and that the financial and non-financial performance (effectiveness, efficiency and economy) must be considered, this is no assurance that it was or is done. The culture of the Public Service is driven by the Batho Pele White Paper of 1997 (RSA, 1997). A study commissioned by the Presidency showed that the significance of organisational culture is “neglected” (Department of Public Service and Administration, 1997: 13). However, in the WPHRM, the major objective is the development of a genuine culture of diversity which is embedded in cultural backgrounds (WPHRM, 1997).

The culture of an organisation is learnt and greatly entrenched by socialisation and plays a role in the effectiveness of the organisation (Robbins and Barnwell, 2006: 410). Culture has an influence on how things are done in an organisation and changes in the PS are likely to influence its system and practices.

1.3.2 Human Resource Management

Globalisation has resulted in the management of HR being an ever-increasing demand in organisations, both private and public (Van der Westhuizen, 2011: 46). Much is being said about HRM, but what is it? The definition of HRM is dependent on time and context but can be generally defined as an embryonic academic investigation which focuses on the employment relationship and the manner in which people are managed in an organisation (Paauwe, 2009: 130). The HRM trend is towards the utilisation of the Human Relations Approach where a two way benefit is achieved involving an improvement in effectiveness which benefits the organisation and the satisfaction of employee needs (Grobler, Wörnich, Carrell, Elbert and Hatfield, 2011:8).

Various approaches have been used to research the HRM-performance relationship including sociology and industrial relations, with the emphasis being on how various combinations of practice impact on performance outcomes (Paauwe, 2009: 129). One of the studies conducted deduced that if there is an association and support of various sub systems, including the HRM sub system, superior performance will be achieved (Guest, 1997: 269). The importance of HRM in achieving superior performance and in ensuring effectiveness and efficiency in an organisation cannot be overemphasized. The link between HRM and PM has been studied extensively in organisations, however, the nature of the link in the PS with special reference to the South African context, is still a subject for further studies.

HRM framework in the South African Public Service was developed in order to get rid of duplication and control measures that do not add value in HRM affairs. The framework enables the delegation and decentralisation of power in HR to lowest management (Van der Westhuizen, 2011: 54). The cultural aspect in PM is driven by the need for an open and transparent relationship with employees.

The relationship facilitates the need to communicate plans and performance measurement which has to be characterised by frankness and collaboration (Kanyane and Mabelane, 2009: 63).

For HRM to be effective, the needs of employees within the organisation need to be considered. HRD is one of the central pillars of the HRM function. The empowerment of people happens when the capabilities of people are developed (Erasmus and Schenk, 2008: 448).

1.3.3 Human Resource Development

Human Resource Development has been defined in various ways, but when defined in a “traditional manner”, HRD is an experience of learning which is usually arranged for a specific period by the employer with the aim of possibly improving performance and personal growth (Erasmus and Schenk, 2008: 446). The main focus is on learning which leads to permanent transformation of behaviour.

Human Resource Development is about improving the “knowledge, skills, abilities and characteristics” which enhance the competence of employees (Grobler et al, 2011: 340). The definition shows two aspects of HRD: the increasing of employees’ capabilities, training, with the latter part being enhancement of competency, and performance. Development is defined as a managerial function used to preserve and enhance employees’ competencies by improving their abilities, knowledge, skills and other relevant characteristics (Grobler et al, 2011: 340). The focus is on a wide variety of skills, abilities and knowledge. In addition, Kanyane and Mabelane (2009: 63) identified two types of developments; career development (where performance data is used to decide on which employees should be promoted) and development planning which assist employees in areas of poor performance.

Planning for development in an organisation is conducted under the auspices of training and development. Training and Development (T&D) are terms that are used synonymously but Grobler et al (2011:340) differentiate between the two. Training is defined as a process which results in people acquiring capabilities to assist in the achievement of organisational goals. With this process employees gain skills and information tailored for a specific process or workplace. One of the main purposes of T&D is to improve the performance of an organisation (Grobler et al, 2011: 342). If T&D’s purpose is to improve performance, it should therefore form part of PM.

Although various definitions are given for HRD, the one concept that is central and is present and common in all HRD definitions and literature is the need for development and training which is said to impact on performance. Development and training result in the attainment of skills which are necessary for improved performance in an organisation. The management of systems and people in organisations should involve support for each other so as to optimise utilisation of resources,

particularly human resources, for enhancement of outputs and the resultant outcomes. The attainment of outputs and outcomes takes a specific type of management which has outcomes as the end goal.

Next is the discussion of management for attainment of outcomes.

1.3.4 Outcomes-Based Performance Management

Heinrich (2002:712) defines OBPM by giving its central purpose, which is to improve public management and programme outcomes. The author states that OBPM standards attempt to focus management and staff on the outputs that are seen as important. She cautions that more attention should be given by managers to identifying organisational climate, values, general economic and political factors, frequently-changing political and administrative priorities and professional and party conflict within bureaucracies. All of these are said to be contextual factors that influence or interfere PM. She found a strong link between the structures chosen and the types of policies and service delivery practices adopted to motivate performance. That link is, however, insufficiently clarified.

Understanding of outcomes can seem to be an ingenuous matter. This, however, can be misleading as the nature of outcomes and what impacts on people's lives is subjective to the context of the service recipients (Lowe, 2013: 213). When the Public Service talks of using the OBPM approach to manage performance, the question that should be raised is: From which context is it being done? When the Outcomes Approach (OA) was introduced in South Africa, the purpose was to increase accountability in the administration of all government departments, to enhance good governance and to ensure that the focus is on improving the lives of all citizens (The Presidency, 2010: 9). The OA policy links the system to individual performance by dictating that the existing performance management system implemented by the Department of Public Service and Administration (DPSA) must be re-oriented so that it focuses on outcomes (The Presidency, 2010: 9). The system being utilised to measure individual performance in the PS is the Employee Performance Management and Development System (EPMDS). As to whether reorientation has taken place remains an open question that could be answered, in part, by this study.

1.4 RESEARCH PROBLEM AND OBJECTIVES

Organisations are a convergence of systems. These systems drive strategy, policy formulation and policy implementation, organisational operations and the attainment of goals and objectives. For optimal performance, systems have to be linked to each other or play a supportive role to each other. This could be applicable to systems in HRM and those in OBPM. A link must be established between the two in order for government to realise performance at an elevated standard. To help understand whether such a link exists, this study explores the context of PM and whether there is a link between HRM, HRD and OBPM.

As highlighted in the background, most of the available PM studies were conducted outside the RSA. The South African studies have been on the impact of PM on service delivery and also on the skills

capacity as will be discussed in Chapter 2 which covers the review of the literature. Skills capacity is a small portion of HRD. In contrast to other South African studies, this study will cover OBPM in relation to HRM and HRD. HRM and HRD has a role to play in influencing the culture of the organisation and in influencing the PMS, although how these roles interact is not a matter of general conceptualisation or application, but specific to context.

As a unitary state, the South African legislative framework is done at the national level and other spheres of government ensure policy implementation. There are structures in place that allow for inputs from the provincial and local level of government however, the discretion and final approval of the legislation lies with the national government. The implementation of legislative framework is expected to be immediate and could be without proper planning and development of appropriate systems and human resources to ensure effective implementation. The study is therefore designed to inquire into the interaction between the implementation of OBPM in the South African provincial government, HRM and HRD.

Having laid down the foundation to the study and drawn preliminary convergence of theory, it is important to present the aims of this study. This study aims to investigate the effectiveness of OBPM in the PS, through the lens of HRM and HRD. The objectives are to:

- Examine the perceptions of employees on the effectiveness of OA
- Determine whether OA improves the HRM of the PS
- Determine whether OA improves the HRD in the PS
- Provide recommendations on the challenges related to effective implementation of the PMS under the OA approach.

The hypothesis of the study is that the implementation of OBPM/OA in the public service positively affects HRM and HRD.

Based upon the objectives the study will be guided by:

Overarching research question

- To what extent is OA effectively applied in the DAEA and Treasury?

Research sub-questions

- How has HRM in the departments transformed as a result of the OA approach?
- How has the implementation of the OA influenced the HRD in the provincial departments?

In other words, the aim is to examine employee perceptions and determine whether OBPM improves HRM and HRD in the selected departments in order to answer the questions on the extent to which OBPM is effectively applied and, specifically, how implementation has influenced HRM and HRD, if at all. This study will also identify the overarching role of change management in view of the unfolding relationship between the variables of HRM, HRD and OBPM.

The site of the study and use of important terms is worthy of mention. This study will be focused on two provincial departments in KwaZulu-Natal, namely the Department of Agriculture and Environmental Affairs and Provincial Treasury. It will not include any of the other seven departments in the province. The study will not cover the planning and reporting processes of performance in detail as enshrined in the PFMA, Treasury Regulations (TR), and other relevant legislation. At this stage, it is important to note that the term Outcomes-Based Performance Management (OBPM) will be used interchangeably with Outcomes Approach (OA). This emanates from the literature and the location of the studies that have been conducted, where in areas, such like Australia and South Africa, it is known as OA and in others it is known as OBPM. Having provided a brief background (points from relevant literature and the research objectives and questions) this introduction of the study now turns to an inventory of the upcoming chapters.

1.5 CHAPTER INVENTORY

This study will consist of the following segments:

Chapter 1 provides an introduction of the study. In this section the background to the study is presented and a brief overview of the research problem is given. The chapter also presents a preliminary review of the literature on PM, HRM, HRD and OBPM in order to set the foundation for the study and to highlight the reason for the study.

Chapter 2 of the study covers the character of the OBPM where the body of knowledge is scanned and the available literature on PM, HRM and HRD is discussed as well as the contrast drawn between scholars and their findings. The section locates the study in the theoretical realm with reference to the literature and the identifying of gaps in the literature.

Chapter 3 of the study presents the research design and methodology in which the steps taken in conducting the study will be discussed in detail. The site for the research, the process that was followed to choose a sample, the development of research tools and how the actual research was conducted are discussed in this section.

In Chapter 4 data are depicted graphically as well as narratively. The results and the interpretation thereof are presented and discussed in order to answer the research hypothesis and the research questions.

Chapter 5 comprises the recommendations and conclusion of the study. In this chapter, recommendations on policy as well as future studies, based on the findings of the study, are presented, and the study is concluded.

As part of the study, the following appendices will be part of the dissertation:

- A. References
- B. Ethical Clearance Letter
- C. Gatekeepers Letter
- D. Data collection instruments
 - 1. Survey
 - 2. Interview questionnaire
- E. Quantitative data
- F. Turn-it-in Report

1.6 CONCLUSION OF CHAPTER

This chapter introduced the study in terms of its background and its problem statement. The research objectives and questions were highlighted in order to show what the study aimed to achieve. A preliminary review of literature was conducted in order to highlight the problem and to show how the literature on OBPM, HRM and HRD converge in order to respond to the research questions. The upcoming Chapter 2 gives a detailed view of the findings of available literature on OBPM, HRM and HRD and the established relationship that seems to exist, or does not seem to exist, between these three variables.

CHAPTER 2

OUTCOMES APPROACH: THE ABSTRACT AND THE HUMAN ELEMENT

2.1 INTRODUCTION

This chapter of the study deals with the review of the literature that is pertinent to the research hypothesis. The literature review will cover the concepts of Performance Management (PM), Human Resource Management (HRM), Human Resource Development (HRD) and Outcomes-Based Performance Management (OBPM). The analysis helps determine how the study fits into the broader context and how it is related to other available studies. It helps define concepts, different theories, models, hypotheses, existing data and empirical findings and the measuring instruments that have been used (Mouton, 2011: 6). On reviewing the literature, a selection will be done of documents and various academic material on PM, HRM, HRD and OBPM. These scholastic articles and documents will have the information, data, and other factual information which is aimed at fulfilling a purpose or to formulate and express ideas on the topic. The documents will be evaluated in line with the study, its aims and the hypothesis.

The review of literature will provide a theoretical background of past findings which are relevant to the study and will provide insight into the concepts of PM, HRM, HRD and OBPM. It will establish a framework which will show the importance of the study and the gap that the study will fill by comparing the results obtained in the study with previous findings (Cresswell, 2009: 25). The review will also help to define the concepts that are linked to PM, HRM, HRD and OBPM as scholars tend to have diverse definitions for terms which are likely to be determined or influenced by the focus of their studies or literature, the purpose of the study, the type of study conducted and the location of the study. PM, HRM, HRD and OBPM are susceptible to that tendency. Definitions of PM, HRM, HRD and OBPM by various scholars will be compared in order to get to a single definition of each which will be used to define these terms in the study.

There are six types of literature review (Neuman, 2011: 125), the context, historical, integrative, methodological, self-study and theoretical. A literature review for this study will be conducted using the integrative and the context review. Using the integrative review will result in the current research knowledge on HRM, HRD and OBPM being summarised; agreements and disagreements within the literature will also be raised. Literature on the variables will converge in order to ascertain the findings of various studies on these variables. Using the context approach, the link between the literature obtained to the larger body of knowledge in the South African Public Service will further be

established.

The literature review will commence with the study of PM as an overarching concept which will link HRM, HRD and OBPM. Following PM will be a study on HRM, HRD and OBPM. These variables will be discussed based on what authors say about them and their association with each other. The literature on PM will link the concept to other variables of HRM, HRD and OBPM.

2.2 PERFORMANCE MANAGEMENT

Different countries have undergone various reforms in line with the Millenium Developmental Goals (MDGs) (Mpanga, 2009:2) with the public sector management reforms originating in the 1980s to 1990's. The public management reforms gave rise to PM as an organisational process which sought to give decision-making power to middle managers (Walker, Damanpour and Devece, 2010: 367). Kgomotso (2011: 5) says that the introduction of public sector reforms was done in order to expedite good governance. It was also meant to improve performance and enhance service delivery in order to achieve the satisfaction of the service recipients. Conversely, in a study by Summermatter and Siegel (2009: 3), performance in the public domain is found to be an "elusive concept" which is hard to define and to measure. This is because different stakeholders attach different priorities to different elements of performance. Certain elements are also difficult to measure and the difficulty is exacerbated by the political implications that performance of public organisations has. The discovery by Summermatter and Siegel (2009: 3) raises the question that, if performance remains an abstract in the public sector, what has been informing its implementation since its inception?

Any discussion relating to the performance in the South African public service has to first find the roots of the study in the Constitution of the Republic of South Africa (RSA, 1996) which, amongst other things, determines the manner in which public administration should be carried out. Chapter 10 of the Constitution of the Republic of South Africa (RSA, 1996) lays down the democratic principles and ethics. The management must however reflect the values that are enshrined in the Constitution which are: a high standard of professional ethics, best use of resources, a development-oriented public service, provision of services in a fair, impartial, equitable manner without bias, development of people through efficient management, and a public administration which represents the population whilst considering objectivity, accountability and capacity requirements. What needs to be highlighted for the sake of this study is the need for professional ethics, best utilisation of resources, the development of public servants and accountability, all of which relate to PM, HRM, HRD and OA in the South African Public Service.

For one to understand and be able to study a concept, it is important to first define the concept,

however, Brudan (2010: 109) raises the question of the lack of a general definition of PM, classification and utilisation of tools related to PM, as well as the fragmentation in the body of knowledge is bringing difficulty in the implementation of PM principles as well as in the research thereof. In his study on OBPM and its implications for accountability and effectiveness, Heinrich (2002: 712) supports the notion when he found various idioms and acronyms used to define performance management. These range from performance planning, to management by objectives, planning or programming. Heinrich continues to explain that, much as the surplus of idioms used and methodologies of PM can be confusing, its central purpose remains unchanged, and that is to “improve public management and program outcomes” (Heinrich, 2002: 712). Mwita (2000: 20) puts it very modestly when he says, “if you can’t define performance, you can’t measure it”. It is therefore apparent that the issue of the definition of PM is a contentious issue among authors and scholars.

Although Summermater and Siegel (2009: 3) support the concept of the ambiguity of PM they highlight its importance. They convey the importance of “time and space” in the definition of performance, with the country and location of the author influencing the definition. The ambiguity of a concept is not wholly negative; it can present opportunities for an organisation or a researcher to interrogate and find meaning for PM. That would expand knowledge and allow for more studies and more material to be gathered on the subject. Any organisation would be able to define and adapt PM as a concept and therefore develop or identify systems that would best suit its circumstances and its needs. Amidst the challenges defining PM, as Heinrich aptly puts it, the main purpose of its implementation is to “improve public management and program outcomes”. Manyaka and Sebola, (2012: 308) support the view; although theirs is inward focused; when they mention that the significance of PM is to ensure an OC where employees take responsibility for continuous improvement of their performance and for their part in achieving organisational goals.

Amongst the available literature, the following is how various authors define PM.

2.2.1 Definition of Performance Management

Mucha (2009: 51) defines PM as “an ongoing, systematic approach to improving results through evidence-based decision making, continuous organizational learning and a focus on accountability for performance”. Rogers (1995) as cited by Adhikari (2010: 309) raises other elements of PM when he advances the need for performance to link to the strategic goals, satisfaction of customers and the contribution that it has to the economy. Mwita (2000: 21), however, defines PM as integrating three variables, behaviours, outputs and outcomes. The definition is supported by Adhikari (2010, 309) who writes that in order to understand performance one needs to create a distinction between behaviour and outcome which will determine the type of measurement system that would be

appropriate. This confirms the notion of Summermatter and Siegel (as presented above) of the intangibility of performance and of elements playing a distinctive role in its definition.

One of the elements highlighted in the literature is of the span and depth of performance. The span of performance links input, activity, output, effect or outcome, and trust, and describes the relationship thereof. The depth differentiates between three levels of performance: micro which relates to the individual public service organisation, meso which is on the policy level and macro which measures government as a whole (Summermatter and Siegel, 2009: 3). If one considers the definitions of PM and the various factors that are raised by each definition, these confirm that it is a concept that is fluid and dependent on the purpose of the definition, but that it is concerned with goal setting and goal achievement. Each author defines the concept as is fitting the study being conducted and in line with the location of the study, be it in a private or public sector, international or national focus, the country of the study or where the author is located.

Whereas Summermatter and Siegel (2009: 3) distinguish PM in terms of span and depth, Adhikari (2010: 310) makes a distinction between qualitative and quantitative performance. Whilst the qualitative aspect measures the operational quality of performance, including the accuracy and the level of error, the quantitative focuses on the use of resources including the budget and the number of outputs produced. When one looks at the definition of the qualitative and quantitative aspects of performance, qualitative is the same as efficiency and quantitative equates effectiveness. According to Manyaka and Sebola (2012: 300), the White Paper on Human Resource Management (WPHRM) (RSA, 2000) in the PS states that the success of the PS in attaining its operational and developmental goals is dependent on the efficiency and effectiveness at which the public servants perform their duties. The importance of developing the effectiveness and efficiency in the PS is therefore seen as the function of HRM, hence its reference in the WPHRM (RSA, 2000).

The above-presented literature has shown different elements that are important in PM. The importance of defining PM in the PS cannot be over emphasized. The study will, amongst other things, give a definition of PM in the PS based on the study conducted and the results thereof. In an attempt to find a definition that will define PM holistically and adequately, it was discovered that, amidst a plethora of definitions, literature indicates that PM definitions can be grouped under two schools of thought: the systems thinking and the command and control thinking. These schools of thought are presented next.

2.2.2 Schools of Thought

A school of thought is a specific concept or set of ideas that is held by a specific group and in which they strongly believe (www.BusinessDictionary.com).

As has been mentioned above, PM can be divided into two schools of thought: the systems thinking and the command and control thinking. The definitions under the systems thinking look at PM as a system with “intertwined and interconnected elements, including its inputs, processes, outputs, feedback loops and environment in which it operates. A change in any element of the system inevitably causes changes in other elements” (French and Bell, 1999: 28). In the systems thinking it is important that the integration of all components is achieved and that the relationships between the components are mapped (Brudan, 2010: 116). Armstrong (2000: 8) also acknowledges the need to integrate PM with other systems in the organisation, horizontally as well as vertically. Armstrong’s acknowledgement supports the systems thinking.

The command and control thinking looks at organisations in terms of the hierarchies, where work is specialised and is grouped into functions which are complementary to each other, but not necessarily integrated. In this case, decision making is done by managers using the budget, standards and targets (Brudan, 2010: 116). Penceliah (2010: 197), however, does not advise using the command and control thinking with learning organisations or in organisations that aspire towards being learning organisations. She sees command and control as working conversely with the goal of creating a learning organisation as it stifles innovation and astuteness. This could therefore result in offsetting the development of employees and indirectly impacting negatively on performance.

Literature shows a leaning towards the systems thinking in which PM is discussed. The study will also focus on PM and specifically OBPM under the systems-thinking school of thought, where its effect on the other systems relating to the management of human resources is studied. Once an organisation has gone through the process of developing or adopting a definition of PM fitting its environment by interpreting the purpose for PM in the organisation it can then decide which school of thought will be suitable. Thereafter a PM process needs to be developed to ensure proper implementation.

2.2.3 The Performance Management Process

The success of PM in an organisation will be dependent on the PM process that is being used by the organisation. Whichever PM process is adopted, the integration of organisational performance horizontally as well as vertically between individuals is important (Manyaka and Sebola, 2012: 302),

as individual performance is derived from organisational performance. The similar concept was raised by Summermatter and Siegel (2009: 3), as was discussed above, when they spoke of the depth of performance. They were, however, not containing the levels to the organisation but were expanding them to the macro level of government. Brudan (2010: 112) distinguishes three levels of performance which can be recognised in the research literature: the strategic, operational and individual performance. For performance to be successful, the link must be created between all levels as they influence each other. An organisation cannot achieve in one level and fail in another. According to Brudan (2010: 117), there is limited integration of the levels in the PM process. The integration can be achieved vertically by aligning the strategic plans and goals with the objectives of individuals and teams. To create a link between the strategic plans, goals and objectives of the organisation, a performance management system (PMS), which will facilitate the achievement of goals and objectives, is important for any organisation. The PMS is used as a tool to measure performance in organisations, and will be discussed in the next section (section 2.2.4).

Brudan, (2010: 113), views PM not in terms of levels, but in terms of what he calls sub processes which are: strategy definition, strategy execution, training and performance measurement. Kanyane and Mabelane (2009: 59) identify four PM activities: performance review, continuous appraisal, performance improvement programmes and reward reviews. Whilst Brudan places his sub processes at a strategic level, with performance measurement being one of the sub processes, Kanyane and Mabelane's PM activities are what one would expect under employee performance measurement. PM is a system which links departmental strategic objectives and individual performance and cannot be solely focused on performance measurement or appraisal. This again raises the elusiveness of PM. The activities are not elevated to the point of high-level actions in order to understand their role in the strategic realm of the organisation, where strategic planning takes place. Kgomotso (2011:4) brought the argument to the attention of HRM when he found that proper management of employee or system performance would lead to effective delivery of strategic and operational goals. Although some authors, like Kanyane and Mabelane (2009: 59), focus their studies on certain aspects of PM, the importance of linking organisational and individual is clearly accentuated by authors, as was highlighted above. The link between the organisational as well as individual performance is also raised by the South African government (Presidency, 2010: 16) where it highlights the need to re-orient the individual performance management system so that it focuses on outcomes and the alignment of incentives to sectoral and institutional outcomes.

As a process, PM will consist of sub-processes like those raised by Brudan (2010: 113) and within that there will be activities as in Kanyane and Mabelane (2009: 59). The fundamental point is that PM needs to link the different levels of performance in any organisation and that one level cannot operate detached from others. Each level is not only linked to the other, but influences the results

achieved. One can also not reach conclusions on PM in the organisation without interrogating the system that is used to measure performance. The tool used is as important, if not more so, than the process or the concept. As much as there are various definitions of PM, the following section will indicate that the same can be said for the number of PMS which have been introduced as PM evolved over the centuries.

2.2.4 The Performance Management Systems

According to De Waal and Couriet (2009: 368), over the last decade there has been a great need for a PMS which is effective and efficient. However, in an article on creating an integrated PM framework, Aburas (2010: 42) concludes that it is near impossible to create a single approach, tool, system or methodology to improve performance. Observing the comments made by these two authors, one can sense the elusiveness of PMS which could be linked to that of PM.

Like PM, the definitions attached to PMS have the same qualities in that they are to a great extent dependent on the emphasis of the author's study. Manyaka and Sebola (2012: 301) define PMS as a concept of "performance appraisal, setting goals, communicating expectations, observing documenting, giving feedback and helping employees to develop their skills". Manyaka and Sebola (2012: 308) identified the purpose of the PMS as that of development, training of under performers and rewarding of high performers. Kanyane and Mabelane (2009: 59) define it in terms of its role which is to identify, define and promote best management practices by developing performance standards and defining roles which will enable the achievement of goals. In the PS, however, the role of PMS is operational planning, performance evaluation, communication of goals and strategy formation (Speckle and Verbeeten, 2009). The divergent focus of the authors is again apparent in their definition of PMS. Kanyane and Mabelane's definition considers PMS as a strategic tool which influences management practices, whereas Manyaka and Sebola view it as an operational tool. The aspect of skills development which is introduced by Manyaka and Sebola in PMS should be noted as it shows a link between PM and HRD. Speckle and Verbeeten (2009), on the other hand, appreciate that PMS transcends the operational level to include the strategic levels of PM. Despite the focus of the PMS, the purpose of PMS cannot be lost in the definition. A PMS is implemented to look holistically at the organizational as well as the individual performance meaning that PMS should link the different levels of PM and ensure their compatibility. The system must also take into consideration all the factors involved in performance including the purpose of PM in the organisation, the nature of business, the success factors, the skills level and the organisational culture.

Kanyane and Mabelane (2009: 59) further define three main criteria of performance measurement in government: efficiency, economy and effectiveness. Glynn and Murphy (1996: 286) support the view

when they highlight the view that, in spite of various PM frameworks for the Public Sector, they are all rooted in the three Es, namely: efficiency, effectiveness and economy. The 3 Es have a relationship with the definition of Adhikari's qualitative and quantitative aspects as was raised under the definition of PM. The three Es are crucial in determining performance as, even if the set goals are attained showing effectiveness of performance, a determination should be made as to the cost thereof which would be the economy and the input versus output should also be evaluated which would determine the efficiency.

According to Halachmi (2011: 37), as part of performance measurement, Standard Operating Procedures (SOPs) need to be developed in order to give guidance for handling common situations and to ensure standardisation. Standardisation facilitates training, ensures quality, fairness and predictability of services in the organisation. It might, however, be necessary to deviate from the SOPs so that things are done correctly and not necessarily that the right things are done. Halachmi is again showing the importance of effectiveness and efficiency in performance when he talks about doing things correctly and ensuring that the right things are done. He is also highlighting the importance of training in PM. Data obtained assist managers and organisations learn from the past behaviour in order to improve in the future (Halachmi, 2011: 37). The role of data reporting is usually also under-rated and is not always raised by authors as one of the determinants of the PMS used by organisations and the PS. Data usage and the requirements thereof are conversely an important factor for the development of an appropriate system in the PS.

De Waal and Couriet (2009: 372) highlight the low priority placed on PMS and the effort and time that is required, as well as the lack of resources and capacity as problems in the implementation of PMS. Similarly, as has been shown, PM and the implementation of PMS in organisations can present challenges; literature shows that inherent loopholes which lead to poor service delivery have also been identified in the PMS in the PS (Manyaka and Sebola, 2012: 300).

As has been mentioned above, defining the purpose of PM will help determine the PMS to be used by an organisation. The integration of both thoughts can provide a holistic purpose of the PMS as the evaluation of performance will result in determining who the under or over-performers are and they can be dealt with appropriately. The human element of PMS and the loopholes that are being addressed by its implementation cannot neglect the importance of proper management of employees which should be in line with the PMS. HRM will therefore play a significant role in the success of PM and the link that needs to be created between the different spheres of PM.

2.3 HUMAN RESOURCE MANAGEMENT

Organisations are webs of human social interaction (Weeks, 2010: 49). These interactions determine the relationships which have an effect on the way that employees work with each other in an organisation. The academic as well as the business world believe that, through the use of human resources (as the basis) and the integration of strategic organisational planning and OC, a competitive advantage can be achieved (Manning, 2010: 151). HRM has an important role to play to ensure that the integration does take place.

According to Boselie, Brewster and Paauwe (2009: 463) a theoretical distinction can be made between HRM and Personnel Management but there is very little proof that the emergence of HRM has brought about any change in the management of people. The only distinction can be seen in the emphasis of personnel management on, amongst other things, rules, compliance, external controls whilst HRM focuses on employee commitment, self-control and employee relations. Grobler, Warnich, Carrell, Elbert, and Hafield (2011: 9), however, have a differing view in that they see HRM as cross functional and its purpose being to link HR policies to the strategic requirements of the organisation. Even at the implementation phase of HRM, a further distinction can be made between strategic HRM (SHRM) and traditional HRM in that strategic HRM is meant to link the business strategy to people issues. It involves all managers and involves all aspects and functions of the organisation. It requires that the external and internal environment of the organisation be analysed and a strategy be developed for optimal utilisation of the available human resources. The strategic level seeks to create the strategy for the organisation to drive its future direction and ensure its survival, whilst the HR strategy is to ensure that the organisation has the required resources in order to accomplish the operations leading to the strategic objectives. According to Manning (2010: 151), the analysis of data relating to SHRM and performance shows an uncertainty as to the “direction of the link”. It is unclear whether the reason for good performance is the quality of the HRM or other organisational factors. Whether the quality of HRM is a contributing factor to or a result of performance still needs to be ascertained. Analysis should look at how HRM is viewed in the public sector, whether it is strategic and whether private sector PM is being replicated (Manning, 2010: 158).

The South African Public Service no longer expresses the management of its people in terms of personnel management, but HRM, hence the development of the WPHRM (RSA, 2000) to drive and to provide guidelines on the implementation of HRM (DPSA, 2007). According to the WPHRM, its purpose is to have a skilful, competent and well-managed workforce which delivers quality services to the citizens. In a report on improving performance in the Public Service (DPSA: 2007), the findings revealed that Human Resources and Finance did not provide any challenge. It was found that skills, systems, coordination, institutional arrangement and the efficiency and effectiveness in deploying

these were lacking. The report further found that there was an unwillingness to apply the PMS strictly and fairly.

A study on HRM and performance proved the hypothesis that a fit between the strategy, structure and HR policy and practice will record improved performance (Guest, 2011: 272). It describes HRM theories as strategic, descriptive or normative (Guest, 2011: 264). Strategic theories are concerned with connecting the external and human resource (HR) policies and practices. Descriptive theories capture the field of HRM and address some of the interrelationships; they also identify a range of outcomes. The article does not, however, focus on testing the relationships. The normative theories are more descriptive and indicate the best practice. One of the links has to be with the organisation's PMS and the various levels of performance. The above literature shows the nature of HRM in that it works with all systems in the organisation to ensure that the strategy of the organisation is implemented and achieved.

Theory on HRM differentiates between various theories that are meant to help us understand HRM. Van der Westhuizen distinguishes between four theoretical perspectives that can be used to understand PHRM, the administrative management, strategic planning, HRM and positive personnel management (2011: 52). The next section will be a discussion on theories of HRM.

Administrative Perspective

In the administrative perspective the HR function is managed at a central level. Rules are used to ensure the merit of PHRM (Van der Westhuizen, 2011: 53).

Positive Personnel Management

The theory highlights the need for HR managers to participate in the strategic planning processes of the organisation. It works towards the improvement of morale of employees and enhancing organisational performance by bringing together the HR professionals and operational managers. In the South African Public Service, a framework has been developed to ensure that control measures utilised in HRM are necessary. The framework devolves powers and decentralises the HR power to lower levels.

Strategic Planning

HRM should be integrated into general management and should be managed proactively at a strategic

level. Erasmus and Schenk (2008: 4) sees HRM as embedded in an organisation and forming part of its management.

Human Resource Management Perspective

The HRM perspective's goal is to improve the motivation and commitment of public servants by investing in them and in their working environment. This includes the improvement of technology, facilities, training and using participative management. It would seem improbable that an organisation would use one perspective only and that the one perspective would fulfil all its needs.

Van der Westhuizen (2011: 52) raises a need for the research agenda in Africa to answer questions pertaining to HRM. Decentralisation, devolution of power, accountability and shifting of responsibility from the central government to the other spheres of government are at the centre of the WPHRM. The WP gives the responsibility of planning and managing HR to the national and provincial administration so that strategic and operational objectives are attained. It devolves the day-to-day management of HR on the line managers within the departments and HR professionals are meant to give policy advice and professional HR services.

The theory classification of Grobler et al. (2011: 9) categorises HRM according to historical transformation. Using transformation over centuries, three approaches are distinguished and these are scientific management, human resources, human relations, Michigan and Harvard approaches. The approaches are discussed individually in the next section.

Scientific Management

Scientific management emerged in the 1900s and brought radical change to the way people were managed. The approach was developed by Taylor, who is known as the father of scientific management. Work was scientifically analysed, time for performance of each task allocated and standards, which were deemed to be fair, set (Grobler et al, 2011: 6). Employees who performed above expectation were rewarded additionally.

Human Relations

In the 1930s, 1940s studies done by Hawthorne resulted in a shift to human relations. The studies brought the human element by way of the psychological and social components. The argument was that these elements affected employee productivity. The studies conducted resulted in utilisation of

behavioural science techniques and in training programmes that were sympathetic to the employees (Grobler et al, 2011: 7). The central purpose of the approach was to keep employees happy and the belief was that if the worker was happy he would work hard, thus increasing productivity.

According to Boselie, Brewster and Paauwe (2009: 463), two approaches distinguished HRM in the 1980s, the Harvard approach and the Michigan approach.

The Human Resource Approach

Presently, the HR Approach is the trend, before that the Human Relations and the Scientific Management were the popular systems. The approach emerged in the 1970s in response to the behavioural science research and has its focus on the increase in the effectiveness of the organisation and the satisfaction of the employee's need.

The Harvard Approach

The Harvard approach is also called the developmental humanism model and is further known as the soft approach. The approach directs how management behaves towards the employees and is focused on developing the context of the organisation. According to this approach the results of organisational activities are numerous goals concerned with the wellbeing of the society, that of the individuals, as well as organisational effectiveness.

The Michigan Approach

The Michigan approach, known as the utilitarian instrumentalism model and the hard approach, has its roots in the principles of strategic management and its concern is in the shareholders and not for the situational factors that influence the wellbeing of employees or of the society. It is built on providing incentives as a way of reaching optimal performance. The HR Approach and Harvard Approach are similar in that they have their focus on behaviour, employee commitment and leadership.

Any organisation should take a decision on what role HRM will fulfil what its responsibility is in the organisation and communicate such confirmation widely in the organisation. This will ensure that both the HRM professional and the line managers have clear roles and responsibilities in the organisation. Grobler et al (2011: 15) state that organisations who focus on recruitment, employee motivation and team building can expect productivity from its employees and consequently, the

success of the organisation. The development of written HR policies to define what is acceptable and unacceptable behaviour is also very important and these should be communicated to all employees.

The relationship between HRM and PM in the PS has also been influenced by globalisation. Globalisation has resulted in changes in the HR perspective where public servants are now engaging in a complex environment which requires knowledge and the use of intellectual capacity in order to create public value (Van der Westhuizen, 2011: 55). Organisations are focusing on the improvement of the rapport between the employer and the employees by investing in human resource practices, remuneration, training and development in order to improve the rapport between the employers and employees (Scheepers and Shuping, 2011: 1).

According to Manyaka and Sebola (2012: 305), one of the major influences on performance is the quality of the employees. When the organisation is made up of highly-skilled, trained and motivated teams, they will most certainly be able to achieve, in spite of challenges, whilst the opposite could be said about a team which is not motivated, poorly, or not trained with little or no skills. PM can be said to make an important contribution to individual and organisational learning and can help to raise organisational efficiency and promote growth (Adhikari, 2010: 306).

According to the WP on HRM, effective HRM and HRD are a crucial part of PM. These changes have led to changes being required in Human Resource Management (HRM) in the South African Public Service. Whatever the approach that is used, from amongst those discussed above, there will be a need to develop employees in line with the requirements of the approach as well as the PM. The upcoming section will focus on HRD.

2.4 HUMAN RESOURCE DEVELOPMENT

Not unlike HRM, HRD is also a term that is difficult to define (Adhikari, 2010: 307). One of the definitions is that it is a program which is meant to institutionalise the development, utilisation and commitment of HR resulting in the organisation being able to meet its current and future challenges (Adhikari, 2009: 310). Werner and DeSimone (2009: 4) define HRD as “a set of systematic and planned activities which are designed by an organization to provide its members with the opportunities to learn necessary skills to meet current and future job demands”. It seeks to develop employees’ knowledge, expertise and productivity. Programs developed by HRD must respond to changes in jobs and encompass organisational strategies and long-term plans in order to ensure effective and efficient use of resources. In certain instances HRD is used synonymously with training and development.

HRD contingencies is a term that has been commonly used since the 1980s, but its history can be traced back to the apprenticeship training programs in the 1800s, to the human relations movement in 1938 and subsequently the emergence of HRD during the 1960s (Werner and Desimone, 2009: 4). The main goal of HRD is to assist individuals and the organisation to reach their goals (Werner and Desimone, 2009: 35). Often it is placed under Human Resources together with Human Resource Management. The main aim of HRD is to improve organizational performance and to change employee behaviour. Two kinds of behaviour can be classified: those that are central to performing the job and those that are less vital but still contribute to organisational effectiveness.

Depending on the organisations, HRD can be a function on its own or can be integrated into Human Resource Management (HRM). According to Werner and DeSimone (2009: 10), HRD consists of the following functions: Training and Development which is geared towards the improvement of knowledge, skills and attitudes of employees; Organisation Development which is concerned with planned interventions which are introduced in order to improve the effectiveness of the organisation and Career Development which is the progression of employees through different stages with unique sets of themes, tasks and issues. According to Mnyambe (2005: 22), what prompts the study of OC seems to be largely the influence it exerts over the intangible and normative aspects of the organisation, its ability to influence behaviour and enhance organisational learning, its ability to provide a basis for organisational decision making, and to improve performance.

Human Resource Development should form part of strategic planning where information, ideas and recommendations are contributed during strategic formulation thus ensuring that the organisational strategy will be reflected through the HRD strategy. The HRD strategy will ensure that programs which support the organisation's strategy are provided and that these are linked to the goals and objectives of the organisation (Werner and DeSimone, 2009: 10). There have been numerous studies conducted on the relationship between HR practices and the efficiency and effectiveness of the organisation in previous years, but there is a lack of literature pertaining directly to HRD and PM (Adkhari, 2009: 312). In their study on how OC contributes to learning organisations, Fard, H. D., Rostamy, A. A. A and Taghiloo, H. (2009: 58) concluded that there is a positive relationship between OC and the shaping of learning public organisations. Because of the location of the study, Irania, the authors suggest that the study be done in other countries as the dynamics involved are different. The concept of learning organisations is linked to continuous learning and that learning should benefit both the employee and the organisation (Penceliah, 2010: 187).

Kanyane and Mabelane (2009: 63) see development and rewards as positive outcomes of a PMS and not as input or part of the process as Werner and DeSimone do. Adhikari also sees development of

employees as a way of ensuring that PM is successful. He articulates the ability of HRD to resolve challenges that are encountered through the use of PM by constantly developing employees (Adhikari, 2009: 310). Development can be divided into career development where data is used to decide on promotion and a development plan which is drawn up to assist an employee in areas of poor performance; however, development and reward are only a part of HRD, and the study does not touch on the other relevant systems. Although the improvement of knowledge, skills and capabilities of employees can help support both the process and the outcomes of PM, these have to be directed to the goals of the department and must impact on the performance of the individual.

Individual performance assessment can, however, affect performance and be affected by the subjectivity of the process and the controls that have been established by management. Ultimately the decision on the individual's performance rests with management; but O'Donnell (1998: 33) discovered that there was a lack of trust regarding the capability of management to make objective ratings and a perceived poor capability to judge performance because of their lack of technical experience necessary for certain posts. There was also a belief that senior officials rated themselves in such a way that they would get better rewards. Taking the easy way out by marking in the middle was also an issue that affected performance ratings. The moderation of ratings which was meant to review the ratings was found lacking and the ratings rarely changed as management did not want to cause hostility between themselves and the supervisors who had done the ratings. The outcomes could then be influenced negatively and the rewards not obtained. This brings to light the importance of management and the influence they exert in ensuring the success of the PMS used.

Different authors have used various methods of research to determine different aspects of the subject matter which is related to this research. The methodology used has been linked to the purpose of the research and the type of data and the use thereof. Although there have been a number of findings from the studies conducted, the literature shows a gap in the study on the relationship between HRM, HRD and OBPM in the South African PS. This study should therefore give valuable insight into the effect that the independent variable (OBPM) has on the dependent variables (HRM and HRD). The importance of employee involvement in PM has already been raised by studies. The implementation of any PMS, including the OBPM will have an effect on other systems in the organisation, and organisations need to take cognisance and ensure that all systems, and the culture, support the PMS being used. According to Wiewiora, Murphy, Trigunarsyah and Coffey (2012 :6), culture influences the transfer of knowledge which could mean that for HRD to be successful, the organisation needs to ensure that its culture is supportive of its HRD.

President Zuma, as cited in the 2010 State of the Public Service Report noted "serious gaps in intergovernmental coordination" and he "observed different spheres of government acting in a manner

that is sometimes contradictory” (RSA, 2010:4). The gaps mentioned were as a result of the input-output system of PM that was utilised up to the period of 2010. The PMS used should therefore close the gaps that have been identified. The OA was introduced to address disintegrated planning, lack of intergovernmental cooperation, lack of strategic focus and weakness in implementation (Phillips, 2012: 13).

2.5 OUTCOMES-BASED PERFORMANCE MANAGEMENT/OUTCOMES APPROACH

Outcomes Based Performance Management has been granted various names, namely “outcomes based evaluation”, “results or outcomes based accountability” , “results-based management” or “performance management” (Lowe, 2013:213) or as Outcomes Approach. Despite the many labels that concepts or approaches are called, definitions bring understanding to them. OBPM is defined as “a comprehensive and integrative planning, budgeting and PM approach that includes”:

- Determining the long term direction of the organisation;
- Translation of the long term direction into specific goals and objectives and actions; and
- Integration of the systems with the provision of resources, monitoring and evaluation processes (Lowe, 2013:213).

An OBPM approach should have a “sound programming process that clearly establishes a logical hierarchy of the means by which the agency’s strategic objectives will be reached and outcomes achieved” (Hampson et al, 2012: 43). It is meant to provide performance information that will be used to improve performance by holding public organisations accountable for goals and the relevant authority to achieve them. For OBPM to have meaning objectives should be well articulated and the process by which these will be achieved should be clear, failing which, the objectives will be impossible to achieve. According to Bryson (1995: 5), the need for a “strategic logic” in defining the link between the outcomes and the operational activities is also emphasised. Strategic planning forms the basis for OBPM and guides the organisation’s activities and its processes from the definitions, one gathers that OBPM is an approach that influences how the organisation does its planning, its processes and its end results.

According to the OA Policy (The Presidency, 2010), there are three imperatives guiding OBPM:

- a) The need for prioritization
- b) A PM which focuses on a few priorities
- c) Planning that is based on outcomes

Literature on the OBPM tends to be either pessimistic or optimistic (Hampson, Best and Kavanagh, 2012: 43). Pessimistic literature cites no success, or very little, in focusing management of government on outcomes. The optimistic literature suggests that the possibility is that success has been achieved. Optimistic literature makes use of case studies to show the possibility of success (Anstigueta, 1999 in Moynihan, 2005). Lowe (2012: 216) states that a new theory focusing on the beneficiaries needs to be developed. On the pessimistic side, literature has suggested pessimistic outcomes (as cited from Wildavsky, 1992; Radin, 2000; Downs and Larkey, 1986). The measure of the effect of OBPM should be focused on the attitude, skills, behaviour and circumstances (as cited from Friedman, 2001). Lowe, (2013: 213), elevates the generic intrinsic problems that OBPM has which are, however, treated as operational obstacles and which can be overcome by each organisation. One of these problems is how outcome indicators are defined such that they are meaningful and do not distort practice. This leads to the organisation using proxy indicators to substitute for the outcome itself as these are cheaper and simpler to collect. According to Manyaka and Sebola (2012: 404) the difficulty of identifying the factors that contribute to good outcomes is highlighted by various authors. The same argument is raised by Lowe (2013: 213) who reiterates that the complexity of outcomes and the fact that they are not deliverables of a programme or an organisation creates challenges for implementation. Another challenge as raised by the Scottish Government is that improvements in outcomes are not immediately evident and that it takes a number of interventions to witness a difference (Scottish Government, 2011: 7). A number of factors both planned and unplanned and activities have to take place for the change in outcome to be seen. Another challenge is the need to instil a culture which is focused on the outcomes throughout the organisation (Scottish Government, 2011: 15).

Optimistic literature has used case studies to show that there is a possibility of success (Anstigueta, 1999 in Moynihan, 2005). Lowe states that a new theory focusing on the beneficiaries needs to be developed. The measure of the effect of OBPM should be focused on attitude, skills, behaviour and circumstances (as cited in Friedman, 2001). On the optimist side it can be said that in some countries, like Scotland, have introduced the approach to improve policy and budgeting processes and have recognised that it is the right approach (Scottish Government, 2011: 3). The OA necessitates that “strategies, working cultures, business systems and delivery approaches” be transformed in line with the approach. The Scottish Government has recorded that partnerships have improved the rapport between the levels of government, stimulated innovation and improved social conditions and the quality of life of citizens has ensured effective community engagements (Scottish Government, 2011: 11). Various countries have had to introduce new performance management and reporting arrangements.

Besides the literature above, there is further literature which suggests pessimistic outcomes

(Wildavsky, 1992; Radin, 2000; Downs and Larkey, 1986). On the pessimistic side, Heinrich (2002: 722) highlights the view that the lack of confidence in the credibility of data, how it is used after collection, the use of performance measures in lieu of professional knowledge, and lack of identification of internal, external as well as cross-level influences and linking them to the management function, are further challenges that hamper OBPM. Heinrich (2002: 722), however, warns that the challenges cannot be solely linked to the implementation of OBPM but can be synonymous with any administrative reforms which necessitate a change in employee behaviour, relationships, service providers and networks. The challenge presented by setting and measuring outcomes is not the only challenge being presented by OBPM. The change of culture seems necessary if OBPM is to be implemented effectively.

The OBPM in the PS is geared towards linking inputs and activities to outputs and outcomes (PSC: 2012). The emphasis of the system is on achieving political accountability. Law (2013: 22) puts the objectives of the OBPM as seeking to create an effective accountability framework and introducing an incentive for improvement and quality of outcomes. He however says that measuring of outcomes has in the past been a challenge for managers in the public service in the UK and US (Law, 2013: 16). One would therefore want to find the truth of the statement in the context of the South African Public Service.

Hampson et al (2012: 43) state that studies on OBPM show that the focus of the system should not be on input and procedures, but on outputs and outcomes-based objectives. These sentiments were raised by Wholey and Hatry, 1992; Schuck, 1999; Wholey, 1999, Mwita, 2000; Behn, 2003; Model, 2005 as cited in Heinrich (2002: 722); however, cautions against the exclusion of processes and outputs from such a system as this can negate the achievement of better performance. There is, however, resounding agreement between authors where OBPM is concerned; that is, that accountability should be for outcomes only, and should not include accountability of the other elements which are indicators of performance. This is not in line with the 3 Es as touted above and differentiates OBPM from the input-output approach of PM. It would nonetheless be imprudent to disregard economies of scale for the attainment of the outcomes. Utilisation of resources should also be considered and all relevant legislation adhered to in order to ensure a holistic approach that is completely effective.

Outcomes are resultant from employee behaviour (Werner and DeSimone, 2009: 38). These can be divided into those that are of value to the individual, personal outcomes and those that are valuable to the organisation and which are known as organisational outcomes. Two theories of outcomes are discussed by Werner and DeSimone (2009: 39): the expectancy theory and the equity theory. The expectancy theory attaches value to the behaviour of employees, whilst the equity theory states that employees will compare their outcomes to those received by others and will align their performance

accordingly. When employees align their performance, the results can be a culture of performance and of learning. Although it is not expressed, a link can therefore be created between OBPM and the OC as the behaviour of employees is, to a large extent, determined by the OC. According to Louw (2013: 5), for OBPM to be proliferated in the organisation, training and support may be necessary.

Heinrich cautions managers to pay attention to contextual factors which have an influence on performance measurement and may have a negative influence on performance as well as accountability (Heinrich, 2002: 714). These challenges can be linked to OC and values, organisational complexity and coordination. Values are defined by Holtzhausen (2007: 88) as “ideals, attitudes and beliefs that are held by individuals and which underlie political, social and personal relationships”. Values, the scholar continues, determine what is acceptable or unacceptable to a person (Holtzhausen, 2007: 88). The values therefore create the foundation for any interaction which relates to the individual in the workplace and personal setting as well as in the political setting and determines the OC. As much as these factors pose a challenge for OBPM in the private sector, the challenge is exacerbated by the changing political and administrative priorities, uncertain relationships between the different levels of government, intergovernmental relations, professional conflicts as well as party politics within bureaucracies.

The need to review other systems in support of the implementation of OBPM in organisations and in particular in SA shows a support of the adoption of the systems theory. In order to improve performance at the level of the organisation, it is crucial that a culture and situation of continuous learning of employees be encouraged. The South African government made it a requirement for the implementation of the OBPM that the Department of Public Service and Administration (DPSA) must review the HRM practices to give effect to the outcomes (The Presidency: 2012: 16). The HRM practices have, however, not been reviewed and approved as per the requirement. This therefore leads to the question of whether the OBPM can achieve its purpose without human resources, and whether its practices can be managed in a manner that is supportive of the focus on outcomes.

In their study of the introduction of the OBPM in public health, Deber and Schwartz (2011: ii) found that the strong focus on indicators and information rather than performance management resulted in the lack of use of change management. With the public service operating in an ever-changing environment it is important that it is able to respond innovatively, creatively and therefore effectively to the changes (Penceliah, 2010: 194). The need for public organisations to become more accountable has resulted in the implementation of PMSs as change initiatives. The implementation thereof requires change and its success depends on the readiness of the organisations for change (Ochurub, Bussin and Goosen, 2012: 2). Hampson et al (2012: 44) flags the change-based approach as a tool that would explain the process of delivering outcomes that will be linked to the outputs through

short-term outcomes.

As has been said, the OBPM is focused on outcomes and in the Welsh Government; there are ten outcomes which reflect the objectives which are linked to the strategic objectives (Law, 2013: 4). In South Africa the Outcomes Approach (OA), as OBPM is called, and as what it will be called henceforth in this study, is meant to ensure integrated planning for the government, by focusing on key outcomes which are linked to inputs, activities, outputs and outcomes (PSC, 2012: 13). It was introduced because “change was not happening as rapidly as required”. The government felt a need to address the persistent inequality, unemployment and poverty and the lack of achievement of the “better life for all” which is the driving force behind service delivery (The Presidency, 2010: 7).

The implementation of OA in South Africa is guided by the following principles (The Presidency, 2009: 12):

- Improved data architecture
- Change of behaviour, values and attitudes
- Emphasis on accountability throughout the service delivery chain
- Focus on sector rather than department as well as intergovernmental relations
- Priority given to a few sectors
- Measurement of politically-designated outcomes for accountability

The focus of OA emphasises selected key outcomes, this has led to the adoption of twelve outcomes in South Africa (PSC, 2012: 14). Each outcome has outputs that are meant to be implemented to ensure that the outcome is achieved. The outputs have measures that are used to assess the attainment of the outcomes.

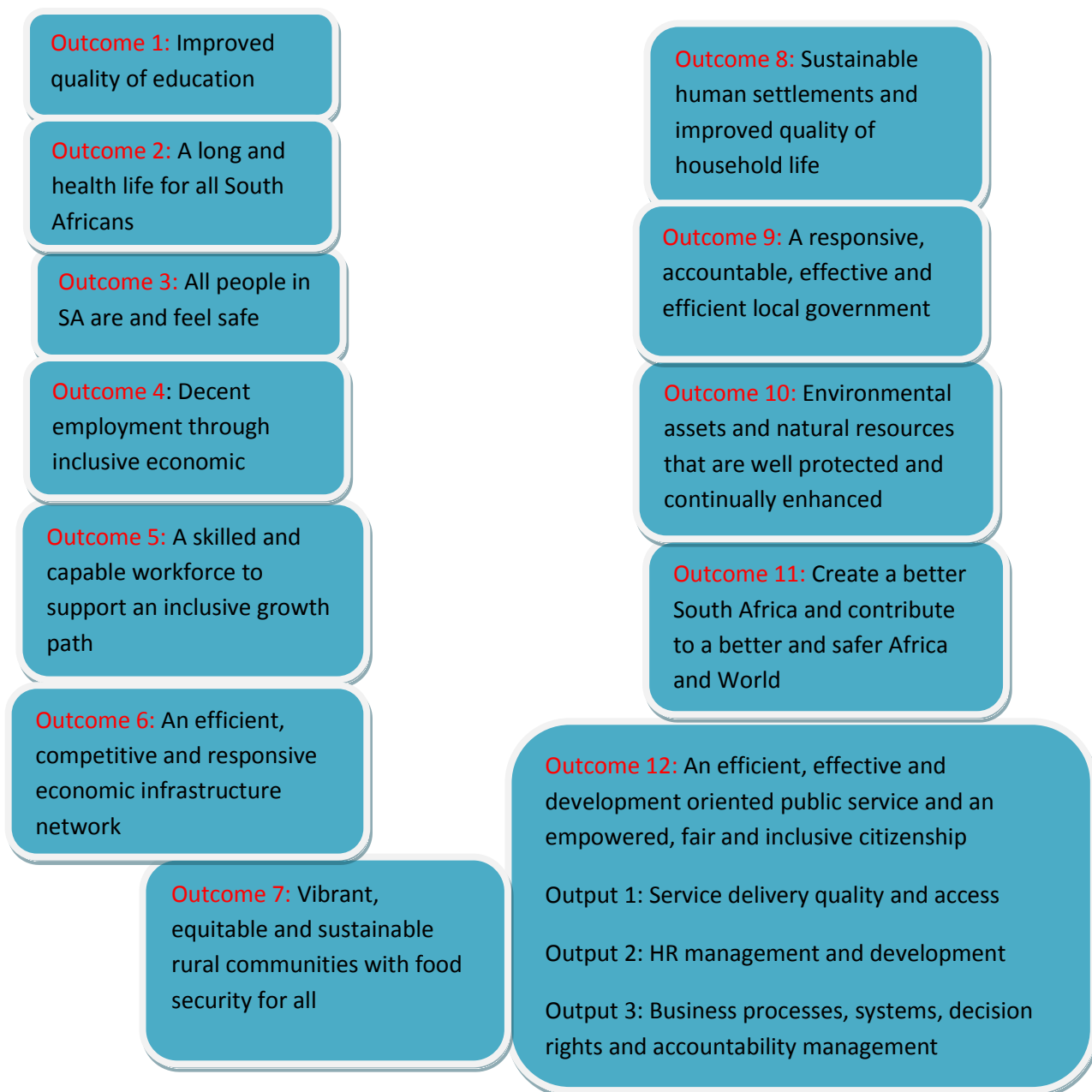


Figure 2.1: 12 National outcomes (Adapted by researcher from The Presidency 2010: 12)

Outcome 12 of the Outcomes Approach

The study will focus on Outcome 12 which is “an efficient, effective and development-oriented public service and an empowered, fair and inclusive citizenship”. The outcome consists of four outputs and output 2 is on HR Management and Development. The output is operationalised into performance management for managers, recruitment, retention of staff and career pathing, management of discipline, and HR planning, skills development and cadre development. The focus on the outcome

and on output 2 is informed by the research hypothesis which relates to implementation of OA and research questions on HRM and HRD.

The introduction of any system in an organisation requires buy-in from all stakeholders, sharing of knowledge and constant updates. If this is not done, it could mean that the purpose and the benefits of the system could not be reached, not because the system is not of benefit, but because change management principles are not utilised. A concern raised by Law (2013: 5) is that managers are held accountable for outcomes over which they have no control. The outcomes agreements which are based on a principle of partnering can create problems as they become difficult to assess and if the performance improvement is as a result of other factors such as funding. The indicators in the OA get cascaded to high level plans such as departmental plans, community strategy and improvement plans (Law 2013: 22). Despite the challenges that he raises, Law states that the OA has had an impact on service delivery (Law, 2013: 22).

Review of literature necessitates that relevant theoretical frameworks also be identified to form the basis for the study. Following is the theoretical framework that will inform this study.

2.6 META-THEORETICAL FRAMEWORK

A theoretical framework is "a very general theoretical system with assumptions, concepts and specific social theories" (Neuman, 2011: 85). It is based on the developed theories which are used to explain a concept. According to Guest (1997: 266), there are no theories on performance, just models and approaches. The models below will form the basis for the study and the analysis of findings.

Performance Management Process

According to Meyer and Botha (2000: 385), a PM process has the following main features:

- A mission statement which defines the purpose and direction of the organisation;
- The strategies which provide guidance on what behaviour and performance is required to achieve the agreed-upon mission;
- The objectives which state the performance goals which the organisation has to achieve in order to reach the mission;
- The values which are regarded as what is important for an organisation to conduct its affairs;
- The critical success factors which indicate the factors that are important for the success of performance and meeting set standards;
- Performance indicators which act as enablers for the achievement of objectives and

implementation of values;

- Performance reviews which are used to review the performance of individuals and to identify needs or potential needs for development;
- Performance pay which connects rewards with performance improvement programmes like training, coaching and development Meyer and Botha (2000: 385).

A performance management process will determine the stages that will be followed when PM is implemented in the organization leading to improved performance. This model is chosen to guide the study in terms of whether the PM follows various stages which are signified by the outcomes as shown in the figure below. The process should result in the analyses of the results using the model. The process is depicted below:

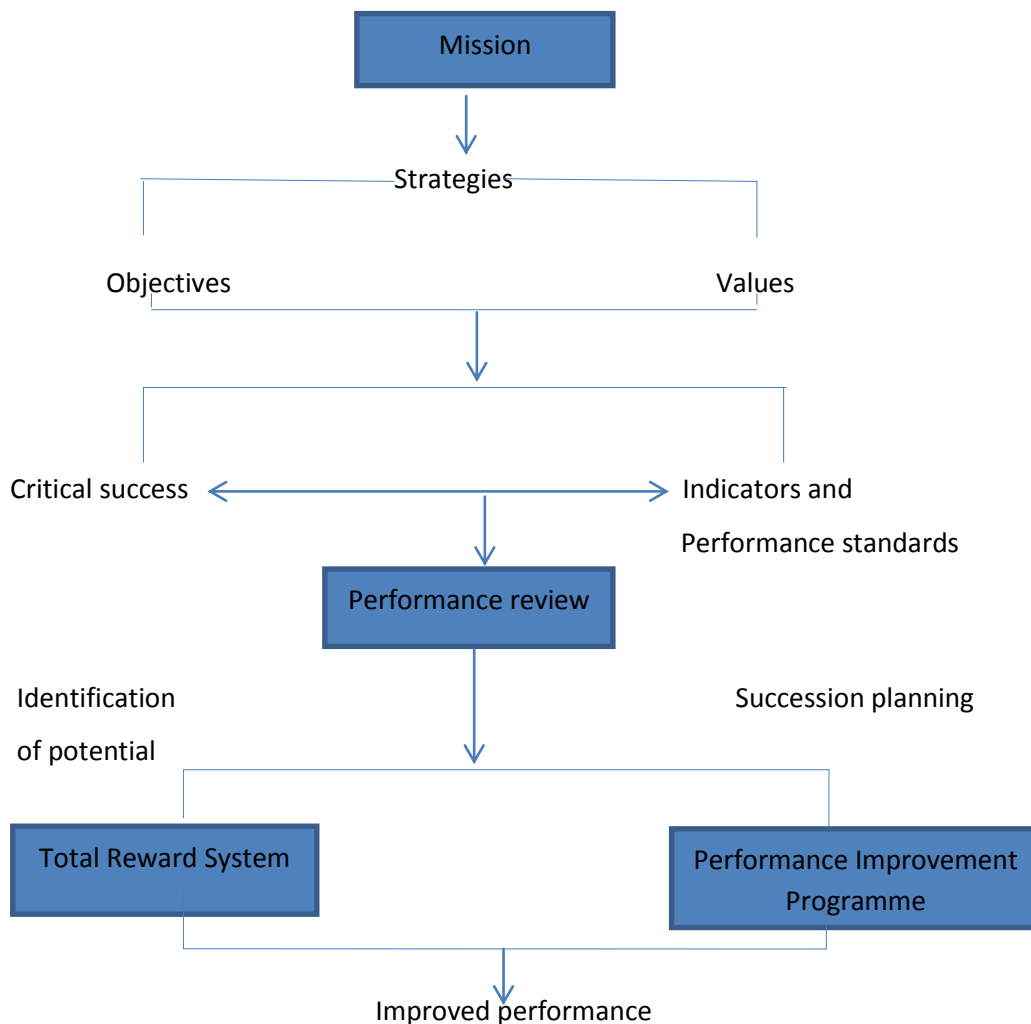


Figure 2.2: The Performance Management Process (Meyer and Botha, 2000: 385)

The process is important in showing the stages in the PM process but does not explain the relationship of PM and other systems in the organisation. Literature has shown that PM interacts with various systems and elements in the organisation and the effect of these on its implementation cannot be overlooked.

The figure below shows the integration of PM with systems that are people focused. The figure connects PM to systems that are in place to select, appraise, reward and develop people in the organization. The selection of people falls under the auspices of HRM and is meant to ensure a perfect fit between employees and the organisation. Performance is part of PM which informs the effectiveness and efficiency of the organisation. Appraisal of performance is part of PM and leads to rewarding of good performance which is also part of HRM, and the development of employees who either have not performed well or require development as part of the organisational requirements. The model depicts performance management and its relation to HRM and HRD and supports systems thinking. The model has been chosen for its capacity to respond to the question of whether PM is linked to other systems in the departments related to HRM and HRD.

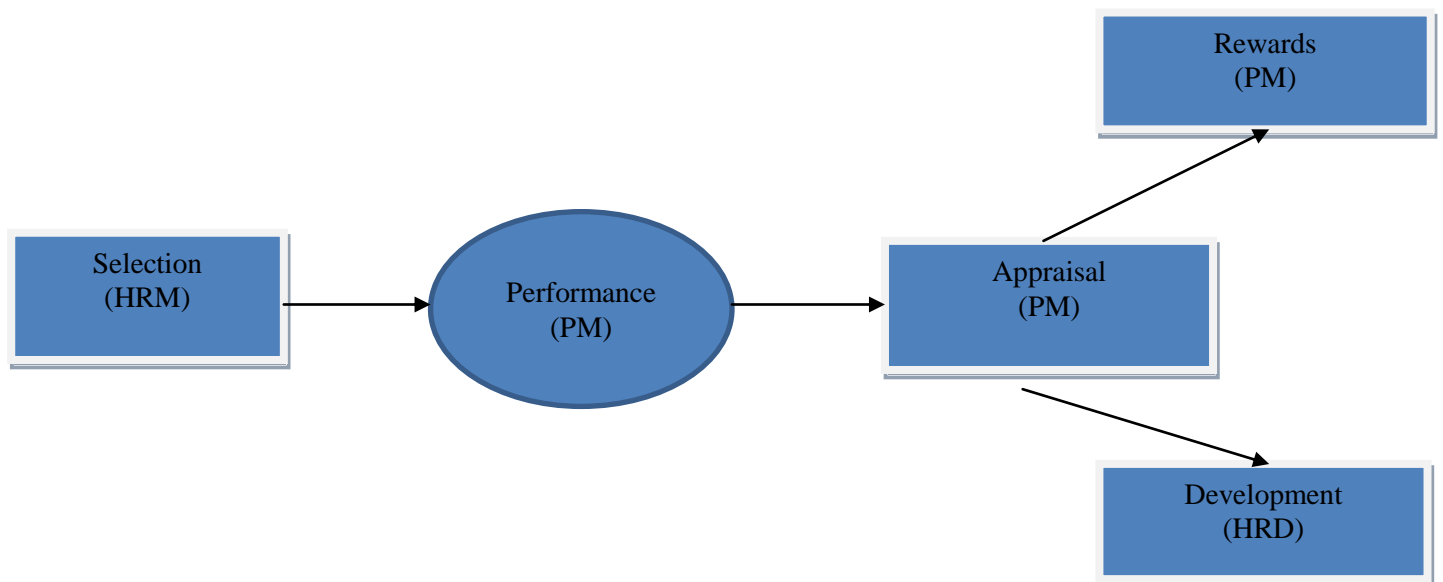


Figure 2.3: The Human Resource cycle (Pauwe, J., 2004: 26)

The interaction between the variables in Figure 2.3 can also form the bases for the interaction of the OA and the same variables of HRM and HRD.

Outcomes Approach Model

The model chosen will allow data to be collected and analysed in a way that reveals the effectiveness of OA in the context of its purpose and what it is meant to deliver. This conceptual framework will help capture the state of HRD and organisational culture by the statements posed in survey instruments and questions presented during semi-structured interviews.

The OA model, as used in the South African Public Service, will be used to define data collected in terms of whether it fits in with the requirements of the model. The model, as depicted in the policy on OA, fits the study as it is a model that has been adopted by the government to guide the implementation of the approach.

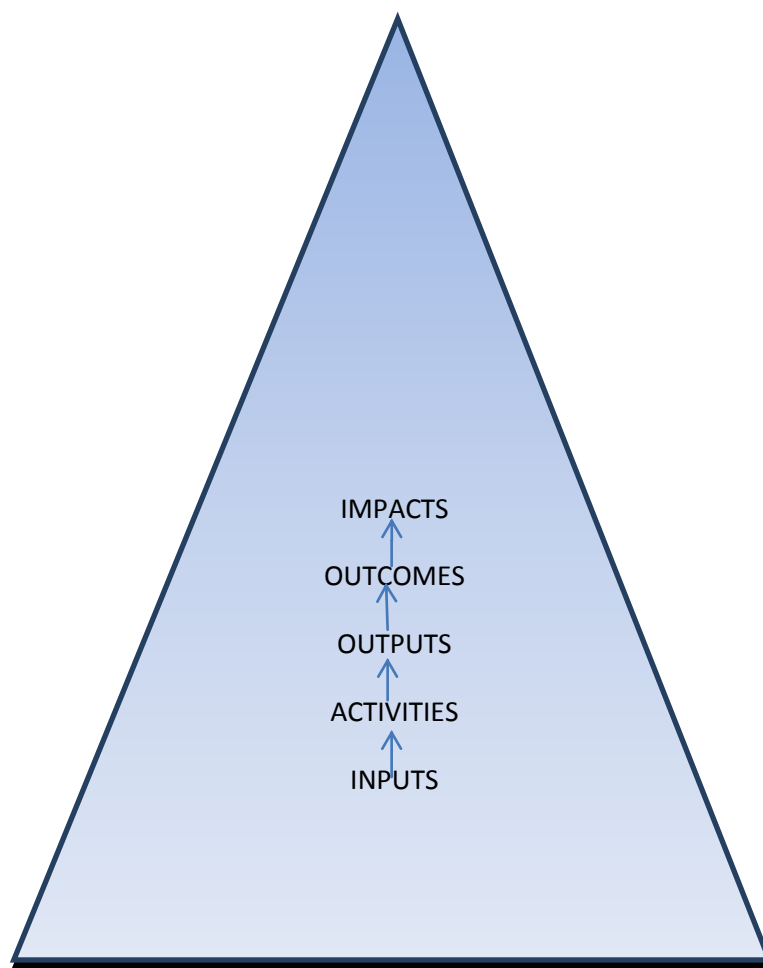


Figure 2.4: Outcomes Approach Model (The Presidency, 2012: 11)

The process of the OA works its way back from the outcomes to the outputs, activities and the

resources that are required for agreed upon outcomes.

2.7 CONCLUSION OF CHAPTER

This chapter presented literature that contextualised the variables that are part of the study. The definitions of PM by different authors were discussed and contrasted. The PM models and the relevant schools of thought focusing on systems thinking and command control, and supporting literature were also discussed. The section ended with a discussion on the PM systems. The next section was on HRM, its definition and literature on how it is linked to PM. The importance of the relationship between the strategy and HRM was then highlighted. The theoretical perspective and approaches on HRM were presented in order to focus on the findings of various authors. The definitions of HRD, together with the link between HRD and strategy and its significance in PM were also covered. Literature on the OA, as an approach used by the South African Public Service was discussed; the focus of study was narrowed down to Outcome 12, the outputs on the outcomes, and the measures leading to the effectiveness of outcome 12 were deliberated upon as well as the reason for the choice. The chapter ended with a discussion on the meta-theoretical framework including a combination of conceptual models guiding the study.

In the next chapter, the methodology that was followed for the study will be discussed in detail and the basis for the selection of the methods utilised will be substantiated.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 INTRODUCTION

The study of literature in the preceding chapter, Chapter 2, presented material on findings of various authors with regards to OA, HRM and HRD. The literature has, however, shown a gap in linking these three variables in the South African Public Service. The hypothesis that is being studied is that the implementation of OA in the PS positively affects HRM and HRD. For the study to be conclusive, the appropriateness of the choice of the methodology to be used cannot be over emphasized. This chapter will focus on the methodology and design that was followed to investigate the effectiveness of OA on HRM and HRD.

According to Mouton (2011: 56), research methodology has its focus on the process of research, what procedure will be followed and the tools that will be utilised. It focuses on the various steps that will be followed in the research process for the research to yield the desired results.

Chapter three of the research report focuses on describing the various steps that were followed in the research process and will cover the following headings:

Basis of the study which lays the foundation for the choice of methodology, research design which discusses the approach that was followed; case, respondent and site selection which describes the cases that were used for the research; sample size which gives an overview of the population and how the sample was selected from the population; data collection, instrumentation, measurement and analysis (where the methods and processes utilised will be discussed); and validity and reliability of data that was gathered.

3.2 BASIS OF THE STUDY

All research should be based on a frame of reference which guides every stage of the research. The frame of reference is based on the worldview underlying the conceptual focus of the study. A worldview is a “basic set of beliefs that guide action” (Creswell, 2009: 6). According to Neuman (2011: 91), there are two areas of philosophy for social research, ontology and epistemology. Ontology is concerned with what exists and what the reality is. Epistemology is concerned with how we perceive our world and what holds true. Epistemology can be related to what Creswell (2009: 8) terms social constructivism. Social constructivism is a philosophy that reflects the view that individuals seek to understand their world. Ontology can be linked to what Creswell (2009: 6) terms

the post-positivist worldview which he defines as “deterministic philosophy in which causes probably determine effects or outcomes”.

Social constructivism was used to test the experience of managers on how the implementation of the OA PMS has impacted on the management of HR and the development of HR in the departments. The data that was gathered in the study will assist in understanding the public service environment and the dynamics involved in PM, HRM in provincial departments as well as the HRD function. This suggests a qualitative approach.

The post-positivist worldview challenges what is considered by some to be the absolute truth. This worldview was used to challenge the absolutism of the former PMS to see whether a new objective reality that reflects the interaction of OA, HRM and HRD, was evolving.

The theoretical perspective moved from the absolute to the deterministic where the various aspects of OA, HRM and HRD in the public service were studied in order to reach a theoretical view. The “Performance Management as an integrative process” model was used to establish the objective reality of OA, HRM and HRD, the interactive relationship between the variables and any causal relationships that may emerge from statistical analysis. This fulfilled the post-positivism paradigm which holds a belief of an existence of stable relationships among social phenomena (Teddlie and Tashakori, 2009: 23).

The independent variable of OBPM and dependent variables, HRM and HRD, were tested in order to gain a better understanding of the work environment through the understanding of its systems and how they link and affect each other. In order to accomplish this, a quantitative design was utilised so that a regression analysis may be undertaken

3.3 RESEARCH DESIGN AND STRATEGY

Mouton (2011:55) defines research design as a plan that is used to describe how the research will be conducted. It focuses on the kind of study that is planned and the results that one hopes to achieve for the study and what evidence will show that the research problem has been addressed appropriately (Mouton, 2011: 56). The research design must connect the philosophical worldview, strategy of inquiry and the research method. The objective of the study was to explore the nature of the relationship between OA and the HRM function as well as HRD, with the hypothesis being that the implementation of OA in the public service positively affects HRM and HRD.

There are three research design approaches that can be used to prove or disprove the hypothesis and to answer a research question. These are the quantitative, qualitative and the mixed-method design. The differences between the quantitative and the qualitative research are quite distinct as depicted in the table overleaf.

Table 3.1: Quantitative versus Qualitative Research

Quantitative research	Qualitative research
Hypotheses are stated at the beginning of the research	Meaning is discovered and captured once data is obtained
Distinct variables form concepts	Themes, generalisation, taxonomies and motifs Concepts
Causal and deductive theory	Inductive theory which can be causal and non Causal
Data is numerical and derived from and measurements	Data is derived from documents, observations transcripts and is in words
Standard procedures where replication is rare	Specific research procedures where replication is often done
Measures are developed before data is collected and is generalised	Measures are developed in an ad hoc manner particular to individual circumstance or the researcher
Using of tables, charts and statistics and the linking them to the hypotheses	Extracting of themes or generalisations from analysed data in order to create a clear picture

(Neuman, 2011: 174)

The mixed-method design combines both the qualitative and the quantitative approaches so that the advantages of both can be utilised. The mixed method presents an alternative to the quantitative or qualitative design alone as it advocates the use of a wider range of available tools to test the hypothesis and answer questions under study. It makes use of an epistemological or philosophical approach and can either be postpositivistic, phenomenological, social constructivist or others (Sharp, Mobley, Hammond, Withington, Drew, Stringfield and Stipanovic, 2012: 36).

The study applied the social constructivism philosophy as well as the postpositivist worldviews. The social constructivism philosophy is associated with the qualitative study and the postpositivism with the quantitative method (Teddlie and Tashakkori, 2009: 7). The mixed method, as necessitated by the hypothesis and overarching research questions and sub-questions, was used. The mixed method is defined as a "type of research design in which qualitative and quantitative approaches are used in types of questions, research methods, data collection and analysis procedures, and/or inferences" (Teddlie and Tashakkori, 2009: 73). Harry and Reilly (2011: 8) define the mixed method as where elements of qualitative and quantitative research are combined in order to obtain the breadth and depth of understanding.

The selection of this method was made on the basis of it combining the qualitative and the quantitative techniques that are necessary for the research to have results. The qualitative approach will help develop a detailed view of the meaning of OA, HRM and HRD is necessary to achieve the social constructivism worldview. The qualitative design was used to obtain perceptions on the effectiveness of OA, and whether it leads to the improvement in the management of human resources and to the development of employees. The study sought to explore the experiences and the meanings that employees attach to the OA, HRM and HRD and how it is affecting their environment. The interview questions pursuant to the qualitative design will likely reveal how managers are constructing their views of OA as it relates to HRM and HRD. The qualitative inquiry can further shed light on the status quo regarding policies attached to PM, HRM and HRD in support of the OA and whether there are plans to change policies or strategic direction regarding the three variables. That assists in creating a holistic picture which is unbiased and all stakeholders' views converge to form an informed conclusion. On the other hand, the quantitative approach will address the statistical analysis relative to the hypothesis.

The quantitative approach was best suited to the post-positivist worldview. The approach was used to address whether OA is effective, that is, whether it works (Teddlie and Tashakkori, 2009: 10) in the provincial departments. The quantitative approach linked and tested the different variables attached to HRM, HRD and OA. The survey questions shed light on the objective reality from a post-positivist perspective. It answered whether there was a relationship between the independent variable of OA and the dependent variables of HRM and HRD. In the study, outcome 12 of the OA was used to formulate questions relating to the effectiveness, efficiency and development of the PS and on the empowerment, fairness and inclusivity of the citizens. The study leaned more on the qualitative inquiry in relation to the research problem and objectives to answer the research question. The combined perspective and findings from the data was expected to identify gaps and to give policy makers valuable information that can be utilised to formulate or review policies on OA, HRM and HRD in the South African Public Service.

Once the research design (mixed method) was selected, the next step was to match the design to an appropriate research strategy. The case study was chosen as a research strategy. A case study is "an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident" (Yin 2009: 18). In a case study a small number of the population is used to provide insight into the systems (Mouton, 2011: 149). The case study strategy is susceptible to the mixed method design (Yin, 2009: 9). It enables the creation of a link at the micro level or the actions of an individual to the macro level, large scale structures and processes and to groups (Neuman, 2011: 42). These are the reasons why the case study is seen as the most suitable strategy. What is called the Cross-Case

Synthesis by Yin (2009: 156) was used to compare the qualitative data that was collected from PT and DAEA. The cases were treated as separate and a word table was drawn to display the data from PT and DAEA.

The choice of the research strategy is made in terms of the purpose of the research, the methodology used and the rationale of the study.

Table 3.2: Rationale for mixed methods research design and strategies of inquiry

Rationale	Description of mixed method design	Strategies of inquiry
Triangulation	Triangulation of findings through the combination of qualitative and quantitative approaches	Concurrent
Offset	Offsetting of weaknesses of strands by drawing on strengths of both	Concurrent
Completeness	Combination of both brings a more comprehensive account	Exploratory, explanatory or concurrent
Process	Quantitative gives an account of structure whilst qualitative provides the process	Exploratory or explanatory
Different research questions	Quantitative answers questions which are different to qualitative	Concurrent
Explanation	The other is used to expatiate on the findings of the other	Explanatory
Unexpected results	When the results obtained are surprising and can be explained by employing the other	Explanatory or embedded
Instrument development	Use of the qualitative to develop questionnaire and scale items	Exploratory
Sampling	Sampling is done using one approach	Exploratory or explanatory
Credibility	The use of both improves the integrity of the findings	Exploratory, explanatory or concurrent
Context	Contextual understanding provided by qualitative approach whilst the survey uncovers finding or	Exploratory or explanatory

	relationships amount variables which can be generalised.	
Illustration	Illustration of quantitative findings by the qualitative approach	Explanatory
Utility	Both approaches useful in articles with an applied focus	Exploratory, explanatory, concurrent or embedded
Confirm and discover	Qualitative data used to generate the hypotheses and the quantitative to test them	Exploratory
Diversity of view	Participants' and researchers' perspectives combined using both methods, relationships unearthed through the quantitative whilst exposing the meaning among participants using the qualitative	Concurrent or embedded

(Adapted from Harrison and Reilly, 2011: 10)

The embedded strategy was appropriate as different types of information were required. The embedded case study uses more than one unit of study or object of analysis and is usually not limited to qualitative analysis only (Scholz and Tietje, 2002: 9). The embedded strategy was concurrent where quantitative and qualitative data were collected at the same time. This allowed for better utilisation of time. The organisational unit of analysis was each of the provincial government departments and embedded in that unit of analysis are senior managers and deputy managers as individual units of analysis.

For this research, the findings were triangulated through the combination of qualitative and quantitative approaches as well as documentary analysis. The quantitative approach answers questions which are different from the qualitative questions. The concurrent method was therefore the design type of choice as each approach was not attached to the other.

3.4 CASE, RESPONDENT AND SITE SELECTION

The selection of the case should be based on it being part of a category of cases that are being studied (Neuman, 2011: 41). The cases can be either across case or within the case. According to Sharp, Mobley, Hammond, Withington, Drew, Stringfield and Stipanovic (2011: 38), case study research can range from single to multiple case studies.

The Province of KwaZulu-Natal (KZN) consists of nine departments which have different portfolios covering health, social and developmental needs of the communities. For this study, two departments were selected: the Department of Agriculture and Environmental Affairs (DAEA) and Provincial Treasury (PT).

KZN Treasury is a provincial department in KZN. Its mandate, in line with Chapter 13 of the Constitution of South Africa (Act 108 of 1996) is to promote good governance on all financial matters in the province. Treasury has a centralised model of structuring and has two offices in Pietermaritzburg which serve all departments in the province. Treasury has a staff compliment of 345 employees 23 of whom are in Senior Management Service (SMS) and 40 are Deputy Managers. Treasury is chosen for its role in the monitoring and auditing of performance in all the departments within the Province. It is also responsible for the collation of financial and non-financial provincial performance reports.

The DAEA is a provincial department in KZN. Its mandate is to provide agricultural, veterinary and environmental services to the communities of KZN. Its structure is decentralised, with its head office being at Cedara in Pietermaritzburg (PMB) and three regional offices based in Richards Bay (North Region), Hilton (South Region) and in Ladysmith (Central Region). The DAEA has a staff complement of 3835, 40 of whom are in Senior Managers Services (SMS) and 113 are Deputy Managers. The DAEA is a complex department which delivers various specialised services to the communities. The DAEA provides environmental, agricultural and veterinary services as already stated and its direct clients range from communities, to farmers, specialists and academia. The DAEA was chosen for its complexity and diverse service recipients; to provide an opportunity for data to be equally balanced as Treasury is an administrative department with its direct clients being provincial departments.

A comparative cross-case analysis was done between the two departments. This process allowed for a study sample of managers in DAEA and PT to yield results that would be applicable to other KZN provincial departments. The site location for the study was the natural field setting, that is, the working environment.

In provincial departments, the implementation of the PMS is done by managers. The study included middle and senior manager at salary levels 11 to 14. These levels had information on their experience of PM generally and OA in particular, and the effect that PM/OBPM has had on their ability and capacity to manage and develop human resources. The data required for the study was collected from these sites, analysed and results obtained. Based on the findings, recommendations for improvement of the PS will be made.

3.5 DATA COLLECTION METHODS

There are various methods of collecting data which can be clustered under four categories: testing, observation, text analysis, and interviewing (Mouton, 2011: 104). Data collection is dependent on the type of data that is being collected, whether primary or secondary. Primary data is gathered directly by the researcher whilst secondary data is data that has been gathered by other sources and is available for utilisation (Cassim, 2011: 8). The study made use of both secondary and primary data. Primary data provided data which were used to measure the experience and perceptions of the sample and secondary data provided data from available documentation on HRM, HRD and OBPM. The literature review in Chapter 2 was also part of the secondary data.

Data collection is determined by the type of data that has to be collected, whether quantitative or qualitative (Neuman, 2011: 46). The research required the use of both the qualitative and quantitative data.

Quantitative data was collected through a survey. The survey was selected as the study sought to provide a broad overview of a representative sample of a big population (Mouton, 2011:152). A structured, self-administered questionnaire was used to gather data from the sample. The questionnaires were sent to a sample in the selected sites. The survey was conducted to test the research question on the population of the study's thoughts, experience and perceptions of OBPM and its effect on HRM and HRD; perceived or actual.

Qualitative data was collected through semi-structured interviews with open ended questions used to interview policy makers on Monitoring and Evaluation, HRM and HRD. An interview is when a respondent is visited, questions are asked from a questionnaire and the interviewer captures the person's responses (Jarbandhan and Schutte, 2006: 676). The interview allowed in-depth interaction which elicited information on their beliefs, behaviour, values and attitudes (Sproull, 1998: 162). The interaction was between interviewer and the interviewee and was face to face. This enabled the interviewer to ask probing questions and to follow up on responses where further clarity was required to ensure that the social constructivism philosophy was achieved.

3.6 SAMPLING

In this section the techniques used for selecting the sample will be explained, and so will the characteristics of the sample.

Sampling can be defined as a technique that is used to choose a small group of the unit of analysis with a view to determining the characteristics of the whole group (Mathenjwa, 2010: 56). When choosing a sample for the study, it is important that the sample strategy matches the purpose of the study and the nature of the data (Neumam, 2011: 242). The target population of the study was senior managers and deputy managers in both departments. The choice was between probability sampling and non-probability sampling. Non-probability sampling incorporates methods such as snowball, self-selection, quota and purposive sampling (Mathenjwa, 2010: 56). Probability sampling creates a representative sample by drawing a sample from a number of units (Neuman, 2011 : 244). For this study, a non-probability sampling design was used for the qualitative component of the study which covered the policy makers in the SMS. As for managers, a combination of non-probability and probability sampling were used. On the one hand purposive sampling was used to ensure that the population targeted held the necessary knowledge to provide sought after perceptions. On the other hand, within that group, random sampling was applied as any of those managers could participate in the study. This ensured that the study was directed to the relevant people who were information holders.

Purposive sampling was used to focus the study on the senior managers who are responsible for HRM, M&E and HRD in both departments. The data sought from this sample was specific to the actual activities that have been undertaken to ensure that HRM and HRD are aligned to the OBPM and if not, whether there were any future plans to align them. Data gathered in the interviews provided information that resulted in a better understanding of the working environment, social constructivism and the post-positivist worldview. Qualitative data was gathered by interviewing 3 SMs and 2 DMs at DAEA and 2 SMs and 2 DMs at PT. It should be mentioned that HRM and HRD are combined under one senior manager at PT.

For data to be representative and to respond to the questions of the research, it is crucial that the population of the study and the sampling thereof is done carefully. Mixed-methods sampling techniques include the selection of units using both probability and purposive sampling strategies (Teddlie and Thashakori, 2009: 171). For this study, sampling was conducted through a multi stage process where the cluster of managers and deputy managers was identified, names of employees obtained from the employee lists and the sample chosen. The lists of employees were matched with the structure of the departments to ensure that all positions had been covered and to eliminate system errors. (It is important to use the employee records to determine who are in these positions).

For quantitative data sampling, purposive sampling was first applied in terms of identifying the targeted group of SMS, then within that group of survey respondents, any senior or deputy manager had equal opportunity of participation. So within that select group, random sampling applied. Purposive sampling involves selecting units based on a specific case and not randomly (Teddlie and Thashakori, 2009: 173). The senior general managers responsible for corporate services in both departments, the managers responsible for HRD and for HRM formed part of the sample as they are responsible for setting the strategic direction of these functions.

The survey was administered to the following number of respondents.

Table 3.3: Survey Sampling size, Target and Actual Respondents

Department	Total population of senior management services	Number of targeted respondents	Number of surveys received from respondents
Provincial Treasury	63	40	17
Department of Agriculture and Environmental Affairs	153	40	39

The sample was from a staff compliment of 345 employees at PT and 3845 employees at DAEA at the commencement of the study. The survey was focused on OA, HRM and HRD. A total number of 216 questionnaires were distributed to the SMs and DMs in the DAEA and PT. Out of the 216, the envisaged number of respondents for the study was a total of 80 for both departments. The total number of questionnaires returned was 56. Interviews were conducted with 3 SMs in the DAEA and 2 DMs, at PT the interviews were with 2 SMs and 2 DMs. One SM at DAEA did not honour the appointment and a DM within the directorate was interviewed in her place. The study was conducted in a natural field setting, in the offices at DAEA and PT. The sample of the study population was used, however, given the small sampling although findings are informative to all nine departments and the Office of the Premier, findings are not generalisable as a larger sample is needed.

3.7 MEASUREMENT

Measurement is done in order to test, evaluate or provide empirical facts about a hypothesis (Neuman, 2011: 199). Measurement is “assigning numbers to objects or events according to rules”. It is determined by the statistical analysis that may be used (Sproull, 1995 : 67).

There are three stages in the measurement process: the first being the conceptualisation of variables where the concept of OA, HRM and HRD was refined according to literature which then provided

indicators for the study. Conceptualisation is a process of forming coherent theoretical definitions as one struggles to make sense or organise the data and our preliminary ideas about it. In this study the dependent variable is OA and independent variables are HRM and HRD. In operationalization of these variables indicators were defined and applied to the variables to collect data and test empirical hypotheses. In this study, PM is “about getting results through people” (Kanyane and Mabelane, 2009: 59) and operationalised as performance planning and performance implementation which involves day-to-day coaching, and performance evaluation (Kanyane and Mabelane, 2009: 59). Specifically, OBPM in the South African Public Service is operationalized as planning for outcomes and impact; focus is on outcomes and monitoring and evaluation of outcomes (Presidency, 2010: 9).

Human Resource Management is operationalised as the process of ensuring an optimal fit between employees, their jobs, the organisation and its environment with the aim of achieving improved performance as well as employee satisfaction (Gerber, Nel and Van Dyk, 1998: 11). In the final stage of the study, the operational indicators were linked to the construct to create a case which would be demonstrated by findings from this study.

Human Resource Development is defined as “planned learning and development of employees as individuals and as groups to the benefit of an organisation as well as its employees” (Thornhill and Van Dijk, 2003: 462). HRD is operationalized as ad hoc development by using organisational change, functional training and development initiatives and innovative HRD through job enrichment, PMS (Thornhill and Van Dijk, 2003: 463).

In quantitative research, the empirical hypothesis determines the degree of association between the indicators using statistics, questionnaires and correlation (Neuman, 2011:204). The quantitative research of the study was initially conducted through an online survey questionnaire with a link being e-mailed to respondents. The questionnaire was in the form of a Likert scale which measured the level of agreement and disagreement to the statements relating to the subject matter (Teddlie and Tashakori, 2009: 234). The Likert scale was chosen for its simplicity and ease of use. Indexes were created where the respondents could choose between five levels of response option: strongly agree, somewhat agree, strongly disagree, somewhat disagree and do not know.

In qualitative research the elementary working idea is refined during the data collection and analysis process (Neuman, 2011: 204). Qualitative research operationalization follows conceptualisation and gives deduction measurement for inductive measurement. The qualitative component of this study was in the form of semi-structured interviews where exploratory questions were asked from the sample population that held information which was valuable to the study through interviews. For this approach, open-ended questions were used to solicit information from managers who were holders of information in the departments.

Secondary data was obtained through the study of relevant documentation where historical data were acquired which assisted in determining trends in PM/OBPM, HRM and HRD. Secondary data were in the form of policy documents on HRM, HRD and OBPM. Further to that, strategic plans, Annual Performance Plans and Annual Reports of both departments were studied in order to draw information from the performance planning and performance reporting of the department. The Management Performance Assessment Reports, which measure performance of departments on Outcome 12 were studied in order to obtain results of departments on this outcome.

The data sought from this sample were specific to the actual activities undertaken to ensure that PM/OBPM, HRM and HRD work in sync to ensure the effectiveness of the PMS. Data gathered were analysed and provided information that would result in the better understanding of the working environment and could contribute to social constructivism and the post-positivist worldview.

3.8 VALIDITY, RELIABILITY AND TRUSTWORTHINESS

Validity, reliability and objectivity are used in the positivist research to evaluate the quality of the research (Zhang and Wildemuth: 6). In a mixed-method design, validity and reliability of data has to address both qualitative and quantitative research as well and qualitative research is concerned with trustworthiness (Teddlie and Thashakori, 2009: 208).

In quantitative research, reliability means that the numerical data produced by the indicators do not vary as a result of the characteristics of the process or instrument used in the measurement (Scholz and Tietje, 2002: 334). Reliability in quantitative research can be ensured by using criterion validity which is the ability of an instrument to predict an outcome or phenomenon (Scholz and Tietje, 2002: 334). The same questionnaire for both DAEA and PT was used. The questionnaire was first given to a mix of races and age to test and the data obtained had to be verified by using factor analysis where a cross tabulation of biographical information was used to test reliability.

Validity is "how well an empirical indicator and the conceptual definition of the construct that the indicator is supposed to measure fit together" (Neuman, 2011: 211). When it is said that an indicator is valid, it means that it is so for a particular definition and purpose. In quantitative research there are four types of measurement of validity: face, content, criterion and construct validity.

In qualitative research, validity is whether what is being measured or captured is what is intended and whether the data collection and analysis processes follow consistent procedures that lend trustworthiness to the findings (Teddlie and Thashakori, 2009: 209). The first step in ensuring trustworthiness was to operationalize the concepts attached to the study which then informed the questions developed for the study. Second to that was developing consistent procedures for undertaking interviews of those in senior management service. Third, the recognition of potential

researcher's bias was taken into consideration as the researcher is a public servant and an employee in one of the research sites and had to guard against partiality. On conducting the interviews, responses given by the interviewees were reiterated to ensure that there was no ambiguity in the data being captured as the interviews progressed. A recording device was also used to validate data. This increased the level of validity and trustworthiness since questions addressed the intent of the research and data were analysed using a data-appropriate method in a consistent and pre-determined manner.

According to Sproull (1995: 75) reliability means that the measurement is consistent. Interview questions used were the same across the two departments to ensure consistency of the tool. The reliability and trustworthiness of primary data received were derived from a primary source with the aforementioned cautionary efforts undertaken. Receiving data directly from the source eliminates the possibility of misconceptions. Human error could not, however, be ruled out totally, neither could bias. A covering memo was drawn up giving a brief explanation of the study and the respondents were given an option not to divulge their names. This assisted respondents in giving their views and experiences without fear. The contact details of the researcher were given so that respondents could be able to clarify matters. The gatekeeper's letter was sent to the respondents together with the letter introducing the study. This confirmed that the study had been mandated by the relevant authority and that the study was authentic which assisted in making respondents more forthcoming with data. In addition study participants were not under the supervision of the researcher to further ensure honest responses.

The validity, reliability and trustworthiness of secondary data was ensured in that documents used to gather data were official documents which had been received from reliable sources within the departments and that had been duly authorised by the relevant authority. Information on the documents had therefore been verified.

Although the response rate of the respondents was low and totalled 44 %, utilisation of all three sources of evidence and triangulating the results created a platform to analyse and compare the different types of data. Comparing data to determine convergence or divergence of the findings ensured reliability, validity and trustworthiness of the data results.

3.9 ETHICAL CONSIDERATIONS

To ensure the wellbeing of the participants, ethical considerations were ensured by obtaining informed consent from them (Teddle and Tashakori, 2009: 199) by e-mailing them a consent form together with relevant documents. This was for both sets of respondents (for the qualitative as well as the quantitative study). The consent form included the confidentiality and anonymity clause for participants. Participants were informed of their right to withdraw from participation at any time during the research process. Consent forms were executed and returned to the researcher.

3.10 LIMITATIONS OF THE STUDY

Neither the mixed-method research design nor the case-study strategy is without its limitations. The case-study method used can have limitations as case study findings are not designed for generalisation of findings. Other limitations arise when there may be a lack of standardisation of measurement, and the time consuming nature of the collection and analysis of data is also a limitation (Mouton, 2011:152). To ensure standardisation of measurement, the same interview questions and questionnaire was used across cases. In order to make best use of time, both quantitative and qualitative data were collected using the concurrent strategy.

While the survey component of the case-study strategy may allow for limited cautionary generalisation of statistical findings to the other 7 provincial departments – given the small sampling and low response rate, surveys can at any rate, be shallow and lack insider perspective which can be criticised for providing “surface level” analyses (Mouton, 2011:153). The poor response to the survey, especially at the PT, was a limitation as the number of respondents was only 44 % of the total sample. The percentage is not representative enough for the results to be populated, however, the combined mixed-method approach allowed each of the designs to compensate for weaknesses by building upon strengths of others.

No data were obtained outside the two cases and data obtained was specific to the case and the environment so it might not be totally applicable to other cases, especially since the type of leadership and the way people are managed in the departments came up as very important variables in OA, HRM and HRD. The choice of sites, however, was made so that the cases were representative of the nature of services that are indicative of the PS. PT is an administrative department providing a direct service to fellow departments and an indirect service to citizens. On the other hand, DAEA is a highly-operational department serving the citizens directly and impacting directly on the priorities of government.

Qualitative research can result in difficulty in rigorous and systematic evaluation of outcomes (Mouton, 2011: 162). To negate that, the analysis of data followed a systematic process as discussed in the section on data analysis.

Where secondary data is concerned, there was a limitation in that the researcher was limited by the original purpose of the data and it was impossible to identify errors. On the primary data, the limitation was not applicable. The policies relating to OA in the South African Public Service were studied in order to see what the purpose and the expectations of the approach were. Data from APPs and annual reports were analysed to identify the transformation in the information that was in these documents in line with the need for departments to focus on outcomes, rather than outputs.

3.11 DATA ANALYSIS

This section presents primary data. Data collection and analysis had to address the quantitative as well as the qualitative strands of data gathering and analysis. It therefore has to integrate statistical and thematic data-analysing techniques.

3.11.1 Quantitative data

Quantitative data was captured on the Stata IC 11 system. The system was used to perform statistical analysis of data and to determine logistical regression by measuring internal consistency. A concurrent mixed-method strategy for data collection and analysis was used so that qualitative and quantitative data could be triangulated so that the research problem could be analysed (Creswell, 2011: 228), hypothesis tested, research objectives achieved and research questions answered.

Data collection

Quantitative data were collected through the following:

Lists with names, job title, e-mail addresses, office telephone numbers and cellphone numbers of all SMs and DMs were obtained from the HR directorate at PT and from the secretaries of SMs at the DAEA.

A letter introducing the researcher and the study together with the gatekeepers' letters from each department was sent to the sample as a means of introducing the researcher and the study. The aim was also to create awareness of the research and request the cooperation of the sample. Two days after the initial communiqué, surveys were distributed to the sample through an email-attached *QuestionPro* internet link. On the e-mail respondents who preferred the MsWord questionnaire were asked to communicate their need by sending an e-mail to the researcher. The survey instrument is attached as D-1.

In the first week, five responses were received from QuestionPro and one request for the MsWord questionnaire. At the end of the first week, an e-mail reminder was sent to all respondents and the MsWord questionnaire attached to the e-mail. In the second week, fifteen responses, using the MsWord questionnaire, were received from DAEA and five from PT. No further responses were received via QuestionPro. Each response received was acknowledged. Another e-mail reminder was sent to all respondents and calls made to the district managers and DMs. Subsequently 56 responses were received. An e-mail was sent to the offices of the HOD and MEC of PT requesting an invitation to the management meeting and permission to distribute and collect questionnaires to the sample. No response was received to the request. Two days after the request, messages were sent to all SMs at PT using the cellphone Short Message Service (sms) requesting their participation in the survey. Two questionnaires were received the following day.

Another e-mail reminder was sent to all SMSs and DMs and one questionnaire was received back. Returned questionnaires totalled fifty-six.

Data analysis

The hypothesis for the research was that the implementation of OBPM/OA in the public service positively affects HRM and HRD. Data was gathered and analysed by using the following procedure:

Received questionnaires were coded giving a unique code for each questionnaire and responses were captured on an Excel Spreadsheet. Questions responding directly to the research questions were highlighted and data were captured on the Stata IC system which analysed data according to instructions. Results were obtained, analysed and discussed in relation to the literature in Chapter 4 per case study and then again in the segment of that chapter which covers cross-case analysis.

3.11.2 Qualitative data

Qualitative data were collected and analysed using the following approaches.

Data collection

Qualitative data were gathered via interviews and appendix D-1 is a copy of the questions that were posed to the respondents. Data collection commenced with e-mails being sent to the relevant SMSs with letters introducing the study and gatekeepers' letters attached. This was followed by telephone calls requesting dates for appointments. Appointments were set with each SM and interviews conducted with open-ended questions.

Data analysis

For the purpose of this research, the conceptual/thematic description was used along with content and matrix analysis. The choice of this typology of data analysis and presentation is influenced by the need to ensure that the findings are indeed qualitative, in line with the research design. Describing data according to themes and concepts enriches the findings and allows for the integration of the findings to the models that were discussed in Chapter 2 of the dissertation and the linking of these to the hypothesis. The approach that was used for the study combined content analysis and matrix analysis. Content analysis is when "the content of the communication medium is systematically recorded and analysed" (Neuman, 2011: 49). Content analysis was used to reach conclusions on the variables by analysing the content thereof and/or the process used for communication (Sproull, 1988: 246). The content of the responses obtained was analysed for commonalities and differences. Common responses were highlighted in the same colour. These were coded for clear identification.

Analysis of data was further done by constructing a visual display of data using a matrix. A matrix is a "crossing of two lists, set up as a series of rows and columns" (Region of Waterloo Public Health,

"Qualitative Data Analysis", 27 May 2013, www.ncbi.nlm.nih.gov/pubmed/12109729) based on the information that needs to be scrutinized.

Themes that emerged from the data were used to code data accordingly. The matrix depicts a comparison of data comparing responses. A cross-case analysis was done by reducing the responses from both departments and this allowed for themes to emerge as presented in Chapter 4. Themes were used to further understand the variables and the concepts attached to them and to generate the findings and conclusions from the study.

It is worth mentioning that secondary data, including law, policy, journal articles, books, and documents relevant to the provincial departments were collected independently by the researcher and at times documents were identified or provided during interviews. Content analysis and matrix analysis were also used to analyse secondary data as shown within each case study and during the cross-case analysis on data from KwaZulu-Natal Provincial Treasury and the Department of Agriculture and Environmental Affairs.

3.12 CONCLUSION OF CHAPTER

This chapter was on the process of selecting research design and strategy as well as the tools applied to undertake the research. The sample population of the study was presented and reasons for choice substantiated. The chapter went on to discuss in detail the methods used to collect qualitative, quantitative as well as secondary data and how results were obtained and data were analysed. It showed the link between the various steps in selecting the methodology for the research and in conducting the research.

Through the methods used to analyse data that were gathered through surveys and interviews, results were obtained. These results and findings will be presented and discussed in the next chapter followed by Chapter 5 which concludes the dissertation.

CHAPTER 4

DATA ANALYSIS AND STUDY RESULTS AND FINDINGS

4.1 INTRODUCTION

Chapter 2 of this study was on the literature review which presented findings of researchers on PM, OA, HRM and HRD. The chapter gave an overall portrayal of the literature relating to OA, HRM and HRD. The literature revealed gaps in the studies on the effectiveness of OA and the nature of the relationship between PM and HRM as well as PM and HRD. The link regarding HRM and HRD to OA has not been studied in the South African Public Service. This study helps fill that gap in at least two ways. On the one hand the study looks at OA as a detached system. On the other hand whilst using the systems thinking approach, it investigates the relationship between OA and other systems.

Chapter 3 was on the methodology that was used to gather data for the study. The methodology was based on the case-study approach and the mixed method was used to gather quantitative as well as qualitative data. The qualitative data were obtained through interviews and the quantitative data were collected through the use of a survey.

This chapter presents the results and the findings of the study. It restates the research objectives, hypothesis and questions and consists of data presentation, analysis and findings. The data will be discussed under primary and secondary data. The primary data are both qualitative and quantitative and will, furthermore, be categorised according to the case study sites, PT (Case 1) and the DAEA (Case 2). The secondary data consists of the policy framework which guides and impacts on the OA, including: the Government Wide Monitoring and Evaluation System (GWMES) (The Presidency, 2007), the policy on Improving Government Performance: Our Approach, the Guide to the Outcomes Approach, the Strategic Plans and Annual Performance Plans of DAEA and PT, the Performance Assessment Tool Framework (PATF) (The Presidency, 2011) and the Management Performance Assessment Tool (MPAT) implementation guide. The findings of the study in relation to these approaches will be presented in this chapter and will be linked to the hypothesis and the research questions.

Before the findings of the study are presented it is useful to briefly review the research objectives and questions to which data respond along with biographical data on the respondent population before presentation of data analysis and finding are presented and the chapter concluded.

4.2 RESEARCH OBJECTIVES, HYPOTHESIS AND RESEARCH QUESTIONS

Drawn from the research problem, the research objectives provided the aims and the scope of the study which were to:

- Examine the perceptions of employees on the effectiveness of OA
- Determine whether OA improves the HRM of the PS
- Determine whether OA improves HRD in the PS
- Provide recommendations to overcome the challenges related to effective implementation of the PMS under the OA approach.

The hypothesis of the study is that the implementation of the study is that the implementation of OBPM/OA in the public service positively affects HRM and HRD. The hypothesis is discussed in the sections on quantitative data.

The research was guided by the following overarching question:

- To what extent is OA effectively applied in the DAEA and Treasury?

To answer the main question, the following sub-questions were posed:

- How has HRM in the departments transformed as a result of the OA?
- How has the implementation of the OA influenced the HRD in the provincial departments?

The research questions are discussed in the section of qualitative data while research objectives are discussed in relation to analysis of both quantitative and qualitative data.

The above research objectives, hypothesis and research questions were used to guide the study and to gather relevant data for the study. The following section presents the data and the findings thereof. The results are presented according to the type of data that is addressed by the results. A reflection on the results is presented at the end of each section and overall findings will be analysed after the discussion of all data. The triangulation method is subsequently used to relate the findings of the quantitative, qualitative and secondary data to each other.

4.3 BIOGRAPHICAL DATA ON PARTICIPANT POPULATION

The research was conducted at Provincial Treasury which will be reflected as Case 1 and the Department of Agriculture and Environmental Affairs, which will be Case 2. Table 4.1 provides brief biographical information on interviewees while Table 4.2 provides the same on survey respondents.

Table 4.1: Biographical information

Provincial Treasury	Position	Years in position	Gender	Age	Race	Years' experience	Highest qualification
	DM	1-5	Female	32	Black	6-10	National Diploma
	GM	1-5	Female	42	Black	6-10	Bachelor of Technology
	SM	1-5	Female	42	Indian	11-15	Bachelors' Degree
	DM	6-10	Male	47	White	21-	Diploma
Department of Agriculture and Environmental Affairs	DM	1-5	Male	28	Black	6-10	Masters' Degree
	DM	6-10	Male	34	Black	6-10	Bachelors' Degree
	SM	1-5	Male	43	Black	16-20	Honours' Degree
	SM	1-5	Male	52	Black	11-15	Masters' Degree
	SM	11-15	Male	54	Black	21-	Bachelor of Technology Degree

At Provincial Treasury, the median for the age is 42 and the median for the years' experience is 11 years. The oldest respondent was a forty seven year old white male with twenty two years' experience and a Diploma qualification. The youngest respondent was a thirty two year old Black female with eight years' experience who possessed a National Diploma qualification. At DAEA the youngest respondent was a twenty eight year old male Deputy Manager with a Master's degree and eight years' experience and the oldest respondent was a fifty four year old respondent with a Bachelor of Technology degree and twenty nine years' experience in the Public Service. The median age was forty three years and the median years' experience was thirteen.

For the quantitative data where a survey was conducted, there were a total of 56 participants in the study of which 39 were employees of DAEA and whilst 17 were from KZN Treasury. The majority of the study participants were African i.e. 44, whilst the rest of the other races combined were only 12. The majority, 27 of the study participants had a degree, of which 5 (18.5%) were females and 22 (81.5%) were males. The majority, 22 had 6-10 year's work experience and all female study participants supervised 10 or fewer subordinates.

Table 4.2: Demographic information of Survey Participants

Characteristic	Females		Males		Total
	Number	Percentage	Number	Percentage	
Department					
DAEA	7	17.9	32	82.1	39
KZN Treasury	5	29.4	12	70.6	17
Race					
African	7	15.6	37	84.4	44
Coloured	0	0	1	100	1
Indian	4	66.7	2	33.3	6
White	1	20.0	4	80.0	5
Age group					
Less than 35	2	25	6	75	8
36-39	2	25	6	75	8
40-49	6	33.3	12	66.7	18
50-59	2	9.5	19	90.5	21
60 or older	0	0	1	100.0	1
Educational Level					
Certificate or lower	0	0	3	100.0	3
Diploma	5	71.4	2	28.6	7
B Tech	1	14.3	6	85.7	7
Degree	5	18.5	22	81.5	27
Post graduate degree	1	8.3	11	91.7	12
Years of experience					
0-5	3	25.0	9	75.0	12
6-10	6	28.6	16	71.4	21
11-15	2	15.4	11	84.6	13
16-20	0	0	4	100.0	4
20 or more	1	16.7	5	83.3	6
Number of sub-ordinates					
10 or less	12	26.1	34	73.9	46
11-20	0	0	4	100.0	4
21-30	0	0	2	100.0	2
31-40	0	0	3	100.0	3
40 or more	0	0	1	100.0	1

Information about study participants is also noted within each case.

In order to utilise time effectively, qualitative and quantitative data were collected from both case study sites concurrently. Secondary data were identified during interviews then collected and analysed when the primary data were being received. The next section presents the results of the data-collection process and will commence with the discussion of secondary data, the policy framework that applies to both cases. Within each case study will be secondary data specific to the case followed by primary data, with qualitative data being discussed first and quantitative data being discussed afterwards. Qualitative data results were compressed into data matrices and to facilitate interpretation. Quantitative data results are shown in tables and figures as well discussed briefly in narrative relative to relevant literature.

At this point of the study, the results of the study are presented per case. This is in line with the case-study approach that was used for the study.

4.4 DATA ANALYSIS

Data can be divided into two categories, the secondary and the primary data. This study incorporates both forms of data, primary and secondary. Primary data are collected by the researcher directly from the respondent (Cassim, 2011: 8), whilst secondary data are written sources which analyse and interpret data from a primary source (Mouton, 2011: 698).

4.4.1 DOCUMENTARY FRAMEWORK

As data analysis will include secondary data, it is important that this is outlined before one gets to the results and analysis thereof for each case. This framework gives information on the documents that relate to the secondary data and which provides the basis and the impetus for the implementation of the OA in the South African Public Service.

4.4.1.1 Policy framework impacting on the Outcomes Approach

A policy framework was promulgated in the South African Public Service to create the basis for PM and its measurement. The following are important policies which impact on the OA:

The GWMES was developed in 2007 and provides an integrated framework for all government departments aimed at gathering information that will produce Monitoring and Evaluation (M&E)

systems that will be useful to the users of information. It intends to facilitate the analysis of the utilisation of inputs, the outputs delivery, the outcomes and the impact achieved (Presidency, 2007: 5).

The paper on Improving Government Performance: Our Approach (The Presidency, 2010) introduces the OA to the South African Public Service. The purpose of this document is to show how the approach will link with other M&E systems that are already in existence in the South African Public Service such as the Medium Term Strategic Framework (MTSF) (The Presidency, 2009) and the GWMES (The Presidency, 2007). It also highlights the new advances that are being brought by the approach. The Guide to the Outcomes Approach of 2010 was introduced to expedite change and to ensure that the focus is on improvement of the lives of the citizens of the country (The Presidency, 2010: 9). It is meant to ensure that planning is such that it focuses on outcomes and impact, with the link between input and activity being tied to improvement. There needs to be assessment of the outcomes that have been realised.

The Outcome Measurable Performance and Accountable Delivery: Output and Measure documents are developed to reflect each of the twelve outcomes. The documents describe the outputs for each outcome and the measures thereof and who the “delivery partners” are. The Delivery Agreement (DA) is signed by the President and the Ministers, MECs and in some other cases, with the municipalities (The Presidency, 2010: 8). The purpose is to give effect to the OA and to ensure that political accountability is improved. The DA for Outcome 12 is signed by the Minister for Public Service and Administration (MPSA) who is accountable for this outcome.

The Performance Assessment Tool Framework (PATF) was developed in 2011 to give effect to Outcome 12. The tool was developed in realisation of the importance of effective and efficient administration in order to deliver on the policies and programmes of government. It focuses on compliance with regulations as well as efficiency and effectiveness of management practices (The Presidency, 2011: 10). A Management Performance Assessment Tool (MPAT) is used by each department to assess itself using a questionnaire and PATF guide, moderate its assessment and have the assessment authorised by the HOD. The MPAT is constructed from a concept that conformity to regulations will result in improved management performance and, ultimately, improved service delivery outcomes (The Presidency, 2012: 1). The assessment results are then uploaded in the MPAT system submitted to the Office of the Premier (OTP), together with evidence for the compilation of a national report by the Department of Performance Monitoring and Evaluation (DPME) in the Presidency. The results of the MPAT are meant to be used by each department to improve its performance. The MPAT Key Performance Areas (MKPAs) which are measured are Strategic Management, Governance and Accountability, Human Resources and Systems Management as well

as Financial Management (Department of Performance Monitoring and Evaluation, 2011, 6). The 2012/2013 results of the MPAT assessment (The Presidency, 2013) will be used to measure Strategic Management, Governance and Accountability and Human Resources and Systems Management for the cases under study. The improvement from 2011/2012 to the 2012/2013 assessment period can, however, not be determined as KZN did not submit any assessments in the 2011/2012 period (Department of Performance Monitoring and Evaluation, 2012: 8). Financial Management will not be included as it is not part of the study. As the MPAT was introduced in 2011, there are no results available for the period before the implementation of OA, however, the other results still provided valuable input into the study.

The National Evaluation Policy Framework (NEPF) (Department of Performance Monitoring and Evaluation, 2011) is meant to ensure a “standardised” and “systematic” approach to periodical evaluation in order to increase accountability and transparency. The policy was developed in order to evaluate “policies, plans, programmes and projects” and to utilise the findings of such evaluation to improve performance, improve accountability, generate knowledge and improve decision making (Presidency, 2011: vii). At present both department have not implemented the policy as no evaluation of programmes takes place. Both departments are focusing on planning and reporting on the strategic plans and APPs.

The purpose of the National Evaluation Plan (Department of Performance Monitoring and Evaluation, 2012) is to focus on evaluation of specific programmes which have been approved by Cabinet. The selection of the programmes is based on the prioritisation of the 12 outcomes, the size of the budget allocated to the programme and its strategic importance (Department of Performance Monitoring and Evaluation, 2012: 1). The plan is driven by the Department of Performance Monitoring and Evaluation (DPME) with the assistance of the relevant departments. The departments are partners in the evaluation process but do not provide input into the plan.

The Framework for Strategic Plans and Annual Performance Plans (National Treasury, 2010) was developed by National Treasury to guide the performance planning and reporting for all departments. It describes what it calls the “Key performance information concepts” (National Treasury, 2010) which in turn describes the OA in relation to planning, budgeting, implementation and monitoring and management towards achieving results. The Framework for Strategic Plans and Annual Performance Plans also links the OA to the GWMES and government’s evaluation process (National Treasury, 2010: 2). The framework states the importance of linking the strategic plans to plans such as the DA and that the focus should be on output, outcomes and impacts. It states that “Strategic outcomes-oriented goals should focus on impacts and outcomes” (National Treasury, 2010: 13). This is the guide that should be followed by the departments, but the KZN MPAT results that will be discussed

below show that this is not completely done.

The results and analysis of secondary data will be discussed in detail under each case which will be in the next section. Further to being categorised according to cases, Case 1, being PT, and Case 2, being the DAEA, analyses of data obtained follow a sequence where secondary data is discussed first, followed by qualitative data which are discussed in relation to research objectives and research questions and include data matrices that display reduced responses from interviewees. Finally, quantitative data are discussed, figures and tables show responses which are discussed in relation to the theoretical framework and literature. After each case study, a cross-case analysis is provided for both qualitative and quantitative data in accordance with case study research strategy (Yin, 2009: 19).

4.4.2 THE CASE OF KWAZULU-NATAL PROVINCIAL TREASURY

The vision for KwaZulu-Natal Provincial Treasury (Case 1) is to “be the centre of excellence in financial and fiscal management in the country”. Its mission is “to ensure equitable resource allocations for the Province of KwaZulu-Natal, analyse and monitor government (provincial and local, including the public entities) revenue and expenditure, and instil prudent financial management and good governance”. The values of Case 1 are enumerated as being: “responsibility, efficiency, service excellence, financial discipline, professionalism, integrity, respect and loyalty” (KZN Provincial Treasury, 2010). Further information was presented about Provincial Treasury in Chapter 3.

The results follow with a discussion of secondary data which were obtained from the documents above, and then primary data. Primary data will be divided into qualitative data, which will be presented first and quantitative data subsequently..

4.4.2.1 SECONDARY DATA

The secondary documents pertaining to OA were discussed in Section 4.4.1.1. The documents which were the source of the results were the PM documents made up of the Strategic Plans, APPs, Annual Reports and the MPAT. Below are the results that were obtained from the analysis of performance planning and performance-reporting documents. Departmental performance planning is done by using the Strategic Plans and the APPs and reporting is done using the Annual Reports.

Performance Management documents

Provincial Treasury has a Five-Year Strategic Plan (KZN, 2010) which was tabled on 08 April 2010. The strategic plan is for the 2010 to 2015 fiscal years. In her foreword, the MEC pronounces that the strategic plan “is in line with the 12 Measurable Outcomes” as pronounced by the President, Mr J G Zuma in the 2010 State of the Nation Address (www.gov.za). The need for utilisation of resources “effectively, efficiently and economically” is impressed upon. The HOD’s foreword states that discipline should guide the expenditure, resources should be linked to strategic priorities, resource utilisation should be monitored to ensure that they are effectively utilised and that value for money should be ensured. The HOD also purports that the strategic plan is considered to be a strategic tool for policy formulation, alignment of policies to work schedules and budget, “effective monitoring and evaluation of the implementation” and to enhance organisational performance (KZN, 2010).

Targets in the strategic plan as well as the APP are quantitative and no link is apparent or established in the strategic plan to the outcomes. Although the strategic plan has a foreword about the guide reflecting the outcomes, it does not manifest itself in the planning information. This could be resultant from the imperatives placed by the framework which define the format for the strategic plan.

In the Annual Report, the PT documented the success of its Financial Literacy Association which was established in the last quarter of 2010/11 to capacitate households, entrepreneurs and youth on sound financial management (KZN Provincial Treasury, 2011: 4). In line with HRM and HRD, the department records success in reviewing of HR policies, implementation of business-unit-specific seminars, conducting of induction for new employee, the Wellness Clinic which provides health services to employees, the partnership with Thuthuka Bursary Fund and National Treasury to provide trainee accountant posts and the increase in the number of informed employees on HR matters (KZN Provincial Treasury, 2010: 22). Below are the results for PT that have been extracted from the KZN MPAT assessment report (The Presidency. 2013: 10) for the 2012/2013 fiscal year and will be presented according to the MKPAs. The results are categorised under strategic management, governance and accountability and human resource management.

Strategic Management

The MKPA on strategic management addresses strategic planning, APPs, integration of M&E into performance and strategic management. The results for Case 1 show that for 67% of the indicators relating to the KPA the department scored level 3 and level 4 for the remaining 33% which means that the department met all the statutory requirements for strategic planning, APPs and that M&E is

integrated into the strategic management (KZN MPAT, 2012/2013) .

Governance and Accountability

For this MKPA, Case 1 scored level 3 for 89% of the PAs which means that it was compliant with statutory requirements and level 1 for 11% of the PA which means that it was not compliant regarding these (KZN MPAT, 2012/2013).

Human Resource Management

The HRM MKPA measures departments on ten HRM PAs. These are Human Resource Planning (HRP), Organisational Development and Implementation, Human Resources Development Planning, Pay Sheet Certification, Application of Recruitment and Retention Practices, Management of Development, Implementation of level 1 to 12 Performance Management System (PMS), Implementation of SMS PMS, Implementation of HOD PMS and Management of Discipline (The Presidency, MPAT: 2012/2013).

Provincial Treasury scored level 2 for 20% of the PAs, level 3 for 70% and level 4 for 10% of the PAs. The scores for Case 1 show that the department was 80% compliant with statutory requirements for HRM MKPA. The table below gives the summarised results of the MPAT assessment which have been discussed above (The Presidency. MPAT: 2012/2013).

Matrix 4.1: Summary of the Management Performance Assessment Tool Results for Provincial Treasury

Case	Management Key Performance Area	Compliance rate	Non-compliance rate
1	Strategic Management	80%	20%
1	Governance and Accountability	89%	11%
1	Human Resource Management	80%	20%

Source, Adapted by researcher from Presidency. MPAT: 2012/2013

In terms of the compliance and the percentage that was obtained by PT for compliance and non-compliance, the compliance far exceeds the non-compliance. The department is highly compliant

with all the Management Key Performance Areas.

4.4.2.2 PRIMARY DATA

Primary data for the study was collected using surveys for the quantitative data and interviews for the qualitative data. Surveys were in the form of a Likert scale of 1 to 5, which measured the level of agreement and disagreement. Interviews were conducted using open-ended questions. Secondary data obtained from departmental records as discussed above, will also be analysed in relation to primary data in an effort to triangulate the study.

This is part of the data-analysis process which identifies which survey questions and interview questions best responded to which objectives and to which research question(s). Table 4.2 shows which research objectives and complementary research objectives are linked to various interview questions. Table 4.2 also helps link interview questions to the different aspects of the theoretical framework. The interview questionnaire is attached as Appendix D-1. Table 4.2 depicts how questions posed in the survey instrument were linked to research objectives and complementary research questions as part of the data analysis process. The survey instrument is attached as Appendix D2.

4.4.2.2.1 QUALITATIVE DATA

Qualitative data makes use of qualitative research methods to evaluate the implementation of programmes in a natural setting (Mouton, 2011: 161). For the purpose of this study, the natural setting was the offices of PT which will be presented as Case 1. As has been mentioned, qualitative data were gathered through the interview method where a set of open-ended questions was used.

Table 4.3: Link between research objectives and research questions with the interview questionnaire: Case One

RESEARCH OBJECTIVES	INTERVIEW QUESTION
PM process	Questions 1 and 9
Effectiveness of OA	Questions 2 to 8
The effect of OA on HRM	Questions 10 to 13
The effect of OA on HRD	Questions 14 to 16

From the interviews, data were gathered and are presented in this segment after the discussion of the sampling size.

Sample size

Sampling for the qualitative study was purposive. Nine senior managers, who hold information that was required for the study, were selected for the interviews. The interviews were to be conducted with senior managers who are responsible for PM, HRM and HRD. Where the senior managers were not available, the interviews were conducted with the DMs. Two SMs and two DMs were interviewed in Case 1 and three SMs and two DMs were interviewed in Case 2. Out of the four interviewed at Case 1, one was an Indian female, two Black females and one White male. The oldest respondent was a forty seven year old white male with twenty two years' experience and a Diploma qualification. The youngest respondent was a thirty two year old Black female with eight years' experience who possessed a National Diploma qualification. The median age at Case 1 was forty two years and the median years' experience was eleven years. In Case 2 the five respondents were five Black males. The youngest respondent was a twenty eight year old male Deputy Manager with a Master's degree and had eight years' experience and the oldest respondent was a fifty for year old respondent with a Bachelor of Technology degree and had twenty nine years' experience in the Public Service. The median age was forty three years and the median years' experience was thirteen. Presented below is the synopsis of the responses that were obtained. Whilst the first segment will give a narrative representation of the responses, the second segment will present a consolidation of the responses whilst keeping the essence of the responses.

Presented below is the synopsis of the responses that were obtained. Whilst the first segment gives a narrative description that combines interview responses and secondary data that detail the PM process – keeping in line with the meta-theoretical framework, the second section is divided into subsections in accordance with the study objectives and research questions to explore how interviewees are – in accordance with one of the philosophical worldviews underlying the study – socially constructing the shift to the OA. A narrative representation of the responses is given and Matrices 4.2 to 4.4 present a consolidation of the responses whilst keeping the essence of the responses.

The following is a collection of responses on PM which were addressed by question 1 and 9 of the interview questionnaire as depicted in Table 4.1. The questions were on PM process and how performance is improved in the department.

The Performance Management Process

Provincial Treasury has a strategic planning document which has the objectives of the department for a five year period commencing 2009 to 2014. The PM process commences with the Treasury guidelines being received from National Treasury. The guidelines provide instructions to departments on how to plan and report on performance, and provide deadlines on the submission of performance documents. The Framework for Strategic Planning, which is also developed by National Treasury, gives departments templates to use for strategic planning documents. After the development of the strategic plan, an APP is developed by the department to indicate targets that should lead to the attainment of the objectives on the strategic plan. The APP has specific measures of performance, both output and outcome. For training programmes, for example, the number of seminars and the frequency over a financial year would be the output. The desired effect, the impact would be well-informed or knowledgeable employees.

The Programme Plan of the APP is drawn up and circulated to management for inputs. In January of every year a second draft with all the relevant information is circulated for further comments by management. The department ensures that its APP is linked to the Provincial Growth and Development Strategy (PGDS) (KwaZulu-Natal, 2012) as well as the Provincial Growth and Development Plan (PGDP) (KwaZulu-Natal, 2012). The APP is approved by the Accounting Officer and submitted to the relevant directorate (Finance).

The PM process of the department consists of employee performance. Employee performance is broken down into three sub processes based on the level of the employee.

Head of Department

The first process is the drawing up of the performance documents for the HOD. The department is, however, not actively involved in the process but facilitates the drawing of the PA and preparation of quarterly and the annual assessments which are conducted by the PSC. At the end of each financial year, a verification statement is drawn up and a panel is set for the annual assessment of the HOD.

Senior Managers

Chapter 4 of the SMS Handbook (Department of Public Service and Administration, 2003: 3) guides the performance assessment of the SMs at PT. All SMS members have their PA signed and approved by 31 May. Non adherence to the time lines results in the SM being disqualified from receiving a

bonus if the assessment results show that a bonus is not deserved. Quarterly and annual assessments are conducted and submitted to the HR directorate.

Employees

At individual level, the objectives are cascaded down and captured in the performance agreements as Key Results Areas and broken down into activities which should lead to the achievement of the KRA.

The Employee Performance Management and Development System (EPMDS) (Department of Public Service Administration, 2007: 11) guides performance management of all employees who are not in the SMS cadre. The performance documents must be submitted by 31 May for a financial year commencing on 1 April to 31 March of the following year and assessments take place on a quarterly and annual basis and are duly submitted to the HR directorate. Quality assurance is conducted on performance documents when received by linking these to the APP targets of each directorate. Workshops on employee performance assessments are conducted on request by the directorate or to address recurring gaps that are identified when quality assurance is conducted.

The department has an Intermediate Review Committee (IRC) at business unit level which verifies performance ratings. The next stage is where the departmental committee moderates the performance and this process must be finalised by 30 June of every year. Bonus payment, for those who qualify, is done by 31 August.

Management of poor performance is part of the PM process and is done in line with a DPSA circular guiding the process. Performance reporting requires that the department collects evidence supporting its performance report, but the task is difficult to coordinate as compliance is poor. The challenge is dealing with under achievement of targets as the department does not have a system to follow up thereon. Under expenditure is discussed in management meetings and resolutions on future expenditure obtained.

The PM process is meant to reward good performance and to identify and deal with poor performance. The PM process of PT is divided according to the level of the employees as per government policies.

The following segment conveys the narrative responses from question 2 to question 8 of the interviews. The questions were on the OA, its implementation and its effect on the policies in the department. Matrix 4.2 provides participants' responses from which this description was drawn. The

respondents are coded such that PT-R1 stands for respondent 1 at Provincial Treasury and the change in numbers marks the sequence for respondents.

Research objective 1: Effectiveness of the Outcomes Approach at Provincial Treasury

The study sought to examine perceptions of PT employees on the effectiveness of the OA approach while questioning the extent to which the OA is applied at PT.

According to the responses from the respondents, the difference between an input-output-oriented approach and the OA is that the OA measures outcomes and deliverables. OA is evidence-based and M&E has to be done accordingly, carrying out the purpose of the approach. The department has had to analyse its APP and ensure that the information on the Annual Report is matched to the APP.

The improvement of accountability was being realised through the APP, Quarterly Performance Reporting (QPR) and annual reporting. This ensures that the department measures and reports on its performance in terms of its achievements and its shortfalls. A Service Delivery Improvement Plan (SDIP) is also utilised to ensure the improvement of the lives of citizens. The SDIP brings focus to the Batho Pele (BP) principles. The department uses the APP of the previous year to identify areas that require focus and these are placed on the SDIP.

As Matrix 4.2 depicts, the OA was implemented through workshops that were conducted throughout the department. The OA was introduced into the South African Public Service after research showed a disjuncture in the planning and delivery of government services. It is meant to create synergy between the various levels of government. The approach is also meant to give more meaning to the various reports that are submitted by departments including the audit reports.

According to the respondents, the approach was implemented immediately in the department. The implementation had to be done such that advocacy workshops were concurrent with the necessary ground work.

Matrix 4.2 Effectiveness of the Outcomes Approach at Provincial Treasury

EFFECTIVENESS OF THE OUTCOMES APPROACH AT KWAZULU-NATAL PROVINCIAL TREASURY				
QUESTIONS	PT-R1	PT-R2	PT-R3	PT-R4
Difference between input-output approach and OA	OA is evidence-based	No difference	OA looks at results of services	No difference
Using OA to increase accountability	Focusing on the BP principles	The department works towards outcomes	Publishing the AR and the Report to Citizens	Linking of budget to the outcomes
How OA was implemented	Workshops were conducted	Implementation was weak	Through National Treasury guidelines	No planned implementation
Why OA was implemented	Research conducted showed a disjuncture	To achieve better planning	To improve service delivery in the PS	To ascertain what the funds were used for
When OA was implemented	Implementation of OA was immediate	Does not know	OA was implemented from 2002	Does not remember when
Policies affected by OA	New strategic framework for HIV/AIDS, HRD and Employee Wellness	Frameworks for performance-reporting might have changed	Policies relating to recruitment and selection	The development of sectors
Link between input, output and outcomes	Strategic outcomes need to be cascaded down and properly aligned with operations	It is difficult to link outputs to outcomes	Break KRAs down into activities	Outcomes have to be broken down

Matrix 4.2 shows that the OA has affected policy in that new strategic frameworks have had to be developed for certain functions like HIV/AIDS, HRD and employee wellness. The province has developed various forums which have regular meetings to discuss issues pertaining to the different

functions. In these forums the national mandate is discussed, new developments in the function are presented and implementation plans for the province agreed to. These forums ensure that planning is integrated and that they facilitate knowledge sharing.

There needs to be proper alignment of inputs, activities, outputs, outcomes and impacts for the department to be able to improve its performance. This is done through ensuring that the objectives of the department are cascaded down from the strategic plan to the employees' performance agreements. According to the respondents, each manager ensures that each employee knows his/her roles and responsibilities through the EPMDS documents including the Performance Agreements and Workplans which determine the Key Performance Indicators (KPI's) and break them into activities.

Taken as a whole it appears that while only two of the four respondents articulated the difference between the input-output and the OA, and two were aware of how the OA was implemented, all perceived reasons as to why the OA was implemented. As to effectiveness, based upon these responses it appears that OA was not perceived as effective by the respondents and that there were gaps in its implementation. The respondents had their interpretation of what OA was and what it was not. This suggests that the extent to which it is effectively applied remains unclear amongst this small number of respondents.

The section below responds to questions 10 to 13 in a descriptive manner. The questions were based on the implementation of Outcome 12 and its effect on the departments; the focus was on HRM.

In the ensuing segment, comparative responses amongst the respondents are populated into Matrix 4.3 as a form of content analysis. The following segment conveys the responses of respondents in a narrative form for interview question 2 to question 8 with a phrase representing the question in the left margin of Matrix 4.3 as was the case in Matrix 4.2. This subsection and matrix are presented per research objective as indicated in Table 4.1.

Research objective 2: Outcomes Approach and Human Resource Management

This study sought to determine whether the OA improves the HRM of the public service. In addition a research sub-question was posed as to how HRM in PT has been transformed as a result of the PA, that is, if there has been evidence of any transformation. Matrix 4.3 revolves around the relationship between OA and HRM.

Responses from the respondents were that HRM needs to be viewed in terms of its role as a strategic partner in the changing of lives of citizen. The people-centric approach and empathy need to be instilled in the department's personnel so as to ensure improved performance.

As Matrix 4.3 displays, HRM is linked to the efficiency, effectiveness and development of the PS and affects HR policies concerning the recruitment of youth, disabled and females. The targets set for these categories of employees will have to be mainstreamed accordingly. Although the direct clients of the PT are the provincial departments, it has however developed interventions which are focused on the communities. The department provides bursaries to impoverished communities. It also offers twelve months' internship to graduates in order to develop them. The department gives preference to interns when entry level posts are available. This ensures that qualified candidates with departmental experience are offered permanent jobs and grow within the department.

Human Resource Management interventions have been developed nationally to address the requirements of the PMS of the OA. Programmes like the gender desk and the disability unit have been developed. Strategic frameworks were developed in support of the OA. These have been implemented by the department where learnership ratios are determined. The PT also takes part in the provincial structures that have been developed as a result. These include the provincial forums and the different parliaments that address workers' issues, women's issues and general citizens' issues.

Matrix 4.3 Outcomes Approach and Human Resource Management at Provincial Treasury

OUTCOMES APPROACH AND HUMAN RESOURCE MANAGEMENT AT KWAZULU-NATAL PROVINCIAL TREASURY				
QUESTION	PT-R1	PT-R2	PT-R3	PT-R4
PMS and an inclusive citizenship	Focus on improvement of poor performance	Implementation of BP principles	Development to be in line with individual needs	Training is offered
HRM and effectiveness and efficiency	Standards that are set need to be clear, concise and fair to the citizens	Inclusion of citizens needs to be done very carefully	Performance is directed to citizens, so they need to be included	Citizens "do not necessarily have to be included"
HRM and empowerment of citizens	HRM has to introduce interventions to achieve effectiveness, efficiency and development	Focusing on appointing the right people for the job	HRM leads to efficiency, effectiveness and development of HR	HR makes it possible to attain goals
Relationship	The department is	Good	Policy change in	No effect

between HRD and efficiency and effectiveness	engaging in more programmes focusing on citizens	communication from the HR directorate	HRD	
Achievement of HRM&D strategic priority	Inclusion of citizens in setting of standards	Various training programmes for citizens	Training	Inclusion of citizens can be counter productive

Performance in the department is being improved through outcomes 12 by dealing with poor performance. Reasons for poor performance are ascertained and addressed accordingly. In the event of poor performance being more than an ad hoc phase, a performance improvement plan for the employee who scores below 3 in their performance assessment is developed. An assessment is done on the reasons for poor performance and interventions developed in line with the reasons for poor performance. If the decision is to improve performance through training, such training has to be included in the Personal Development Plan (PDP) of the employee. Although this was the response, only one respondent (PT-R1) knew what Outcome 12 was about. With the other respondents this had to be explained. This suggests that although the OA seems to be influencing HRM – as the research sub-question inquires – strategies for learning organisations as pointed out by Penceliah (2010: 190) are not yet fully integrated.

There were differing views on whether citizens should be included in systems which are seen as internal such as HRD and HRM but which lead to the effectiveness and efficiency of performance, thus impacting on service delivery. The systems were seen as inward focused and not requiring citizen inclusion whilst, on the other hand, because of their impact on employee performance, some respondents felt that the inclusion of citizens was paramount.

Taken as a whole, as to whether and if so, how the OA has influenced HRM, respondents gave the impression that OA had not influenced HRM but that HRM remained what it was before the implementation of the OA. In cases where there were pockets of excellence, that remained so, and where there were gaps, these, according to the respondents, remained evident.

In the section below, the responses to questions 14 to 16 are presented in narrative form in Matrix 4.4. The responses are whether, and if so, how the OA is linked to HRD.

Research objective 3: Outcomes Approach and Human Resource Development

The study sought to determine whether OA improves HRD in the public service, with effectiveness of the OA being connected to Outcome 12 and HRM and HRD being connected to Output 2 of Outcome 12. Matrix 4.4 sheds light on the relationship between the OA and HRD in terms of the responses obtained.

Respondents indicated that the inclusion of training in the PDP is however no guarantee that the employee will indeed receive the training required. PDPs are used for two purposes: that of identifying priority training which will be included in the Workplace Skills Plan (WSP) and training for personal development. Training in the WSP is sourced by the HR directorate and managers of employees who require the training are notified. Where training is not on the WSP, managers are expected to liaise with the HRD section. The sending of employees on training which is not on the WSP is dependent on the availability of the budget.

As Matrix 4.4 depicts, an empowered citizenship was said to be important in the designing of a PMS as this ensures transparency of the system and ensures that the system is fair and that employees are empowered accordingly. This will also result in clear, concise and fair standards which are clearly understood by the citizens.

Matrix 4.4 Outcomes Approach and Human Resource Development at Provincial Treasury

OUTCOMES APPROACH AND HUMAN RESOURCE DEVELOPMENT				
Questions	PT-R1	PT-R2	PT-R3	PT-R4
Effect of Outcome 12 on HRD	Introduction of career management	Development results in improvement of performance	HRD is at the centre of efficiency, effectiveness and development	HRD addresses inefficiency and ineffectiveness
HRD and empowered citizens	The implementation of frameworks has resulted in HRD having to change its focus	Special programmes for interns and learners	Assessment of effect of training	No effect on HRD
Achievement of HRM&D as part of OA	Allocation of resources is according to the needs of the citizens	Programmes for communities	Citizens should be at the centre of PMS to ensure response to the needs	Inclusion and empowerment is through the attainment of

				goals
--	--	--	--	-------

In Provincial Treasury, the drive to ensure effectiveness, efficiency and development in the PS results in the department ensuring that it has the right capacity in terms of skills and qualifications. There is a change in HRD where career management and the need to align HRD to the performance outcomes has also been a focus. The Human Resources Plan is drawn on a five-yearly basis and reviewed annually. The HRP is used to identify gaps in human resources and identify interventions that would address those in particular. The WSP also ensures that the department develops the necessary skills required for it to function optimally. The department also makes use of the SMS assessment to identify skills gaps in its senior management cadre. PT has further created partnerships with training institutions and provides bursaries through the Thuthuka Fund.

Citizens are included and empowered through the PMS by properly allocating resources where they are needed most. The involvement of PT in the provincial programme known as Operation Sukuma Sakhe (OSS) ensures the inclusion of citizens in the PMS used. OSS ensures an integration of all departmental services in the province for the betterment of the lives of citizens.

It does appear that the OA is influencing HRD at PT in the ways stated in Matrix 4.4. Further investigation is needed to determine the depth of the influence, particularly since the OA was implemented in 2010 and this study conducted in 2013.

When data populated in matrices 4.2 to 4.4 are viewed in relation to the meta-theoretical framework, it appears that Outcome 12 and Output 2 offer an opportunity for the South African Public Service to engage in international best practices as advanced in other countries through OBPM. During interviews, respondents were very animated and seemed committed to the OA.

The following section presents the quantitative results of Provincial Treasury (Case 1).

4.4.2.2.2 QUANTITATIVE DATA

The following section presents quantitative data which was gathered through surveys. A total of 113 surveys were sent to PT, SMS and DMs with the target being 40 responses. The total number of respondents was 17. The total percentage of the responses was 43%. The following section presents the results from questions which were directly linked to the research objectives and hypothesis. Although thirty questions were on the questionnaire, eleven will be presented in the dissertation and nineteen will be presented as Appendix F. The link between the survey questions and the research

objectives is presented in Table 4.2 and all the questions are included in the table although only 11 are discussed in-text. The eleven questions were reshaped as statements during the data analysis process and then those statements were divided into three clusters on PM, OA, HRM and HRD.

Table 4.4: Link between research objectives and survey questions

RESEARCH OBJECTIVES	SURVEY QUESTIONS
PM process	Questions 1 to 8
Effectiveness of OA	Questions 9 to 16
The effect of OA on HRM	Questions 17 to 23
The effect of OA on HRD	Questions 24 to 30

The questions that will be presented below are questions 1 to 3, 9 and 10, 12, 13, 15, 18, 29 and 30. At this juncture, however, the questions will be presented as statements in line with questions posed. The results will be presented such that “strongly agree” and “somewhat agree” will be grouped under agree and “strongly disagree” and “somewhat disagree” under disagree and “do not know” will be reflected as such.

The department uses Performance Management to achieve strategic planning

Responses to this statement are reflected in Table 4.5 and in Figure 4.1. The results showed that 100% of the respondents in Case 1 felt that PM was used by the department to attain strategic planning although only 41% “strongly agree” and 59% “somewhat agree”.

Table 4.5: Results for the use of Performance Management for strategic planning of Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17

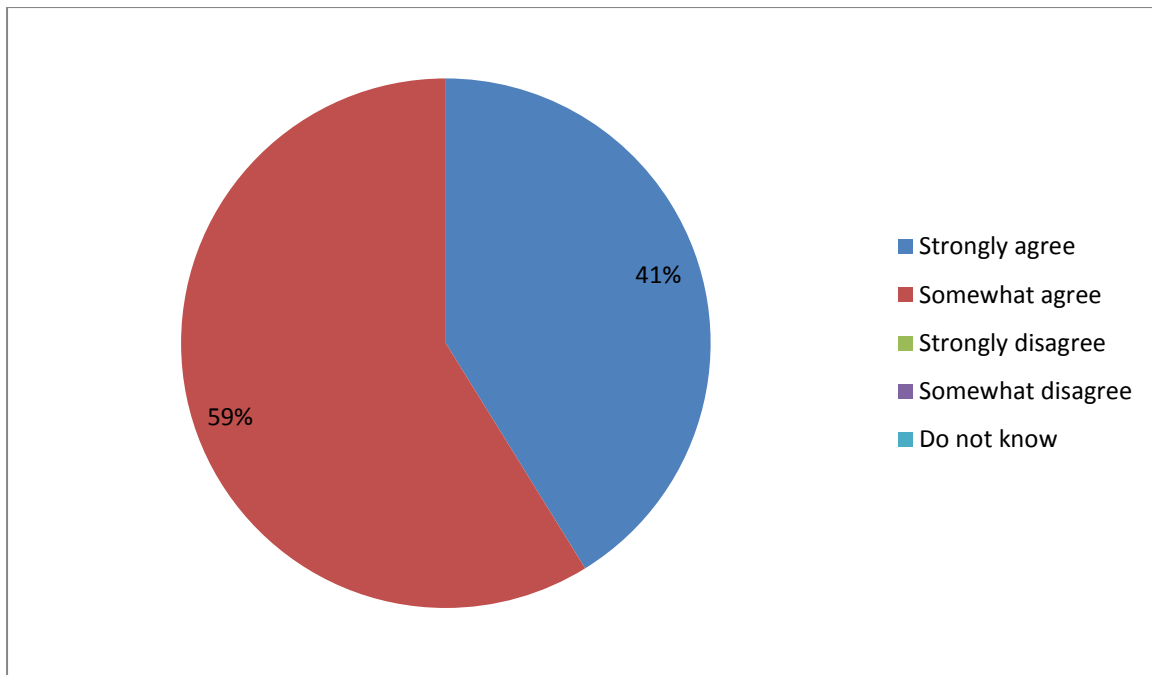


Figure 4.1: Provincial Treasury results for the use of performance management in strategic planning at Provincial Treasury

100% of the respondents agreed that PT uses PM in strategic planning, however, with 59%, choosing “somewhat agree”, it could mean that there were gaps in the PM system or process and that some improvement could be made. As depicted in figure 3.2, PM should include strategic planning as the initial stage of the process.

Community expectations are reflected in the mission statement of the department

Responses to question 2 are reflected in Table 4.6 below; 94% in Case 1 felt that the expectations of the communities were included in the mission statement with 47% being on “somewhat agree” and 47% on “strongly agree” and 6% “do not know”.

Table 4.6: Results for community expectation reflected in the mission statement of Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	8	8	1	0	0	17

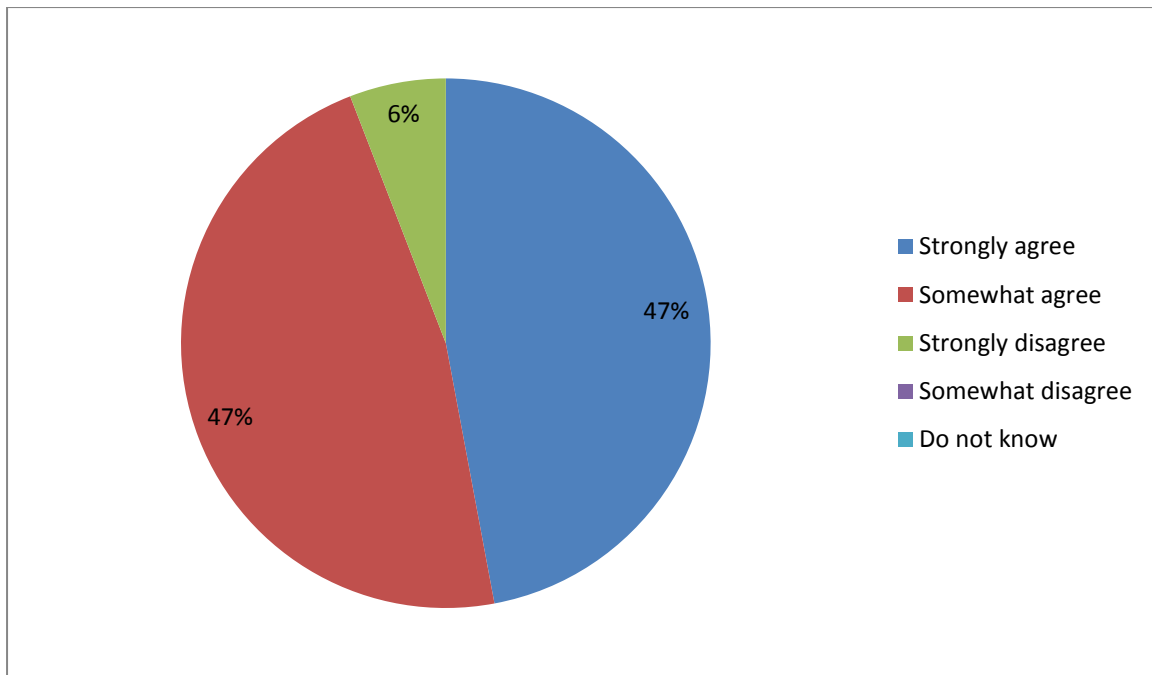


Figure 4.2: Provincial Treasury results regarding incorporation of community expectation in departmental mission statement

With the high percentages being 47% for “strongly agree” and the same percentage for “somewhat agree”, the respondents (94%) generally agreed that PT incorporates community expectation in the mission statement of the department. The percentage of “somewhat agree” being the same as “strongly agree” could mean that improvement is required to ensure that the activity takes place. It is important that strategic plans must commence with consultation so that citizens’ needs and expectations are included.

The values of the department are reflected in the mission statement

The majority of respondents from Case (76%) chose “strongly agree” and 24 % “somewhat agree” that the values are reflected in the mission statement.

Table 4.7: Results for reflection of values in the mission statement of Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	13	4	0	0	0	17

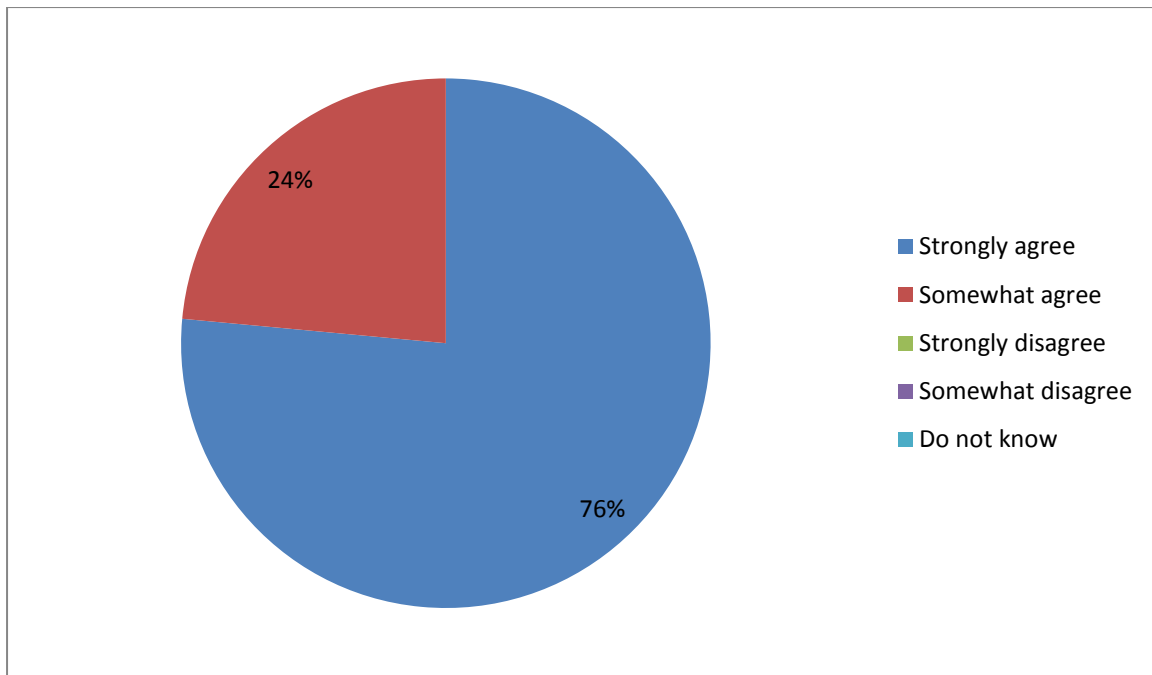


Figure 4.3: Provincial Treasury results regarding values as part of the mission statement

100% of the respondents agreed that the values of PT formed part of the department’s mission statement. It would seem that PT is ensuring that its values are encompassed in its mission statement, which is the first step in shaping the culture that is conducive to performance improvement. A mission statement is a distinguishing factor of an organisation and is meant to describe the values and priorities of the organisation (Fox, Schwella and Wissink, 2000: 224), whilst values are regarded as what is essential for an organisation to be able to deliver its services (Botha and Meyer, 2000: 385).

The Outcomes Approach has resulted in improved political accountability

Responses to the statement indicated that 29% of respondents “strongly agree”, 53% “somewhat agree”, 12% “strongly disagree” while 6% “do not know”.

Table 4.8: Results for Outcomes Approach resulting in improved political accountability at Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	9	2	0	1	17

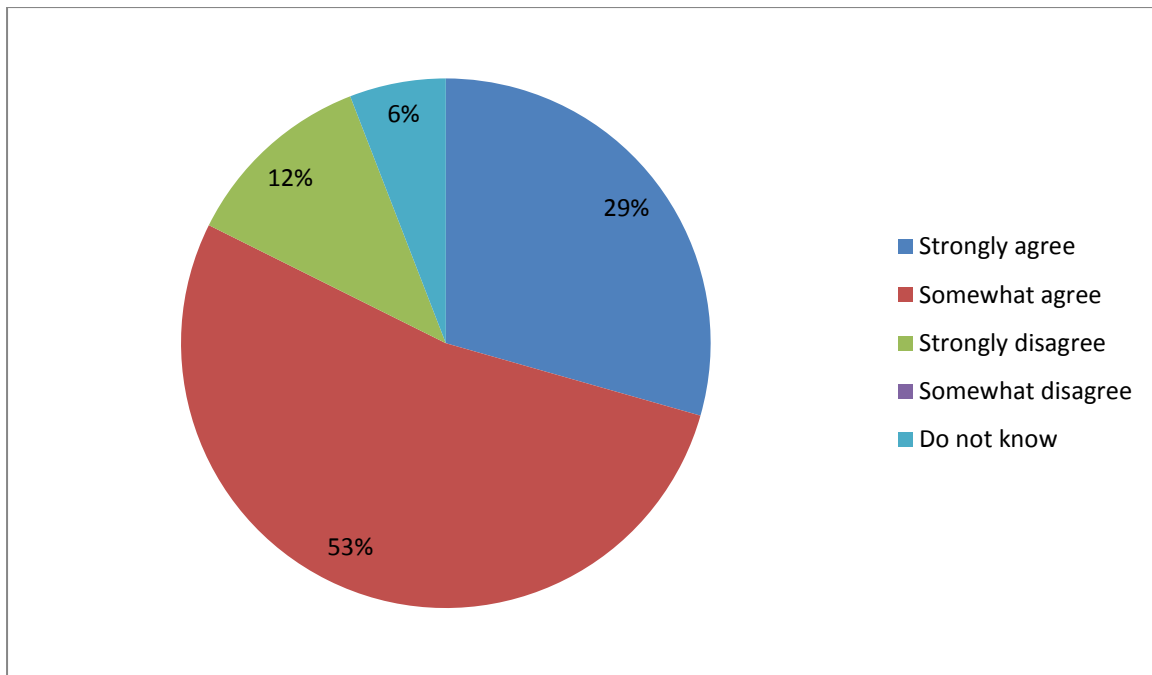


Figure 4. 4: Provincial Treasury results regarding improved political accountability post- Outcomes Approach implementation

Since 82% of the respondents in PT agreed, the results show that the OA leads to improved political accountability, however, since the highest percentage of 53% chose “somewhat agree” this could mean that this percentage of the respondents was not totally convinced that OA has increased political accountability. One of the objectives of OA is to increase the accountability of political leaders to the citizens and for that to happen, Louw (2013: 22) suggests that an effective accountability framework should be created.

I believe that the Outcomes Approach assists the department in delivering a better service

In Case 1, 12% of the respondents chose “strongly agree”, 64% said they “somewhat agree”, 6% chose “strongly disagree”, 12% “somewhat disagree” and 6% “do not know”.

Table 4.9: Results for Outcomes Approach assisting Provincial Treasury to deliver a better service

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	11	1	2	1	17

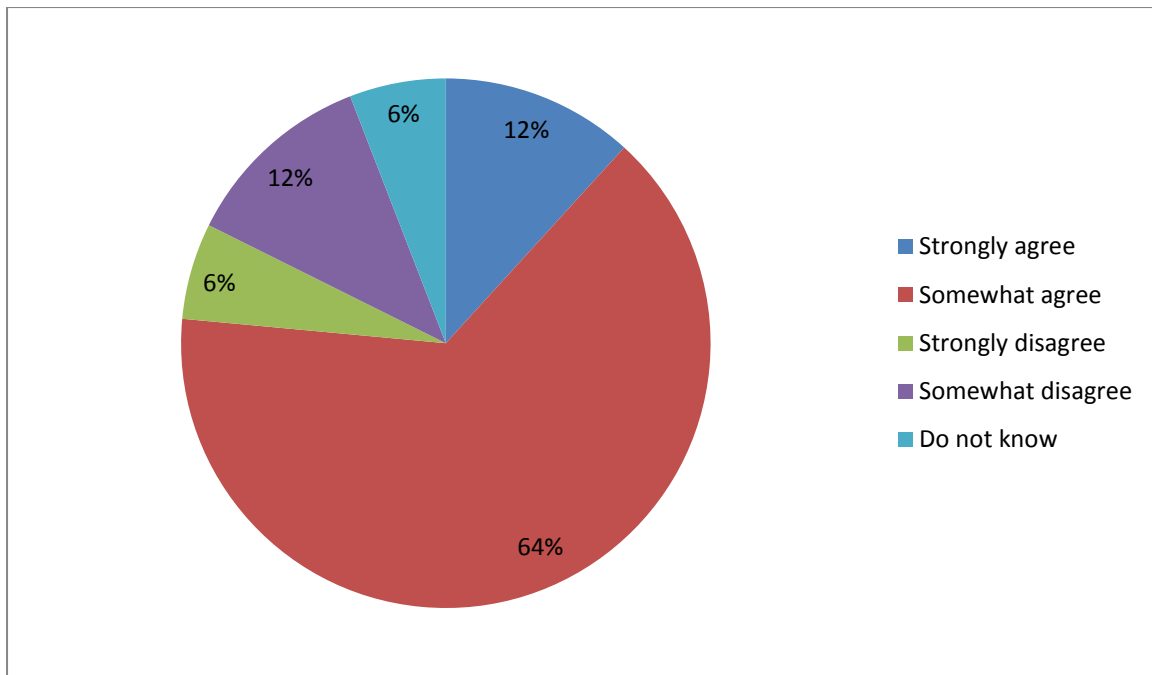


Figure 4.5: Provincial Treasury results regarding better service delivery post-Outcomes Approach

With 76% of the participants agreeing, the OA at PT seems to result in better service delivery. However, with the largest percentage of 64% choosing “somewhat agree” and only 12% strongly agreeing, the improvement in service delivery could be minimal or there might be gaps in the output. Improved impact on citizens can only be derived if service delivery is improved (Paauwe, 2009: 129).

Outcome 12 results in greater effectiveness for the department

Table 4.10: Results for Outcome 12 leading to greater effectiveness at Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	3	6	2	3	3	17

The responses for PT are that: 17% of the respondents “strongly agree”, 35% “somewhat agree”, 12% “strongly disagree”, 18% somewhat disagreed and 18% “do not know”.

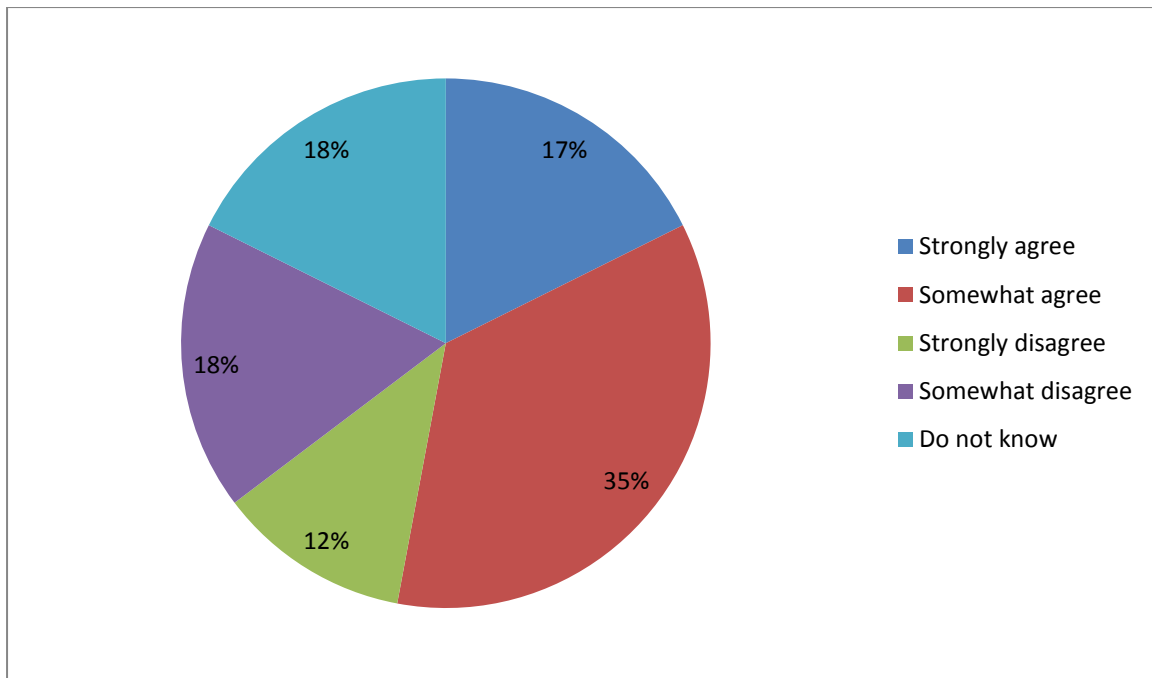


Figure 4.6: Provincial Treasury results regarding Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation

Although the margin between agree and disagree is very small, the indication is that Outcome 12 led to greater effectiveness, with the highest percentage being 35% for “somewhat agree” and 17% for “strongly agree”. 52% of PT respondents agreed that greater effectiveness is achieved through the use of Outcome 12. The agreement with the statement is however not strong as 35% agreed somewhat which could represent a gap in the effectiveness or efficiency or improvement of citizens’ lives or all of them. Outcome 12 is meant to focus internally and externally in order to achieve better effectiveness and efficiency in the public service and an improvement in the lives of citizens.

My Key Performance Indicators have changed since the implementation of the Outcomes Approach in 2010

The responses in Case 1 were that 12% “strongly agree”, 35% “somewhat agree”, 23% “strongly disagree”, 18% “somewhat disagree” and 12% “do not know”.

Table 4.11: Results for Key Performance Indicators having changed after the implementation of the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	6	4	3	2	17

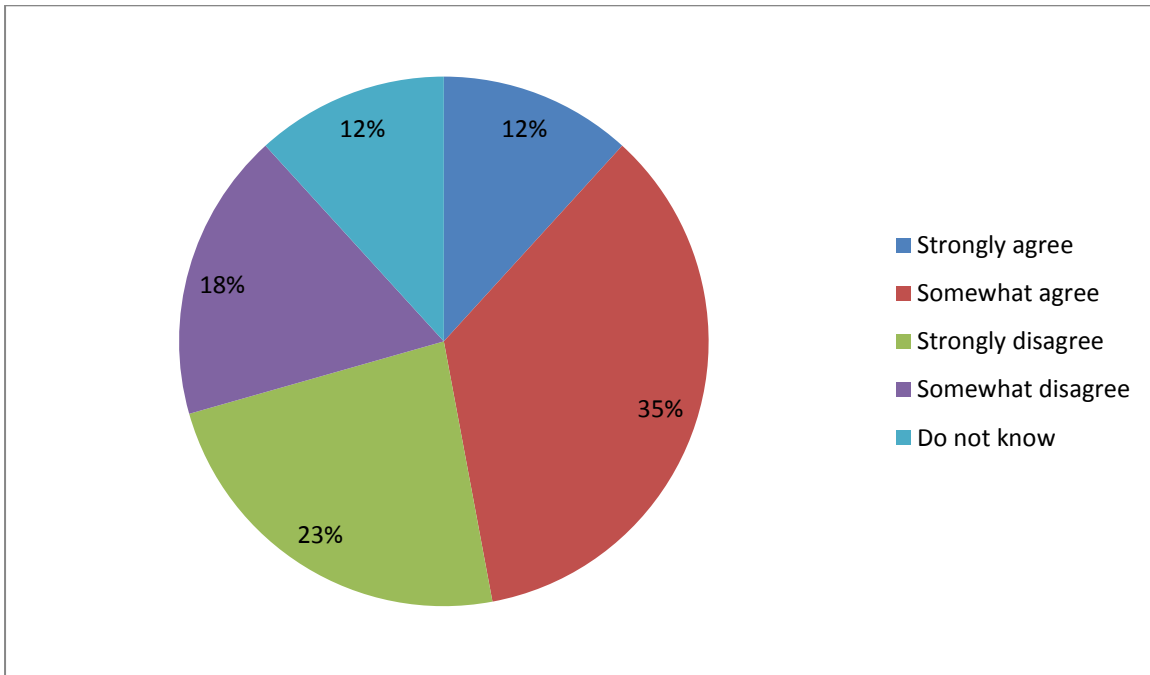


Figure 4.7: Provincial Treasury results regarding change in Key Performance Indicators post-Outcomes Approach implementation

The percentage of respondents who agreed was 47% with the highest percentage of responses (35%) being on “somewhat agree”. The percentage of respondents who did not agree was 53% with “strongly disagree” being a percentage of 23%. Although it is by a small margin, the responses show that the KPIs had not changed as a result of the implementation of the OA. Performance indicators act as enablers for the achievement of objectives and implementation of values (Meyer and Botha, 2000: 385). Law (2013: 22) states that the indicators in the OA must be cascaded to high level plans such as departmental plans, community strategy and improvement plans.

Since the implementation of the Outcomes Approach the focus is on outcomes and not outputs

Case 1 results indicated that 9% of the respondents “strongly agree”, 39% “somewhat agree”, 39% “strongly disagree” and 13% “somewhat disagree”.

Table 4.12: Results for focus being on outcomes since the Outcomes Approach was implemented

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	9	3	3	0	17

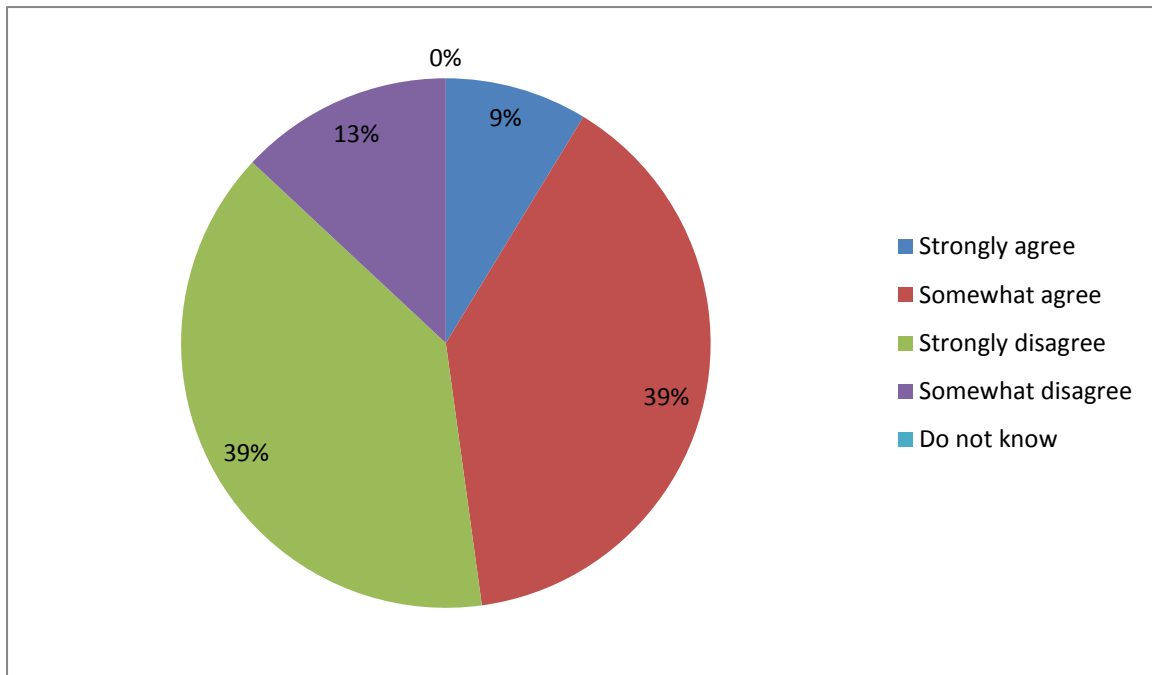


Figure 4.8: Provincial Treasury results regarding focus on outcomes post-Outcomes Approach implementation

The majority of respondents (48%) agreed that the focus was on outcomes since the department had implemented the OA, however, 39% chose “somewhat agree” and only 9% chose “strongly disagree”, showing a weakness in the level of agreement. The change of focus is necessary if the approach is to achieve success.

In figure 2.4 the OA is presented in terms of the links of inputs, activities, outputs, outcomes and impacts. The focus of the OA is meant to be on “real improvements in the life of all South Africans” (The Presidency, 2011: 9), thus creating a need for a focus on how service delivery results impact on the improving the lives and not necessarily of performing the functions. In addition to the impact achieved, the approach is meant to increase accountability of the political heads (The Presidency, 2011: 9). The Delivery Agreements create the basis for the measurement of the performance of the

Ministers and ultimately Director Generals (DGs) in the attainment of the outcomes and improves coordination of the functions. The PT, in dealing with these requirements, has to ensure that political accountability is thus established and adhered to, that the KPI's of employees are in line with the outcomes, that there is improvement in the lives of those it serves and that it gives effect to the relevant outcomes through its systems.

There has been an improvement in HRM since the implementation of the Outcomes Approach

The results for this question showed that 6% of the respondents in Case 1 “strongly agree” with the statement, 47% “somewhat agree”, 29% “strongly disagree”, 6% “somewhat disagree” and 12% “do not know”.

Table 4.13: Results for the improvement of Human Resource Management since the implementation of the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	1	8	5	1	2	17

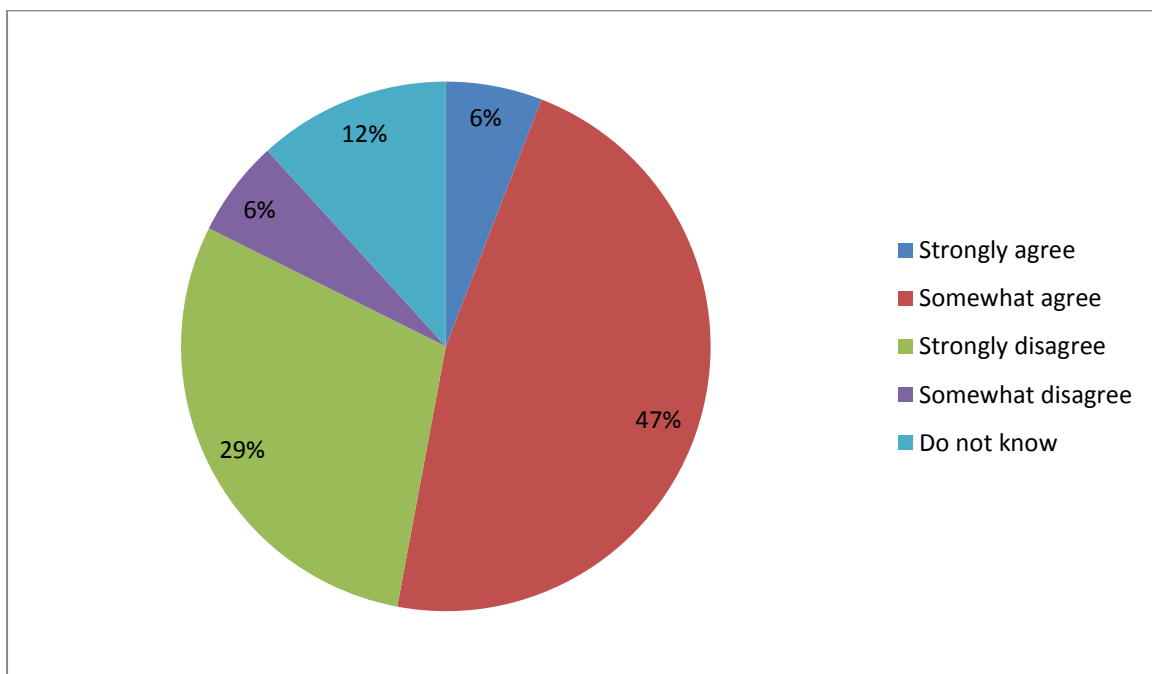


Figure 4.9: Provincial Treasury results regarding improved Human Resource Management post- Outcomes Approach implementation

At 53%, the percentage of participants who agreed is higher than the percentage of those who disagreed which is 35%. However, with the highest percentage of 47% having somewhat agreed and only 6% having strongly agreed this could be an indication of inconsistencies in the improvement. It would therefore seem that the change in HRM since the OA is not strong or could be improved. HRM as the determinant of recruitment, selection and employee maintenance should improve in line with systems thinking (Brudan, 2010: 116), as PT is an organisation made up of a corpus of systems.

Recruitment of staff is done such that there is an optimal fit between the employee and the department

Responses to the statement showed that 47% of the respondents in Case 1 chose “strongly agree”, another 47% chose “somewhat agree” and 6% of the respondents said they “somewhat disagree”.

Table 4.14: Results for optimal fit between employees and Provincial Treasury being achieved

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	8	8	0	1	0	17

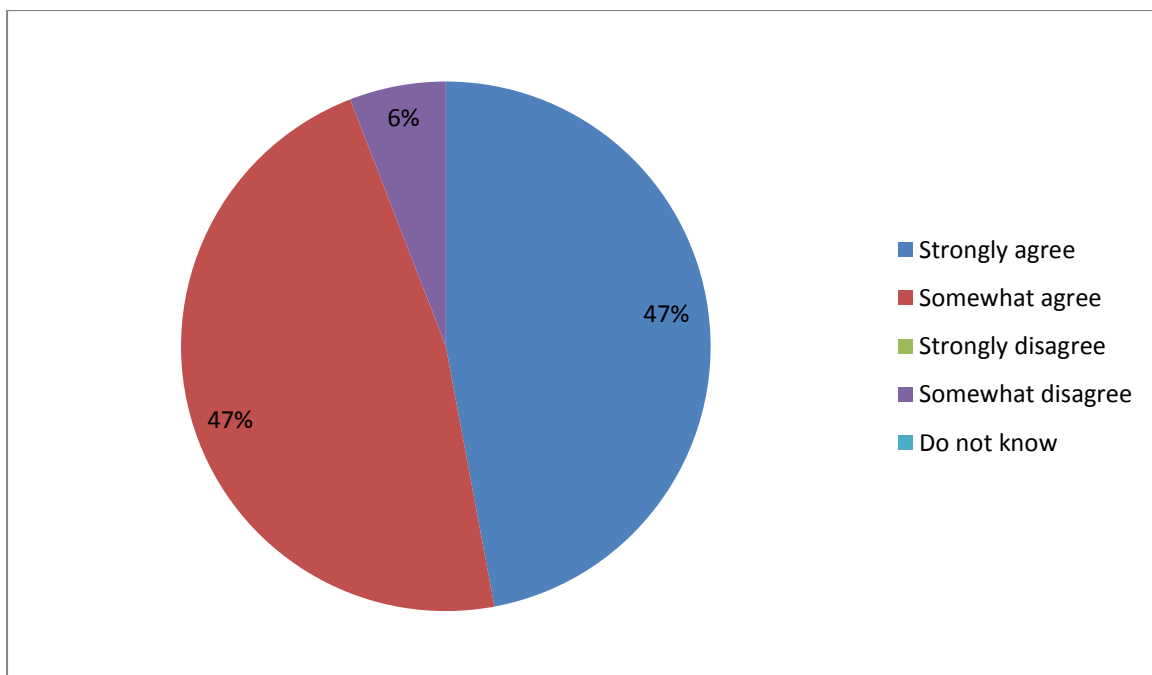


Figure 4.10: Provincial Treasury regarding an optimal fit achieved between employees and the department

A bigger percentage of participants, 94%, agreed that there was a fit between employees and PT. It can therefore be said that PT ensures that their recruitment practices are such that employees are

matched with the requirements of the post and the requirements of the department. The definition of HRM is that there should be a fit between employees and the department (Gerber et al, 1998: 11); if that is not the case it could mean that HRM is not functioning.

The Outcomes Approach has resulted in an improvement in the manner in which human resources are managed

Results showed that 23% of the respondents “strongly agree” whilst 47% “somewhat agree”; 6% of the respondents “strongly disagree” and 24% “somewhat disagree”.

Table 4.15: Results for Outcomes Approach improving the management of human resources at Provincial Treasury

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	4	0	17

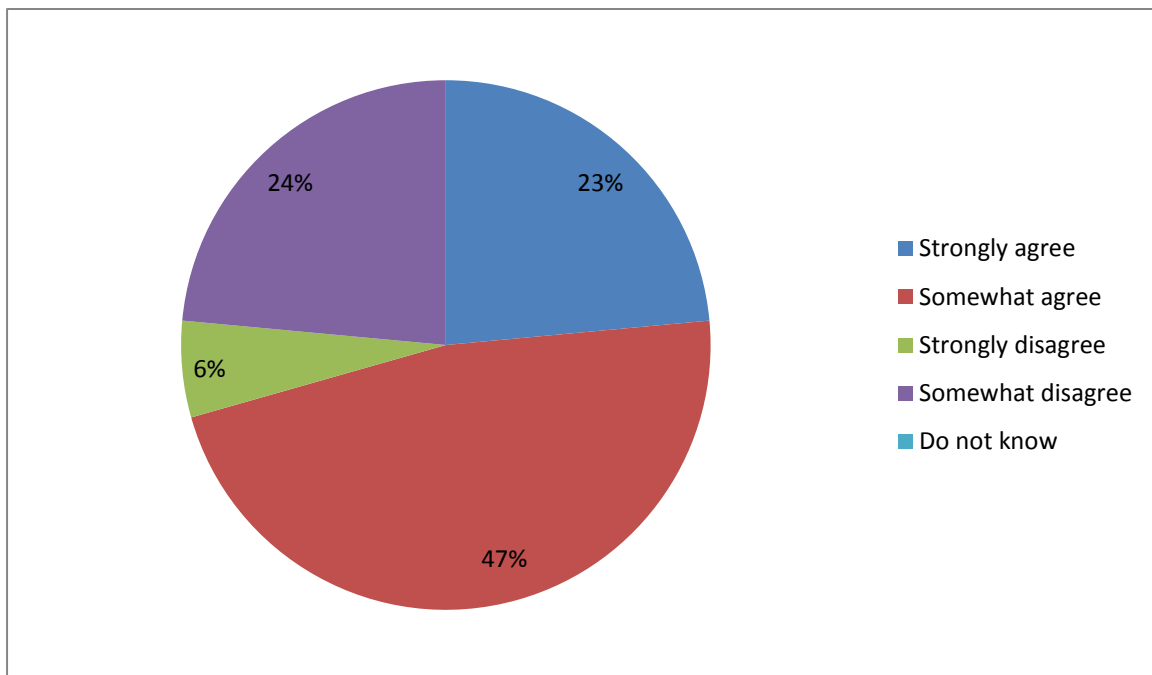


Figure 4.11: Provincial Treasury regarding improved management of human resources post-Outcomes Approach

70% of the respondents agree that the management of human resources has improved as a result of OA. The highest percentage of 47%, however, chose “somewhat agree” and 23% “strongly agree” which indicates that the respondents were not in full agreement that the OA improved the way in which employees were managed. The employment relationship and the manner in which people are managed in an organisation affect the performance of employees (Paauwe, 2009: 130). Management practices should be improved if these departments are to strive for constant improvement in performance.

Training of staff has improved since the implementation of the Outcomes Approach

The results showed that 23% of the respondents “strongly agree” with the statement, 53% “somewhat agree”, 6% “strongly disagree”, 12% “somewhat disagree” and 6% “do not know”.

Table 4.16: Results for improvement of staff training since the Outcomes Approach was implemented

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	9	1	2	1	17

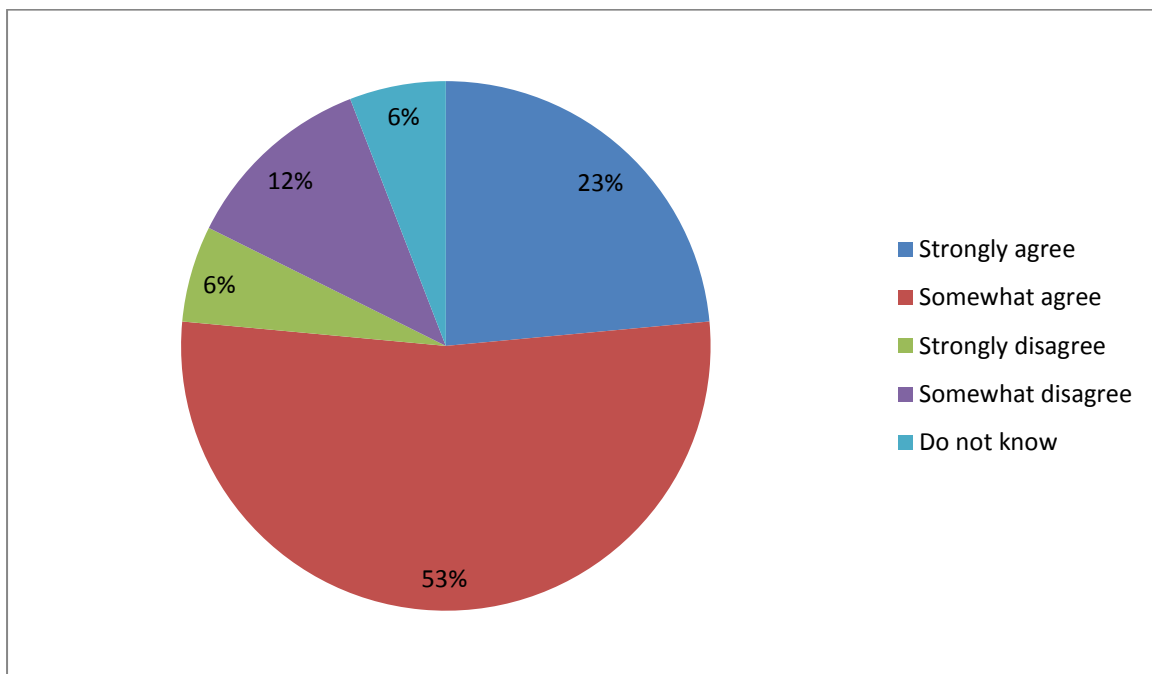


Figure 4.12: Provincial Treasury results regarding improvement of training post-Outcomes Approach implementation

76% of the respondents agreed with the statement, however, the highest percentage (53%) somewhat agreed suggesting that respondents did not agree unreservedly that there had been improvement in staff training since the implementation of OA. Training of employees is an on-going process which is meant to through which is meant to improve skills with the aim of increasing productivity (Gerber et al. 2000:47. Training of employees needs to be focused upon and be made part of the performance process.

Skills development has improved since the implementation of the Outcomes Approach

In Case 1, 22% of the respondents “strongly agree”, 44% “somewhat agree”, 6% “strongly disagree”, 11% “somewhat disagree” and 17% “do not know”.

Table 4.17: Results on improvement of skills development since the Outcomes Approach was implemented

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	2	2	17

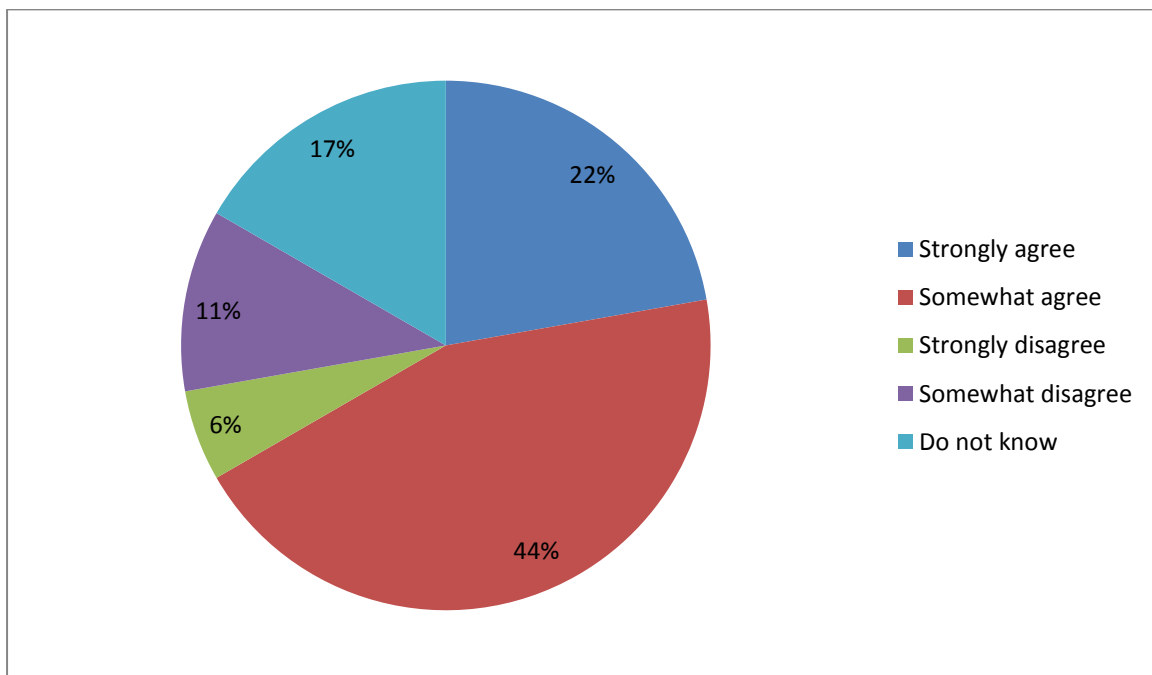


Figure 4.13: Provincial Treasury results regarding suggested skills development improvement post-Outcomes implementation

In case 1 the majority of the respondents, 66%, agreed that the skills development had improved after the implementation of the OA. 44% of the respondents, however, agreed somewhat and 22% strongly agreed showing a weakness in agreement. The development of skills is meant to increase the efficiency and effectiveness and ultimately improve service delivery.

The introduction of OA requires that “strategies, working cultures, business systems and delivery approaches” be transformed in line with the approach (Scottish Government, 2011: 3). The implementation therefore requires that all systems, including budgeting, performance management, HRM and HRD, be reviewed for its suitability to the OA. In figure 2.3, the HRM and HRD systems are linked to each other through the performance of individuals. HRM is seen as being the input in the form of selection, but it is also part of the output of performance as the appraisal is carried out and a decision is made whether to reward an employee or to develop him/her. The link between the systems on selection of personnel, performance appraisal, rewards and development is such that they influence each other and that is in line with the system thinking as was highlighted in Chapter 2. Output 2 of Outcome 12 has its focus on dealing with the challenges of high vacancy rate, lack of performance management, failure to recruit and retain appropriate people with the necessary skills and gaps in training and development of public servants (Presidency, 2011: 20). If these challenges are to be addressed, departments need to be introduced and/or implement policies and systems to address the challenges.

The section above presented the results for the KZN PT. Considering the responses to the questions as have been presented, the respondents from PT confirmed the hypothesis.

In the next section there will be a presentation of the results of Case 2 (the DAEA).

4.4.3 THE CASE OF THE DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS

The vision for the Department of Agriculture and Environment Affairs (Case 2) is “optimal agricultural land use, sustainable food security, sound environmental management and comprehensive, integrated rural development”. Its mission is that “the department, together with its partners and communities, champions quality agricultural, environmental and conservation services and drives integrated comprehensive rural development for all the people of KwaZulu-Natal”. The values of the department are “strategic orientation, professionalism, development and recognition, excellence, service and service orientation, energising leadership, *bambanani* (joining hands, act

collectively), respect and responsive” (KZN Department of Agriculture and Environmental Affairs, 2013: 6).

The following segments will be the qualitative and quantitative results of Case 2, the DAEA. The presentation of the results will follow the same outline as the results for PT. The first segment represents the documentary data that was obtained from the strategic planning documents of DAEA.

4.4.3.1 SECONDARY DATA

The Department of Agriculture and Environmental Affairs has a five-year strategic plan for the period 2010 to 2015 (Department of Agriculture and Environmental Affairs, 2010) which sets the strategic direction for the period. It also draws up the APP for every financial year and in the 2012/2013 APP the department lists the two outcomes that it is leading in the province [Outcome 7 (Vibrant, equitable and sustainable rural communities with food security for all) and Outcome 10 (Environmental assets and natural resources that are well protected and continually enhanced)]. It lists the outputs that are linked to each outcome and the activities within each output. The link between the outputs and the outcomes is clearly stated.

In the Annual Report, the department records its success in complying with all planning and reporting activities as required by the Treasury regulations and the PFMA. There is no mention of the evaluation of impact in line with the requirements of the OA, National Evaluation Policy Framework and the National Evaluation Plan.

Outcomes Approach and Human Resource Management

The department used to include HRM in its APP under “Vote 1” which is administration, however, it no longer does so and therefore does not show targets for outputs related to HRM; in the recent financial years it has not included this function. The HRM function gets a mention in the Annual Report in terms of what was achieved, but it is not broken down into outputs.

Outcomes Approach and Human Resource Development

The department records its success as being the submission of the Workplace Skills Plan on time and the allocation of bursaries.

Strategic Management

As has been mentioned, the MKPA on strategic management incorporates strategic planning, APPs and integration of M&E into performance and strategic management. For Case 2 the score was level 3 for 100% of the PA which means that the department meets the statutory requirements. Both departments met the statutory requisites.

Governance and accountability

For this MKPA, Case 2 scored at level 1 for 56% of the PAs, 33% and level 3 for 11% of the PAs. Case 2, to a large extent, did not meet the legislative requirements whereas Case 1 did meet the requirements.

Human Resource Management

The HRM MKPA measures HRP, OD, HRDP, Pay sheet certification, Recruitment and Retention practices, Human Resource Planning (HRP), PMS for levels 1 to 12 , SMS and HODs.

The DAEA scored level 1 for 20% of the PAs, level 2 for 70% and level 3 for 10% of the PAs. This translates into the department being 80% non compliant with 80% of the PAs.

Matrix 4.5: Summary of Management Performance Assessment results for Department of Agriculture and Environmental Affairs

Case	Management Key Performance Area	Compliance rate	Non-compliance rate
2	Strategic Management	10%	90%
2	Governance and Accountability	11%	89%
2	Human Resource Management	10%	90%

Source, Adapted by researcher from KZN MPAT, 2012/2013

4.4.3.2 PRIMARY DATA

Primary data for DAEA is presented below and will be categorised into qualitative and quantitative data. Qualitative data are interpreted and discussed in connection with data matrices. Quantitative data are displayed through tables and figures and analysed in relation to the literature in general and theoretical framework in particular. After presentation and analysis of quantitative data, a cross-case analysis of qualitative and quantitative data from the two departments is undertaken (Yin, 2009: 156). The cross-case analysis is followed by triangulation of the study which concludes this chapter.

4.4.3.2.1 QUALITATIVE DATA

Qualitative data was collected in a natural setting, the site being the offices of DAEA in Pietermaritzburg. As has been mentioned, qualitative data was gathered through the interview method where a set of open-ended questions were used. As presented in Table 4.18, the questions are linked to the research objectives along with corresponding research questions and research sub-questions as follows.

Table 4.18: Link between research objectives and research questions and interview questionnaire: Case Two

RESEARCH OBJECTIVES	INTERVIEW QUESTION
PM process	Questions 1 and 9
Effectiveness of OA	Questions 2 to 8
The effect of OA on HRM	Questions 10 to 13
The effect of OA on HRD	Questions 14 to 16

From the interviews, data were gathered and are presented after the sample size at DAEA is briefly mentioned.

Sample size

Purposive sampling resulted in five senior managers being selected for the interviews. These were managers who were responsible for PM, HRM and HRD. Two senior managers were not available and the interviews were conducted with the DMs. Three SMs and two DMs were interviewed from

the Department of Agriculture and Environmental Affairs (Case 2). These managers were selected based upon the knowledge that they hold about the subject matter.

Presented below are a synopsis and interpretation of the responses that were obtained. Whilst the first segment gives a narrative description that combines interview responses and secondary data that detail the PM process – keeping in line with the meta-theoretical framework, the second section is divided into subsections in accordance with the study objectives and research questions to explore how interviewees are – in accordance with one of the philosophical worldviews underlying the study – socially constructing the shift to the OA. A narrative representation of the responses is given and Matrices 4.6 to 4.8 present a consolidation of the responses whilst keeping the essence of the responses.

The following is a collection of responses on PM which were addressed by question 1 and 9 of the interview questionnaire and about the PM process and performance improvement.

The Performance Management process

At the DAEA, the PM process commenced with the understanding of the Treasury Regulations which were used to inform performance planning and reporting. At the end of year, the department drew up a Strategic Plan (SP) for a five-year period aligned to the political cycle. The SP marked the commencement of performance planning.

On an annual basis, the APP was drawn up and consisted of targets for the different categories of budget votes. The DAEA had four categories of budget allocations which were known as votes. Vote 1 was an allocation for administration, 2 for Agricultural Development Support Services (ADSS), Vote 3 for Environmental services and Vote 4 was for conservation which fell under Ezemvelo KZN Wildlife (EKZNWL). Budget allocations were based on the information on the APP. Votes 2 and 3 were captured, targets set and reported upon on a quarterly basis to PT and relevant national departments. The APP had no requirement for trend analysis and was therefore limited in its use as a planning tool.

The process continued with performance planning for employees. The department used the EPMS to manage the performance of employees. Each supervisor set annual performance targets with the employees using the APP as reference. The supervisors conducted half-yearly assessments and annual assessments of performance. Half yearly assessments were meant to identify shortfalls and problems and to provide relevant resolutions. The assessment was also meant to review the WP and to ensure that it was still relevant.

The Heads of Department's performance agreement should give direction to the strategy and all performance should be aligned to it. The HOD's PA, was however, never disclosed and, as such, its relevance to the strategy of the department and its link to the rest of the employees was not tested. There was therefore no golden thread linking the different phases of PM.

The department did not interrogate the strategy and its link to the APP and to employee performance as part of its PM process. Perceptions and experience, rather than valid data and reasoning, played a huge role in what got put on the employee performance documents. According to one participant, there was no quality assurance of individual and directorate performance. The department had put structures in place to validate the assessments, the Intermediate Review Committee (IRC), and to moderate the overall assessments, the Department Moderating Committee (DMCO). The DMCO used the APP to ensure correlation between the individual assessments and organisational performance and the budget to make decisions on the rewards for employees who qualified for bonuses. The DMCO included the services of the Monitoring and Evaluation (M&E) directorate to provide advice. There was a challenge in that some supervisors abdicated their responsibility by giving employees high scores and then left it to the IRC to lower the score based on what had been presented.

The M&E directorate of the department was responsible for organisational PM in the department and the HRD directorate was responsible for the implementation and reporting on employee performance. The M&E directorate used the Client Advisory Form to collect performance information from the line functionary. Each employee filled in the form on a monthly basis detailing his/her activities and submitted it to his/her local manager who compiled the local office report. Reporting subsequently reached the M&E directorate who reported on departmental performance to the PT using the Quarterly Performance Reports (QPR). This process ensured the link between employee performance and organisational performance. Although there was a link established in terms of the activities, some respondents felt that the link was not properly aligned.

The Performance Information Policy of 2010 (RSA, 2010) was also implemented by the DAEA. The policy defined the role of reporting at implementation level and provided a guide for the reporting process of the department. At the end of the financial year the Auditor General (AG) audited the financial and non-financial information and gave a report on the findings to the department and to the relevant stakeholders.

Against the backdrop of the PM process, the responses below cover the questions related to the OA. As reflected in Table 4.18, these are Questions 2 to 8. These questions are on the OA, when and how

it was implemented, and the effect thereof on the policies and how it can be used to improve performance. The responses are presented in narrative form and discussed in connection to Matrices 4.6 to 4.8 based upon the aims to be achieved and questions to be answered by the study.

Research objective 1: Effectiveness of the Outcomes Approach

One of the aims of the study was to examine the perceptions of DAEA employees on the OA effectiveness. The study also inquired into the extent to which the OA is effectively applied. As Matrix 4.6 shows, although the department used the OA, in line with the requirements of national government, there was no remarkable difference in the way that work was done. The OA was said to necessitate an external focus for the department. The focus in the DAEA was still on outputs and the targets set on the APP and PAs were still based on the output approach and not on the outcomes. OA was seen as the continuation of the outputs oriented approach and not necessarily a totally new concept. The department needed to identify the outcomes that it desired and should develop programmes that would achieve those outcomes.

The DAEA contributed to Outcome 7 (“Vibrant, equitable and sustainable rural communities and food security for all”), Outcome 10 (“Environmental assets and natural resources that are well protected and continually enhanced”), and Outcome 12 (“An efficient, effective and development-oriented public service and an empowered, fair and inclusive citizenship”). Some of the activities that were reported upon by the department were performed by EKZNWL and the department did not necessarily have control over these as EKZNWL was a state-owned agency and was an autonomous organisation with a board of directors.

To facilitate the purpose of the OA, especially with reference to Outcome 10, the province had formed the Environmental Coordination Committee which included, *inter alia*, the Department of Water Affairs, Department of Land Reform, EKZNWL, Umgeni Water, Department of Transport and various municipalities and state owned agencies. The forum should have been chaired by the Intergovernmental Relations (IGR) directorate in the Office of the Premier (OTP), but was, however, being provided by the DAEA. The committee was meant to develop an environmental strategy and produce a gazetted provincial plan. Although the work of the committee brought all stakeholders together, it was completely driven by the officials of these institutions. There was no political or strategic participation which resulted in lack of resolution of issues which could undermine the performance of the committee and that of the OA.

The respondents felt that accountability in support of the purpose of the OA could be enhanced through developing Service Commitment Charters (SCCs) in partnership with communities. The department would have to report on its achievements on the SCC to the communities. This would give the public means of holding the department accountable, without having to rely on the reporting on the Outcomes.

The DAEA was experiencing minimal coordination and integration at strategic level. This culture was cascaded down to the directorates where they operate in silos and operations were not integrated. Professional segregation had exacerbated the problem. Management meetings which should have been addressing issues of leadership and performance were merely not effective. The presence of strong leadership could enforce integrated planning at departmental level.

As respondents indicate in Matrix 4.6, for the department to achieve integrated planning it would also have to eliminate the “silo mentality”. There were various initiatives that could be developed to ensure that the purpose of the OA was accomplished. The involvement of the department in OSS and the participation in War Rooms was being viewed as a positive contribution by the department. The senior managers participated in “public weeks” that were arranged by the OTP to profile communities and to identify issues. The issues were sent to the relevant departments for resolution. The determination of the impact of the programme was, however, lacking and there was a gap in how this initiative informed integrated planning and strategic planning of departments.

The department also subscribed to the decisions of the sector-specific structures. It had to reflect the sector specific indicators and targets on its APP. In this regard, the department had a dual reporting responsibility to the sector through the national Department of Agriculture, Forestry and Fisheries on these indicators and to PT as the custodian of financial and non-financial provincial reports.

A three-year National Evaluation Plan and a National Evaluation Policy had been developed by the national Department of Performance Management and Evaluation (DPME), however, that was not implemented in the DAEA. The challenge that presented a loophole in the implementation of the National Evaluation Policy was that it had no timeframes on compliance of departments with the evaluation requirements. The National Evaluation Plan had informed the Provincial Evaluation Plan. The Multi Term Expenditure Framework also envisaged programmes that would be identified so as to provide funds for these programmes. To provide guidance on evaluation, a national framework had been developed. Whereas the APP looked at the figures in terms of targets, the National Evaluation Policy did not focus on the numbers, but on the impact of the services.

Matrix 4.6 Effectiveness of the Outcomes Approach at Department of Agriculture and Environmental Affairs

EFFECTIVENESS OF THE OUTCOMES APPROACH IN THE DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS					
QUESTIONS	DAEA-R1	DAEA-R2	DAEA-R3	DAEA-R4	DAEA-R5
Difference between input-output approach and OA	OA is externally focused	Provincial and national coordination structures for Outcome 12	OA is service delivery-oriented	What is derived from what is done	Outcome is a result of the output
Using OA to increase accountability	Get rid of silos	There is little coordination and integration at strategic level	Bring all roleplayers together to share knowledge	APP takes consideration of outcomes	Departments need to form a coalition to address service delivery
How OA was implemented	OA is not visible in the department	No process was followed	It was discussed in MANCO and captured in strategic documents	Does not know if it was indeed consciously implemented	Implementation has never been pronounced
Why OA was implemented	Aim to deliver services as a package	Aim to get rid of silo mentality and facilitate integration	Coordination of services	There was no proper direction on what needs to be achieved	To streamline service delivery
When OA was implemented	Its implementation has not been seen	Implemented in 2011 through the signing of the DA	Implemented in February through the strategy	Not sure when it was implemented	2009/2010 financial year
Policies affected by OA	PSR, Recruitment and Selection and Affirmative	No policy change. "Business as usual"	PM was affected and the Training and	The EPMDS should be linked to the OA	No policies have been reviewed by the department

	Action policies were reviewed		Development policy was reviewed		
Link between input, output and outcomes	Outcomes to influence processes, efficiency, effectiveness and economic viability	There should be a link between the policy, the strategy and the structure	Daily activities have to be reviewed to see whether they will achieve the outcomes	Make the attainment of outcomes part of performance planning	Implement relevant regulations and guides on PM

As depicted in Matrix 4.6, although the departmental management knows about the OA, there was no indication that it had been implemented in the Department. There was no concerted effort to ensure its implementation. When implementing the OA, the main obligation for the department was that a Delivery Agreement (DA) had to be signed by the MEC. The process commenced when the DA was received for the signature of the MEC.

Another obligation that was pressing was that the department had to report on Outcome 10 as well as Outcome 7. In 2010, Rural Development was allocated to the DAEA as an unfunded mandate and the department had to put structures, strategy and systems in place to deliver on the mandate and to report on the outcome. The urgency of the need to make rural development a reality resulted in sporadic engagements with the stakeholders and a provincial strategy that was not adequately conceptualised.

The OA was introduced by government in 2009/2010 in order for government to be able to provide a suite of services to communities as a collective. The same purpose was at the centre of the municipal Integrated Planning and Development (IDP). The IDPs were meant to bring the provincial and local sphere of government together to plan together in order to be able to serve communities in an integrated way. It was meant to respond to the needs of the citizens by bringing all the resources that were offered by the departments and municipalities together. The absence of departments in the IDP structures and their sending junior officials with no delegated power to commit the department resulted in the structures not being able to deliver.

The OA was regarded as being meant, amongst other things, to provide a platform for integrated planning. It was supposed to create an environment for government to intensify the asking of questions whose answers impacted on the lives of the citizens. OA revolved largely around the coordination of the various structures; however, this was proving to be a challenge. From the policy point of view, the approach was seen as progressive, but implementation of issue-specific and sector-

specific forums was challenging. The challenges spanned a wide spectrum that included the existence of boundaries, a budget which was linked to the mandate of the department and the departmental focus (which was on its primary objectives).

The reality regarding the OA was that it had not been infused into the government system, especially where performance monitoring and evaluation was concerned. The reporting, based on the TR, were still taking place, however, ownership of Outcome 7 and who should be reported upon was not clear. A Ministerial Technical Committee (MINTEC) had been formed and so had Working Groups. In spite of clear roles and responsibilities which were further entrenched in the DAs, the challenge was the formalisation of the reporting mechanisms. Departments tended to go back to the old methods of performance as a result because there was no enforcement of the new methods supporting the OA.

According to the respondents, the approach of the DAEA had not moved from the input-output focus. The department had also not changed its policies as a result of the OA. Nationally developed policies were implemented in operations as well as the administration. A policy review that was conducted by line managers yielded no results and the policies that were proposed were not approved. One of the policies was meant to introduce a funding model based on the purpose of the programme that was being funded.

Further action is needed to ensure the transition to the OA at DAEA. Based upon findings from this study, and keeping in line with the objective of this study to provide recommendations for overcoming challenges of shifting to the OA, recommendations are suggested in Chapter 5, Matrix 5.1.

Succeeding this segment are responses of DAEA respondents to questions 10 to 13. Questions 10 to 13 addressed the relationship between HRM and the OA with specific reference to Outcome 12.

Research objective 2: Outcomes Approach and Human Resource Management

The purpose of this dissertation was to determine whether the OA improves HRM while questioning whether HRM transformed post-OA implementation and if so, how. Matrix 4.7 depicts the summarised responses of DAEA respondents. The questions posed aimed to find out what the relationship between HRM and the OA was with specific reference to Outcome 12 and have been reduced to statements in left column of the matrix as with other matrices.

According to respondents, a directive from DPISA on the turnaround time for filling posts, which was twelve months, had been implemented in the department and the recruitment and selection policy reviewed accordingly. The percentage of interns that had to be placed in the department was being complied with. Although one respondent said that the competency assessment was conducted for lower levels as well, that was disputed by the other respondents. It was said that the assessments were only done for selection purposes of SMS members only. Even if gaps in skills were identified, there were no interventions that were put in place to address them. Every organisation, including the DAEA, had to value its HR for it to meet its organisational and strategic goals. The department had suffered from the instability with regard to the appointment of the MEC and the long term non appointment of the HOD and the Chief Financial Officer (CFO). The posts of HOD and CFO had been vacant for “14 months” and “20 months”, respectively, before the post of CFO was filled “recently” and that of HOD remained vacant. For a period of seven years, no MEC had completed his/her term in the department. The instability ensuing from these factors undermined HR principles as it left the department without stable leadership and created a “lingering sense of doom”.

Efficiency of HR could be achieved in the DAEA by developing the required capacity. HRM was perceived as being at the centre of achieving effectiveness and efficiency in the department. Employees should be taught to appreciate that optimal utilisation of time impacted positively on their efficiency. Every employee should know the role and importance of regulations in his/her job and performance. Achievement of strategic objectives should be the mission of every employee and all systems including the budget and procurement should be linked to outcomes.

The department was seen as struggling to utilise its human resources optimally. There was a mismatch of people, skills and jobs which could lead to a deduction being made that the skills possessed by employees, their speciality and the investment in obtaining the skills was not of value to the department. The perception was disputed by one respondent who felt that there were stringent measures in place to ensure appointment of best candidates. He felt that the stringency could also be seen in that competency assessments which were required for SMS was not only used for SMS but was at times used for levels lower than the SMS levels.

As shown by Matrix 4.7, respondents at DAEA believed that there should be a close relationship between the imperatives of Outcome 12 for an efficient, effective and developmental PS and HRM. For public servants to be effective, efficient and developmental, they must understand the vision of government that they should be contributing to. Part of government’s vision is of a public service with principles of professionalism, courtesy, transparency, consultation and accessibility as enshrined in the White Paper on Transformation of the Public Service (WTPS) (Department of Public Service Administration, 1997) or Batho Pele White Paper (BPWP) as it is generally known. Whilst one

respondent felt that the role of HRM was internally focused and that there is no linkage between OA and HRM, others felt strongly that the success of the OA was dependent on HRM. The department is seen as not giving priority to its human resources and “that attitude” impacted on service delivery. The role of HRM was seen as ending when the employee was appointed in the department. There were no programmes in place to ensure improvement of conditions and ensure that these are conducive to improved performance. The department conducted an employee morale survey “sometime back”. The report was presented to executive management but was not taken any further as it “pointed fingers at management”.

Matrix 4.7: Outcomes Approach and Human Resource Management at the Department of Agriculture and Environmental Affairs

OUTCOMES APPROACH AND HUMAN RESOURCE MANAGEMENT IN THE DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS					
Question	DAEA-R1	DAEA-R2	DAEA-R3	DAEA-R4	DAEA-R5
PMS and an inclusive citizenship	Existence of PS is to serve the public and to satisfy their needs	HRM should contribute positively to the outcomes	Public servants are there to serve the people and should provide them with information	Government is there to try and respond to the needs of communities	Citizens should be part of setting standards to measure departmental performance
HRM and effectiveness and efficiency	Stringent measures are required for recruitment so that the right people are appointed	No remarkable difference in HRM	Government has, historically, been fragmented. Development of employees according to the requirements of the department	Effectiveness, efficiency and development cannot be achieved without including HRM	A PS needs to be placed correctly for him to be effective and efficient
HRM and empowerment of citizens	Using competency assessments for levels	Providing skills to employees and treating	HRM policies including Employee Wellness,	HRM has very little to do with external clients	HRM has not been affected

	below SMS. Involvement of line managers in HR matters	all citizens as potential employees	mentorship, equity changed		
--	---	-------------------------------------	----------------------------	--	--

Respondents indicated that the province had an interdepartmental HRM Forum which was coordinated by the OTP. The forum was made up of the SMs and DMs and its purpose was to identify policy issues, develop relevant policies and ensure that implementation of national policies relating to the HRM function. Resolutions taken by the forum were presented to the Committee for HOD's (COHOD) for further submission to Cabinet.

The DAEA had not adopted the OA to the extent of it influencing the processes. It currently seems to be a matter of "compliance". Processes of the department should revolve around ensuring the efficiency, effectiveness and economic viability, whilst keeping a focus on evaluating the outcomes of the activities. The Government Wide Monitoring and Evaluation policy provided a framework for performance management in government. An Evaluation Policy (EP) was developed in 2011 and an Evaluation Plan followed. The plan, however, did not have dates attached to the activities and as such, had "been placed on the back burner". A framework for statistical information had also been approved by Statistics South Africa. The department was focused on monitoring performance and reporting thereon, and no tools had been developed for measuring the impact of its services on the communities, despite the clear directive from national government. The perception from two respondents was that departments were not evaluating the value of their inputs on the communities. Despite the national government laying the foundation for performance management in departments, evaluation was still lacking in the DAEA. For the department to be able to evaluate its impact on the communities, an evaluation plan needed to be developed and implemented. The department was currently not evaluating its impact on the communities it serves.

The DAEA had various programmes that had been implemented in the communities. These were geared towards specific objectives. An example could be a mentoring programme which had been implemented for farmers. Evaluation of whether the programme had developed subsistence farmers to commercial farming, which should be its outcomes, was, however, missing. The utilisation of available tools which could assist the department to plan for the outcomes that it had to contribute to was not being done. For the department to plan, it needed to know the extent of the problem. As much as the department had projects to contribute to, including the national food security and nutrition programme, it had not assessed the intensity of the need by using tools like the deprivation

index. It would therefore be difficult to evaluate the impact of the projects without having statistics reflecting the *status quo* before the project.

If the DAEA was going to respond to the needs of the communities, decision making needed to be inclusive of the citizens. The department did not have structures in place that would ensure inclusion and consultation of the clients. The department based its programme planning largely on assumptions. An example that was given was that, in implementing programmes to give effect to Outcome 7, an assumption was made by the department that every household wants to plant. The programmes introduced were a “one size fits all” and were not tailor made for the needs and circumstances of the communities. “Driving of programmes that necessitate availability of space for gardening in urban shack dwellings, where space is “non-existent”, would not yield the desired results. Shack dwellers moved from rural areas where there was space for ploughing in search of jobs and ploughing could be undesirable to them”. The department needed to do a study to identify their clientele, know what their needs were and use their mandate of agriculture and environment services to develop programmes that would deliver on the desired outcomes of government.

Taken as a whole, respondents felt that there was a relationship between HRM and OA, however the perception was that the relationship between HRM and the OA was not being observed in the department.

Presented overleaf are responses of Case 2 interviewees pertaining to HRD and the OA and the relationship between the variables, if any.

Research objective 3: Outcomes Approach and Human Resource Development

Another objective of the study was to determine whether the OA improves the public service. Toward that end the study questioned not only the extent to which the OA is effectively applied but also, if it was being applied, how was the OA influencing HRD. Matrix 4.8 depicts the relationship between OA and HRM through the responses from Case 2 on Questions 14 to 16.

South Africa was seen by the respondents as a developing nation with a challenge pertaining to a high rate of illiteracy. Illiteracy posed challenges that required innovation in the training of communities. Inclusion of communities in the systems of the department and the PMS of the department could be challenging. Strategic documents which were a source for PM and a point of reference thereof were in English only, so was the Annual Plan which reports on performance. The challenge which was expressed was that the department had not developed tools, methods and systems of ensuring that the purpose of Outcome 12 (an empowered, fair and inclusive citizenship) were carried out. The

department was also not adhering to the requirements of producing an annual Report to Citizens which should be reporting on what had been achieved of the promises made to the citizens. The report should be submitted to the PSC but the department had failed to do so in the previous years.

Matrix 4.8 suggests that while skilled and empowered employees are needed, as well as implementation plans for HR strategies, generally effect of Outcome 12 on HRD remained undetected. A skills audit was conducted by the department to identify skills gaps. One of the respondents said that the skills audit was not being done. The department was not being strategic in its utilisation of HRD. The department needed to provide training specific to the need for effectiveness and efficiency. Skills needed to be improved on an on-going basis. HRD in the department had been “severely damaged” and this was affecting the department. Training was not given to employees who require it but specific people were trained repetitively. The role of PDPs in the development of employees was seen as lost in the system. Training requirements which were put on the PDP were not considered and no training was arranged based on the PDP. It was felt that training was a “reserved privilege for certain employees”. Public servants were also seen as citizens and skilling them should be viewed as making a contribution to the skills level of the citizens. The department was seen as training employees for the sake of training them and “ticking the boxes”. Employees should be trained because gaps had been identified, and not merely to comply or “be seen to be doing something”.

The mandate of the department necessitated the appointment of specialists in various fields of agriculture, veterinary services and the environment, as well as researchers in the agricultural field. These specialists and researchers provided training, advice and guidance to the clients of the department in these fields. The existence of specialists and researchers could assist in the development of fellow employees in specialised skills. Such arrangements existed informally and were largely dependent on the willingness and commitment of the specialists to impart knowledge.

Matrix 4.8: Outcomes Approach and Human Resource Development at the Department of Agriculture and Environmental Affairs

OUTCOMES APPROACH AND HUMAN RESOURCE DEVELOPMENT AT THE DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS					
Questions	DAEA-R1	DAEA-R2	DAEA-R3	DAEA-R4	DAEA-R5
Effect of Outcome 12 on HRD	Delivery of effective and efficient services require skilled and empowered employees	There has been no noticeable effect on HRD	Implementation plan for the HR strategy and Workplace Skills Plan	There has been no effect in the department	Outcomes 12 has not affected HRD in the department
HRD and empowered citizens	360 degree assessment for public servants	Training of citizens	Develop plans and implement them	Standards set lead to understanding of socio-economic dynamics	HRD leads to an empowered and accessible workforce which leads to included and empowered citizens

Employee perceptions show that the DAEA had a duty to train its employees on the values, behaviour and principles of the Public Service. Such training should influence the culture of the department and should therefore be initiated with top management and cascaded down. The question would, however, have to be posed, as to whether or not the leadership of the department was committed to instil a positive culture. During the study, that was not apparent as respondents DAEA-R2 and DAEA-R5 mentioned. An efficient, effective and developmental PS was affected by the employer/employee relationship which was signified by a “rank conscious management who take offence in being addressed by employees who are below them in level”. Despite the qualifications, knowledge and portfolio of the person addressing senior managers, the level of compliance and cooperation of senior managers was linked to the post or salary level of the person addressing the issue. This had an impact on the efficiency and effectiveness of these employees who had to meet targets and deadlines. Compliance with reporting and submission deadlines to the OTP, DPSA and relevant national departments were affected by this HRM culture. One of the respondents, DAEA-R2

stated that the “ feedback loop remains open because of non attendance of relevant meetings”. This results in a department that was stagnant and not learning and thus not developing and improving its effectiveness and efficiency by obtaining feedback from DPSA, OTP, PSC, PT or national departments. Departmental leaders should be approachable while maintaining a professional relationship with their subordinates. The department needed to invest in the upskilling of DMs and AMs as most of the implementation and operational work was done and supervised by them. Proper planning, action and learning were therefore paramount to an efficient, effective and developmental PS.

The OA had not brought about a remarkable difference to the departments. Respondents indicate that OA has not resulted in high-level change and systems had remained unchanged. One respondent said that some employees in the HR directorate are generally passionate about their work and are change agents in their sections, but, according to the results, the department had been HR compliant with one MPAT standard. Although the department conducted its assessment, and reports as necessary through the MPAT, the results of the MPAT were never communicated, either to management or to the employees. There was therefore no discussion of the results and planning on how these could be improved. Employee wellness was perceived as a challenge and seen to be affecting effectiveness and efficiency. The secluded location of the departmental head office necessitated provision of innovative methods of continuous physical exercise for employees, but no programmes had been introduced to assist in this regard. The department conducted annual testing sessions where employees could test for HIV/AIDS, cholesterol, blood pressure and other chronic illnesses. Employees were also allowed to participate in annual provincial games which were organised by the OTP.

Outcomes were seen as being abstract and requiring that the department put measures in place to create good rapport, provide proper and developmental supervision, instil a work ethic and enforce rules and regulations. An efficient, effective and developmental PS could be achieved if the leadership believed in the value of empowering people. HRD could lead to citizens being included as public servants, in their endeavour to perform effectively, study the socio economic factors affecting service delivery. Citizens could be empowered by knowing what was being planned by the department and how its success was going to be measured. There would then be an understanding between the citizens and the department on what the indicators were and concurrence of indicators of performance could be achieved. This also discards the mentality of “handouts” as citizens will be aware of the role of government and of its limitations.

Employee Performance Management Development System was seen not only as a tool to measure performance but also to identify developmental needs. It was felt that EPMDS was implemented so

as to comply with the policy. It had become personal and rewards for performance were not based on performance but on the “nature of the relationship between the employee and the supervisor”. The department should have clear standards set for performance and appropriate feedback should be given to employees on their performance against the standards set.

The need to implement programmes to give effect to Outcome 12 was not seen as having been attended to in the department. The MPAT results, which assessed management standards, strategic management, governance and accountability, HRM and Financial Management, which are part of Outcome 12, had shown that the department was very poor in the areas being assessed.

The segment below will present the results for the quantitative data for DAEA.

4.4.3.2.2 QUANTITATIVE DATA

As has already been mentioned, a survey questionnaire was used to collect quantitative data in the DAEA. Table 4.19 below reflects the link between the questions in the survey questionnaire and the research objectives. The results are represented per question.

Table 4.19: Link between research objectives and survey questions

RESEARCH OBJECTIVES	SURVEY QUESTIONS
PM process	Questions 1 to 8
Effectiveness of OA	Questions 9 to 16
The effect of OA on HRM	Questions 17 to 23
The effect of OA on HRD	Questions 24 to 30

Sampling

The sample as presented in Section 3.6 and Table 3.3, targeted 40 SMs and DMs for the survey. One-hundred-and-fifty-three questionnaires were sent and a total of thirty nine questionnaires were received by the researcher.

As has been explained, the questions that will be presented below are Question 1 to 3, 9 and 10, 12, 13, 15, 18, 21, 22, 29 and 30, which are presented as statements and numbered in line with the numbers in the questions. The statements were then clustered under the following topical headings: PM, OA and HRM and HRD and the statistical results are discussed in relation to the relevant

literature. This segment is followed by a cross-case analysis of quantitative and qualitative analysis from each case study. The chapter concludes with triangulation of the data.

The department uses Performance Management to achieve strategic planning

According to the results, 25% of the respondents chose “strongly agree”, 49% chose “somewhat agree”, 8% chose “strongly disagree”, 10% chose “somewhat disagree” and 8% opted for “do not know” as reflected in Figure 4.14.

Table 4.20: Results for the use of Performance Management for strategic planning at the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	10	19	3	4	3	39

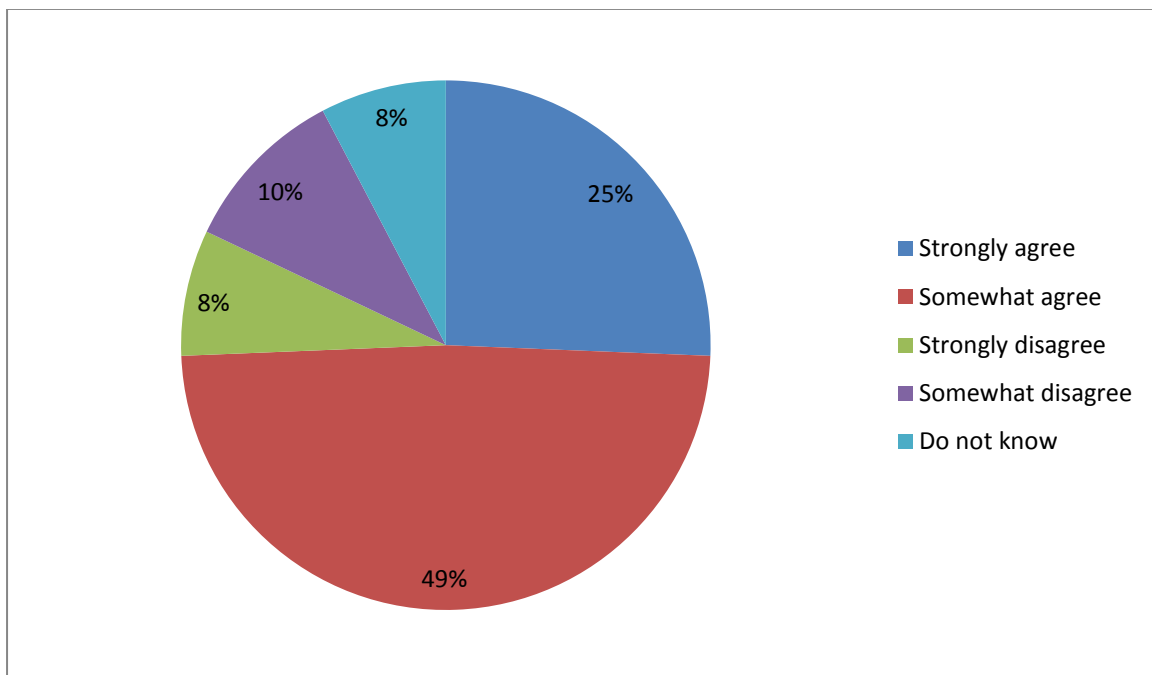


Figure 4.14: Department of Agriculture and Environmental Affairs results regarding use of Performance Management in strategic planning

The results show that 74% of the respondents were in agreement that the DAEA uses PM in strategic planning, although the biggest percentage of this percentage, 49%, agreed somewhat. The indication therefore is that there are gaps in either or both the PM and strategic planning which could result in

the lack of conviction in the respondents. According to Bryson (1995: 5), strategic planning forms the basis for OBPM and guides the organisation’s activities and its processes. He further emphasises that there is a need for a “strategic logic” in defining the link between the outcomes and the operational activities and DAEA seems to be achieving that, albeit not fully.

Community expectations are reflected in the mission statement of the department

A high percentage (54%) for Case 2 “somewhat agreed” whilst 33% “strongly agree” and 13% chose “do not know”.

Table 4.21: Results for community expectations being reflected in the mission statement of the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	13	21	0	0	5	39

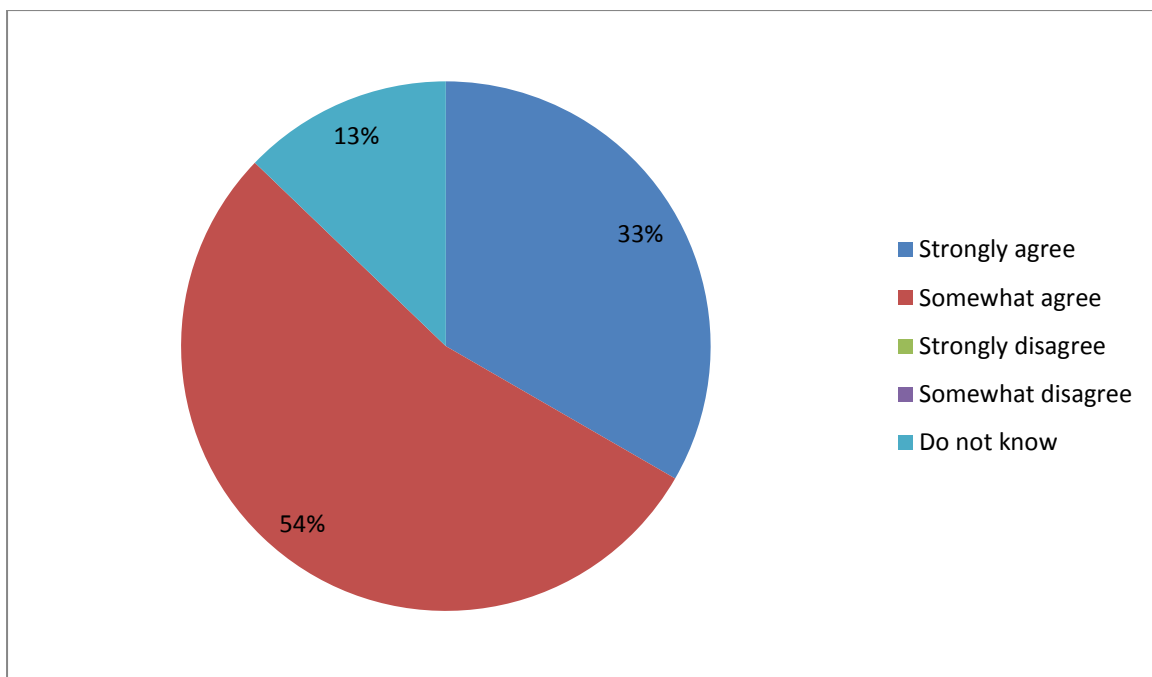


Figure 4.15: Department of Agriculture and Environmental Affairs results regarding incorporation of community expectations in the mission statement

Eighty seven percent of the participants agreed that the mission statement of the DAEA includes the expectations of the community. The largest percentage (54%) of those in agreement were not entirely

convinced hence choosing "somewhat agree" which could be an indication that the community expectations were not fully reflected in the mission statement or were reflected poorly. The public service is meant to provide services to the communities. The mission statement guides the behaviour and the performance of organisations (Meyer and Botha, 2000: 385) and will thus be required if the department is to achieve service delivery.

The values of the department are reflected in the mission statement of the Department of Agriculture and Environmental Affairs

The results were that 23% of the respondents chose "strongly agree", 67% opted for "somewhat agree", 8% chose "strongly disagree" and 2% chose "do not know".

Table 4.22: Results for reflection of values in the mission statement of the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	9	26	3	1	0	39

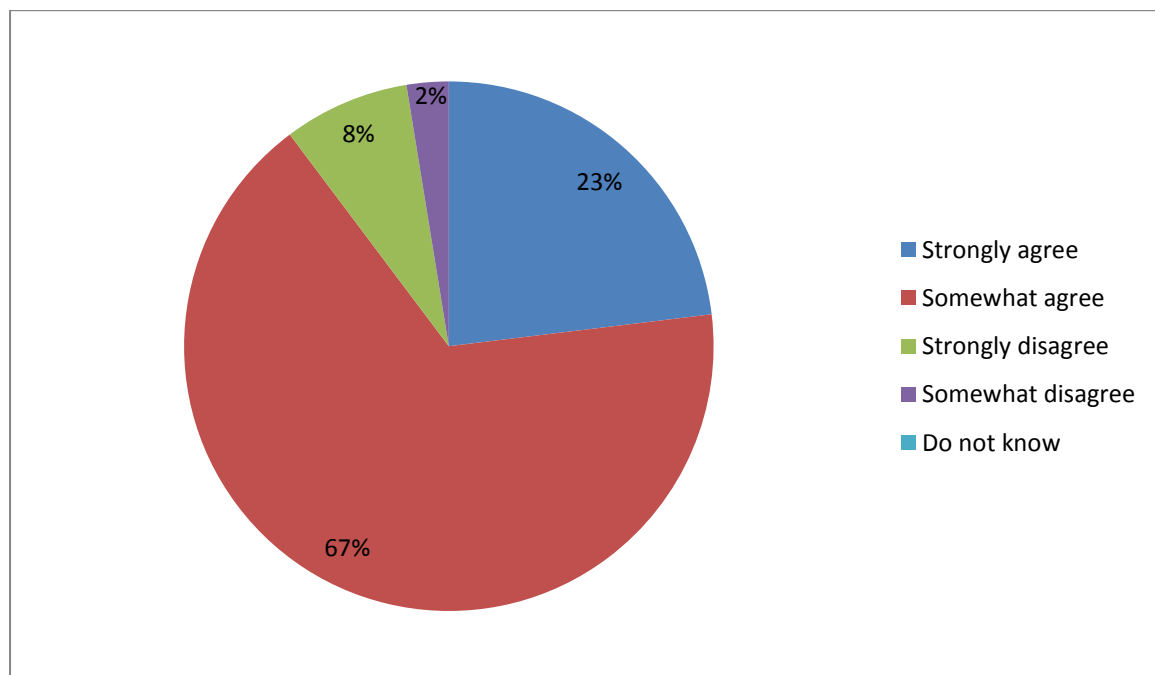


Figure 4.16: Department of Agriculture and Environmental Affairs results regarding values as part of the mission statement

In response to the statement, 90% of the participants agreed that the values of the DAEA were part of its mission statement. Sixty seven percent, the largest percentage of the respondents, nevertheless chose “somewhat agree”. The respondents at DAEA agreed weakly that the values of the department were reflected in the mission statement. Reflecting on the results, there is a suggestion of gaps in the process or in the values being on the mission statement and in the PM process.

Figure 2.2 reflects the mission of an organisation as the first step in the PM process. As reflected in the graph, the formulation of the mission statement is the first step and should influence the strategies, objectives and values of an organisation. The mission statement ultimately guides the performance of employees and the rewarding thereof. In line with the PM process, the results for PT show that the department uses PM for strategic planning, that the community expectations are reflected in the mission statement and that the values are incorporated into the mission statement.

The Outcomes Approach has resulted in improved political accountability

The results show that 26% of the respondents selected “strongly agree”, 28% “somewhat agree”, 15% “strongly disagree”, 18% “somewhat disagree” and 13% chose “do not know”.

Table 4.23: Results for Outcomes Approach resulting in improved political accountability at the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	10	11	6	7	5	39

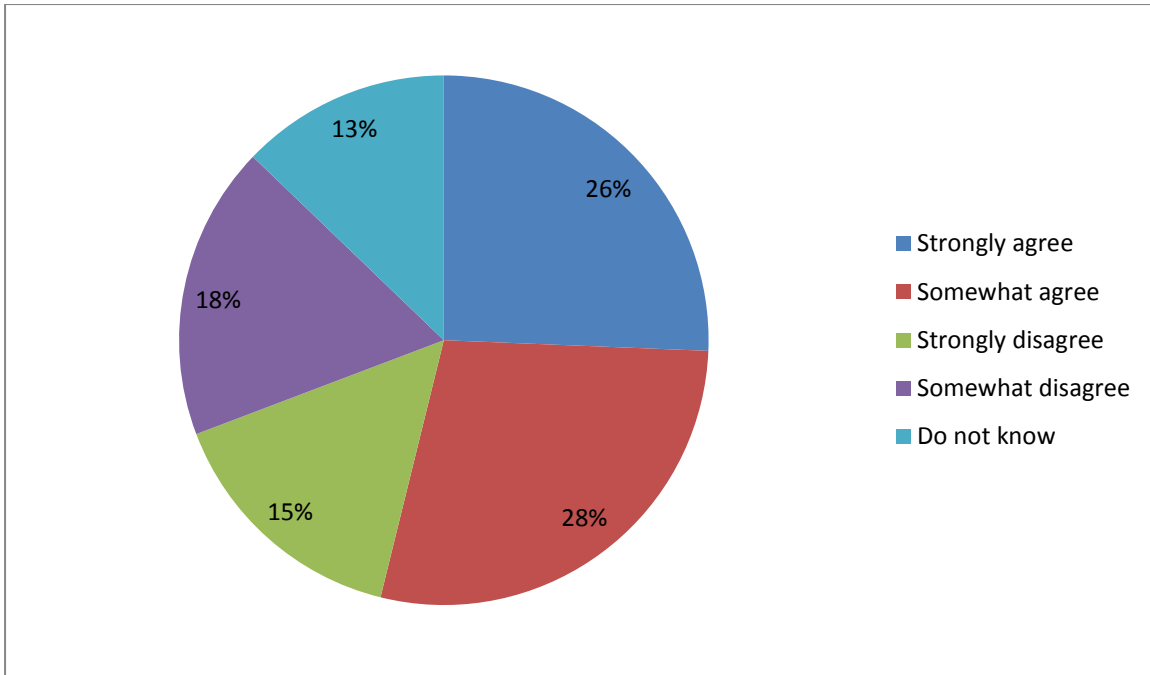


Figure 4.17: Department of Agriculture and Environmental Affairs results regarding improved political accountability post-Outcomes Approach implementation

A percentage of 54% of the participants agreed that the OA leads to an improvement of the political accountability. The highest percentage though was 28% for “somewhat agreed”, followed by 26% for “strongly agree”. Although the difference in the percentages is small, the results show that the respondents did not entirely agree that OA improves accountability. According to the PSC, the emphasis of the OA is on achieving political accountability (PSC: 2012: 13), which should therefore be achieved by the departments.

I believe that the Outcomes Approach assists the department in delivering a better service

The results for DAEA showed that 18% of the respondents “strongly agree” that OA assists in the delivery of a better service, 10% “somewhat agree”, 34% “strongly disagree”, 33% “somewhat disagreed” and 5% selected “do not know”.

Table 4.24: Results for the Outcomes Approach assisting the Department of Agriculture and Environmental Affairs to deliver better service

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	7	13	4	13	2	39

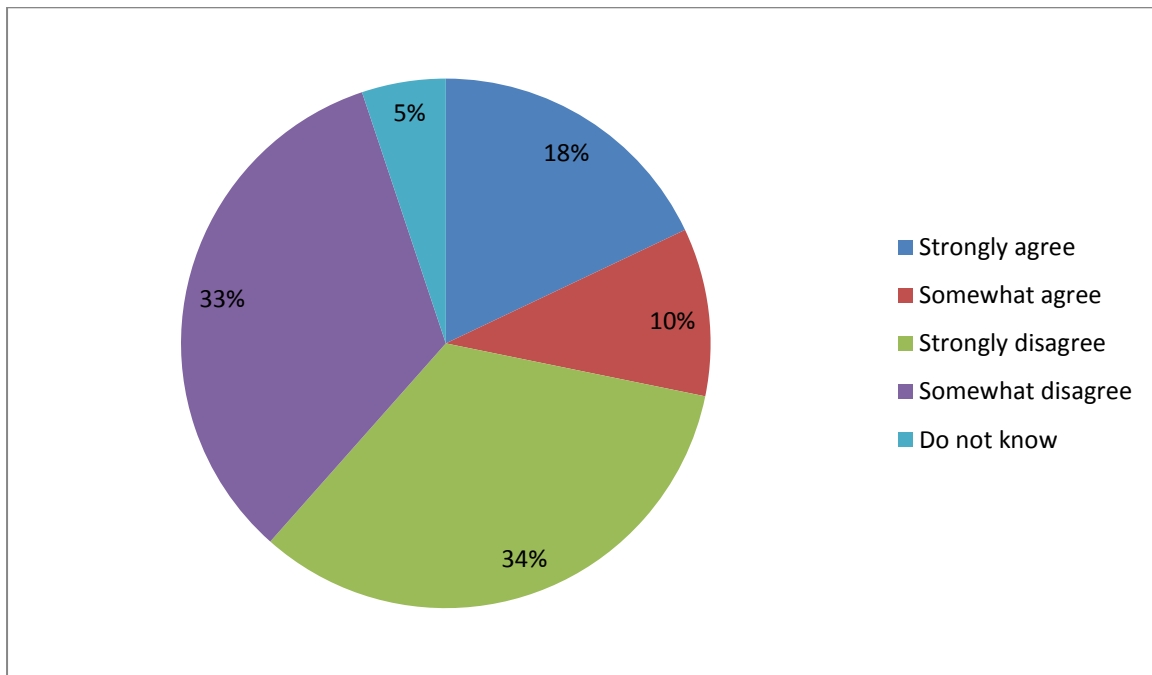


Figure 4.18: Department of Agriculture and Environmental Affairs results regarding better service delivery post-Outcomes Approach implementation

Twenty eight percent of the participants agreed whilst 67% did not agree that the OA resulted in improved service delivery by the DAEA. With those who disagreed, 34% strongly disagreed and 33% somewhat disagreed reflecting that respondents did not agree that the OA results in better service delivery. For the department to address the persistent inequality, unemployment and poverty and the lack of achievement of the “better life for all” which is the driving force behind service delivery (Presidency, 2010: 7), service delivery will need to improve.

Outcome 12 results in greater effectiveness for the department

Thirty four percent of the respondents selected “somewhat disagree”, 23% “strongly agree”, 13% “strongly disagree”, 21% “somewhat disagree” and 10% “strongly agree” on Outcomes 12 resulting in greater effectiveness for the DAEA.

Table 4.25: Results for Outcome 12 resulting in greater effectiveness for the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	19	13	5	8	4	39

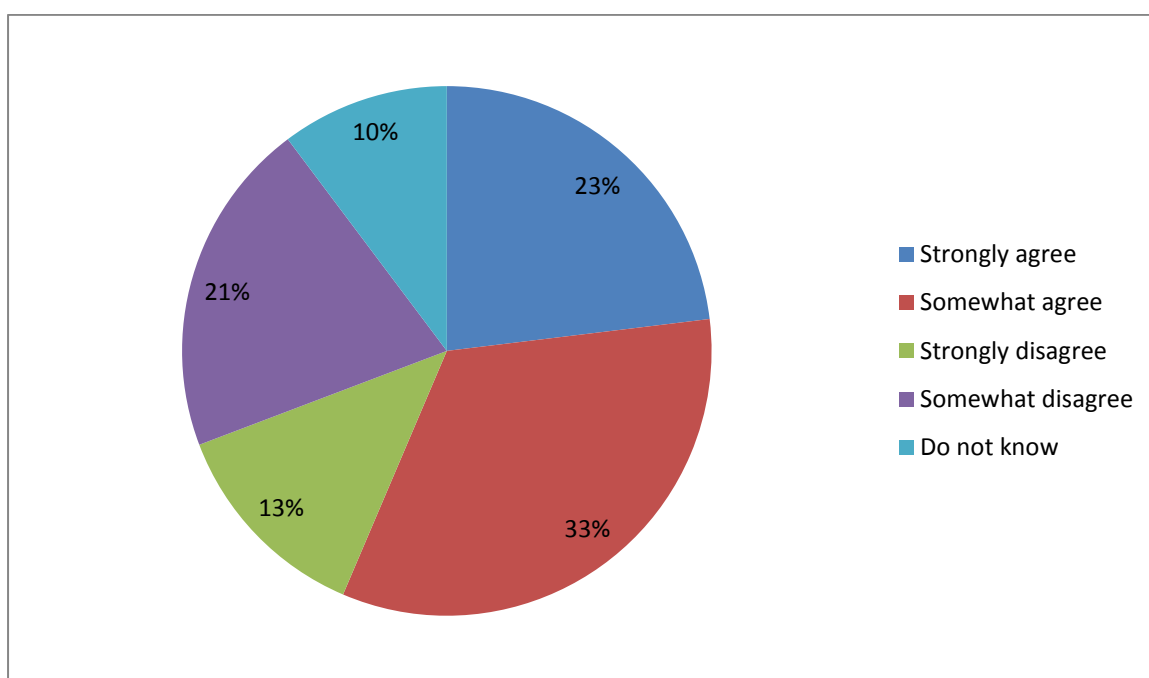


Figure 4.19: Department of Agriculture and Environmental Affairs results regarding Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation

Thirty three percent of the respondents somewhat agreed whilst 23% strongly agreed. The majority of the respondents (56%) agreed that Outcome 12 resulted in improvement of effectiveness. The indication, however, is that Outcome 12 was not seen as improving effectiveness meaningfully at DAEA.

Since the implementation of the Outcomes Approach, we focus on the outcomes and not on the outputs

The results show that, 3% of the respondents at DAEA strongly agreed that they focused on the outcomes and not the outputs since the OA, 38% somewhat agreed, 28% strongly disagree, 18% somewhat disagreed and 13% did not know.

Table 4.26: Results for the focus being on outcomes since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	1	15	11	7	5	39

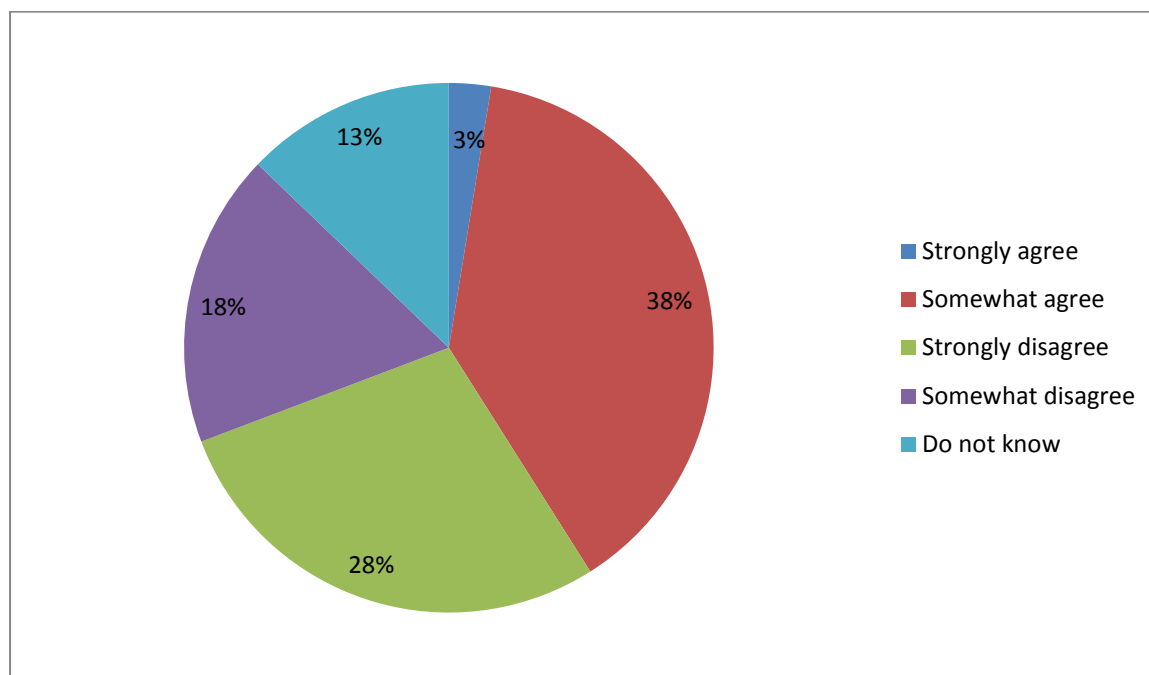


Figure 4.20: Department of Agriculture and Environmental Affairs results regarding focus on outcomes post-Outcomes Approach implementation

The highest percentage of the respondents (46%) disagreed with 28% strongly disagreeing. 41% of the respondents agreed that the DAEA focused on outcomes and not on outputs since the implementation of the Outcomes Approach. The majority of the respondents did not necessarily agree that the focus was on outcomes.

Public service performance is perceived in terms of the ability of the Public Service to deliver effective and efficient services to the public in order to reach the developmental goals that have been set for the country (Issa, 2011:1). The challenge that exists is instilling a culture that is focused on the outcomes in the organisation and the need for effective public reporting (The Scottish Government, 2011: 15). Departments therefore have a responsibility to ensure that the implementation of the OA filters to its planning as well as reporting.

My Key Performance Indicators have changed since the implementation of the Outcomes Approach in 2010

The results for Case 2 show that 20% of the respondents opted for “strongly agree”, 41% for “somewhat agree”, 21% opted for “strongly disagree”, 10% for “somewhat disagree” and 8% chose “do not know”.

Table 4.27: Results for Key Performance Indicators having changed since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	8	16	8	4	3	39

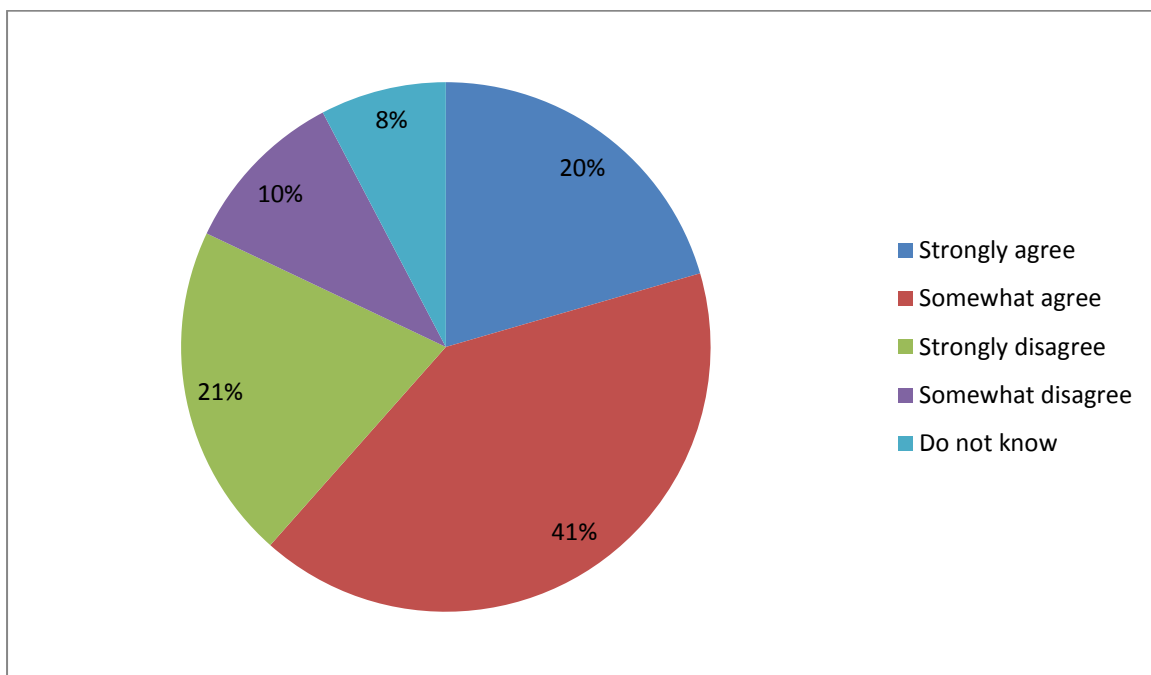


Figure 4.21: Department of Agriculture and Environmental Affairs results regarding change in Key Performance Indicators post-Outcomes Approach implementation

The majority (61%) of the respondents agreed that the KPIs have changed since the OA has been implemented, although 41% of those agreed weakly. The changes in the KPIs are inevitable. If KPIs are to be useful in the OA, they must provide an outline of the critical or pertinent aspects of outcome achievement which will measure the effectiveness as well as service delivery which will determine the efficiency (Government of Western Australia, 2004: 1).

There has been an improvement in HRM since the implementation of the Outcomes Approach

In Case 2, 10% of the respondents strongly agreed that HRM had improved after the implementation of the OA, 41% somewhat agreed, 21% strongly disagreed, 18% somewhat disagreed and 10% did not know.

Table 4.28: Results for Outcome Approach having improved Human Resource Management in the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	4	16	8	7	4	39

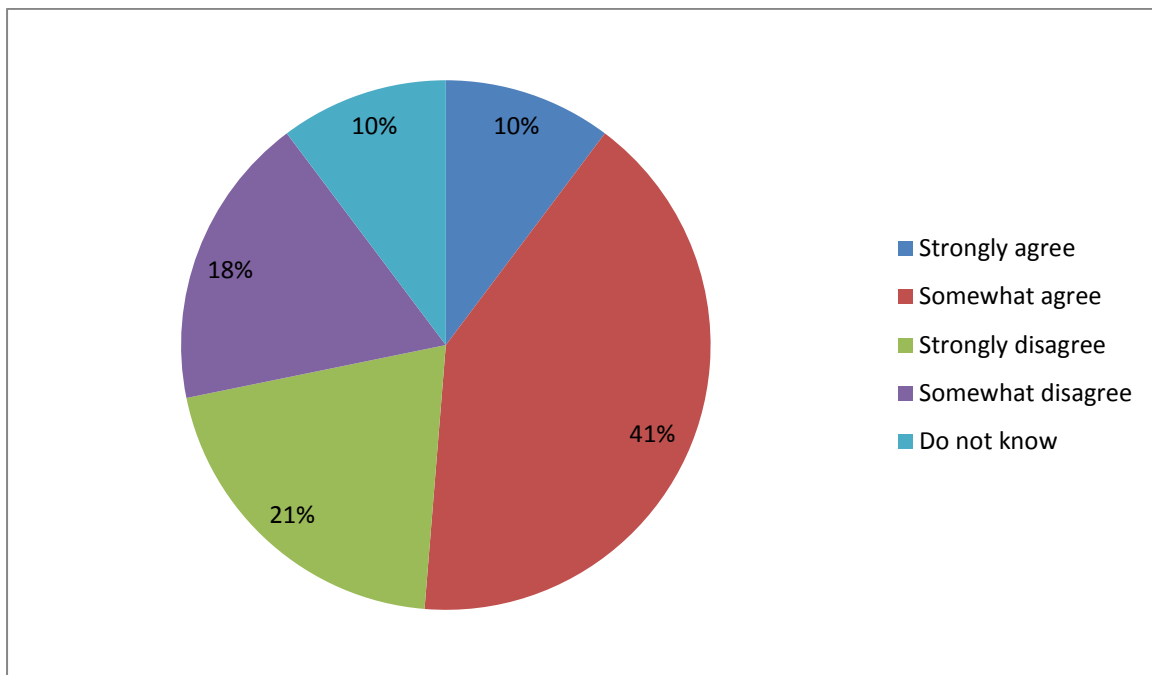


Figure 4.22: Department of Agriculture and Environmental Affairs results regarding improved Human Resource Management post-Outcomes Approach implementation

Fifty one percent of the respondents agreed that HRM had improved as a result of the OA. The highest percentage of the respondents (41%) at DAEA somewhat agreed showing that there might be weaknesses relating to HRM or its improvement. HRM needs to change and to improve in line with the changing policies and the needs of the employees.

Recruitment of staff is done such that there is an optimal fit between the employee and the department

In Case 2, whilst 5% of the respondents chose “strongly agree”, 31% chose “somewhat agree”, the same percentage of respondents (31%) chose “somewhat disagree”, 25% “strongly disagree”, 5% chose “strongly agree”, and 8% chose “do not know” for the statement.

Table 4.29: Results for optimal fit between employees and the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	2	12	10	12	3	39

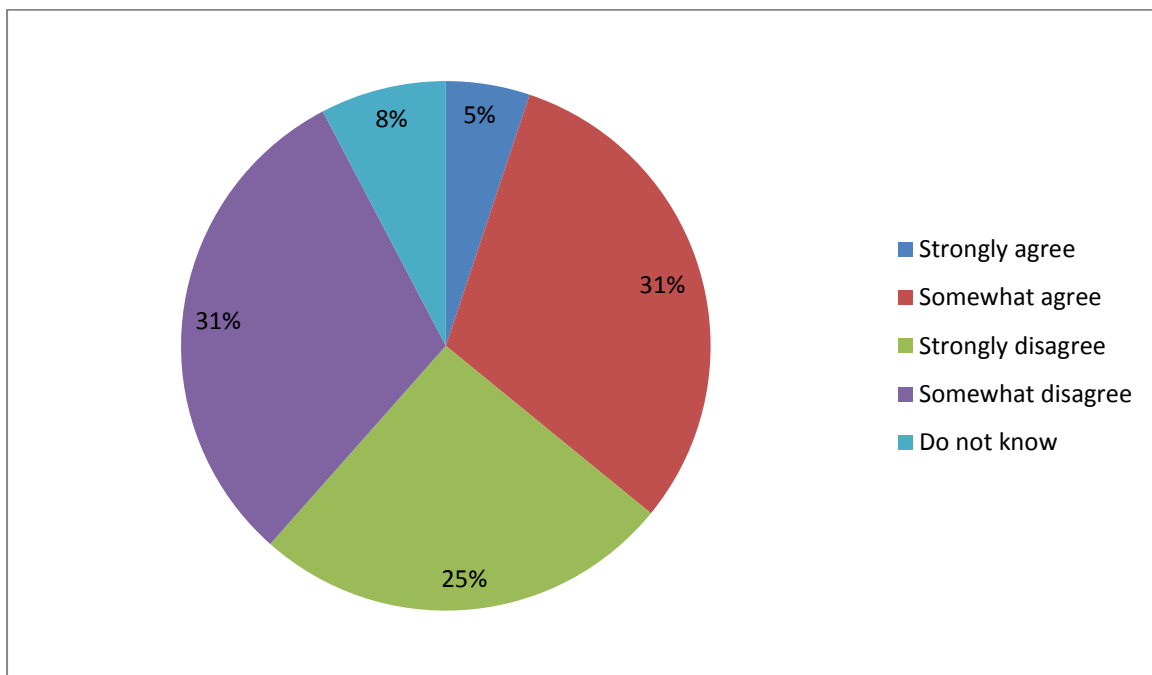


Figure 4.23: Department of Agriculture and Environmental Affairs results regarding an optimal fit achieved between employees and the department

The majority of the respondents, 56% disagreed that there was a fit between employees and the department with 31% of this percentage (which was the highest percentage) disagreeing somewhat giving an indication of the weakness in their disagreement. The importance of recruitment in the performance of employees was shown in Figure 2.3 as selection of employees is the final step in the recruitment process.

The Outcomes Approach has resulted in an improvement in the manner in which human resources is managed

In the DAEA 8% of the respondents strongly agreed that the manner in which human resources is managed has improved as a result of the OA, 25% somewhat agreed, 26% strongly disagreed, 26% somewhat disagreed and 15% did not know.

Table 4.30: Results for the Outcomes Approach improving the management of human resources

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	3	10	10	10	6	39

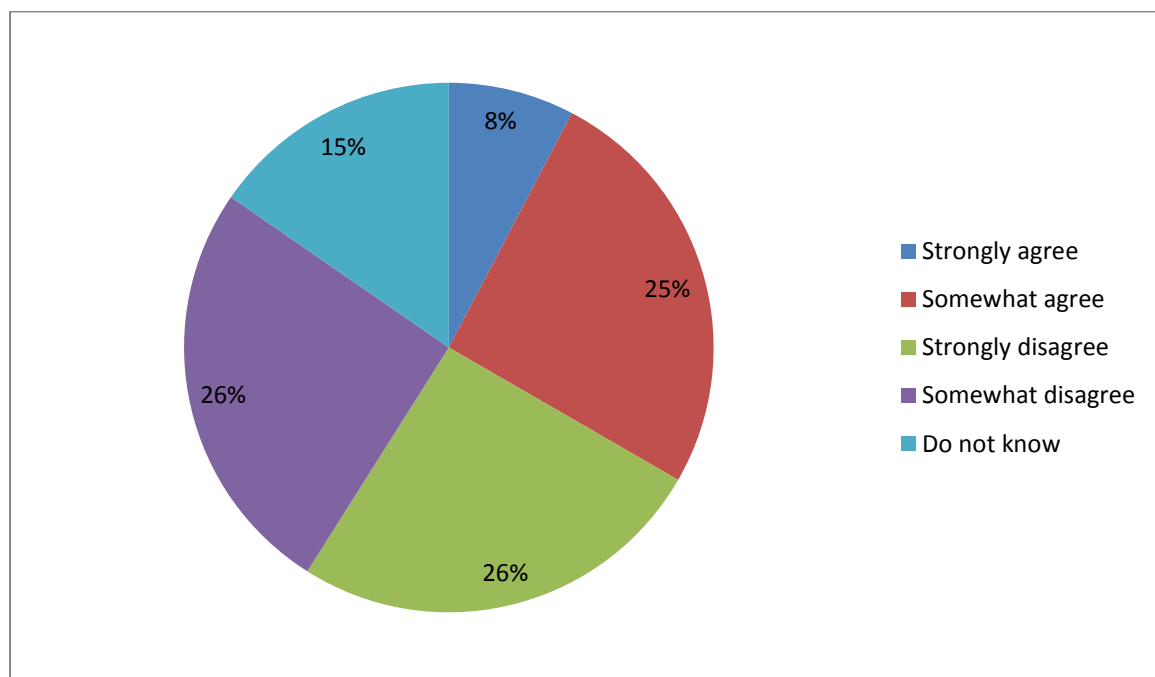


Figure 4.24: Department of Agriculture and Environmental Affairs results regarding improved management of human resources post-Outcomes Approach

Fifty two percent of the participants disagreed that the OA improves management of human resources in the DAEA, with the same percentage of 26% disagreeing somewhat. The indication is therefore that the manner in which HR was managed had not improved as a result of the Outcomes Approach. Management of employees has to support the goals and objectives of the department and has to be in line with the requirements of the department. According to Heinrich (2002: 722) failure to identify internal, external as well as cross-level influences and linking them to the management function is one

of the challenges that could impede the OA. The linking of these and linking them to the management function would influence the way in which the employees are managed.

Training of staff has improved since the implementation of the Outcomes Approach

In Case 2, 10% of the respondents strongly agreed that training of staff had increased after the implementation of the Outcomes Approach, 36% somewhat agreed, 26% strongly disagreed, 20% somewhat disagreed and 8% did not know.

Table 4.31: Results for improvement of staff training since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	4	14	10	8	3	39

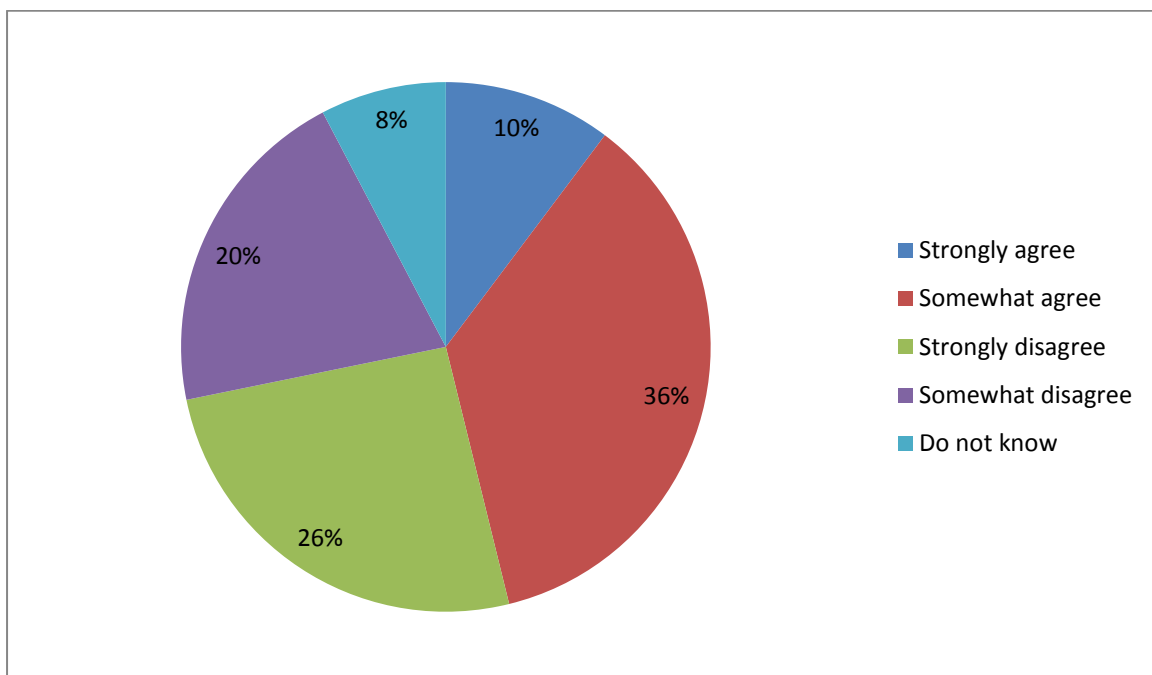


Figure 4.25: Department of Agriculture and Environmental Affairs regarding improvement of training post-Outcomes Approach implementation

The same percentage of respondents (46%) agreed and disagreed with the statement whilst 8% did not know. The results were therefore inconclusive whether training had improved as a result of the OA.

One of the main purposes of training is to improve the performance of an organisation (Grobler et al, 2011: 342). It therefore seems crucial that training is focused upon and even improved in order to ensure performance improvement.

Skills development has improved since the implementation of the Outcomes Approach

In their responses, 22% of the respondents at DAEA strongly agreed that there had been improvement in skills development since the Outcomes Approach, 44% somewhat agreed, 6% strongly disagreed, 11% somewhat disagreed and 17% claimed not to know.

Table 4.32: Results for improvement of skills development since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	8	9	10	9	3	39

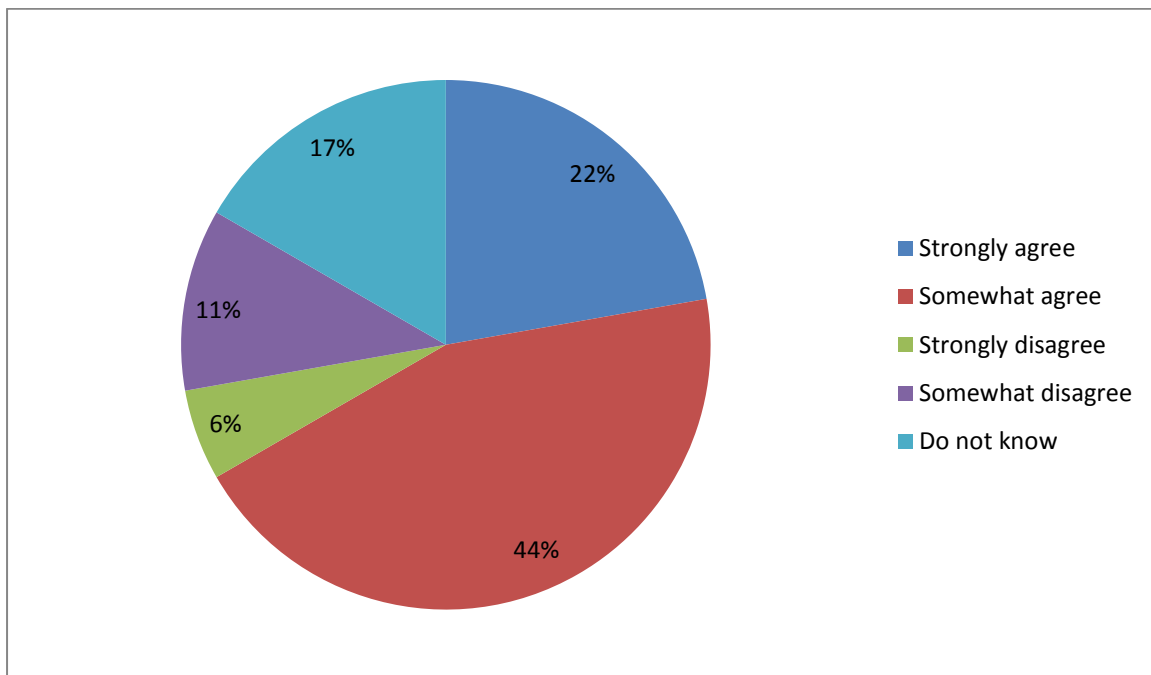


Figure 4.26: Department of Agriculture and Environmental Affairs results regarding suggested skills development improvement post-Outcomes Approach implementation

In responding to this question, 66% of the respondents agreed that there was an improvement in the development of skills since the OA was implemented. 44% of the respondents (which is the highest percentage) agreed somewhat which could mean that the level of improvement is low or slow or that there are other gaps in the skills development.

Whereas performance is a criterion which is dominated by the organisation, outcomes are broader and include a myriad of issues including job satisfaction, environmental issues and a contribution to community activities (Guest, 2011: 266).

Figure 2.3 relates the importance of HRM and HRD in the performance of an organisation. When reference is made to the Outcome 12 which necessitates the efficiency and effectiveness of the public service, rewarding of employees as well as their development would play a crucial role in ensuring that According to Issa (2011: 2), the development of the capacity of an organisation as well as the development of employees necessitates the existence of performance and incentive frameworks.

In Figure 2.1 the role of Outcome 12 is depicted as to ensure the quality of the delivery of services and access to these, management of HR and HRD and ensuring the existence of business processes, systems, decision rights and accountability management in departments. The department, including the DAES, should therefore pay special attention to the details relating to policies and frameworks so that they are able to obtain the best possible results for the implementation of these.

The results for Case 2 (DAEA) show a general weakness in the agreement of the respondents with the statements. Despite the weakness in the agreement, the results serve to prove the hypothesis of the study.

Section 4.4.4 below will now present the results alongside each other in comparison. Data which will be compared is from the same sources and the same data will be used.

4.4.4 CROSS-CASE COMPARISON FOR PROVINCIAL TREASURY AND THE DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS

In this study, secondary and primary data – being qualitative and quantitative were utilised and results have been presented and discussed per case. In this segment, data from both cases is juxtaposed and finally triangulated in order to bring the two cases together and ascertain commonalities and differences between the two. This will help create a full portrayal of data and bring the study to its finality by responding to the research hypothesis and the research questions. The comparison will commence with secondary data, and then qualitative and quantitative data will be discussed. The triangulation of all data will finalise the section.

4.4.4.1 SECONDARY DATA

Management Performance Assessment

The 2012/2013 fiscal year Management Performance Assessment results for KZN show results of the KZN departments on the Management Key Performance Areas (MKPA) as stated in the MPAT guide. According to MKPA, the following are the results as categorised according to the KPIs:

Strategic Management

Whilst the results for Case 1 show that for 67% of the indicators relating to the KPA, the department scored level 3 and level 4 for the remaining 33%, Case 2's score was level 3 for 100% of the PA. These scores mean that both departments met all the statutory requirements for strategic planning, APPs and that M&E is integrated into the strategic management.

Governance and accountability

For this MKPA, Case 1 scored level 3 for 89% of the PAs and Case 2 scored at level 1 for 56% of the PAs, 33% and level 3 for 11% of the PA. This means that Case 1 was largely compliant whilst Case 2, to a large extent, did not meet the legislative requirements

Human Resource Management

For HRM HRP, OD, HRDP, Pay sheet Certification, Application of Recruitment and Retention Practices, Implementation of all levels of PMS for employee performance and Management of Discipline, Case 1 scored level 2 for 20% of the PAs, level 3 for 70% and level 4 for 10% of the PAs which made it highly compliant whilst on the other hand Case 2 scored level 1 for 20% of the PAs, level 2 for 70%, and level 3 for 10% of the PAs which made it non-compliant. PT was highly compliant and DAEA was extremely non-compliant with regulatory requirements.

Matrix 4.9: Cross-case Summary of Management Performance Assessment Results for Case 1 and Case 2

Case	Management Key Performance Area	Compliance rate	Non-compliance rate
1	Strategic Management	80%	20%
2		10%	90%
1	Governance and Accountability	89%	11%
2		11%	89%
1	Human Resource Management	80%	20%
2		10%	90%

The results show that there is no general accomplishment for the departments in KZN for the assessments. Each department scores differently according to the level of implementation of the prescripts. The gap in the compliance and non-compliance across departments should be a cause for concern, especially with the requirements for integrated planning at provincial level and coordination of reporting for the departments.

On perusing the performance planning documents, it appeared that both departments drew up their five-year strategic plans, the APPs and the Annual Reports as required by the Treasury Regulations. The APPs of both departments were done using the information on the Strategic Plans and were part of the planning process. The reporting was done using the Annual Reports. The results of the analysis will be presented comparing the case studies which is typical of the case study strategy (Yin, 2009: 34). The cross-case analysis also brings into view, though post-positivism – the objective but multiple realities experienced by respondents as to the OA implementation. Through an underlying social constructivist worldview it can be seen from a departmental comparative perspective how participants qualitatively perceive the transition to the OA (or lack thereof).

4.4.4.2 PRIMARY DATA

Primary data which was gathered in both cases is presented as qualitative and quantitative in line with the type of data gathered for the study.

4.4.4.2.1 QUALITATIVE DATA

Qualitative data which were gathered through interviews showed that PM in both departments was carried out according to the policies and guidelines of government. Performance planning and reporting followed the guidelines. Neither department had implementation plans or followed any formal process in introducing OA. One respondent in the DAEA said that it was introduced at MANCO and another respondent at PT said that workshops took place. The other respondents were unaware of those processes. Neither department ensured that employees were made aware of the approach, its significance, the change that it would bring, and its impact on how work was to be performed and services delivered. Despite this, however, employees in both departments were fully aware of the OA and understood its purpose and its significance in achieving service delivery improvement in the PS. Both departments had implemented the OA by linking their KRAs to the relevant outcomes and reporting on these as expected. Although it was known that MECs were expected to sign DAs, none of the employees were aware of the DAs and what was expected of their MECs. Both departments complied with the reporting requirements that were introduced as a result of the OA. PT had a responsibility of coordinating reports, so their role was that they also collated reports on the outcomes and sent these reports to the relevant sectors at national level.

Both departments were finding it difficult to implement the OA model so that a link was created between the input, activities, output, outcome and impact. The link is still between the budget, as a resource, and the KPIs and targets. The PM planning and reporting documents still reflect outputs. The responses showed that there had been only nominal change in the way things were done.

Provincial Treasury had put measures in place to address poor performance, including development of poor performing employees. According to the respondents, they were also implementing the Batho Pele (BP) principles which ensured that the needs of the clients are placed first. The DAEA respondents felt that if the department was focused on improvement of performance, it would invest in the development of its employees.

Respondents from both departments emphasized the need to include citizens in the setting of standards and for standards to be clear, concise and fair. HRM respondents from both department felt that effectiveness, efficiency and development can be achieved if departments appointed the “right

people for the job”; that was perceived to be the essence of HRM. PT has had an increase in programmes focusing on the development of citizens, including the internship programme which had been intensified and the preference to appoint all interns in permanent positions. Good communication was also said to exist from the HR directorate to the employees and this contributed positively to HRM. With the DAEA, no remarkable difference had been experienced. Whereas HRM was seen as having the ability to contribute to departmental outcomes, there was no noticeable difference which could be attributed to HRM working towards the efficiency and effectiveness of employees.

The importance of HRD was expressed by respondents in both departments. It was seen as crucial in the attainment of Outcome 12, which, unlike the output model, was not focused on the effectiveness only, but on asking “what then” as was stated by one of the respondents. While there had been perceptible change at DAEA, PT had implemented HRD frameworks that had been introduced by DPSA and had been “innovative” in introducing programmes for interns and learners. The introduction of the literacy programme and the bursary scheme was highlighted as part of the development of citizens. In PT the attainment of goals in itself was seen as a means of empowering citizens. The implementation of the OA was seen as necessitating the elevation of such programmes and looking at other opportunities to strengthen community focused programmes. According to the DAEA respondents, if employees were empowered, they would be more confident in their work and would therefore be more interactive with their clients. The nature of the work in DAEA is developmental and programmes are in place to develop clients. That has, however, not been influenced or improved by the implementation of Outcome 12.

The following segment will compare the findings of the research in both cases and will be categorised according to the research objectives and by implication complementary research questions. Each segment per research objective concludes with a data matrix comparing responses between respondents from each department, these are Matrices 4.9 to 4.12.

Research objective 1: Effectiveness of the Outcomes Approach

Responses from the interviewees showed that the process of PM followed the legislative framework and was in line with Mucha’s definition (2009: 51) of “an ongoing, systematic approach to improving results through evidence based decision making, continuous organizational learning and a focus on accountability for performance”. At PT, before commencement of the financial year, “towards the end of the year”, the APP is circulated to SMS members who submit their input. Once finalised the document was sent to the Accounting Officer to be signed off. QPRs were conducted and reports were submitted to the responsible unit. Performance evaluation, however, did not take place. The focus of

the department was on the expenditure of the budget and whether it was spent on what it was allocated for and that targets in the APP were met. The DAEA followed a similar process with meetings being held to finalise the APP. The focus was on improving targets from the last financial year and attaining the new targets.

When one compares the PM process in the departments with the Performance Management Process in Figure 2.2, the first step in the process is the mission and the first step in PM in the departments is strategic planning where a mission and vision is developed or reviewed. After strategic planning, each department drew up the APP which is an implementation plan geared to the attainment of the strategy. The directorates within the departments developed work-plans and performance agreements of each employee based on the information on the APP. Quarterly, half-yearly and annual reviews were conducted and employees rewarded in line with the EPMDS and budget availability. These steps are in line with the Review and the Total Reward System in the model in Figure 2.2. The next step in the departments was the assessment of the departmental performance and reporting thereof. The departments should then be developing programmes to improve performance in areas where this is required. This would be in line with the Performance Improvement Programmes which is the final step in the model. Should there be a gap in performance at an employee level; programmes would have to be devised to assist the employee. The PT showed that there is a comprehensive policy and plan on improvement of poor performance for employees, which the DAEA, according to the responses, did not have or did not implement.

When the question was posed to respondents on PM, four managers spoke of employee performance only and two of organisational performance, commencing at the APP level; two respondents spoke of organisational performance starting from the strategic plan and how it integrated with employee performance. The responses highlighted what was in the literature and, specifically points raised by Summermatter and Siegel: (2009: 3) that performance “is an elusive concept” and that it was defined differently by different people. In the systems thinking it is important that the integration of all components is achieved and that the relationships between the components are mapped (Brudan, 2010: 116). Armstrong (2000: 8) also acknowledges the need to integrate PM with other systems in the organisation, horizontally as well as vertically.

There was, however, a disjuncture on the roles and responsibilities of strategic planning at PT. The disjuncture is caused by the allocation of roles and responsibilities for strategic and performance planning and reporting. The finance chief directorate was allocated the responsibility for the development and submission of the APP, however, the responsibility of PM and/or strategic planning was unclear. Between Finance and Corporate Services the roles were indeterminate. The situation was also caused by the fact that, whereas departments have directorates in their structures responsible

for PM, PT did not have such a structure in its organogram. As such, the function was not performed by duly qualified people who would provide a holistic function for the department from strategic planning of the department to performance monitoring, evaluation and reporting. At the time of the study the function was performed by employees who were finance specialists and whose main role was budgeting and expenditure. The employees ensured that the APP was developed every financial year and duly submitted. They also collated data for performance reporting. Where the five-year strategic planning was concerned, there was confusion between finance and corporate service as to the roles and responsibilities thereof. The department was, however, said to be investigating the creation of a unit which would be responsible for performance planning, monitoring and evaluation. On the other hand the DAEA had a fully-fledged M&E directorate which performed the functions linked to strategic planning, performance monitoring and reporting. Although the directorate was called Monitoring and Evaluation, the evaluation function had never been performed, neither before nor after the implementation of OA. The lack of performance evaluation seemed to stem from the lack of capacity for evaluation, which is a problem that had been highlighted as a PS wide concern in the Evaluation Policy. The directorate did not have any vacancies and the capacity problem could be a gap in skills.

In both DAEA and PT, the OA and its purpose were known by the respondents. Its purpose of increased accountability and improved service delivery was clearly understood by the participants. There was nonetheless a lack of knowledge on how it could be integrated into the systems of the department. Although in the study by Hampson et al (2012: 43), they state that OBPM shows that the focus of the system should not be on input and procedures, but on outputs and outcomes-based objectives, respondents felt that the departments had not moved from the input-output approach as the APP still focused on targets of the output. Although in both cases there was compliance with the reporting on outcomes, there was a gap identified as the characteristics and the imperatives of the approach were not incorporated into other systems within the department. The state of affairs had an influence on Output 3 of Outcomes 12 which gives focus to the business processes, systems, decision rights and accountability management.

The role of OA in the employee performance management had not been determined by either department. This could create lack of integration of organisational performance and employee performance which could lead to one or both systems not being fully or effectively supportive of the other system. That could render both systems being ineffective. The link between the organisational as well as individual performance was raised by the South African government (Presidency, 2010: 16) where it highlighted the need to re-orient the individual performance management system so that it focused on outcomes and the alignment of incentives to sectoral and institutional outcomes. The need for a “strategic logic” in defining the link between the outcomes and the operational activities was

also impressed upon. Strategic planning forms the basis for OBPM and guides the organization's activities and its processes (Bryson, 1995: 5). The department needs to define the role of outcomes in the planning system and this should be communicated and inculcated in the employee performance management systems. Lowe also raises a point on the complexity of outcomes and that they are not deliverables of a programme or an organization (2013: 213). The complexity highlighted by Lowe could be at the centre of the lack of visible and OA aligned changes in the strategic plans, the APPs and the work-plans that show a focus on the outcomes.

On a question of the OA being effective, respondents remained unconvinced. Phrases that were used were "accountability is not enforced", "things are basically the same", "non-financial information needs to be taken seriously", "AG audits financial information, and there are currently no systems in place to audit non-financial information", and "outcomes need to be broken down and linked to outputs". Although reporting on the outcomes took place, whether the purpose of the OA was being achieved and whether there was improvement in the lives of those that the department served and or increased accountability, was disputed. The absence of a system that gave effect to the OA model in Figure 2.4, where inputs were linked to activities which gave rise to outputs, through which outcomes were achieved and impact was realised, was a point of concern in departments. Hampson et al (2012: 43) in their study confirmed that the OBPM approach should have a "sound programming process that clearly establishes a logical hierarchy of the means by which the agency's strategic objectives will be reached and outcomes achieved" This was clearly not done in the departments. The absence of the process of evaluation of impact in order to determine outcomes resulted in the department not being able to determine whether they were making headway in dealing with the issues that are meant to be addressed by the OA.

Whether the system was effective in terms of achieving its purpose especially in relation to outcome 12 and improvement of lives of citizens, was not evident. The lack of evaluation systems meant that the department should develop systems of evaluation as a matter of urgency so that there could be progress towards the full implementation of the OA. Literature showed that there are inherent loopholes in the PMS in the PS which lead to poor service delivery (Manyaka and Sebola, 2012: 300). The loopholes were also evident in the DAEA and PT.

President Zuma, as cited in the State of the Public Service Report (2010: 4) had noted "serious gaps in intergovernmental coordination" and he "observed different spheres of government acting in a manner that is sometimes contradictory". There was a clear movement towards closing that gap at provincial level. The existence of provincial structures on service delivery, especially Operation Sukuma Sakhe (OSS), ensured that the provincial and local governments integrated their resources in order to give a holistic service to the citizens of the province. Such effort was, however, not being taken advantage

of by the departments who could use the profile data and the identified service gaps to plan and to deliver services in line with the obtained information. The existence of this structure and others like the Provincial Planning Commission, Batho Pele Forum, COHOD and the development of the Provincial Growth and Development Strategy (PGDS) and the subsequent plan, ensure that Output 1 of Outcome 12, which is service delivery quality and access, is achieved. The Premier’s Service Excellence Awards was also mentioned by respondents in PT as one of the tools that were there to drive service excellence and both departments had entered as all departments are expected to enter each year. No evidence could, however, be found on the effectiveness of the OA.

Matrix 4.10, captures the quintessence of the interview responses obtained from the two cases and presents them in a comparative manner. In comparing the cases, the similarities and differences are identified and will form part of the discussion of findings and policy recommendations.

Matrix 4.10: Comparative Cross-Case Analysis for Qualitative Data

OBJECTIVE 1: EFFECTIVENESS OF THE OUTCOMES APPROACH		
INQUIRY	CASE 1	CASE 2
Compliance	PM is in compliance to the policies (PT-R1, PT-R2, PT-R3 and PT-R4)	PM is according to the public service policies (DAEA-R1, DAEA-R2, DAEA-R3, DAEA-R4 and DAEA-R5)
Difference between input-output approach and OA	OA is evidence based. It looks at the results of services (PT-R2, PTR3)	Outcome is a result of output. OA is externally focused, is service delivery oriented and answers “to what extent does what we do help us” (DAEA-R2, DAEA-R4, DAEA-R5)
Using OA to increase accountability	The AR and the Report to Citizens are published. The budget is linked to the outcomes (PT-R1, PT-R3, PTR4)	Improve coordination and integration at strategic level. Get rid of silos and professional segregation (DAEA-R2, DAEA-R5)
How OA was implemented	Implementation was not planned and was weak. It was done by implementing the National Treasury guidelines (PT-R2, PT-R4)	Does not know if OA was indeed consciously implemented. Implementation has never been pronounced. No process was followed to implement it (DAEA-R1, DAEA-

		R2, DAEA-R4, DAEA-R5)
Why OA was implemented	OA was implemented in the PS because research conducted showed a “disjuncture”. It was introduced to achieve better planning (PT-R1, PT-R2, PT-R3)	OA aims to deliver services as a package. Its purpose is to get rid of “silo mentality” and “facilitate integration” and “streamline service delivery” (DAEA-R1, DAEA-R2, DAEA-R4, DAEA-R5)
When OA was implemented	Does not remember when the OA was implemented in the department (PT-R2, PT-R4)	It was implemented in 2011 through the signing of the DA by the MEC. Its implementation has not been seen (DAEA-R1, DAEA-R4, DAEA-R5)
Policies affected by OA	A new national strategic framework for HIV/AIDS, HRD and Employee Wellness were developed. Frameworks for performance reporting might have changed. Policies relating to recruitment and selection(PT-R1, PT-R2, PT-R3, PT-R4)	“Business as usual”. No policy change. No policies have been reviewed by the department (DAEA-R2, DAEA-R4, DAEA-R5)
Link between input, output and outcomes	It is difficult to link outputs to outcomes. KRAs have to be broken down into activities and outcomes have to be broken down (PT-R1, PT-R2, PT-R4)	Daily activities have to be reviewed to see whether they will achieve the outcomes. Make the attainment of outcomes part of performance planning. Implement relevant regulations and guides on PM (DAEA-R3, DAEA-R5)

A concern raised by Law (2013: 5) that managers are held accountable for outcomes which they have no control over was however not found to be a concern. Managers were responsible for their specific functions in their specific departments. They reported on those to the department and the department had a duty to report externally to the relevant departments but in all cases protocol should and was observed. An outcome could be a convergence of a multitude of outputs from various managers, but each manager was accountable for his/her performance in his/her area of employment.

Research Objective 2: Outcomes Approach and Human Resource Management

In the DAEA and PT, in line with the White Paper on Human Resource Management (WPHRM), the day-to-day management of HR was devolved to line managers within the departments and HR professionals gave policy advice and professional HR services. When reference is made to the theory, departments are using the Positive Personnel Management and Strategic Planning HRM as HRM was found to be cross functional and the purpose was to link HR policies to the strategic requirements of the department. The theory postulates a working relationship between HR professionals and operational managers with the purpose of improving employee morale and organizational performance. It highlights the need for HR managers to participate in the strategic planning processes of the organization. It works towards the improvement of morale of employees and enhancing organizational performance by bringing together the HR professionals and operational managers. A study by Guest (2011: 272) on HRM and performance proved the hypothesis that a fit between the strategy, structure and HR policy and practice would record improved performance.

Whereas HRM was said to be strategic in the DAEA, the assertion was not supported by other respondents in the department. Four respondents at DAEA felt that HRM was merely the appointment of people and was otherwise not visible. Responses also showed that there was no matching of the post to the skills and abilities of the people. Grobler et al (2011: 15) state that organizations who focus on recruitment, employee motivation and team building can expect productivity from its employees and success of the organization. Respondents described HRM as not having changed and still being focused on recruitment and selection but not on other aspects of HR, including wellness, inclusion of operational managers in HR and improvement of employee/employer relationship. The lack of good relations was affecting performance and worked against the purpose of OA, with special reference to Outcome 12. From the interviews conducted, it became apparent that this culture stems from the political and executive leadership. In DAEA the Management Committee (MANCO) meetings, had ceased to become an interactive platform for decision making, but a one-way process.

The academic as well as the business world believe that, through the use of human resources as the basis, and the integration of the strategic organisational planning and OC, a competitive advantage can be achieved (Manning, 2010: 151). PT had a HR directorate that was seen as a strategic partner and was actively involved in HRM. The department had implemented the national frameworks that had been introduced by DPSA to improve HRM. The interdepartmental structures such as the HR and the HRD Forum addressed Output 2 of Outcomes 12, which is HR management and developments.

Whereas these forums exist to ensure improvement in HRM and HRD, such improvement was registered by respondents at PT, who, however, pointed out that HRM “has always been good”. The department conducted planned surveys to assess the morale of its employees. There was also good employer/organised labour relationship. To a large extent this was attributed to the HR directorate which introduced structures to address matters of mutual interest. These structures had a positive influence which led to a more conducive working environment. PT had developed various programmes to ensure the wellness of employees. There was participation of the MEC and the HOD in employee programmes. The involvement of the political and executive leadership in the programmes targeting employees was viewed in a positive light. The “mingling” of the MEC and the HOD with employees made them seem more accessible to employees and made them part of the unit. HRM in the department was said to be strategic. The HR directorate had established good relations with the employees and was said to be communicating “all the time” with them. HRM in the department included running programmes that contributed to the holistic wellbeing of employees and contributed to the low absenteeism rate. It needs to be mentioned, however, that these programmes were introduced, not as a result of the OA, but because of the effectiveness of the HR directorate.

In the DAEA, the relationship and the culture of the department was said to be signified by the segregation of management and employees where management were far removed from the employees. There was also a “silo mentality” which resulted in seclusion of directorates instead of integration of functions and resources. This negated the nature of OA. The segregation is such that management will not respond, or attend to departmental matters, no matter how important, if the person coordinating the matter or making contact was below them in level. This affected HRM as it determined the relationship between management and employees. The lack of interaction in management meetings was also cited as a concern which rendered the managers voiceless in matters that affected administration and management in the department. Management was there to address and to take decision on policy issues, but there was no prioritisation of policy matters. This affected HRM in that there was no proper decision making and therefore no communication of decisions to lower levels, no escalation of issues, no proper strategic planning that would be informed by previous performance information and other relevant factors, no improvement in the implementation of Outcome 12 as there was no platform to discuss the MPAT results. It is important that departments take cognisance of information relating to their performance and utilise it to plan. Halachmi (2011: 37) emphasized that data should be used by managers to learn from the past and to improve their future performance.

In his study on OC as a management perspective, Weeks (2010: 53) suggests that OC can be managed such that there is alignment of the strategy and culture. A strong culture should be modelled and embodied by the leadership of the organization. The differences in culture and leadership style in the

departments also emerged in the research. Although this was not in the scope of the research it was highlighted as having an impact on the performance of the departments and influenced HRM and other systems in the departments. This is in line with the systems thinking where an organisation is seen as a collection of systems which influence each other. It also supports the model on Performance Management as an integrative process in Figure 2.1 which sees PM being at the centre and having an impact on valuing people, paying people and involving people all of which are part of HRM; as well as in developing people which falls under HRD.

Presented next are comparative responses regarding the OA and HRM.

Matrix 4.11: Comparative Cross-Case analysis of Outcomes Approach and Human Resource Management

OUTCOMES APPROACH AND HUMAN RESOURCE MANAGEMENT		
INQUIRY	CASE 1	CASE 2
Performance Improvement	Focus on improvement of poor performance. The department implements the BP principles (PT-R1, PT-R2).	Performance improvement relies heavily on the effectiveness and development status of the employees. Development of skills will result in improved performance (DAEA-R1, DAEA-R2, DAEA-R4)
PMS and an inclusive citizenship	Performance is directed to citizens. Setting of standards needs to be clear, concise and fair to the citizens (PT-R1, PT-R2, PT-R3)	Government is there to try and respond to the needs of communities. Citizens should be part of setting standards to measure departmental performance (DAEA-R2, DAEA-R5)
HRM and effectiveness and efficiency	HRM has to introduce interventions to achieve effectiveness, efficiency and development. Focus on appointing the right people for the job (PR-R2, PT-R4) Inclusion of citizens in setting of standards. Various training programmes for citizens (PT-R1, PT-R3)	Effectiveness, efficiency and development cannot be achieved without including HRM. An employee needs to be placed correctly for him/her to be effective and efficient (DAEA-R2, DAEA-R4, DAEA-R5) No remarkable difference in HRM (DAEA-R2, DAEA-R4, DAEA-R5)
HRM and	The department is engaging in more	Existence of PS is to serve the public

empowerment of citizens	programmes focusing on citizens. Good communication from the HR directorate (PT-R2, PT-R4)	and to satisfy their needs. HRM should contribute positively to the outcomes (DAEA-R2, DAEA-R4, DAEA-R5)
-------------------------	--	--

Although there were mixed HRM systems in place and there were positive responses from the respondents, there was no evidence that the OA had played any role in this state of affairs. From the qualitative data received, no evidence of improvement in HRM as a result of the OA could be established.

Research Objective 3: Outcomes Approach and Human Resource Development

Both DAEA and PT respondents acknowledged the important role that was played by HRD in developing a public service which is effective, efficient and development-oriented in line with Outcome 12. Both departments followed the relevant policies and guidelines in identifying, planning and providing training for their employees. The Workplace Skills Plan was being used by the departments to plan training for the financial year. At PT, the prioritisation of training, although necessary, meant that organisational requirements took precedence over training that was not in demand. This could limit the progression of employees and could negate the purpose of HRM, which is, amongst others, to ensure that employee aspirations are nourished within the departmental objectives.

According to Kanyane and Mabelane (2009: 63), development and rewards are positive outcomes of a PMS. Although both departments had implemented the EPMDS which consisted of the PDP, it was felt that training and development was done in an unfair manner. Systems which responded to the legislation and government policies on training and development of employees were not benefiting employees equally, despite the training and development having been reviewed so that poor performance could be managed. The respondents at DAEA, except for one, did not see the role of the PDP being to inform the training needs of the department, although the directorate responsible for HRD said that it did. Management of employee performance in both departments followed the EPMDS and the SMS Handbook. The PT had devised programmes in a bid to extend its training to communities. In partnership with other organisations, programmes teaching members of the public about finances are said to be running successfully. Whereas PT's mandate is focused on departments, DAEA is focused on citizens and the nature of service delivery necessitates that it develops clients. This was done on a continuous basis. Two respondents at DAEA questioned the fairness of EPMDS where the system was said to be dependent on the relationship that the employee had with his/her supervisor. The concern is similar with what was raised by O'Donnell (1998: 33) who stated that the

decision on the individual's performance rested with management and that there was a lack of trust on the capability of management to make objective ratings and a perceived poor capability to judge performance because of their lack of technical experience necessary for certain posts. At PT, poor performance was handled through interventions by line management, with the assistance of the HR directorate. Good performance was rewarded accordingly by both departments. Training and development was done in response to organisational needs or individual performance needs.

The PT department was driven by the purpose of achieving a clean audit and rules and regulations had to be complied with. Directorates had created control measures like checklists to ensure that employees adhere to the rules. The development of employees was emphasized as it facilitated the attainment of departmental goals and objectives and improvement in service delivery. Development of employees should be in line with the OA, however, that is linked to the department understanding what its needs are in order for it to be able to implement OA effectively. It can thereafter develop or source training to address those needs. That therefore goes to the need to link even the Workplace Skills Plans to the OA.

Next presented is a data matrix comparing responses from the two case studies as to the OA and HRD.

Matrix 4.12: Comparative Cross-Case analysis of Outcomes Approach and Human Resource Development

OUTCOMES APPROACH AND HUMAN RESOURCE DEVELOPMENT		
INQUIRY	CASE 1	CASE 2
Effect of Outcome 12 on HRD	HRD is at the centre of efficiency, effectiveness and development of employees. It addresses issues of inefficiency and ineffectiveness (PT-R1, PT-R2, PT-R3) The implementation of frameworks has resulted in HRD having to change its focus. There are special programmes for interns and learners. Assessment of effect of training (PT-R1 and PT-R3)	Delivery of effective and efficient services requires skilled and empowered employees (DAEA-R1, DAEA-R2, DAEA-R4, DAEA-R5) There has been no noticeable effect on HRD (DAEA-R1, DAEA-R2, DAEA-R4, DAEA-R5)
HRD and empowered	Inclusion and empowerment is through the attainment of goals and	HRD leads to an empowered and accessible workforce which leads to

citizens	being accountable with the budget (PT-R1and PT-R4)	included and empowered citizens (DAEA-R2, DAEA-R4)
----------	---	---

There was no evidence from the qualitative data to show that HRD had improved as a result of the implementation of the OA. The responses however showed that the respondents felt that there was a link between the OA and HRD and that focusing on the development of employees and on their performance would assist in the attainment of the goals of OA.

4.4.4.2.2 Emerging Themes from Qualitative Data

In qualitative studies, the researcher must be alert to broader concepts and meanings that reach beyond responses to individual interview questions to a combination of responses that inform theories and concepts underlying the study. From the analysis of the qualitative data, it became evident how respondents were socially constructing their experience (or lack thereof) with implementation of the OA. At this stage of the dissertation, the themes that have emerged from the study in both cases will be extracted and discussed. The themes of employer/employee relationship, Human Resource Management and leadership, organisational culture and management of employees' wellbeing emerged from the data. Each theme is discussed in turn.

Employer-employee Relationship

The importance of good employer/employee relationship came up often in the responses of the interview participants (DAEA-R2, DAEA-R4, DAEA-R5, PT-R2, PT-R4). The effect of the relationship in the effectiveness of the OA and in the implementation thereof cannot be overlooked. A plethora of legislative framework exist which governs the relationship between the employer and the employee, however, these are not adequate to ensure that the relationship is beneficial. According to Karnes (2009:192), the concept of self-fulfilling prophecy plays a role in shaping employee behaviour at work. This concept pronounces that an employee's behaviour is determined by the way that they are approached and treated in the workplace. Respect and decency are seen as the cornerstone to good employer/employee relations. The response of employee to new programmes, introduction of new systems, is determined by the relationship that they have with the leadership of the organisation and the leaders should be innovative in finding methods of developing a good relationship with the employees.

Human Resource Management and Leadership

The importance of the link between HRM and leadership was raised through the responses from DAEA-R2, DAEA-R4, DAEA-R5, PT-R2, PT-R4. Manyaka and Sebola (2012: 309) write that the utilisation of PM to enhance the positive impact of the delivery of services can only be done through competent management and leadership. Management and leadership must therefore be competent in their work as well as in the issues of management and leadership. As Grobler et al (2011: 620) say, if an organisation is going to be competitive, HR has to add value to the organisation and need to transform itself on an ongoing basis. Leadership and management are normally used interchangeably in organisations, they are, however, not the same. Grobler et al (2011: 622) define leadership as “the process of influencing people within an organisational context to direct their efforts toward particular goals”. Management is the effective and efficient attainment of organisational goals through planning, organising, staffing, directing and controlling resources. There are various kinds of leadership styles impact on the attitudes and behaviour of leaders. DuBrin (2010: 113) distinguishes between two leadership styles, participative and autocratic styles. Participative is where decision making is shared and management works together with employees, whereas the autocratic style of leadership is where the leaders retain most of the authority and assume that employees will comply with their decisions.

Organisational Culture

Issues relating to OC were raised by DAEA-R1, DAEA-R2, PT-R2, DAEA-R3 and PT-R2 and these relate to the existence of silos, lack of change from input-output to outcomes and the interaction between managers and employees. These can also fall under leadership. Research conducted on OC creates a platform for the analysis of organisational behaviour which leads to improved organisational performance (Weeks, 2010: 43). The lack of change from the input-output could be as a result of the OC in the departments, failure of leadership to lead in the implementation or lack of knowledge. These fall under change management. Research that has been conducted on OC creates a platform for the analysis of organisational behaviour which leads to improved organisational performance (Weeks, 2010: 43).

Management of Employee Wellbeing

The importance of employee wellbeing driven by the Employee Assistance Programme (DAEA-R2, PT-R2, DAEA-R3, PT-R1, DAEA-R5 and DAEA-R4) was highlighted. According to Grobler et al (2011: 452) the Employee Assistance Programme (EAP) is an approach to the delivery of assistance

to employees to solve personal problems irrespective of the course. It is meant to identify problems early, use positive and negation reinforcement for employees to follow treatment and minimise relapse by doing follow ups and monitoring. The Employee Assistance Programme (EAP) has a link to effective performance as it is known to reduce the level of absenteeism. The wellness of employees is also encapsulated in the EAP when there are programmes that include health risk appraisals, blood pressure checks, physical fitness, back care, stress management and weight control.

4.4.4.2.3 QUANTITATIVE DATA

The aim of quantitative research is to use numbers to record and understand the social world (Neuman, 2011: 199). The aim of using quantitative data for this research was to utilise statistical information to strengthen the research findings. The first part of this section will present sampling information which should be read in connection with Table 4.2 which provides a biographical sketch of survey respondents. The link between the survey questions and the research objectives is presented in Table 4.33; thereafter the results will be depicted graphically, clustered by topical headings and discussed in relation to the literature as was the process for each case study.

Sample size

A total of 113 survey questions were sent to DAEA and 63 to PT. A total of 56 employees participated in the study; 39 (71%) were employees of the DAEA, whilst 17 (29%) were from PT. Eight females (14.7) were part of the study, of which 5 were from PT and 3 were from DAEA. The oldest participant was a 63-year-old male from PT whilst the youngest respondent was a 31-year-old male from DAEA. A deputy manager from the Agriculture Directorate had the most work experience (26 years).

As previously stated in Chapter 3, the collection of quantitative data from the population sample was done using a Likert scale questionnaire. The questionnaire had five survey response options of strongly agreed, somewhat agreed, somewhat disagreed, strongly disagree and did not know. Data were analysed using the STATA IC and the results follow.

Table 4.33 links the research objectives and questions from the survey instrument to retrieve appropriate data that helps achieve each objective and tests the hypothesis – being implementation of the OBPM (OA) in the public service positively affects HRM and HRD.

Table 4.33: Link between research objectives and survey questions: Cross-case Analysis

RESEARCH OBJECTIVES	SURVEY QUESTIONS
PM process	Questions 1 to 8
Effectiveness of OA	Questions 9 to 16
The effect of OA on HRM	Questions 17 to 23
The effect of OA on HRD	Questions 24 to 30

Table 4.34: Results on Performance Management being used to achieve strategic planning

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17
Case 2	10	19	3	4	3	39
Total	17	29	3	4	3	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

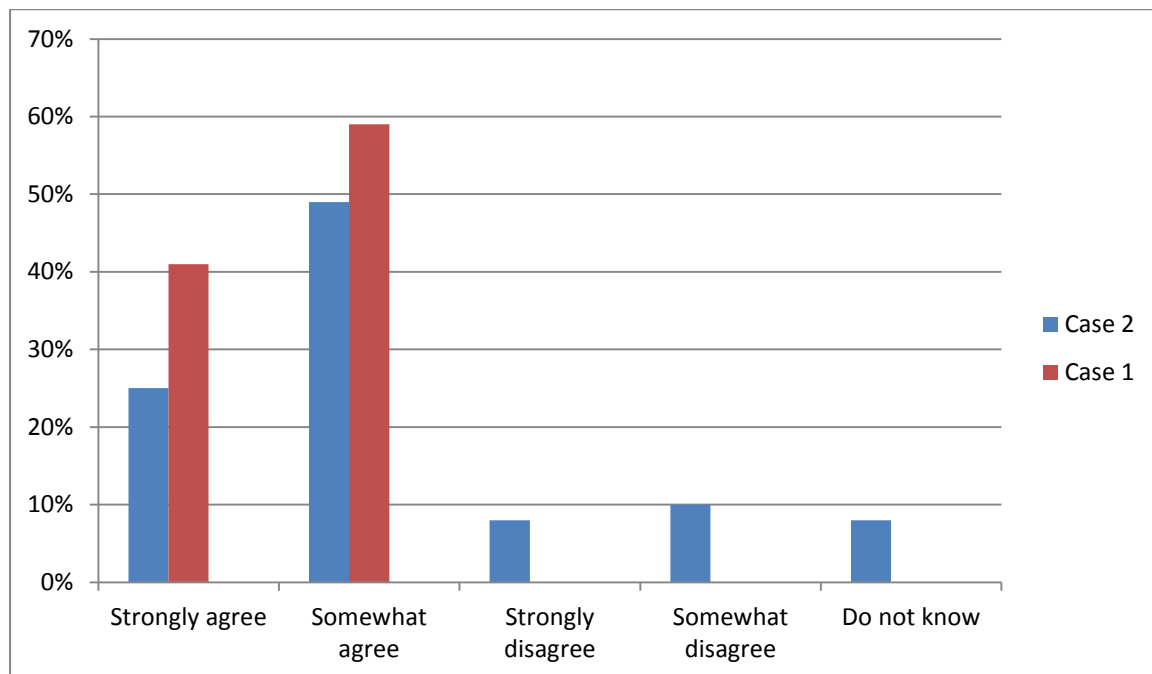


Figure 4.27: Cross-Case comparison on the use of performance management for strategic planning post-Outcomes Approach

With 100% of the respondents at PT and 74% at the DAEA agreeing, the respondents therefore agreed that PM was used to achieve strategic planning. According to Bryson (1995: 5), strategic planning forms the basis for the OA and guides the organisation’s activities and its processes. It is therefore important that this process takes place in order to plan and to execute the department’s activities.

Community expectations are reflected in the mission statement of the department

At PT, 94% of the respondents agreed to the statement with 47% of the respondents choosing “strongly agree” and another 47% choosing “strongly agree”. At DAEA 87% of the respondents agreed to the statement with 33% strongly agreeing and 54% somewhat agreeing that community expectations are reflected in the mission statements.

Table 4.35: Overall results for cross-case comparison on the reflection of community expectations in the mission statement of Provincial Treasury and the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	8	8	1	0	0	17
Case 2	13	21	0	0	5	39
Total	21	29	1	0	5	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

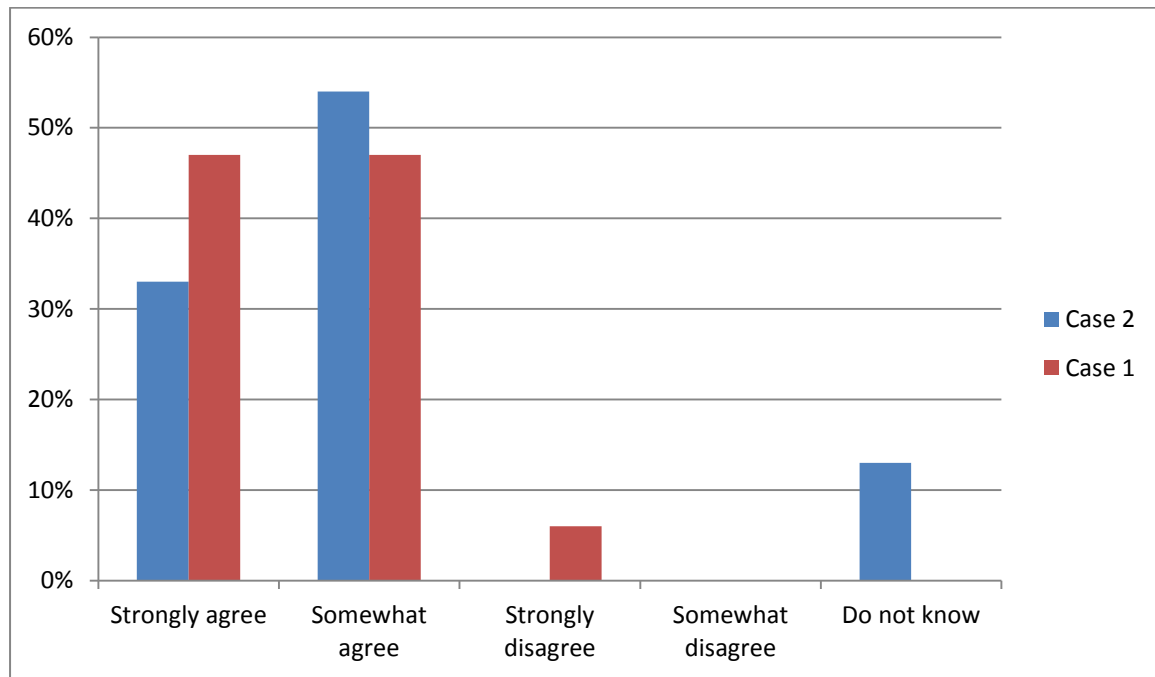


Figure 4.28: Cross-case comparison on the reflection of community expectations in departmental mission statement, post-Outcomes Approach

94% of respondents at PT and 87% in the DAEA agreed that community expectations were reflected in the mission statement of the departments. Whereas at PT “strongly agree” was the same percentage as “somewhat agree”, at DAEA the majority of participants (54%) chose somewhat agree depicting a weakness in the response and that gaps exist.

The values of the department are reflected in the mission statement

The results in Case 1 show that the highest percentage of respondents (76%) strongly agreed and 24% chose “somewhat agree”. 100% of the respondents agreed in Case 1 and the same in Case 2. Case 2 had the highest percentage (67%) of respondents who somewhat agreed and 23% strongly agreed.

Table 4.36: Overall results on the reflection of values in the mission statement of Provincial Treasury and the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	13	4	0	0	0	17
Case 2	9	26	3	1	0	39
Total	22	30	3	1	0	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

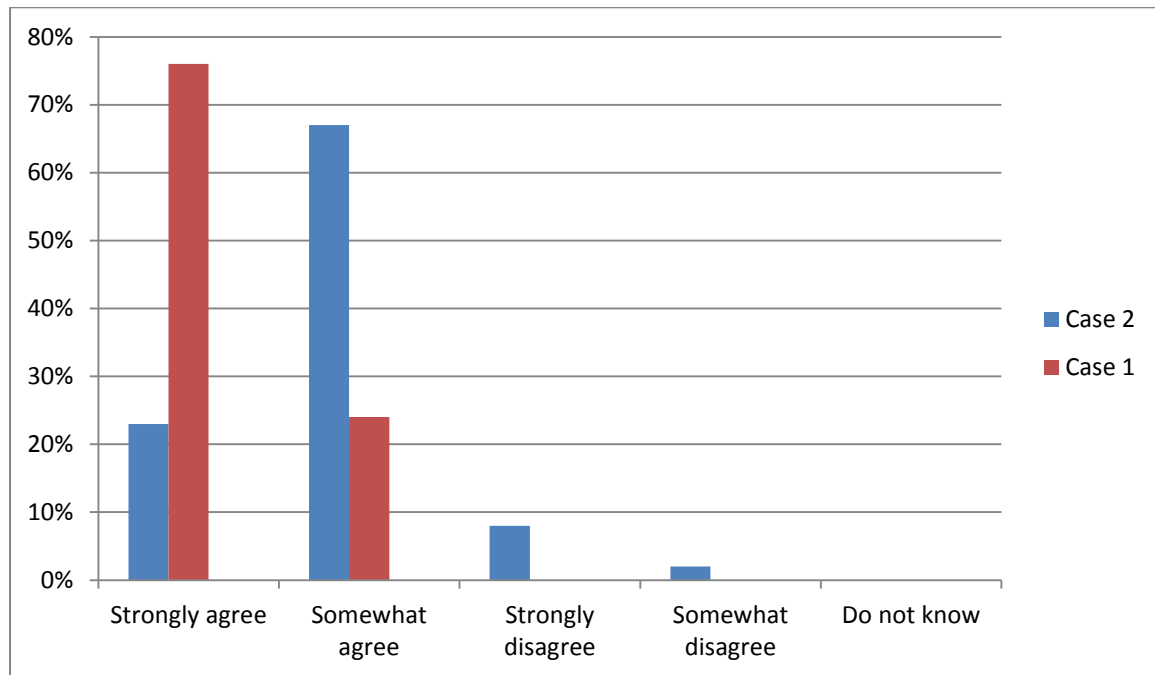


Figure 4.29: Cross-case Comparison on the reflection of the values in the departmental mission statement post-Outcomes Approach implementation

The results show that the values are reflected in the mission statement in both departments with 100% of the respondents agreeing to the statement, although the majority of the respondents in the DAEA (67%) agreed somewhat. It is important that values form part of the mission statement as they, according to Holtzhausen (2007: 88), determine what is acceptable or unacceptable to the employees.

The Outcomes Approach has resulted in improved political accountability

In Case 1, 29% strongly agreed, 53% agreed somewhat, 12% strongly disagreed and 6% did not know. In Case 2, there was a similar response pattern with 26% agreeing strongly while 28% agreed somewhat, 15% strongly disagreed, 12% somewhat disagreed and 13% did not know.

Table 4.37: Overall results for Outcomes Approach resulting in improved political accountability

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	9	2	0	1	17
Case 2	10	11	6	7	5	39
Total	15	20	8	7	6	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

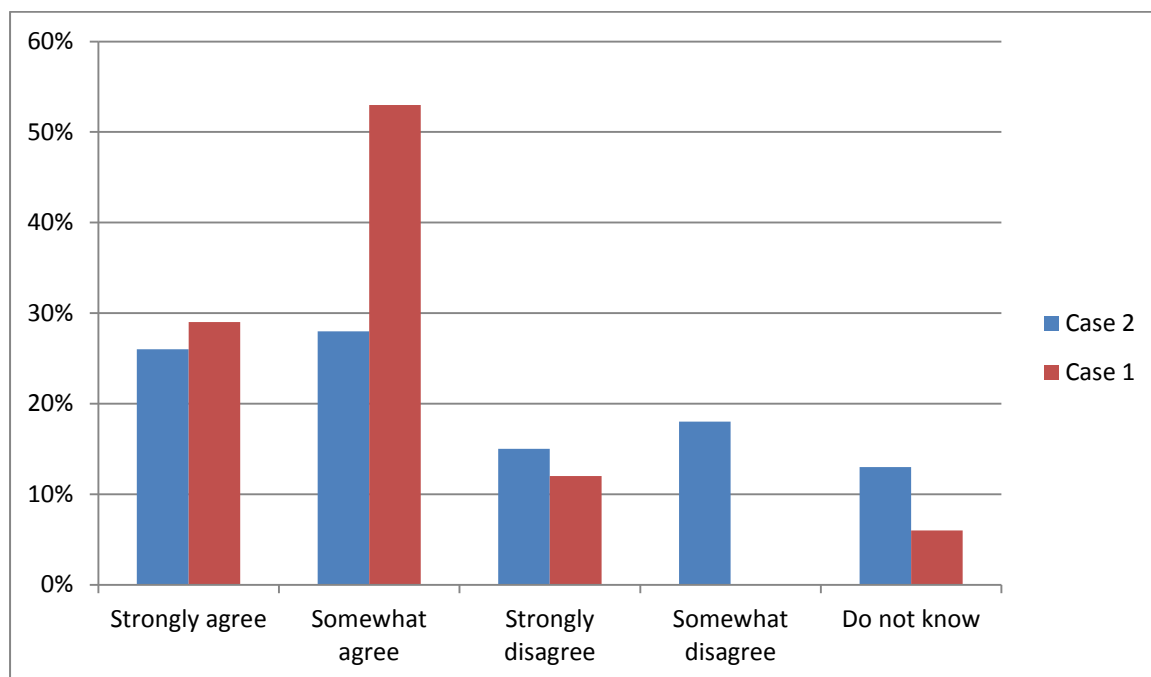


Figure 4.30: Cross-Case Comparison on improved political accountability post-Outcomes Approach implementation

The indication is that most respondents (82%) in PT and 54% at DAEA agreed that OA had increased political accountability in both departments. In increasing political accountability, the OA would have fulfilled one of its purpose. As Heinrich (2002: 714) cautions managers to pay attention to contextual factors which have an influence on performance measurement and may have a negative influence on performance as well as accountability, it becomes necessary for the managers to strategic as well as operational planning with the end (accountability) in mind.

I believe that the Outcomes Approach assists the department in delivering a better service

Where individual results are concerned, 12% of the respondents in Case 1 strongly agreed whilst 18% strongly agreed in Case 2. In Case 1, 64% of the respondents said they somewhat agreed, 6% disagreed, 12% somewhat disagreed and 6% did not know. In Case 2, however, 10% somewhat agreed, 34% strongly disagreed, 33% somewhat disagreed and 5% did not know.

Table 4.38: Overall Results for Outcomes Approach assisting in delivering better service

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	11	1	2	1	17
Case 2	7	13	4	13	2	39
Total	9	24	5	15	3	56

Overleaf is the graphical presentation of the comparison of results for PT and DAEA.

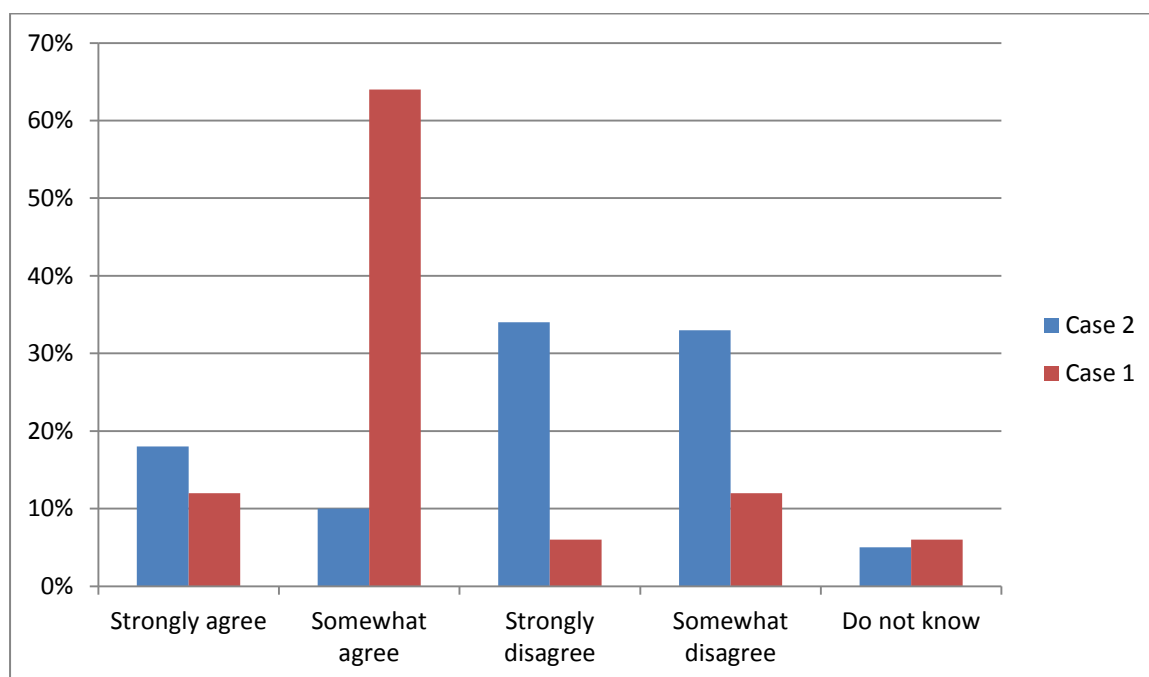


Figure 4.31: Cross-case comparison on better service delivery post-Outcomes Approach implementation

76% of the respondents in Case 1 agreed to the statement whilst in Case 2 67% of the respondents agreed. Whilst the highest rate for Case 1 is 64% for “somewhat agree”, 10% in Case 2 agreed somewhat. “Strongly disagree” is high in Case 2 at 34% and 33% for “somewhat agree” whilst in Case 1 6% disagreed and 12% somewhat disagreed. The results show a lack of conviction that Outcomes Approach is assisting in delivering better service. The improvement in service delivery is at the centre of the OA and can be obtained through enhanced relations between the levels of government, stimulated innovation and improved social conditions and the quality of life of citizens (Scottish Government, 2011: 11).

Since the implementation of the Outcomes Approach, we focus on the outcomes and not on the outputs

Case 1 results are that 9% of the respondents strongly agreed, 39% somewhat agreed, 39% strongly disagreed and 13% somewhat disagreed. In Case 2, 3% of the respondents strongly agreed, 38% somewhat agreed, 28% strongly disagreed, 18% somewhat disagreed and 13% did not know.

Table 4.39: Overall results for focus being on the outcomes since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	9	3	3	0	17
Case 2	1	15	11	7	5	39
Total	3	24	14	10	5	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

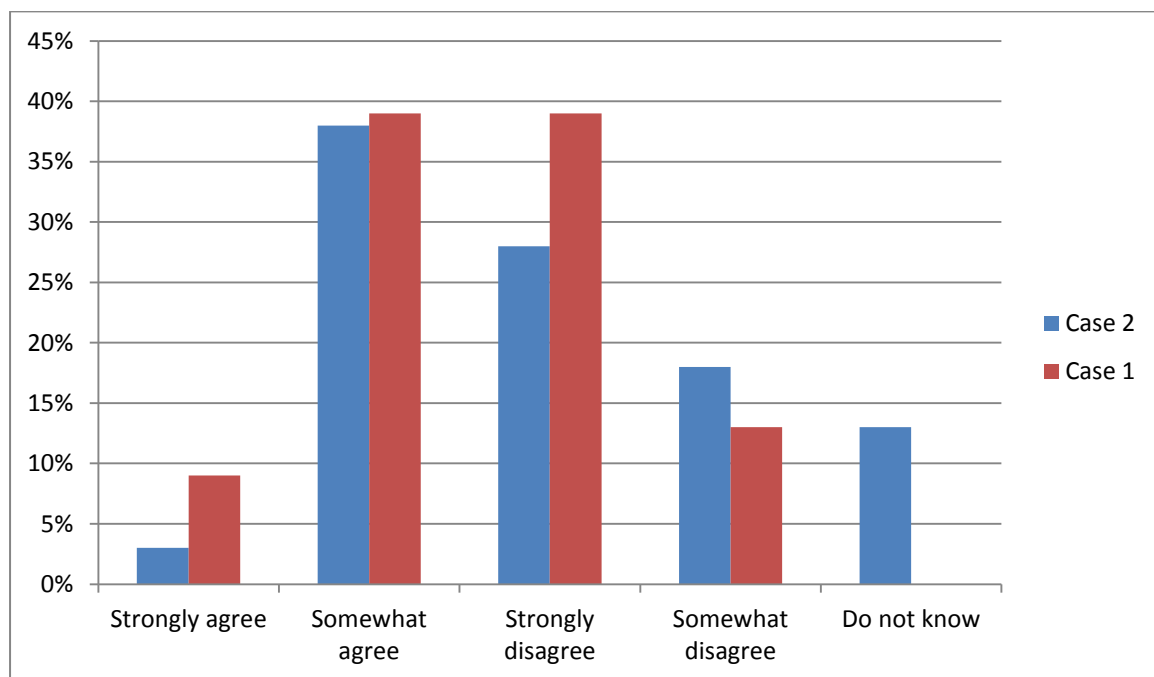


Figure 4.32: Cross-case comparison on focus on outcomes post-Outcomes Approach implementation

The results show a disagreement between the department as in Case 1 48% of the respondents agreed that the focus was on outcomes, whilst at DAEA 46% of the respondents disagreed with the statement. Studies on OA show that the focus of the system should not be on input and procedures,

but on outputs and outcomes-based objectives (Hampson et al., 2012: 43). It is therefore crucial that the shift is made by departments.

Outcome 12 results in greater effectiveness for the department

Responses per case showed that in Case 1 17% of the respondents strongly agreed, 35% agreed somewhat, 12% strongly disagreed, 18% somewhat disagreed and 18% did not know. In Case 2, 17% strongly agreed, 35% somewhat agreed, 12% strongly disagreed, 18% disagreed somewhat and 18% did not know.

Table 4.40: Results for the resultant effectiveness of Outcome 12

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	3	6	2	3	3	17
Case 2	9	13	5	8	4	39
Total	12	19	7	11	7	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

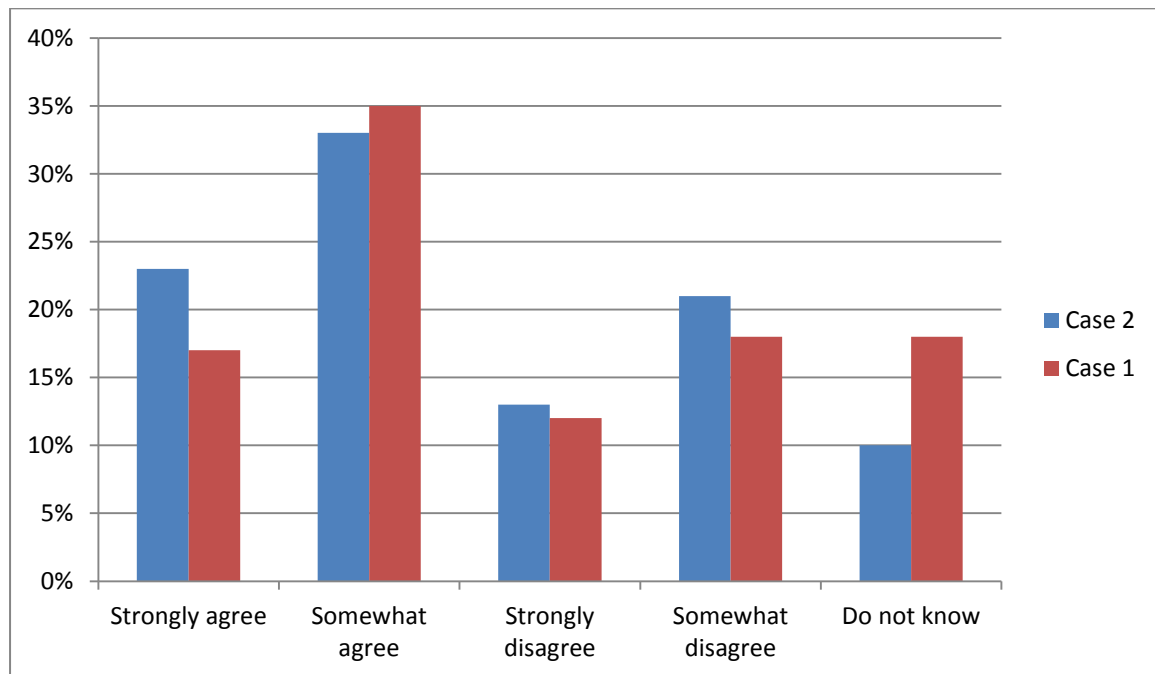


Figure 4.33: Cross-Case Comparison on Outcome 12 leading to greater effectiveness post-Outcomes Approach implementation

With 52% of the respondents at PT responding positively at 57% at the DAEA, the indication is that Outcome 12 leads to greater effectiveness in both departments, however, in both department the agreement was weak as at PT 35% of the respondents and 33% at DAEA agreed somewhat to the statement. Effectiveness which is part of PM as depicted in Figure 2.2, can only be accomplished if an organisation focused on HRM and HRD of employees.

My Key Performance Indicators have changed since the implementation of the Outcomes Approach in 2010

The responses in Case 1 were: 12% strongly agreed, 35% somewhat agreed, 23% strongly disagreed, 18% somewhat disagreed and 12% did not know. The results for Case 2 show that 20% of the respondents agreed strongly, 41% somewhat agreed, 21% disagreed strongly, 10% somewhat disagreed and 8% did not know.

Table 4.41: Overall Results for the change in Key Performance Indicators after the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	6	4	3	2	17
Case 2	8	16	8	4	3	39
Total	10	22	12	7	5	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

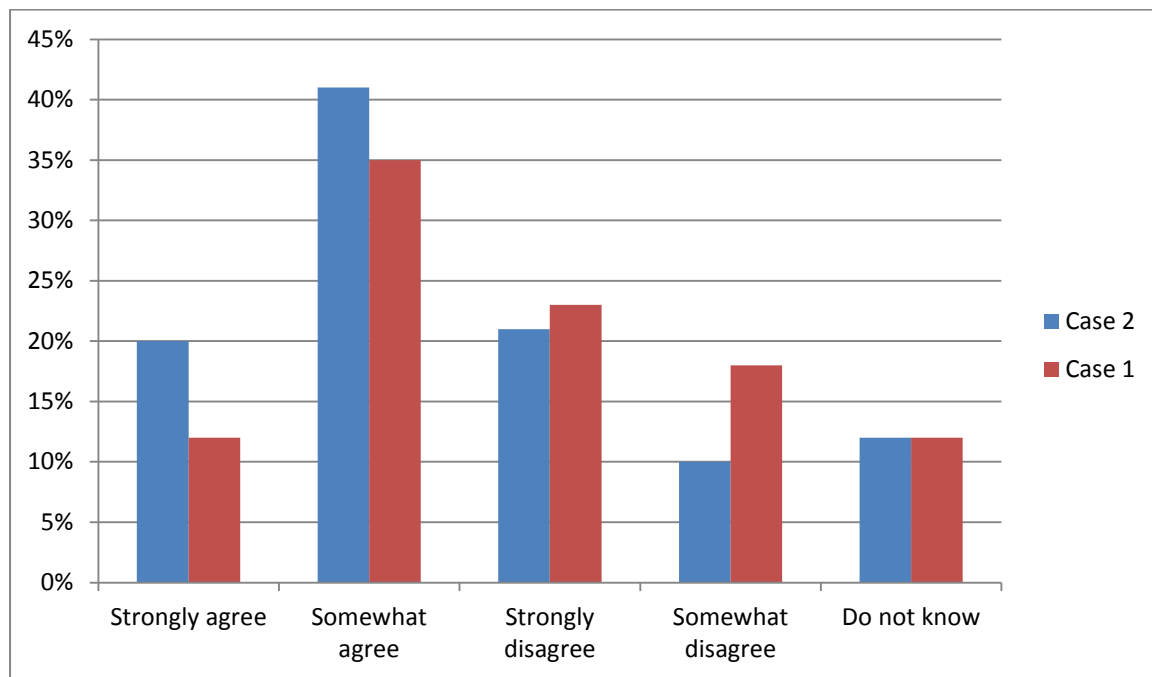


Figure 4.34: Cross-Case Comparison on change in Key Performance Indicators post-Outcomes Approach implementation

For individual cases, the highest percentage of responses were on “somewhat agree” for both cases, 35% for Case 1 and 41% for Case 2, followed by strongly disagree with 23% for Case 1 and 21% for Case 2. The trend in responses was similar in both cases, however, the percentage of agreement was different with 47% of the respondents at PT agreeing and 61% at DAEA agreeing that the KPIs had change.

The OA was introduced to address disintegrated planning, lack of intergovernmental cooperation, lack of strategic focus and weakness in implementation (PSC, 2012: 13). The policy on OA states 3 imperatives, one of which is that the planning should be based on outcomes (The Presidency, 2011: 7). In figure 2.3 outcomes are followed by the impact which therefore depicts a need for the assessment of outcomes and the evaluation of the impact. This requires a shift from focusing on input-output to focusing on the outcomes. The need to focus on the in the Welsh Government resulted in them selecting ten outcomes which reflected the objectives which were linked to the strategic objectives (Law, 2013: 4). In South Africa the focus of OA emphasises selected key outcomes, this has led to the adoption of twelve outcomes (PSC, 2012: 14). In implementing the OA there is a need for change in the focus of the departments, change in the planning process, change in systems, change in KPIs and change in the manner that things are done. Whether the departments do indeed change in order for the approach to be successful will depend on the readiness of the

organisations for change (Ochurub, Bussin and Goosen, 2012: 2). Hampson et al (2012: 44) flags the change-based approach as a tool that would explain the process of delivering outcomes that will be linked to the outputs through short-term outcomes. The measure of the effect of OBPM should be focused on the attitude, skills, behaviour and circumstances (as cited from Friedman, 2001).

There has been an improvement in HRM since the implementation of the Outcomes Approach

6% of the respondents in Case 1 strongly agreed with the statement, 47% somewhat agreed, 23% strongly disagreed and 12% did not know. In Case 2, 10% of the respondents strongly agreed, 41% somewhat agreed, 21% strongly disagreed, 18% somewhat disagreed and 10% did not know.

Table 4.42: Overall results for the improvement of Human Resource Management as a result of the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	1	8	5	1	2	17
Case 2	4	16	8	7	4	39
Total	5	24	13	8	6	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

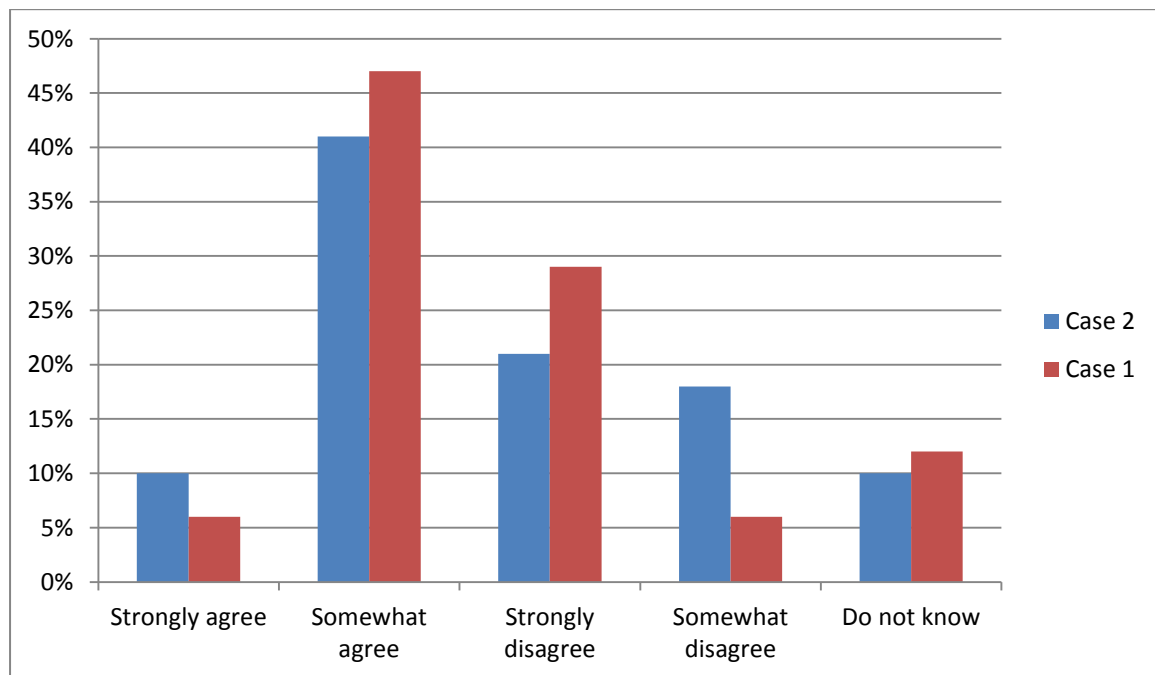


Figure 4.35: Cross-Case Comparison on Human Resource Management improvement post-Outcomes Approach implementation

The results are in support of “agree” although the highest percentage was on “somewhat agree”. In PT 53% agreed and at the DAEEA 51% of the respondents at PT agreed that there has been improvement in HRM since the OA was implemented. Although in both department the agreement is weak and the difference in percentage is very small, the results, however, are that been improvement in HRM as a result of OA in both departments. The HRM should achieve a two way benefit in an organisation by improving effectiveness which benefits the organisation and resulting in the satisfaction of employee needs (Grobler, Wörnich, Carrell, Elbert and Hatfield, 2011:8).

Recruitment of staff is done in such a way that there is an optimal fit between the employee and the department

When data is broken down, 47% of the respondents in Case 1 chose “strongly agree” and another 47% chose “somewhat agree”; 6% of the respondents said they somewhat disagreed. In Case 2, 5% strongly agreed, 31% somewhat agreed, 25% strongly disagreed, 31% somewhat disagreed and 8% did not know.

Table 4.43: Overall results for optimal fit between employees and Provincial Treasury and the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	8	8	0	1	0	17
Case 2	2	12	10	12	3	39
Total	10	20	10	13	3	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

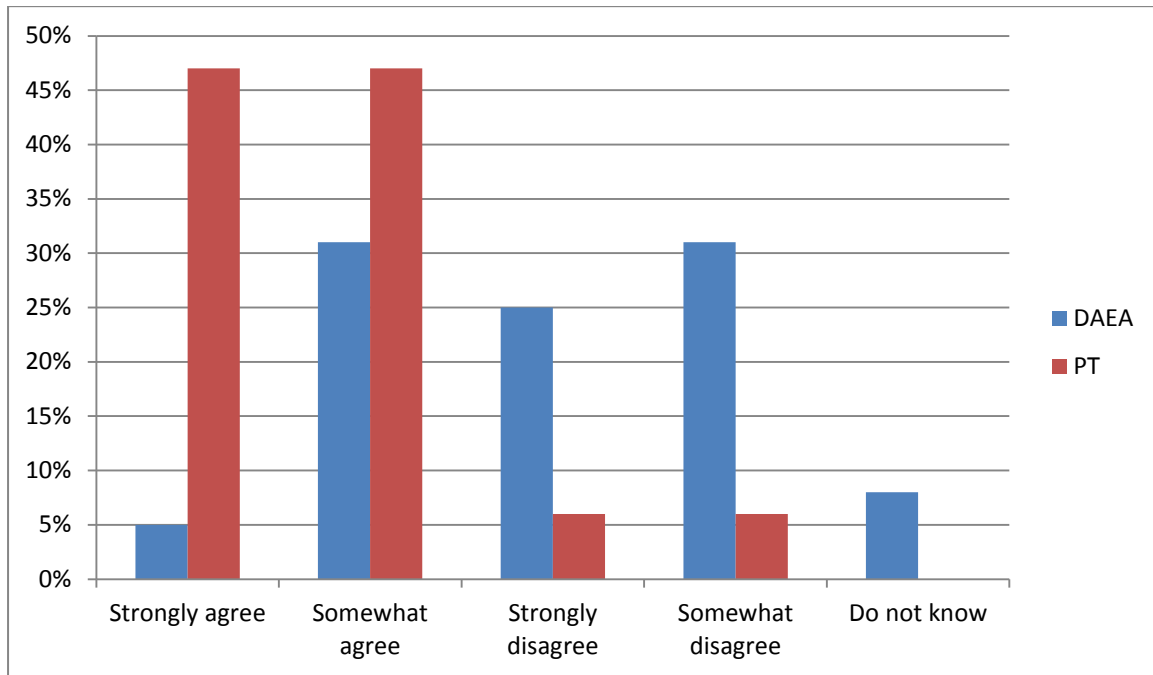


Figure 4.36: Cross-Case Comparison on optimal fit between employees and departments post-Outcomes Approach implementation

Whereas in PT the percentages are the same for “strongly agree” and “strongly disagree”, however, when combined the results are that 94% of the respondents at PT agreed that there was an optimal fit between employees and the department, whilst at DAEA 56% disagreed that an optimal fit existed. According to Gerber, Nel and Van Dyk (1998: 11), the fit between employees and their jobs is meant to lead to improved performance as well as job satisfaction.

The Outcomes Approach has resulted in an improvement in the manner in which human resources is managed

Individual case results show that in Case 1, 23% of the respondents strongly agreed, 47% somewhat agreed, 6% strongly disagreed and 24% somewhat disagreed; whereas 25% respondents in Case 2 strongly agreed and 26% somewhat agreed; the percentage of respondents who strongly disagreed was 26%, and 15% somewhat disagreed, while 8% claimed not to know.

Table 4.44: Overall results for Outcomes Approach improving the management of human resources

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	4	0	17
Case 2	3	10	10	10	6	39
Total	7	18	11	14	6	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

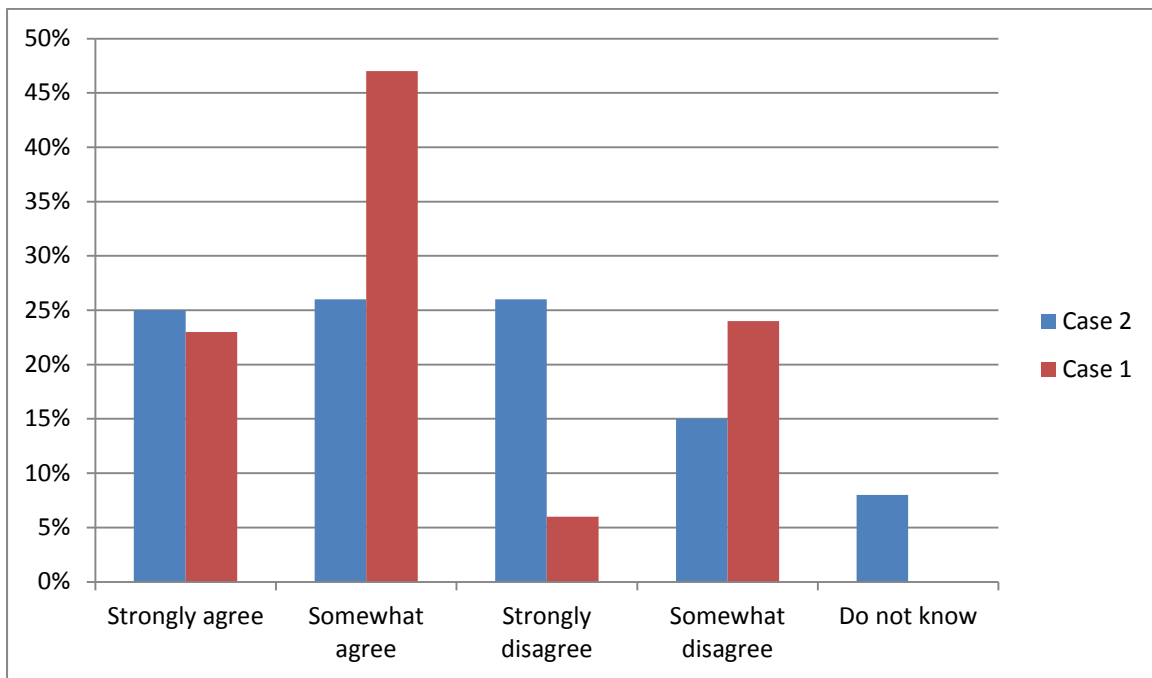


Figure 4.37: Cross-case comparison on improved management of human resources post-Outcomes Approach implementation

The indication is that the majority of the respondents (70%) at PT and 51% at DAEA agreed that OA has resulted in the improvement of management of employees. One of the requirements that was placed by government on the OA policy was that the DPSA must review the HRM practices so that these give effect to the outcomes (The Presidency: 16). Incremental management of employee could therefore be expected as a result of the review.

Training of staff has improved since the implementation of the Outcomes Approach

23% of the respondents at PT strongly agreed that there had been improvement in training since the OA, 53% somewhat agreed, 6% strongly disagreed, 12% somewhat disagreed and 6% did not know. At DAEA, 10% of the respondents strongly agreed, 36% somewhat agreed, 26% strongly disagreed, 20% somewhat disagreed and 8% did not know.

Table 4.45: Overall Results for improvement of staff training since the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	9	1	2	1	17
Case 2	4	14	10	8	3	39
Total	8	23	11	10	4	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

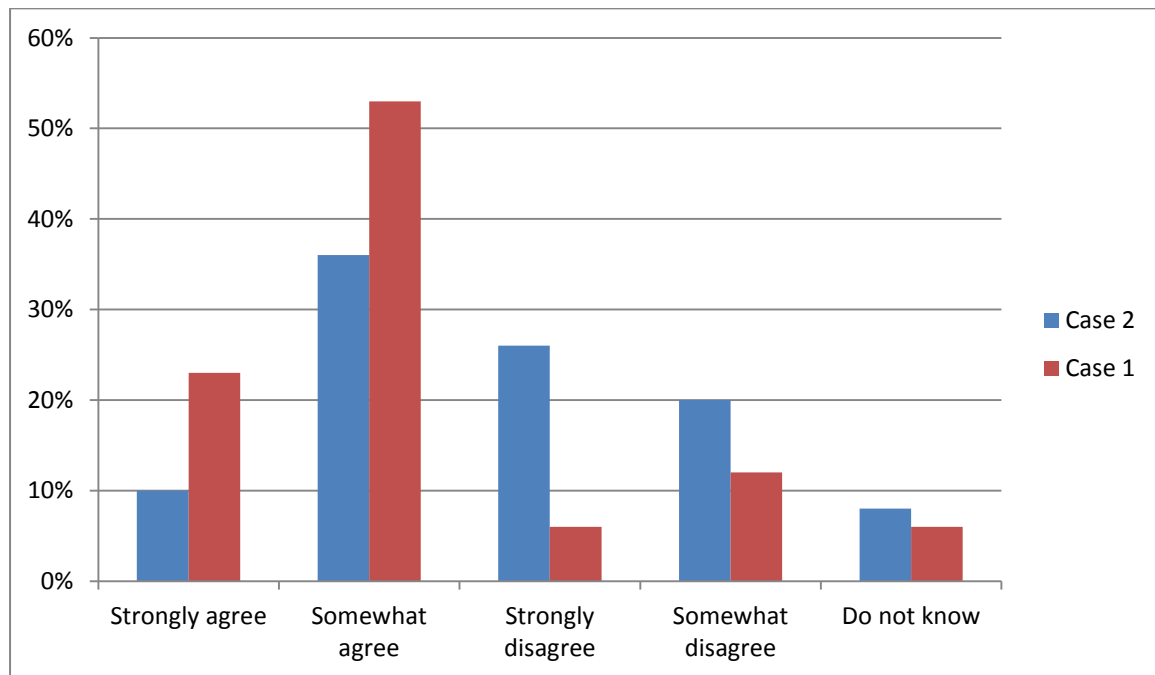


Figure 4.38: Cross-Case Comparison on improved staff training post-Outcomes Approach implementation

With 76% of the respondents at PT agreeing and 46% at DAEA agreeing, the conclusion is that the results differ in the departments with PT showing that there is improvement in staff training and DAEA responses being inconclusive as there is the same percentage of disagreements and agreements. The importance of training and support in ensuring the success of the OA in an organisation is highlighted by Louw (2013: 5).

Skills development has improved since the implementation of the Outcomes Approach

In Case 1, 22% of the respondents strongly agreed, 44% somewhat agreed, 6% strongly disagreed, 11% somewhat disagreed and 17% did not know. In their responses, 20% of the Case 2 respondents strongly agreed, 23% somewhat agreed, 26% strongly disagreed, 23% somewhat disagreed and 9% did not know.

Table 4.46: Overall results for improvement of skills development after the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	2	2	17
Case 2	8	9	10	9	3	39
Total	12	17	11	11	5	56

Below is the graphical presentation of the comparison of results for PT and DAEA.

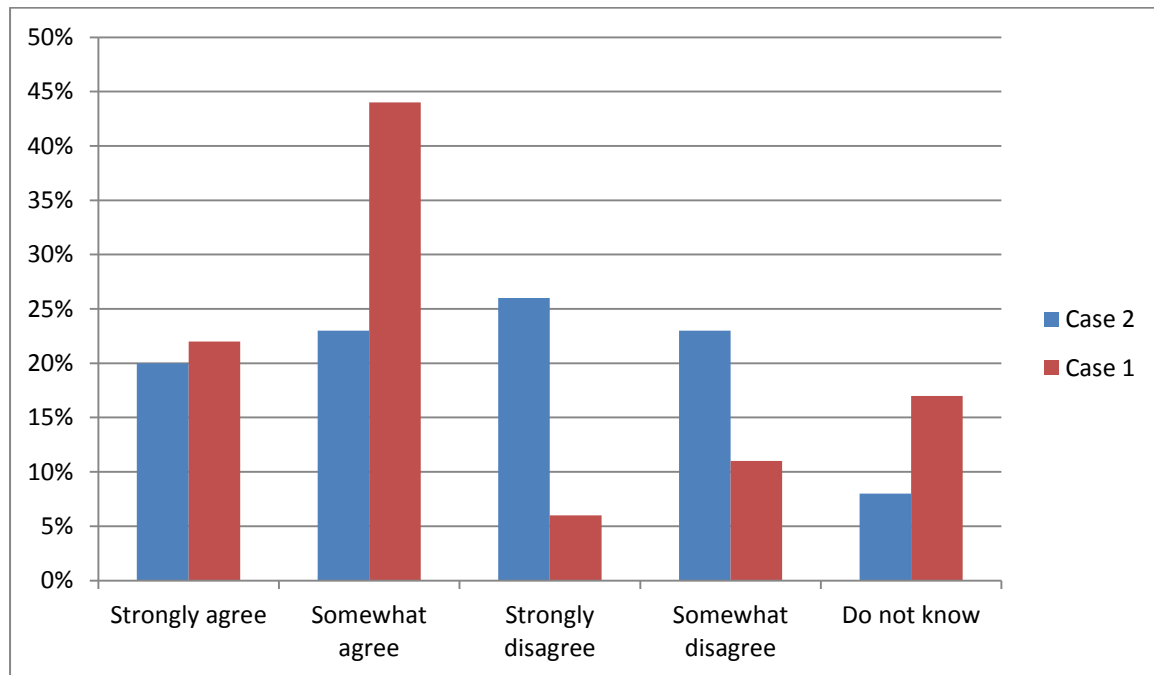


Figure 4.39: Cross-Case Comparison on improved skills post-Outcomes Approach

The results show that 66% at PT agreed that there was improvement of skills development after the implementation of the OA whilst at DAEA the majority of the respondents (49%) did not agree. There is again a difference between the departments in terms of the responses to the question which mirrors those for staff training. Kanyane and Mabelane (2009: 63) see development and rewards as positive outcomes of a PMS.

The stages in Figure 2.2 consist of, amongst others, the review of individual performance which is meant to identify needs or potential needs for development, and performance pay which is meant to connect rewarding of performance improvement programmes like training, coaching and development. These stages can be connected to those in Figure 2.3 which also consists of the appraisal stage which is the same as individual performance review and how this leads to the rewarding (performance pay) and development (training, coaching and development). Quantitative data showed that these stages exist within both departments, although the level of agreement was weak. However, one cannot overlook the challenge which was identified by the Scottish Government (2011: 7) that improvements in outcomes are not immediately apparent and that it takes a number of intercessions to see the difference.

In the cross-case analysis, although there are slight differences in response for other questions, most do not support the hypothesis and this answers the research questions in the negative.

The following segment presents the statistical analysis of the results.

The results of 44% at PT and 23% at DAEA for “somewhat agree” show that the respondents do not necessarily agree that there is improvement of skills as a result of the OA.

In the cross-case analysis, although there are slight differences in response for other questions, most do not support the hypothesis and this answers the research questions in the negative.

The following segment presents the statistical analysis of the results.

4.4.4.2.4 OVERALL STATISTICAL ANALYSIS OF QUANTITATIVE DATA

Statistical analysis was conducted using the Stata IC. The multiple regression was calculated and the results will be presented below. Multiple regression can be defined as the estimation of the relationship between an independent variable (the OA), and the dependent variables which in this case are the HRM and the HRD (Burmeister and Aitken, 2012: 271).

4.1 Description of the study population

There were a total of 56 participants in the study of which 39 were employees of DAE and whilst 17 were from KZN Treasury. The majority of the study participants were African i.e. 44, whilst the rest of the other races combined were only 12. The majority, 27 of the study participants had a degree, of which 5 (18.5%) were females and 22 (81.5%) were males. The majority, 22 had 6-10 years’ work experience and all female study participants supervised 10 or fewer subordinates.

Employee perception on the effectiveness of OA

Of the thirty study participants who agreed that OA was an effective tool 5 (16.7%) were females whilst 25 (83.3%) were males. However in total 26 study participants did not agree that OA had an impact on HRD.

Table 4.47: Chi-square analysis showing results for association between two categorical variables and Outcomes Approach

Characteristic	Sample size (n)	p-value Fishers(exact)
Improving HRD	56	0.099
Improving HRM	56	0.452

Determine whether the implementation of OA improves HRD in the PS

There was no association between the implementation of OA and improving HRD in the PS (P value 0.116 at 95% confidence interval).

Determine whether the implementation of OA improves HRM in the PS

There was no association between implementation of OA and improving HRM in the PS (p-value 0.099 at 95% confidence interval).

Table 4.48: Logistic regression results depicting the association of Outcomes Approach and selected continuous variables

Characteristic	Sample size	Odds ratio	Confidence interval	P-value
Age	56	0.98	0.90-1.08	0.789
Number of subordinates	56	0.99	0.95-1.03	0.705
Work experience	56	1.09	0.99-1.19	0.054

The odds of OA being effective in the public service was found to be 1.01 times more when employees were more experienced than when they were not. This association was statistically significant as the p-value was 0.0452 at 95% confidence interval.

As presented in Figure 4.40, data collected showed that a total of 54% of the respondents said that the OA was effective and 46% said that it was not.

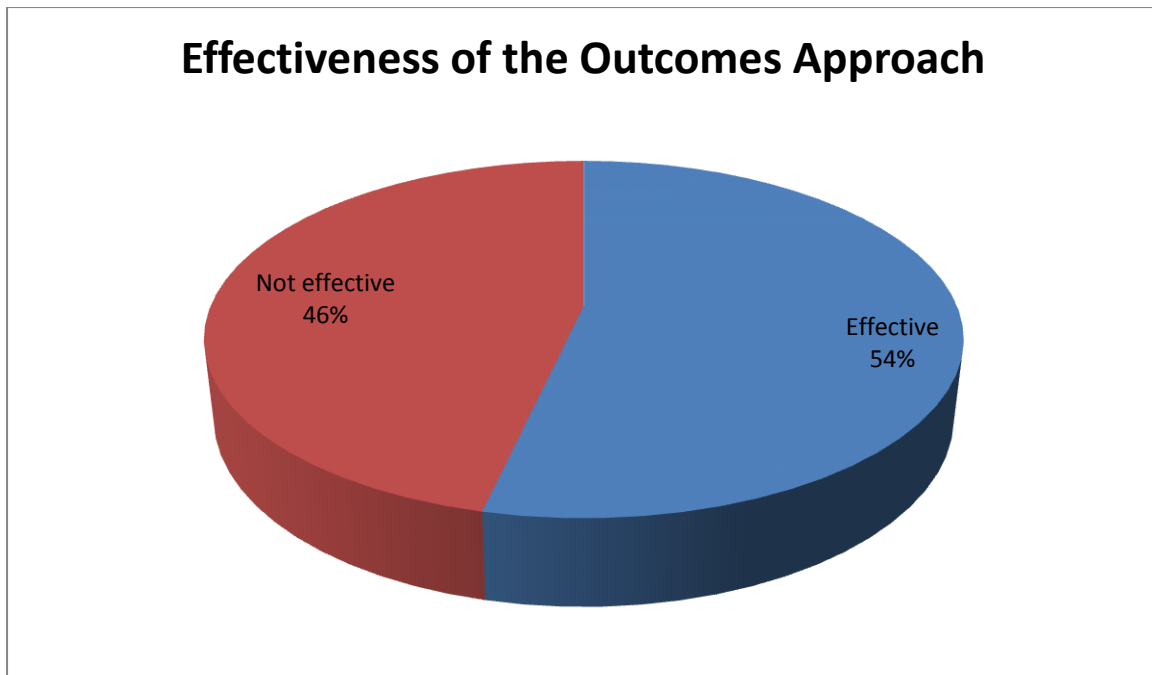


Figure 4.40: Employee perceptions on the effectiveness of the Outcomes Approach

From the statistical point of view, for the department to be able to deal with challenges pertaining to the implementation of OA, more experienced employees should be appointed to senior positions.

The section below will present results for data triangulation which bring all the data results together.

4.4.5 TRIANGULATION OF DATA

Triangulation is the utilisation of multiple sources of evidence to reach the research findings (Yin, 2009: 114). It gives the researcher multiple perspectives to the same problem (Neuman, 2011: 164). Four types of triangulation are distinguished by Yin 2009: 116), data, investigator, theory and methodological triangulation whereas Neuman (2011: 164) identifies the triangulation of measure, of observers, theory and of method. This study gathered data using the qualitative, quantitative and secondary data in the form of available documentation. Data triangulation is done in this study in order to bring all the data together. In this section, the overall results and the findings of the research methods in relation to answering the hypothesis and research questions are presented and discussed.

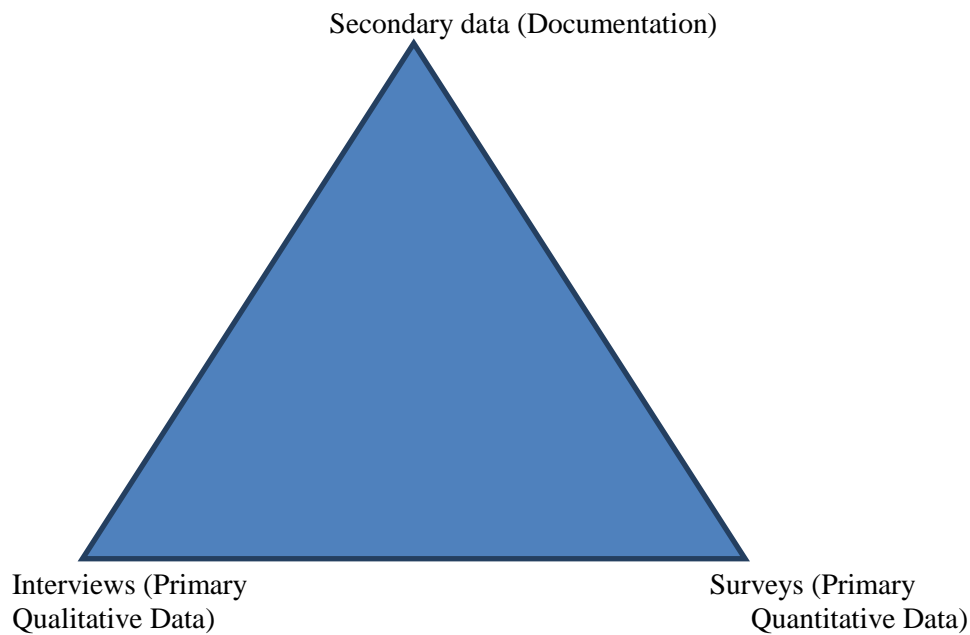


Figure 4.41: Triangulation of data

Findings on the three methods of data collection are presented below in Table 4.50. The table gives a synopsis of the results as have been presented and discussed above. The results are presented per research hypothesis and questions.

A link was apparent between the 3 types of data that were collected and analysed in terms of the research questions, the hypothesis and the theoretical framework. In the specific sections relating to the research results of each method, there have already been discussions on the impact of the findings on the hypothesis, the research questions, and the theoretical framework. In this section a parallel will be drawn among the data in order to triangulate the findings.

Table 4.49: Triangulation findings

Research hypothesis/question	Quantitative	Qualitative	Secondary
OA is effective in the PS	OA is effective	OA is not effective	OA is not effective
OA improves HRM in the PS	OA has led to the improvement of HRM	OA has not led to the improvement of HRM	OA has not led to the improvement of HRM
OA improves HRD in the PS	HRD has improved as a result of OA	HRD has not improved as a result of HRD	HRD has not improved as a result of OA

Qualitative data collected in the departments show that, despite Case 1 having good programmes in place to address HRM and HRD, these did not result from OA. There was no improvement in the management and development of HR in the departments. Findings from quantitative data show the findings of regression analysis proving the lack of association between the implementation of OA and improving HRD in the departments. Secondary data from the assessment using the Performance Assessment Tool (PAT), however, show good results for Case 1.

Effectiveness of the Outcomes Approach

The PM process that was described in the qualitative process for Case 1 and Case 2 were similar, in line with the Treasury Regulations, and capture the essence of the PM process model which is presented in Figure 2.2. The model shows the first phase as the development of the mission, strategies, objectives, values, critical success factors, indicators and performance standards of an organisation. In both departments qualitative data confirmed that this is done through the formulation of the 5-year strategic plan and reviewed annually at the development of the APP. Quantitative data confirmed the process in line with the questions asked. In the secondary data, the assessment of the PAT confirmed that the results of KPA 1 showed that both departments followed the Treasury Regulations in strategic planning. The challenge that was raised in the secondary data was that the indicators did not follow the SMART (Specific, Measurable, Achievable, Reliable and Time bound) principles and that there was poor linkage between the Strategic Plan, APPs, national Outcomes, the Multi Term Strategic Framework and Delivery Agreements.

The next phase in the model is the Performance Review which reviews individual performance against the objectives and identifies developmental as well as potential needs. The stage consists of Succession Planning, Total Reward System and Performance Improvement Programme. Both departments have programmes in place to address individual performance. Qualitative data showed that the EPMDS in the departments is there to reward good performance and to identify gaps for development, however, the issue of subjectivity of the assessment and the lack of trust to make objective ratings as raised by O'Donnell (1998: 33), was highlighted in the interviews. Quantitative data also showed that good performance was rewarded and that developmental opportunities were provided for employees. Although the strength of the levels varies between the departments, data from the PAT assessment showed that both departments were implementing PMS for all levels. On the Performance Improvement Programme and the resultant improved performance, qualitative data showed a gap in the feedback loop in individual performance.

Qualitative data showed that, with regards to the implementation of OA in line with the OA model in Figure 2.4, both departments were lacking. There was no clear linkage of inputs, activities, outputs, impact and outcomes. Over and above that, the planning of the departments does not start with the outcomes and reverse to the input as the model dictates (Presidency, 2010), but planning is still based on the input-output model. This is despite what certain authors, including Hampson et al (2012: 43) as discussed in Chapter 2 show and, that is that the focus of the system should not be on input and procedures, but on outputs and outcomes-based objectives. Quantitative data show that there are no changes and so does secondary data. The PAT assessment showed that departments still battle with linking the APP and, amongst other things, the DAs. With the lack of correct and full implementation, the departments cannot anticipate maximum results from the approach. This could also lead to the effect on other systems when not being in sync or not benefitting from the OA. It is unclear whether OA does have generic intrinsic problems, as stated by Lowe, (2013: 213), as lack of adherence to the process of OA meant that it would be impossible to determine problems interwoven into the approach. All data gathered show that OA is not effective in the departments.

Outcomes Approach improves Human Resource Management

The link between HR and other systems has been discussed above. In Figure 2.3 Performance Management was depicted as an integrative process, linked to HRM and HRD. The link is also highlighted by the Systems Thinking which sees an organisation as a collection of systems with a change in one causing changes in other systems. Also taking into consideration the findings of other countries such as Australia that indicate that the implementation of OA necessitates that organisational systems be aligned with the approach, one of the factors that needs change is the manner in which leadership is applied. Schurink and Schurink (2010: 2) maintain that the OA is embedded in the systems theory. The authors also highlight that through systems thinking, better understanding of complex structures can be achieved by scrutinising the connections and interface between rudiments that are part of the system. The introduction of policy changes to HRD and HRM in the South African Public Service shows the appreciation of System thinking at national level, and the need to bring policies and systems on par with the new changes. However, that has not necessarily filtered down to the departments well enough to influence the culture and the operations of the departments. On the qualitative data, no change was registered as issues of culture and leadership were raised. Where HRM is concerned, qualitative data shows that the leadership styles used by the departments influence HRM in the departments and determines employer/employee relationship, employee wellbeing and various other systems in HRM.

Quantitative data, however, creates a different depiction where employees feel that to some extent, there has been improvement in HRM in the departments. HRM was operationalized as creating an

optimal fit between employees, their jobs, the organisation and its environment with the aim of achieving improved performance as well as employee satisfaction in line with Gerber, Nel and Van Dyk (1998: 11). Findings showed that employees agreed slightly that this was happening in the departments. The findings of the regression analysis show, however, that there is no association between the implementation of OA and improving HRM in the departments.

Secondary data obtained from the MPAT assessment results of KPA 3, which is HRM, show a difference between Case 1 and Case 2. Whereas Case 2 scored low in HRM, Case 1 scored high. That was the same with quantitative and qualitative data. The high score of Case 1 cannot, however, be linked to the result of the implementation of OA.

The study has revealed that although HRM is about getting the right people for the job and maintaining them, it is not as clear cut and does not end there. It relies heavily on the tools and methods that are used in addressing HRM issues.

Outcomes Approach improves Human Resource Development

HRD has been discussed in the two objectives above as its results are also contained in KPA 3 of the MPAT assessment. HRD is, moreover, linked to Figure 2.2 for its role in the Performance Improvement Programme and to Figure 2.3 in terms of the system of developing people. In the departments, development of people is an input into PM and not an outcome. It can also be an output where identified poor performance is being addressed through training and development interventions. Adhikari (2010) Adhikari (2010: 310) also appreciates the role of development of employees, safeguarding the success of PM and resolving challenges encountered through the use of PM. The development of employees is an important part in PM and in OA as it moulds proper behaviour of employees in line with PM and OA. The results of the study do not support the possibility of the departments being learning organisations, as according to Penceliah (2010: 190), a learning organization can consider itself so if it is continuously unlearning and learning, thus enhancing its knowledge base, constantly reviewing its role to respond to the changes taking place, raising the awareness and the competency levels of its employees, adopting human values and developing its employees. Although the departments develop their employees, it is however more for compliance reasons and not to adapt to the changes or to raise the awareness of their employees. If that were the case, employees would have been developed in the requirements of the OA and the relevant systems.

Through performance reviews, development can result in improvement of performance where lessons are learnt and programmes put in place to enhance performance in the next performance cycle. This

results in continuous improvement. This necessitates the utilization of performance information for planning purposes. The need for organizational culture to support HRD also requires that the development of people incorporates planned organizational socialization to instil the values and ethics in line with Chapter 10 of the Constitution. This will not only benefit the public service internally but will also be translated to service delivery and inclusion of citizens as, according to Holtzhausen (2007: 88) ethical behaviour enhances the democratic process as there is respect of citizens' rights which are of value to the upkeep of a democracy.

4.5 CONCLUSION OF CHAPTER

This chapter presented data analysis, results and findings of the study. These were presented in terms of secondary and primary data. Further distinction was made between qualitative and quantitative data. Questions were linked to the research questions that were being addressed. With regard to the hypothesis that OA is effective, the findings were in disagreement. OA is not effective in the South African Public Service. On the sub question of OA improving HRM, the findings were that there was no relationship between HRM and OA and that there has been no improvement of HRM as a result of the introduction of OA. On the research question of OA improving HRD, it was also found that there was no relationship between OA and HRD and that OA has not led to the improvement of HRM. Further discussion was enunciated where the findings were linked to the meta-theoretical framework in order to respond to the findings of past literature.

The next chapter, which is the final chapter of the study, presents recommendations and the conclusion to the study.

CHAPTER 5

SUMMARY OF CONCLUSIONS, POLICY IMPLICATIONS, AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter presents a summary of conclusions from the study, policy implications and recommendations from two perspectives. Recommendations based on the study are highlighted and a matrix presented to demonstrate how to shift to the OA. In addition recommendations will be made pertaining to future studies. Overall conclusions drawn from the study will follow the recommendations prior to the conclusion of this final chapter.

5.2 SUMMARY OF CONCLUSIONS FROM STUDY

In Chapter 1 the study was introduced and its background and problem statement were presented. The chapter highlighted the research objectives and research questions and also gave a brief review of the literature on OBPM, HRM and HRD and how these converge thereof in order to respond to the research questions.

Chapter 2 presented literature on the variables. The definitions of PM, OBPM, HRM and HRD were discussed and contrasted. The PM models, relevant schools of thought, and the link between the variables were discussed in order to gain an understanding on the available body of knowledge relating to the variables. The theoretical perspective and approaches on HRM were presented in order to focus on the findings of various authors. At the end of the chapter the meta theoretical framework was discussed.

Chapter 3 was on the methodology that was used in the study. The sample of the study was presented and the methods used to collect qualitative, quantitative as well as secondary data discussed. The chapter also gave a description of how results were obtained and data were analysed. The link between the various steps in selecting the methodology for the research and in conducting the research was shown.

Chapter 4 presented the results and findings of the study. Data was analysed and presented under the secondary and primary classifications and a further differentiation was made between qualitative and quantitative data. The results were linked to the research questions and the hypothesis that OA is effective and that its implementation in the Public Service positively affects HRM and HRD. The findings in the quantitative data supported the hypothesis, whilst the qualitative data and secondary

data did not support the hypothesis that the implementation of the OA in the public service positively affects HRM and HRD.

5.3 POLICY IMPLICATIONS

In Chapter 1, mention was made of the expectations of the study, one of which was to provide policy makers with recommendations that could be useful for policy formulation. The section below highlights policy issues that were extracted from the findings.

5.3.1 Policy implementation, monitoring and evaluation

Policy development in the South African Public Service is performed at the centre (national government) with the periphery, provincial and local government being the implementers of the policy. Policy development remains the responsibility of national government. This, however, does not exempt provincial government and their departments from adapting the policies to suit the circumstances and needs of the communities that they serve. In implementing policies, there is a great need for the policy to be monitored in order to ensure its success in addressing the issue which led to its adoption. In doing that, one needs to look at the inputs and the impact of the policy. The departments need to develop systems to monitor and assess the impact of policies implemented, not only on the service recipients but also on the employees who are implementers and are at the forefront of service delivery. Where capacity is lacking, as has been shown by the study, the necessary skills should be developed or obtained. Internal and interdepartmental policy dialogue needs to be initiated or strengthened so that provincial government is able to input and to influence policies formulated by national government.

5.3.2 Introduction of Change Management tools in government

Change in the South African Public Service happens frequently because of either political, administrative or policy changes. Changes are also brought about by the changing needs of the communities that are being serviced. The South African Public Service needs to consciously implement these changes by identifying the best tools for change management and using those to ensure that the employees remain at the centre of the change and become change agents. This will ensure that the resultant outcomes of the change are maximised.

5.3.3 Leadership and culture transformation

Leadership and culture have been shown to be the drivers of HRM and organisation performance. Leadership training needs to be introduced and enforced within the South African Public Service. This will provide much needed high-calibre leadership demeanour and will result in a change of attitudes of leaders and in the change of the culture as well. The PS needs to be aware that, even with the best and internationally-equal policies, if leadership and/or culture are not addressed, the policies are bound to fail. Findings also showed the high level of education of the respondents which means that the level of HRM needs to be responsive to their needs.

5.3.4 Organisational learning and benchmarking

There was a clear indication that PT has pockets of excellence where HRM is concerned. The extent to which other departments are learning from PT and, despite the fact that PT has a small staff compliment, replicating the systems that have been put in place, could not be ascertained. By learning from each other, the departments can also improve their performance. Provincial structures should put continuous learning on their agenda. This would result in the public service being a learning organisation where development of employees takes place frequently and individuals and the public service benefits.

5.4 RECOMMENDATIONS FOR FACILITATING THE SHIFT TO THE OUTCOMES APPROACH

Now that the study conclusions and policy implications thereof have been discussed, recommendations are provided. Matrix 5.1 delineates actions and activities to turn implementation constraints into opportunities for effective application of the OA.

RECOMMENDATIONS

- Conscious and strategic implementation of the OA
- Timely evaluation of impact of the OA outcomes
- Timely evaluation of impact of the OA implementation
- Design institutional systems to ensure transparency of OA implementation processes
- Institute methods that facilitate systems integration for OA implementation
- Develop change management techniques to align organisational culture with OA implementation

Matrix 5.1: Recommendations for transition to the Outcomes Approach by KwaZulu-Natal departments

CONSTRAINT	ACTION	ACTIVITIES
Implementation of OA was not consciously done	1. Planning	<p>1.1 M&E provincial forum to develop a provincial plan for the implementation of the OA; not the evaluation plan which is in existence, but an implementation plan for the OA</p> <p>1.2 Departmental plans to be drawn up to fall in with the provincial plans</p> <p>1.3 Department to develop programmes to implement OA including training where required</p> <p>1.4 Progress on the plans to be reported upon at provincial level and best practices shared</p>
Evaluation of impact not conducted	2. Implementation	<p>2.1 Putting of timeframes on the Evaluation Plan</p> <p>2.2 Publication of DAs for MECs, internally and externally</p> <p>2.3 Provincial capacity building for evaluators or departments to increase individual capacity as required, including creating necessary organisational structures</p> <p>2.4 Departments to determine performance indicators for the measurement of outcomes, both from a departmental and citizens' perspective</p> <p>2.5 Employee performance documents to reflect outcomes-based indicators</p>
Lack of transparency	3. Development of system to foster transparency	3.1 Publishing of Delivery Agreements of provincial MECs in the provincial newsletter, provincial website and

		<p>applicable departmental websites</p> <p>3.2 Publishing of achievement on the Delivery Agreements in the same media as the Delivery Agreements</p> <p>3.3 Improvement plans informed by the outcomes on the Delivery Agreements to be submitted by the MECs to Cabinet and Provincial Treasury</p> <p>3.4 Future planning of the departments to be informed by the improvement plans</p>
Lack of integration of systems	4. System integration	<p>4.1 Team effort to be used to include operational as well as administrative-support specialist who will identify policy implications of OA and gaps that exist</p> <p>4.2 Provincial task team to be formed to address gaps in a holistic manner with inputs from the departments</p> <p>4.3 System integration between M&E, HRM, HRD and operational policies to form the basis of existence for such a team</p>
5. Organisational culture not supportive of OA	Build positive organisational culture	<p>5.1 Surveys to be conducted to determine organisational culture and morale of employees</p> <p>5.2 Interventions to be developed to address gaps in organisational culture and leadership to be provided for the implementation thereof</p>

The recommendations above will assist the departments in addressing the gaps that have been identified by the study and will create a platform for advancement in implementation. The department would achieve optimal results internally in terms of integrating systems and developing staff, as well as externally by achieving the purpose of the approach by making an impact on service delivery.

This study not only responded to the hypothesis and the research questions but also unearthed gaps in the literature that could be addressed through further studies. These are discussed in the section below.

5.5 RECOMMENDATIONS FOR FURTHER STUDIES

In considering further studies, the study findings and the issues that were identified were taken into consideration. Further studies on the best methods of introducing culture change in the South African Public Service would provide valuable knowledge for government. There is also a need to conduct a study linking culture to the OA. For OA to be successful, the study has shown the importance of adopting a culture that would be supportive to the purpose of OA. The utilisation of change management in the South African Public Service can also be a subject for further studies. In the absence of evaluation of various programmes that impact on the outcomes, further research could be done on the impact of government programmes that have a direct link to the 12 outcomes of government.

5.6 CONCLUSION OF STUDY

The hypothesis of the study was that the implementation of OBPM/OA in the public service positively affects HRM and HRD. Questions that needed to be responded to were whether the implementation of OA resulted in improved HRM as well as improved HRD. The review of literature gave various definitions of PM, PMS, HRM, HRD and OA by different authors. These were discussed and contrasted. Models on PM were discussed, theories on HRM by various authors were presented, pessimistic and optimistic literature on OA was presented and discussed, HRD and its link to PM was discussed. Literature also raised two schools of thought focusing on systems thinking and command control which was discussed in light of the purpose of the study.

In the research methodology various methods and designs were discussed. The research methodology of the study, which is a case study, was discussed and the various steps that were taken to identify the case, choose the sample, develop data-gathering tools, gather qualitative, quantitative and secondary data were discussed. A further distinction was made between qualitative and quantitative data and its results compared. In presenting the data, responses were linked to the questions on both the qualitative and the quantitative data.

With regard to the hypothesis (that OA is effective) the findings using quantitative were different to those of the quantitative and secondary data. When using quantitative data OA was found to be

effective in the South African Public Service, whilst qualitative data and secondary data found it to be ineffective. On the research question about OA improving HRD, the quantitative data suggested that there was improvement of HRM and HRD as a result of the OA. The qualitative and secondary data, however, suggested that although there was a relationship between OA and HRD, such relationship had not led to OA improving HRD. On the question of OA improving HRM, the findings were that there was a relationship between HRM and OA but there had also been no improvement of HRM as a result of the introduction of OA. The period in which OA has been implemented in the South African Public Service could, however, have an effect on its effectiveness. OA was implemented in 2010 and there could be a possibility that its impact is still to be realized and that employees could still learn, and develop the relevant outcomes as time progresses. It is also worth noting that the method of implementation is a determinant of how changes in systems, including the implementation of the OA, are received by employees and the period that it takes for the new system to infiltrate other systems and practices in the department. This in turn impacts on the efficiency and effectiveness of the PS and its response to the developmental needs of the communities it serves as set out in Outcome 12. An effective and efficient PS is at the centre of improved performance in the endeavor to make an impact on the lives of the citizens and is crucial in the optimization of the systems. Effectiveness and efficiency also allows for maximizing of the benefits that are presented by changes brought about by the global era and specifically the changes in the PS. In any organization, including the Public Service, the focus and investment in the human resources and ensuring its development in line with the changes in the organization, will have a positive influence in all aspects of the department. With persistence, utilization of relevant intervention and closing the identified gaps, much can be achieved by OA in service delivery and improving the lives of citizens.

In conducting the study, the utilization of the case study design proved valuable as one observed the difference in the two cases which are symbolic of the PS and the fact that, even with the best policies in place, it ultimately comes down to political leadership that is provided in the department, administrative leadership, how people are managed and made to feel part of the department and organizational culture, capacity and development of employees. The difference in the achievements of the two cases, even though they utilize the same policies, is worth noting.

The utilization of all three research methods (secondary, qualitative and quantitative data gathering) strengthened the outcome of the study and ensured that the study was inclusive of all relevant factors. The utilization of documentary data provided information on what had been done, the purpose of the policies and what had been achieved by departments in line with these. Qualitative data ensured that the departmental policy formulators or implementers of national policies relevant to PM, HRM and HRD shared their experiences and views on the variables of OA, HRM and HRD; gaps in implementation that had already been identified and interventions that were planned to address those

were included. The quantitative study reflected the perceptions of the employees who were in senior management and deputy management positions. The data helped in responding to the research question holistically by including people who worked with OA and should be creating a bridge between policy intentions of government and policy achievement. The triangulation of data gave valuable data that were utilized to respond to whether OA was effective, and whether it led to the improvement of both HRM and HRD.

In conclusion, the study was able to disprove the hypothesis and to respond to the research questions in a way that can improve the South African Public Service in that performance management in the Public Service, through the utilisation of a performance management system, and integration of organisational systems, can improve service delivery and lead to an inclusive and democratic society. As recipients of services and as people to whom the departments and politicians are accountable, citizens need to know how performance is managed and measured and how accountability is determined so that they in turn are able to participate in the systems and ensure that government indeed measures what it should be measuring and uses methods which are fair and which will talk to their circumstances. Ultimately, service recipients should be able to say that indeed, services have improved, politicians are being held to account and that the lives of the citizens have progressed. OA therefore needs to integrate government goals, government outcomes, the needs of the communities and departmental resources with departmental programmes which respond to the needs of the citizens being served.

5.7 CONCLUSION OF CHAPTER

In Chapter 5 of the study, the study was brought to a conclusion. As part of concluding the study, a summary of all the chapters, Chapter 1 to Chapter 4, was given. The segment that followed thereafter presented the policy implications of the study in respect of the variables of the study as well as what was derived from it. The policy implications were the implementation, monitoring and evaluation of policy in the public service, change management, transformation of leadership and organisational culture and organisational learning and benchmarking. This segment was followed by the recommendations pertaining to the shift of the departments from the input-output approach to the OA. Further recommendations were presented on further research that can be conducted to close the gap in the body of knowledge that was identified by this study.

In concluding the study, the section also gave an overview of the research design which was the case study, the method that was followed in conducting the study, the data collection tools that were used for the three methods that were utilised for the study. The final section was on the outcome of the

study in relation to the hypothesis that the implementation of OA in the PS is effective, which was proven. The research questions were also responded to with the quantitative results showing lack of a relationship between OA and HRD as well as OA and HRM and that OA had not resulted in an improvement in the HRM and HRD. The qualitative and secondary data showed that a relationship exists between the variables, however, there had been not improvement in either HRD or HRM as a result of the Outcomes Approach.

APPENDIX A

REFERENCES

- Aburas, H. M. (2010). An integrated performance management framework for a multi-business company. *South African Journal of Industrial Engineering*. 21e org quality (1). 35-43k.
- Adhikari, D. R. (2010) Human resource development for performance management: The case of Nepalese organisations. *International Journal of Productivity and Performance Management*. 49 (4), 306-324.
- Baroda, S., Sharma, C. and Aggarwal, P. (2012) A path to cultivate organisational socialisation for its success. *International Journal of Multidisciplinary Management Studies*. 2(6), 90-103.
- Boselie, P., Brewster, C. and Paauwe, J. (2009) In search of balance-managing the dualities of HRM: An overview of the issues. *Personnel Review*. 38 (5), 461-471.
- Botha, E and Meyer, M. (2000) Organisational Development and Transformation in South Africa. Durban.: Butterworth
- Brinkerhoff, D. and Wetterberg, A. (2012) 'Performance based Public Management Reforms: experience and emerging lessons from service delivery improvement in Indonesia'. Paper presented at: 16th Annual Conference: *Public sector reform in developing and transitional countries: What have we learnt and where should we go?* University of Rome, Rome, Italy, 11-13 April.
- Brudan, A. (2010) Rediscovering performance management: Systems, learning and integration.. *Measuring Business Excellence*. 14 (1), 109-123.
- Cameron, R. (2009) New Public Management Reforms in the South African Public Service: 1999-2008. *Journal of Public Administration*. 44 (1), 910-942.
- Cassim, L. (2011). *Postgraduate Toolkit*. ERS Consultant.
- Creswell, J.W. (2009). *Research Design Qualitative, Quantitative and Mixed Methods Approaches*. Thousand Oaks, CA: Sage Publication.
- De Waal, A. and Couriet, H. (2009) Lessons learned from performance management systems implementation. *International Journal of Productivity*. 58 (4), 367-390.
- DuBrin, A. J. (2010). *Principles of Leadership*. Hampshire: Cengage Learning.
- Ehlers, T and Lazenby, K. (2009) *Strategic Management: South African concepts and cases*. 3rd edition. Pretoria: Van Schaik Publishers.
- Erasmus, B. and Schenk, H (2008) *South African Human Resource Management: Theory and Practice*. Landsowne: Juta. & Co. Ltd.
- Fard, H. D., Rostamy, A. A. A and Taghiloo, H. (2009) How types of organisational cultures contribute in shaping learning organisation. *Singapore Management Review*. 31 (1), 49-61.
- Fox, W., Schwella, E. and Wissink, H. (2000) *Public Management*. Cape Town: Juta & Co. Ltd.

French, W. L. and Bell, C. H. (1999) *Organisational development: Behavioural Science interventions for organisational improvement*. Upper Saddle River, NJ: Prentice- Hall.

Gerber, P. D., Nel P.S. and van Dyk, P.S. (1998) *Human Resource Management*. 4th edition. Pretoria: Kagiso.

Glynn, J. J. and Murphy, M. P. (1996) Public Management: Failing accountabilities and failing performance review. *International Journal of Public Sector Management*. 9 (5/6), 125-137.

Government of Western Australia. (2004) *Outcome based management: Guidelines for use in the Western Australian public sector*. Perth: Department of Treasury and Finance.

Grobler, P. A., Wörnich, S., Carrell, M. R., Elbert, N. F. and Hatfield, R. D. (2011) *Human Resource Management in South Africa*. Hampshire: Cengage Learning.

Guest, D. E. (2011) Human resource management and performance: A review and research agenda. *The International Journal of Human Resource Management*. 8 (3), 263-276.

Halachmi, A. (2011). Imagined promises vs real challenges to public performance management. *International Journal of Productivity and Performance Management*. 60 (1), 24-40.

Hale, R. and Whitlam, P. (2000) *Powering up Performance Management: An integrated approach to getting the best from your people*. Hampshire: Gower Publishing.

Hampson V, Best P and Kavanagh M. (2012) Is the Community better off? An assessment of Outcomes Based Performance Management. *The Business Review* 19 (2), 43-50.

Harrison, R. L and Reilly, T. M. (2011) Mixed methods designs in marketing research. *Qualitative Market Research: An International Journal*. 14 (1), 7-26.

Heinrich, C.J (2002). Outcomes-Based Performance Management in the Public Sector: Implications for Government Accountability and Effectiveness. *Public Administration Review*. 62(6), 712-725.

Holtzhausen, N. (2007) *Whistle blowing and whistle blower protection in the South African Public Sector*. P.h.D. University of South Africa.

<http://www.mcgraw-hill.co.uk/openup/chapters/9780335243686>. The literature review in research. Accessed 5 July 2013.

<http://www.BusinessDictionary.com/definition/school-of-thought>. Accessed 10 November 2013

Issa, F. (2011) 'Strengthening public sector Human Resource Management capacities in Africa: Policy and methodologies for evaluating performance of the public sector in Tanzania'. Paper presented at: an Expert Group Meeting: *Human Resource policy in the public sector in Africa*. Durban, South Africa, November 2010.

Kanyane, M. H. and Mabelane, M. J. (2009). Performance management and skills capacity in the government sector. *Journal of Public Administration*. 44 (1), 58-69.

Karnes, R. E. (2009) A change in Business Ethics: The Impact on Employer-Employee Relations. *Journal of Business Ethics*. 87, 189-197.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2009) 5 year Strategic Plan

for KwaZulu-Natal Department of Agriculture and Environmental Affairs. Pietermaritzburg: DAEA.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2009) Annual Performance Plan for 2009 and 2010. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2010) Annual Performance Plan for 2010 and 2011. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2011) Annual Performance Plan for 2011 and 2012. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2010) Annual Report for 2009 and 2010. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2011) Annual Report for 2010 and 2011. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture and Environmental Affairs. (2012) Annual Report for 2011 and 2012. Pietermaritzburg: KZN PT.

KwaZulu-Natal Department of Agriculture, Environmental Affairs and Rural Development. (2009) Organisational and Post Establishment Structure. Pietermaritzburg: DAEA.

KwaZulu-Natal Provincial Treasury. (2009) 5 year strategic plan for KwaZulu-Natal Provincial Treasury. Pietermaritzburg: KZN PT.

KwaZulu-Natal Provincial Treasury. (2010) Annual performance plan for 2010 and 2011. Pietermaritzburg: KZN PT.

KwaZulu-Natal Provincial Treasury. (2010) Annual report for 2009 and 2010. Pietermaritzburg: KZN PT.

KwaZulu-Natal Provincial Treasury. (2011) Annual performance plan for 2011 and 2012. Pietermaritzburg: PT.

KwaZulu-Natal Provincial Treasury. (2011) Annual report for 2010 and 2011. Pietermaritzburg: KZN PT.

KwaZulu-Natal Provincial Treasury. (2012) Annual report for 2011 and 2012. Pietermaritzburg: KZN PT.

KwaZulu-Natal Provincial Treasury. Approved structure for KwaZulu-Natal Provincial Treasury. Pietermaritzburg: KZN PT.

KwaZulu-Natal Planning Commission. (2011) Provincial growth and development plan 2011-2030. Pietermaritzburg: Office of the Premier.

KwaZulu-Natal Planning Commission. (2011) Provincial growth and development strategy. Pietermaritzburg: Office of the Premier.

Law, J. (2013). *Do outcomes based approaches to service delivery work?* Local authority outcome agreements in Wales. University of South Wales.

- Lowe, T. (2013). New development: The paradox of outcomes – the more we measure, the less we understand. *Public Money & Management*. 33 (3), 213-216.
- Manning, K. (2010). Strategic Human Resource Management and the Australian Public Sector. *Transylvania Review of Administrative Sciences*. 30E, 150-161.
- Manyaka , RK and Sebola, M P. (2012) Impact of performance management in service delivery in the South African Public Service. *Journal of Public Administration*. 41 (1), 339 - 354
- Mathenjwa, I. L. (2010) *An evaluation of the implementation of the learnership programme within the Public Service Commission*. MPA. University of Stellenbosch.
- Meyer, M and Botha, E. (2000) *Organisation Development and Transformation in South Africa*. Durban: Butterworths.
- Mnyambe N. (2005) *Organisational culture and its underlying basic as a determinant of response to change: A Case Study of KwaZulu-Natal's Conservation Sector*. P.h.D. University of KwaZulu-Natal.
- Mouton, J. (2011) *How to succeed in your Master's and Doctoral studies: A South African guide and resource book*. Pretoria: J.L.van Schaik.
- Mpanga, E. E. L. (2009) *The implementation of performance management program in Uganda's public service with specific reference to the ministry of public service*. Master's dissertation. University of South Africa.
- Mucha, M. J. (2009) *A performance management framework*. *Government Finance Review*.25(5), 51-54.
- Mwita, J. I. (2000) Performance management model: A systems-based approach to public service quality. *The International Journal of Public Sector Management*. 13 (1), 19-37.
- Neuman, W. L. (2011) *Social research methods: Qualitative and quantitative approaches*. Boston: Pearson.
- O'Donnell, M. (1998) Creating a Performance Culture? Performance-based Pay in the Australian Public Service. *Australian Journal of Public Administration*. 57 (3), 28-40.
- Ochurub, M., Bussin, M. and Goosen, X. (2012) Organisational readiness for introducing a performance management system. *SA Journal of Human Resource Management*. 10 (1), 1-11.
- Paauwe, J. (2009). HRM and Performance: Achievements, Methodological Issues and Prospects. *Journal of Management Studies*. 46 (1), 129-142.
- Penceliah, Y. (2010). Towards learning organisations in the public sector: The democratisation of organisations through learning. *Administratio Publica*. 18 (2), 185-201.
- Public Service Commission. (2012) *Outcome Based Monitoring and Evaluation—Our Approach*. Pretoria: PSC.
- Radnor, Z. and McGuire, M. (2004) Performance management in the public service: Fact or fiction. *International Journal of Production and Performance Management*: 53(3), 245-260.
- Ramachandran, S. D. and Ismail, H. (2011) Organisational culture: An exploratory study comparing faculties' perspectives within public and private universities in Malaysia. *International Journal of*

Educational Management. 25 (6), 615-634.

Rakgoale, E. K. (2011) Improving the performance management and development system in the Department of Health and Social Development. Master's dissertation. University of Limpopo.

Region of Waterloo Public Health (2013). *Qualitative Data Analysis*. [online] [Accessed on 27 August 2013] www.ncbi.nlm.nih.gov/pubmed/12109729

Republic of South Africa. (1996) Constitution of the Republic of South Africa, 1996 (Act 108 of 1996). Pretoria: Government Printer.

Republic of South Africa. The Presidency. (2007) Government Wide Monitoring and Evaluation System. Pretoria: Government Printer.

Republic of South Africa. (1997) White Paper on a New Employment Policy for the Public Service. Pretoria: Government Printer.

Republic of South Africa. (1997) White Paper on Human Resource Management in the Public Service. Pretoria: Government Printer.

Republic of South Africa. (1997) White Paper on Transforming Public Service Delivery. Pretoria: Government Printer.

Republic of South Africa. (2009) Improving Government Performance: Our Approach. Pretoria: Government Printer.

Republic of South Africa. Department of Public Service and Administration (2003) Senior Management Service: Public Service Handbook. Pretoria: Government Printer.

Republic of South Africa. Department of Public Service and Administration. (2007) Employee Performance management and development system. Pretoria. Government Printer.

Republic of South Africa. Department of Performance Management and Evaluation. (2012) Management Performance Assessment Tool. Pretoria: Government Printer.

Republic of South Africa. Department of Performance Management and Evaluation. (2012) Performance Assessment Tool Framework. Pretoria: Government Printer.

Republic of South Africa. Department of Performance Management and Evaluation. (2012) National Evaluation Plan. Pretoria: Government Printer.

Republic of South Africa (2010) Guide to the Outcomes Approach. Pretoria: Government Printer.

Republic of South Africa. National Treasury. (2007) Treasury regulations on Strategic Planning. Pretoria: Government Printer.

Republic of South Africa. The Presidency. (2011) Self Assessment Module of the Management Performance Assessment Tool, MPAT. Pretoria: Government Printer.

Republic of South Africa. The Presidency. (2012) Management Performance Assessment Tool: Synopsis of MPA results for KwaZulu-Natal Provincial Department 2012/2013. Pretoria: Government Printer.

- Robbins, P.S. and Barnwell. (2006) *Organisation Theory, Concepts and Cases* (5th edition). Frenchs Forest, NSW: Pearson Education Australia.
- Roos, M. (2009). *Performance Management within the Parameters of the PFMA*. Master's dissertation. University of South Africa
- Sandelowski, M. and Barroso J. (2003) *Qualitative Health Research*. Sage Publications.13.
- Schurink, W. and Schurink, E. (2010) Outcomes-based evaluation within a systems perspective: Moving beyond a theory-of-change to system change reform in public governance. *Administratio Publica*. 18 (2). 2-3.
- Sharp, J. L. et al., (2012). A Mixed Methods Sampling Methodology for a Multisite Case Study. *Journal of Mixed Methods Research*. 6(1), 35-54.
- Spekle, R. F. and Verbeeten, F. H. M. (2009). The use of performance measurement systems in the public sector: Effects on performance. *Social Science Research Network*. Management Accounting Section (MAS) Meeting Paper.
- Summermatter, L. and Siegel, J. P. (2009) 'Defining Performance in Public Management: Variations over time and space.' Paper for IRSPM XX III, Copenhagen, 6-8 April, 1-34.
- Teddlie, C. and Tashakori, A. (2009) *Foundation of mixed methods research: Integrating quantitative and qualitative techniques in the social and behavioral sciences*. Thousand Oaks, CA: Sage
- The Scottish Government .(2011). *Local Matters: Delivering the Local Outcomes Approach*. Edinburgh: APS Group Scotland
- Thornhill, C and Van Dijk, H. G. (2003) The Public Service as a learning organisation. *Journal of Public Administration*. 38 (3), 339 – 354
- Van der Westhuizen, J. (2011) Globalisation and HRM: An integrated framework for the African public service. *Politeia*. 30 (2), 46-65.
- Walker, R. M., Damanpour, F. and Devece C. A. (2010) Management innovation and organizational performance: The mediating effect of performance management. *Journal of Public Administration Research and Theory*. 21(2), 367-386
- Weeks, R. (2010). Organisational Culture: A contemporary management perspective. *Acta Commercii*. 43-58
- Werner, J. M. and DeSimone, R. L. (2009). *Human Resource Development*. CA: Cengage Learning.
- Wiewiora, A., Murphy, G.D., Trigunarsyah, B. and Coffey, V. (2012) 'Uncovering the impact of organisational culture types on the willingness to share knowledge between projects'. Paper for PMI Research and Education Conference 2012, Ireland.
- Yin, R. K. (2009). *Case Study Research: Design and Methods*. Los Angeles. Sage
- Zhang, Y. and Wildemuth, B. M. *Qualitative Analysis of Content*. [online] [Accessed on 13 August 2013] http://qsrinternational.co/perom/products_nvivo.aspx

APPENDIX B-1

GATE KEEPER'S LETTER – PROVINCIAL TREASURY

APPENDIX B-2

GATE KEEPERS LETTER - DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS

APPENDIX C-1

**Questionnaire
on the
Effectiveness of Outcomes Based Performance Management in the KwaZulu-Natal
Province**

INSTRUCTIONS

Thank you for taking the time to indicate your experience on the Outcomes Approach (OA) and its effectiveness in the department. You are requested to complete this questionnaire by making a tick in the appropriate box using a black ball pen. Please note that the survey will be used for study purposes only and that you can, at any time, withdraw from it.

Rate each factor on the Likert 5-point scale

FOR STUDY PURPOSE ONLY

Result code					
1.	Completed	2.	Partly completed	3	No usable information

Result Code

SECTION A:

Please indicate your location

Department of Agriculture and Environmental Affairs	South Region	
	North Region	
	Head Office	
Provincial Treasury		

SECTION B: BIOGRAPHICAL INFORMATION

Mr/Mrs/Miss/Rev/Dr: _____

Gender	
Race	
Age group	
Highest qualification obtained	
What is your post description/title?	
How long have you been working in the Department?	
How many employees do you directly manage?	
What is your role in Performance Management?	

Which of the following categories best describes your job? Please tick one.

Agriculture	
-------------	--

Environmental Services	
Veterinary Services	
Administrative: (Please specify below)	
Human Resource Management	
Performance Monitoring and Evaluation	
Financial Management	
Legal	
ICT	
Facilities Management	
Security Management	
Other (Please specify)	

SECTION C

EFFECTIVENESS OF PERFORMANCE MANAGEMENT	strongly agree	somewhat agree	strongly disagree	somewhat disagree	do not know
1. The department uses Performance Management to achieve strategic planning					
2. Community expectations are reflected in the mission statement of the department					
3. The values of the department are reflected in the mission statement					
4. The operational objectives of the department are clearly defined					
5. All operations of the department are directed to the its objectives					
6. Allocation of resources is based on performance planning					
7. There is clear feedback on organisational performance					
8. There is integration of organisational and employee performance					

SECTION D

EFFECTIVENESS OF THE OUTCOMES APPROACH	strongly agree	somewhat agree	strongly disagree	somewhat disagree	do not know
9. The Outcomes Approach has resulted in improved political accountability					
10. I believe that the Outcomes Approach assists the department in delivering a better service					
11. The activities of the department reflect the values of the Outcomes Approach					
12. The Outcomes Approach results in a public service that is developmental oriented					

13. Outcome 12 results in greater effectiveness for the department					
14. My Key Performance Indicators have changed since the implementation of the Outcomes Approach in 2010					
15. There has been an improvement in HRM since the implementation of the Outcomes Approach					
16. The use of the Outcomes Approach leads to improved development opportunities for the employees					

SECTION E

IMPACT ON HUMAN RESOURCE MANAGEMENT	strongly agree	somewhat agree	strongly disagree	somewhat disagree	do not know
17. The department has clear HRM policies					
18. Recruitment of staff is done such that there is an optimal fit between the employee and the department					
19. I am assisted by the Department to link my career growth to the organisational goals					
20. Proper management of human resources in the Department leads to the department meeting its performance goals					
21. The Outcomes Approach has resulted in an improvement in the manner in which human resources is managed					
22. Since the implementation of the Outcomes Approach, we focus on the outcomes and not on the outputs					
23. The Outcomes Approach has improved performance communication in the department					

SECTION F

IMPACT ON HUMAN RESOURCE DEVELOPMENT	strongly agree	somewhat agree	strongly disagree	somewhat disagree	do not know
24. The department has clear HRD policies					
25. Training and development of employees is encouraged					
26. I am duly rewarded for good performance					
27. Gaps in performance are addressed					

through training and development					
28. My Personal Development Plan (PDP) has changed to reflect the need for my functions to add value to the lives of the service recipients					
29. Training of staff has improved since the implementation of the Outcomes Approach					
30. Skills development has improved since the implementation of the Outcomes Approach					

CONCLUSION

Thank you for taking your time to fill in the questionnaire.

APPENDIX C-2

Performance Management in the KwaZulu-Natal Department of Agriculture and Environmental Affairs and Provincial Treasury

INSTRUCTIONS

Thank you for taking the time to indicate your experience of Performance Management (PM)/Outcomes Approach and its effectiveness in your department. The questions in this interview will seek to get your perception as a leader in the department on the issues pertaining to PM, OA, HRM and HRD. Please note that the survey will be used purely for study purposes.

SECTION A: BIOGRAPHICAL INFORMATION

Mr/Mrs/Miss/Rev/Dr:

Gender:

Race:

Age:

Highest qualification:

Nature of job:

Post title:

Period of service:

Name of department:

No. of years in current post:

No. of subordinates:

Role in PM:

SECTION B: RESEARCH QUESTIONS

1. Could you describe, in as much detail as possible, the performance management process in the department?
2. In what ways does input-output oriented approach differ from the Outcomes Approach
3. How do you go about using the Outcomes Approach to ensure that increased accountability, improvement of the lives of the citizens and integrated planning is achieved?
4. The Outcomes Approach can be implemented in many ways, please describe the process that was followed in your department to implement the Outcomes Approach?

5. Why was there a decision made to implement the OA in the Public Service?
6. Within what timeframe did your department begin to implement the OA?
7. Which policies and procedures have been affected by the OA and why?
 Probe:
 In what ways has the OA impacted on the departmental policies and procedures?
8. How can inputs, activities, outputs, outcomes and impacts be linked to improve performance?

Now I would like to hear your perceptions about the outcome concerned with effective, efficient, and development oriented public service and empowered, fair, and inclusive citizenship. Let's talk about the effective and efficient part first and then the citizenship component.

9. How can effective, efficient and development oriented PS improve performance in your department? How is this currently done in your department?
10. Why does an empowered, fair and inclusive citizenship matter in designing a performance management system?
11. Please explain in what ways efficient, effective and developmental PS is related to HRM? How has this particular outcome affected HRM in your department?
12. How can HRM lead to citizens being included and empowered through achievement of a performance management system?
13. Please explain in what ways efficient, effective and developmental PS is related to HRD?
14. How has this particular outcome affected HRD in your department?
15. How can HRM lead to citizens being included and empowered through achievement of a performance management system?
16. Please explain in what ways efficient, effective and developmental PS is related to HRD?
17. How has this particular outcome affected HRD in your department?
18. How can HRD lead to citizens being included and empowered through achievement of a performance management system?

APPENDIX D

QUANTITATIVE DATA

4.4.1 THE CASE OF PROVINCIAL TREASURY

The operational objectives of the department are clearly defined

Figure 4.1 presents the results for Case 1 which show that the highest percentage, 71% chose “strongly agree” whereas 16% chose “somewhat agree” 8% “strongly disagree” and 5% chose “somewhat disagree”.

Table 4.1: Overall results for objective being clearly defined

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17

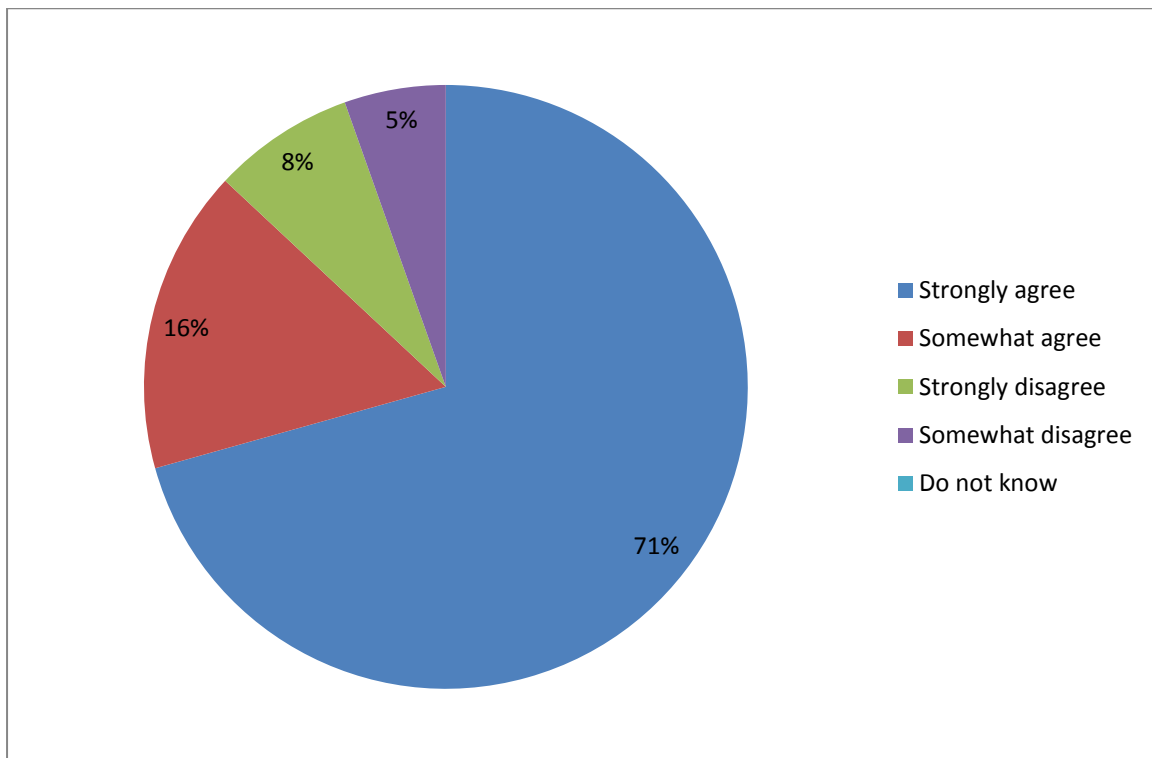


Figure 4.1: Provincial Treasury results for operations objectives being clearly defined

The results showed that the respondents strongly agreed that the objectives were clearly defined. Clear definition of objectives is part of a good PMS.

All operations of the department are directed to its objectives

Provincial Treasury’s highest percentage, 52% of respondents, chose “strongly agree” and 41% selected “somewhat agree” and 7% chose “somewhat disagree”.

Table 4.2: Overall results for operations being directed to the objectives

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17

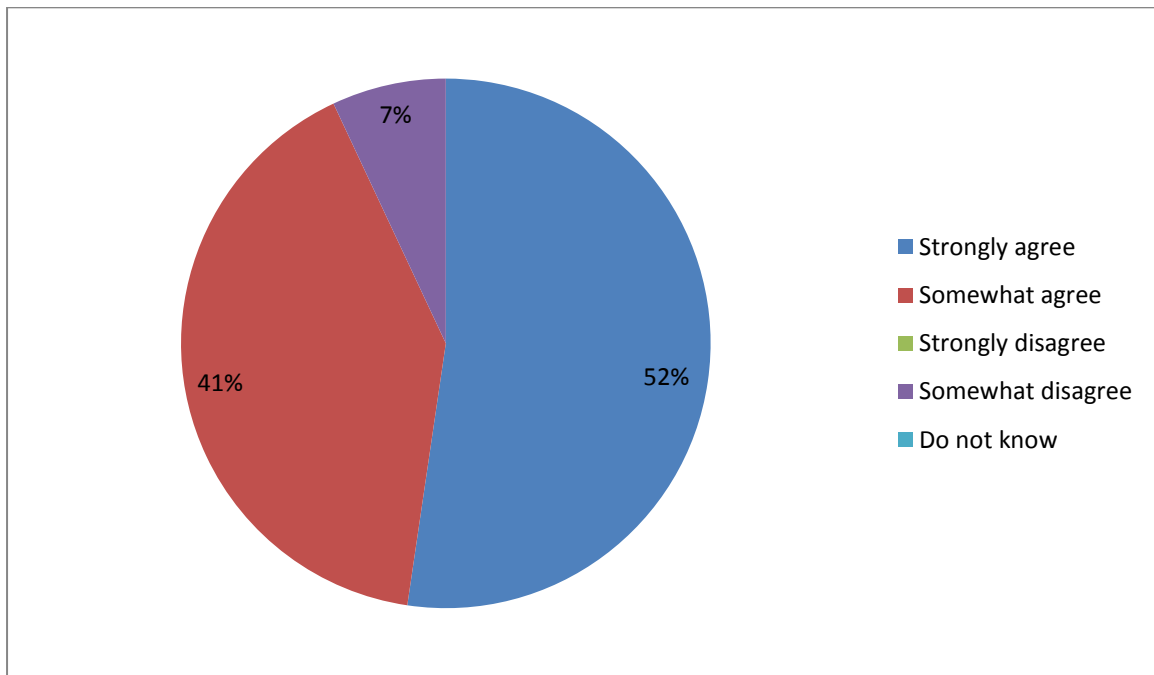


Figure 4.2: Provincial Treasury results for operations being directed to the objectives

All operations at PT were directed to the objectives which should be the case if PM is to be attained and objectives met.

Allocation of resources is based on performance planning

Provincial Treasury’s highest percentage, 59% of respondents, chose “somewhat agree” and 12% chose “strongly agree”, 6% “strongly disagree”, another 6% “somewhat disagree” and 17% chose “do not know”.

Table 4.3: Overall results for allocation of resources being based on performance planning

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	10	1	1	3	17

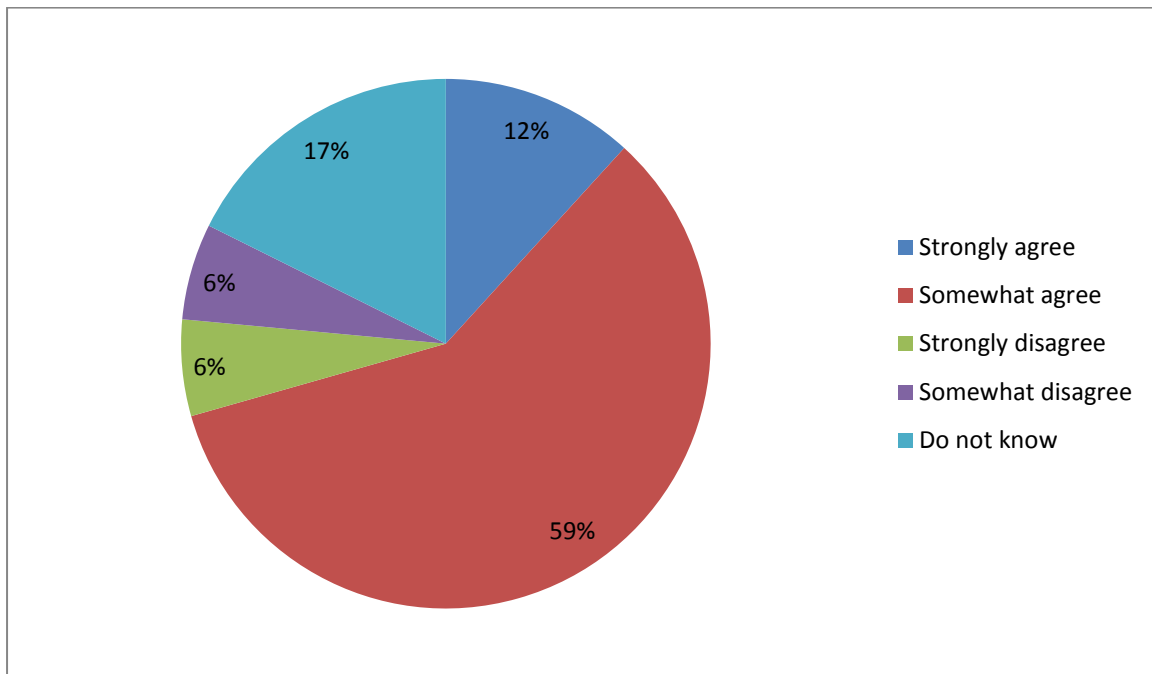


Figure 4.3: Provincial Treasury results for allocation of resources being based on performance planning

There is clear feedback on organisational performance

The highest percentage for Provincial Treasury was “somewhat agree” at 53% followed by “strongly agree” at 29% with 18% of the respondents disagreeing.

Table 4.4: Overall results for clear feedback on organisational performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	9	1	2	0	17

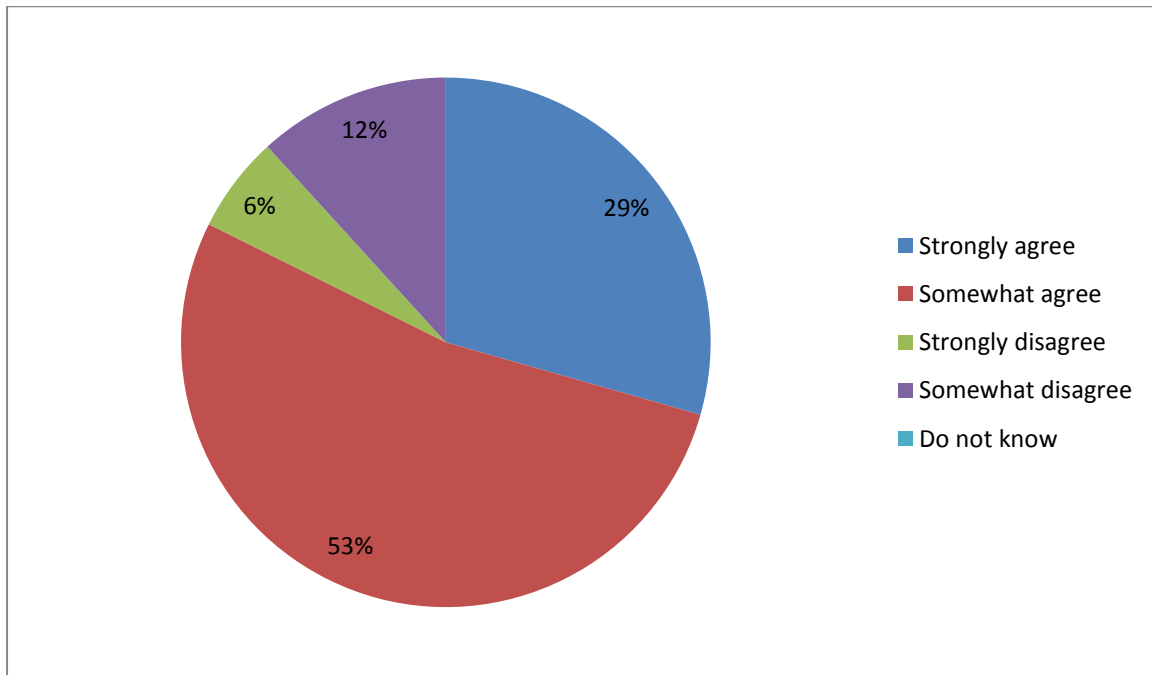


Figure 4.4: Provincial Treasury results for clear feedback on organisational performance

The percentage spread of respondents showed that they felt that performance feedback was not necessarily clear. Feedback of performance needs to take place for accountability to be realised.

There is integration of organisational and employee performance

59% of the respondents in Case 1 chose “somewhat agree” was, 23% “strongly agree”, 12% “somewhat disagree” and 6% “do not know”.

Table 4.5: Overall results for the integration of organisational and employee performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	10	0	2	1	17

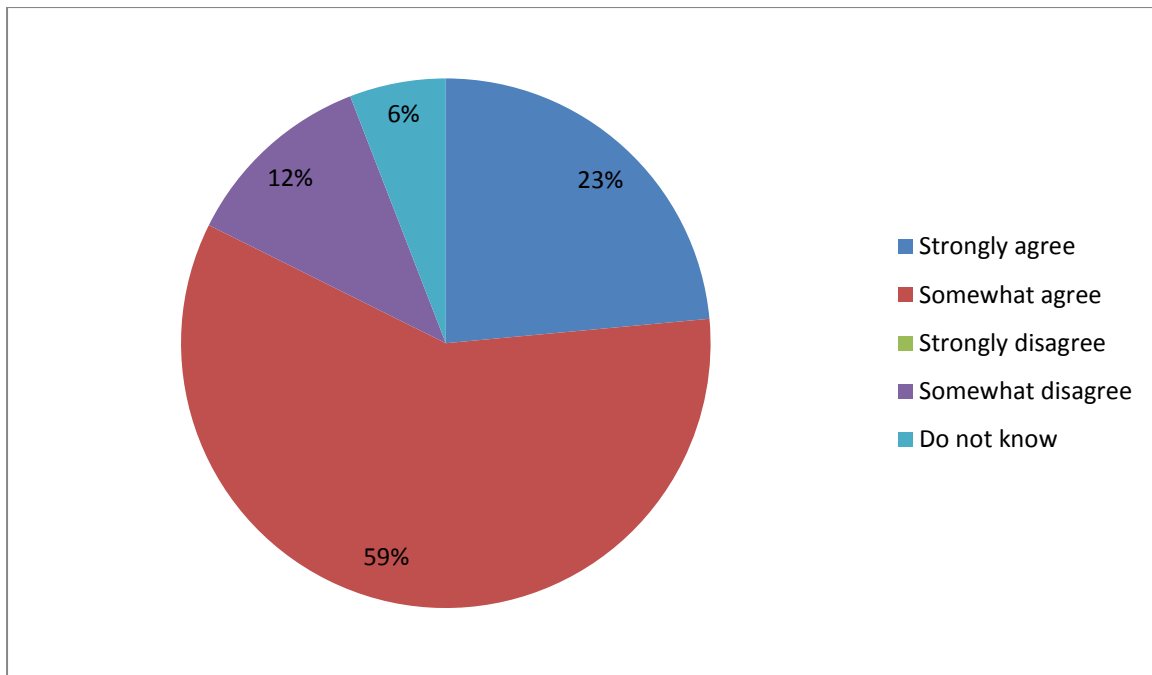


Figure 4.5: Provincial Treasury results for integration of organisational and employee performance

The results showed that there was very little agreement that there was integration of organisational and employee performance. A good PMS links organisational and employee performance for goal attainment.

The activities of the department reflect the values of the Outcomes Approach

Individual results showed that 17% of Case 1 respondents “strongly agree” while 41% “somewhat agree”, 12% “strongly disagree”, 18% “somewhat disagree” and 12% chose “do not know”.

Table 4.6: Overall results for reflection of the Outcomes Approach values in the departmental activities

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	3	7	2	3	2	17

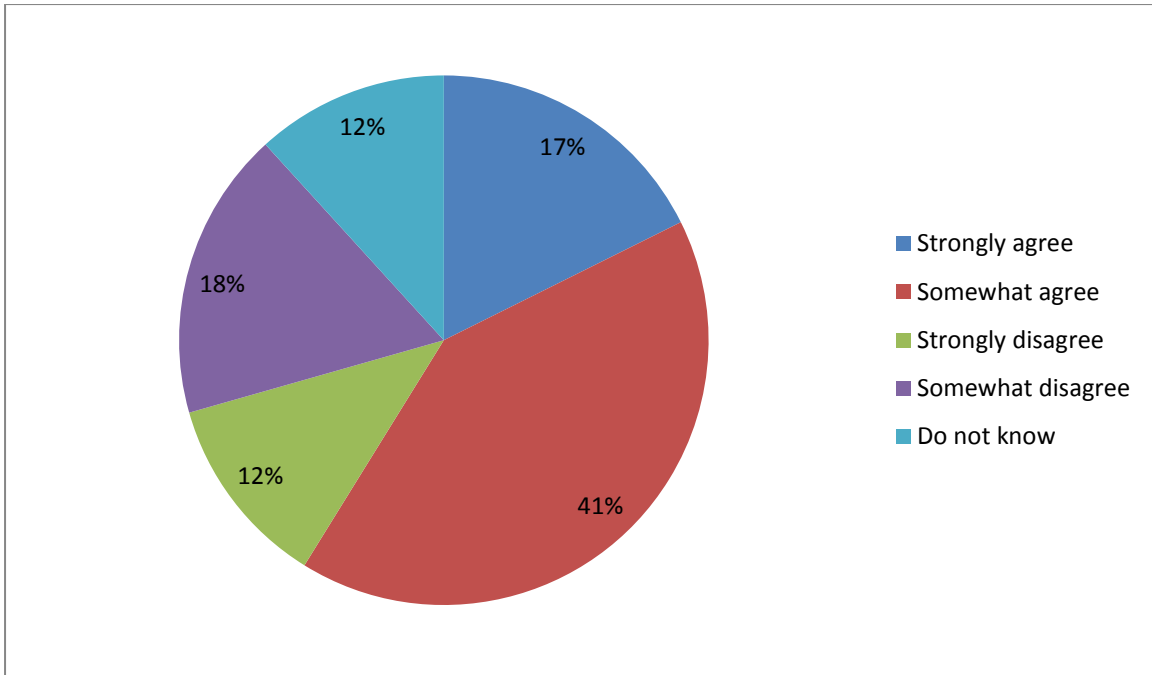


Figure 4.6: Provincial Treasury results for Outcomes Approach values being reflected in departmental activities

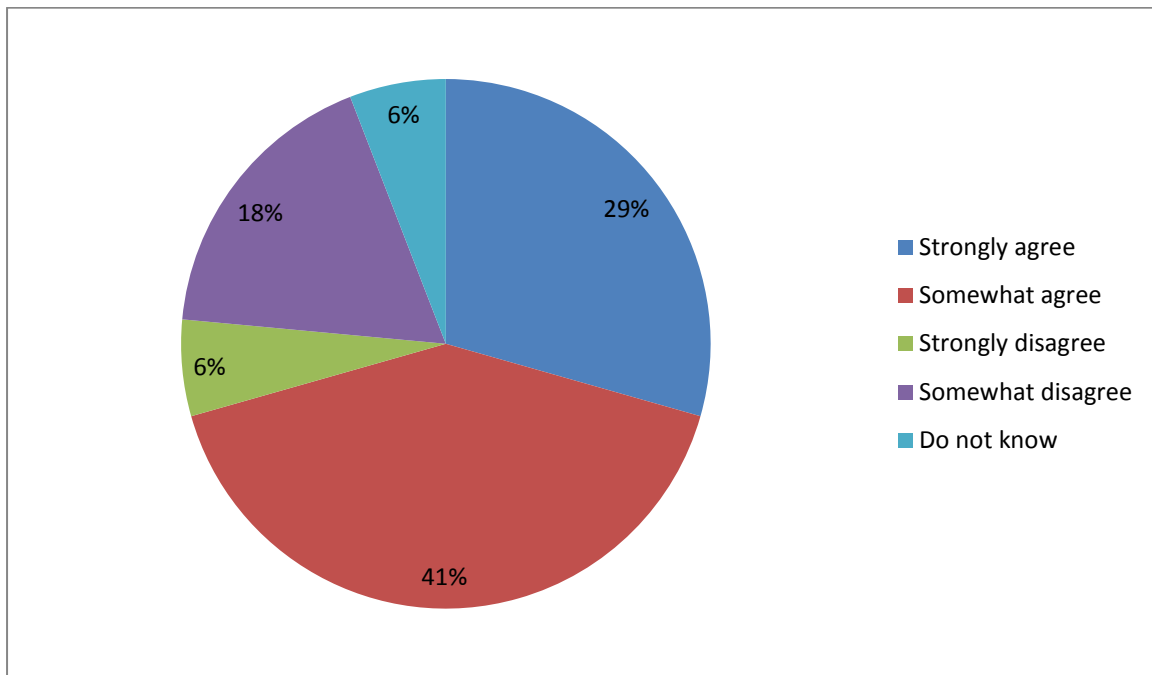
The results show that respondents were certainly not in agreement that OA values are reflected in the activities of PT.

The Outcomes Approach results in a public service that is developmental oriented

Case 1 responses reflected that 29% strongly agreed, 41% somewhat agreed, 6% strongly disagreed, 18% somewhat disagreed and 6% did not know.

Table 4.7: Overall results for the public service being developmental

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	7	1	3	1	17



4.7: Provincial Treasury results for a developmental public service

The use of the Outcomes Approach leads to improved development opportunities for the employees

The results for Case 1 respondents show that 23% strongly agreed, 35% somewhat agreed, 18% strongly disagreed, 6% somewhat disagreed and 18% did not know.

Table 4.8: Overall results for Outcomes Approach leading to better development opportunities for employee

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	6	3	1	3	17

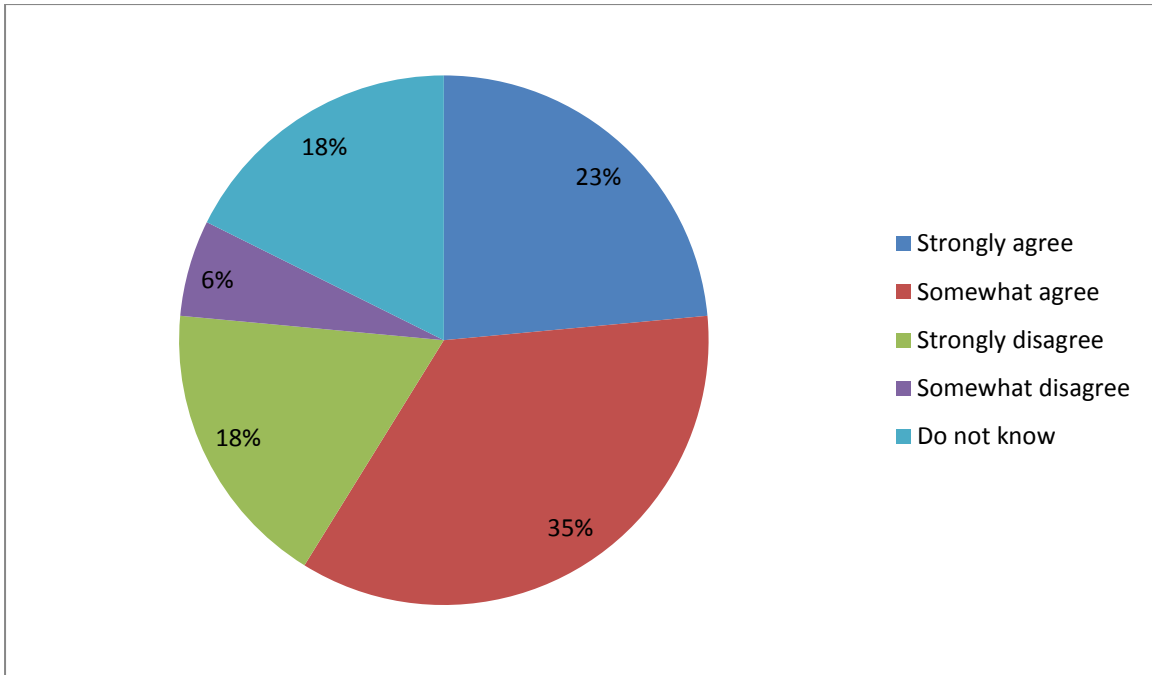


Figure 4.8: Provincial Treasury results for Outcomes Approach leading to better development opportunities for employee

The responses show that Case 1 respondents were not in agreement that the OA had led to developmental opportunities

The department has clear Human Resource Management policies

In response to question 17, 76% of the respondents chose “strongly agree” and 24% “somewhat agree”.

Table 4.9: Overall results for clear Human Resource Management policies

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	13	4				17

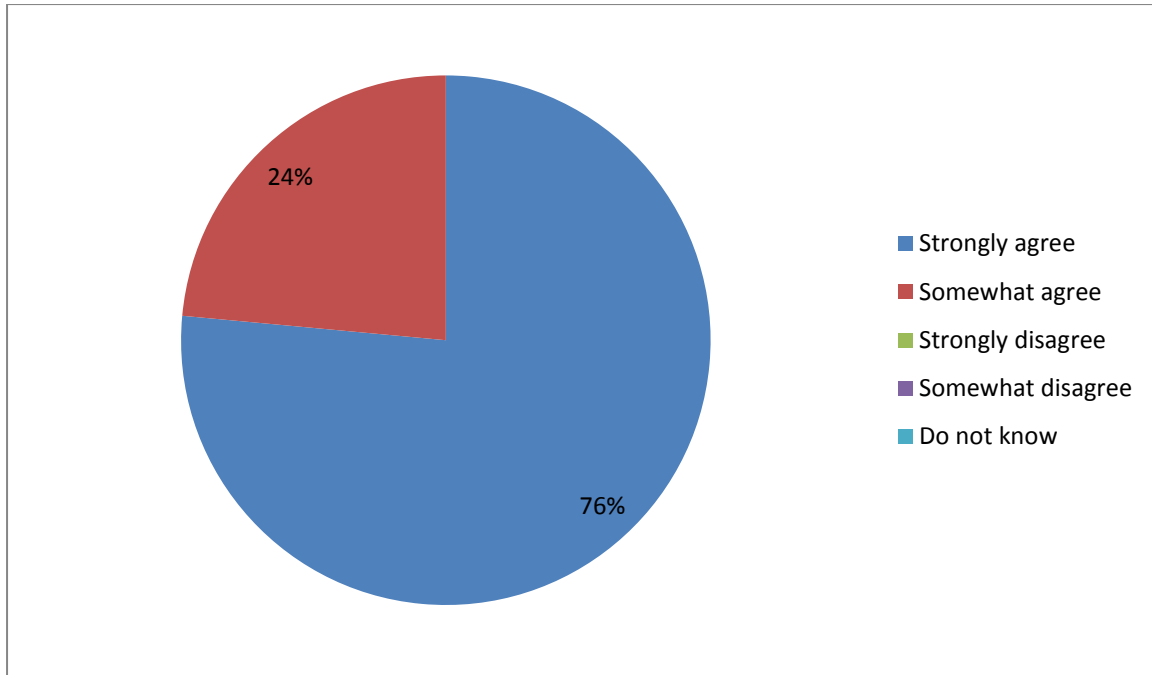


Figure 4.9: Provincial Treasury Results for Human Resource Management policies being clear

Respondents strongly agreed that PT HRM policies were clear. HRM policies form the base for HRM and should be clear for all, employees and management.

I am assisted by the Department to link my career growth to the organisational goals

Individual case response results are that 24% of the respondents in Case 1 chose “strongly agree”, 29% chose “somewhat agree”, whereas 29% said they “strongly disagree”, 12% “somewhat disagree”, and 6% selected “do not know”.

Table 4.10: Overall results for assistance by the Department to link career growth to organisational goals

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	5	5	2	1	17

Figure 4.74: Provincial Treasury results for assistance by the Department to link career growth to organisational goals

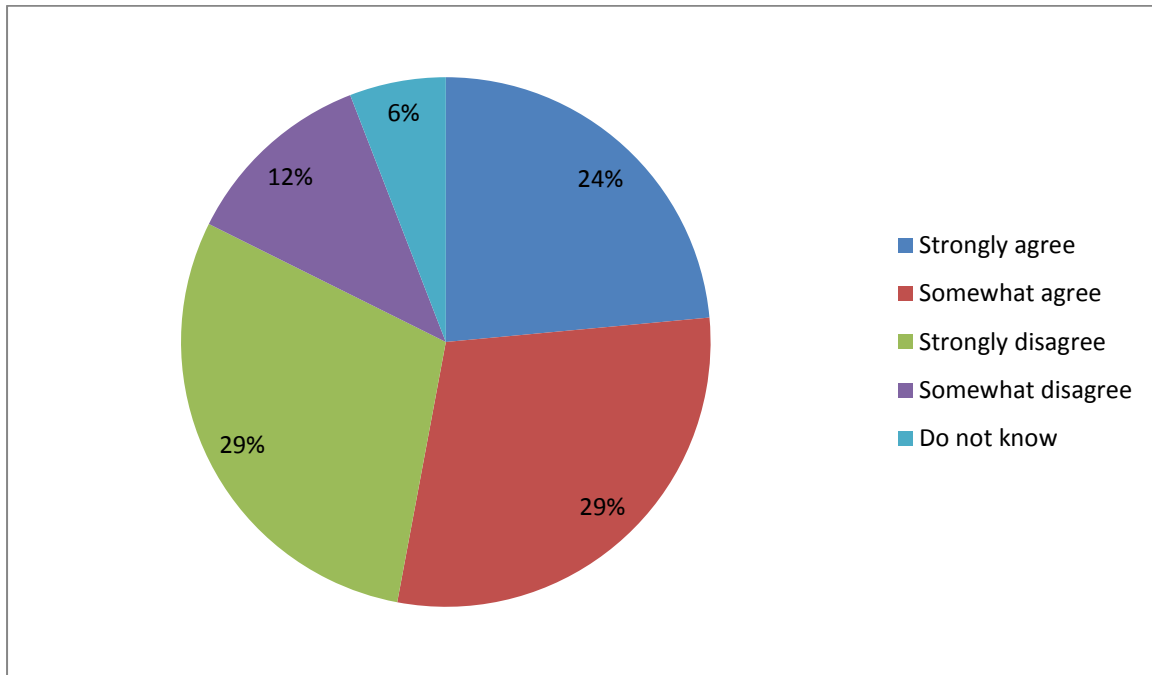


Figure 4.10: Provincial Treasury results for assistance by the Department to link career growth to organisational goals

Results demonstrated that the same percentage of employees somewhat agreed and disagreed strongly, each with a 29% result.

Proper management of human resources in the Department leads to the department meeting its performance goals

41% of Case 1 respondents answered that they strongly agreed with the question, whilst 47% somewhat agreed. 6% of the respondents strongly disagreed and 6% disagreed somewhat.

Table 4.11: Overall results for management of human resources leading to goal achievement

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	8	1	1	0	17

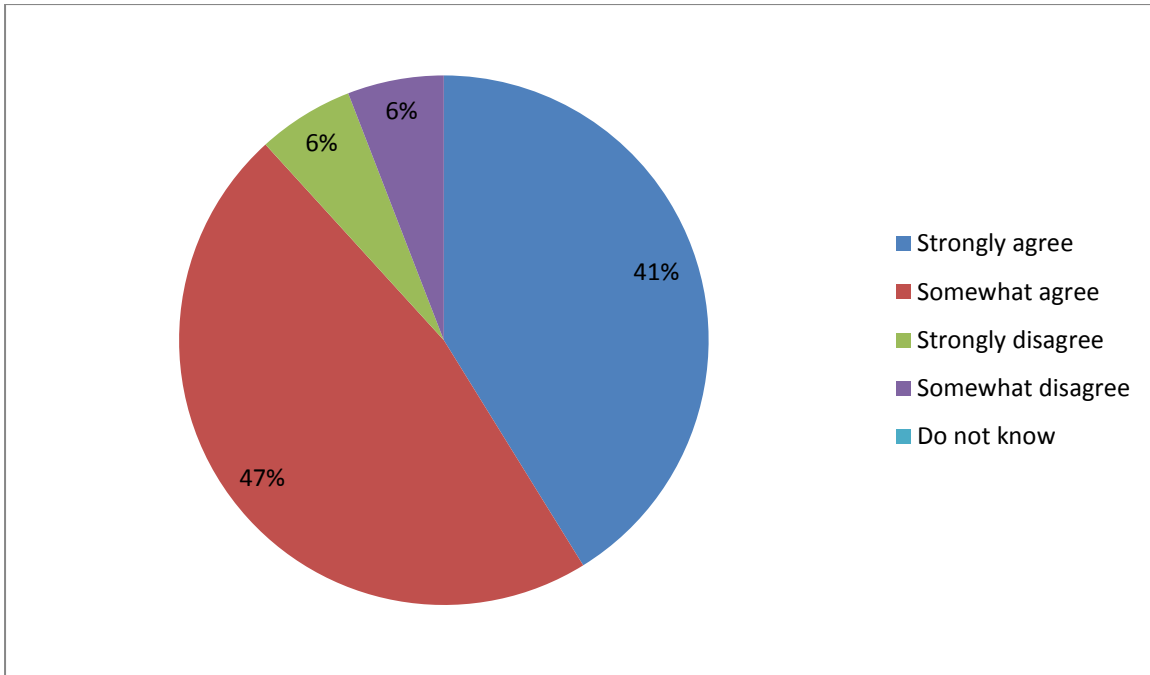


Figure 4.12: Provincial Treasury results for management of human resources leading to goal achievement

The highest percentage of employees agreed somewhat that management of HR led to the department achieving its goals. Taking into consideration that 41% of the respondents strongly agreed, the department demonstrates a slight weakness in managing its human resources for goal achievement.

The Outcomes Approach has resulted in an improvement in the manner in which human resources are managed

In response to question 21, results show that in Case 1, 23% of the respondents strongly agreed, 47% somewhat agreed, 6% strongly disagreed and 24% somewhat disagreed.

Table 4.13: Overall results for Outcomes Approach and improvement in how employees are managed

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	4	0	17

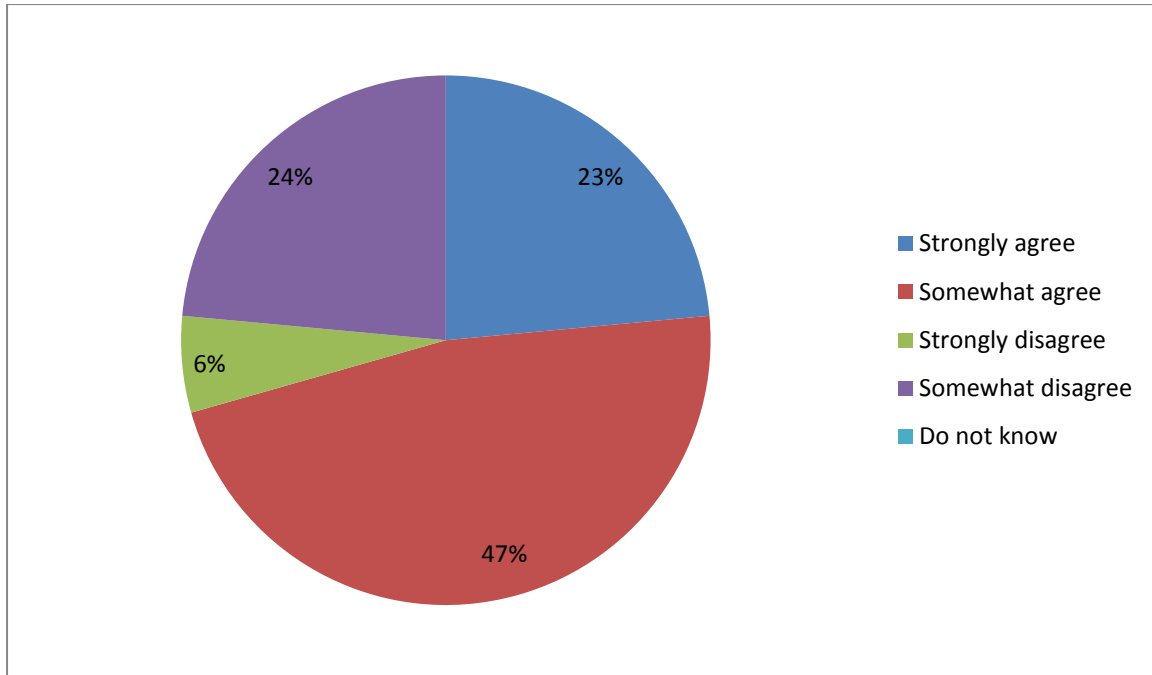


Figure 4.13: Provincial Treasury results for Outcomes Approach and improvement in how employees are managed

The highest percentage of respondents agreed somewhat that OA had improved the way that employees are managed. The manner in which employees are managed is important in the achievement of OA.

The Outcomes Approach has improved performance communication in the department

In Case 1, 12% of the respondents strongly agreed, 70% somewhat agree, 12% strongly disagree and 6% somewhat disagree.

Table 4.14: Overall results for Outcomes Approach improving performance communication

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	12	2	1	0	17

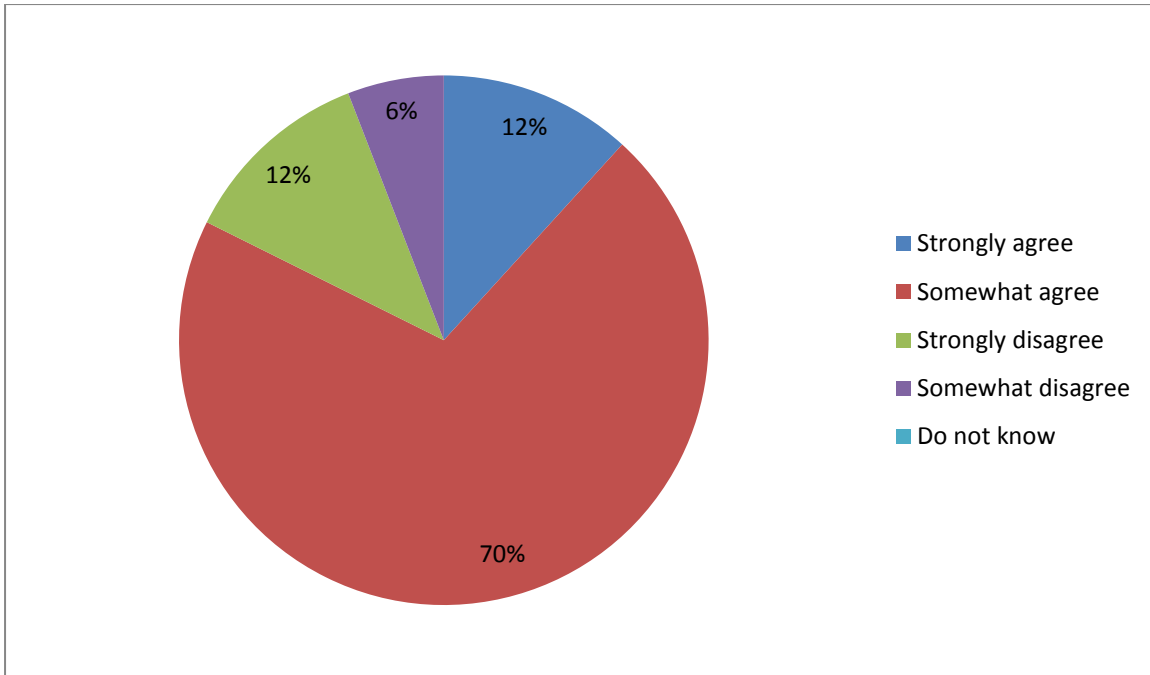


Figure 4.14: Provincial Treasury results for Outcomes Approach improving performance communication

The highest percentage of respondents somewhat agreed that OA improves performance communication. Communication of performance is fundamental in forward planning and achieving growth.

The department has clear Human Resource Development policies

65% of the respondents in Case 1 strongly agreed and 35% somewhat agreed with the statement.

Table 4.38: Overall Results for existence of clear HRD policies

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	11	6	0	0	0	17

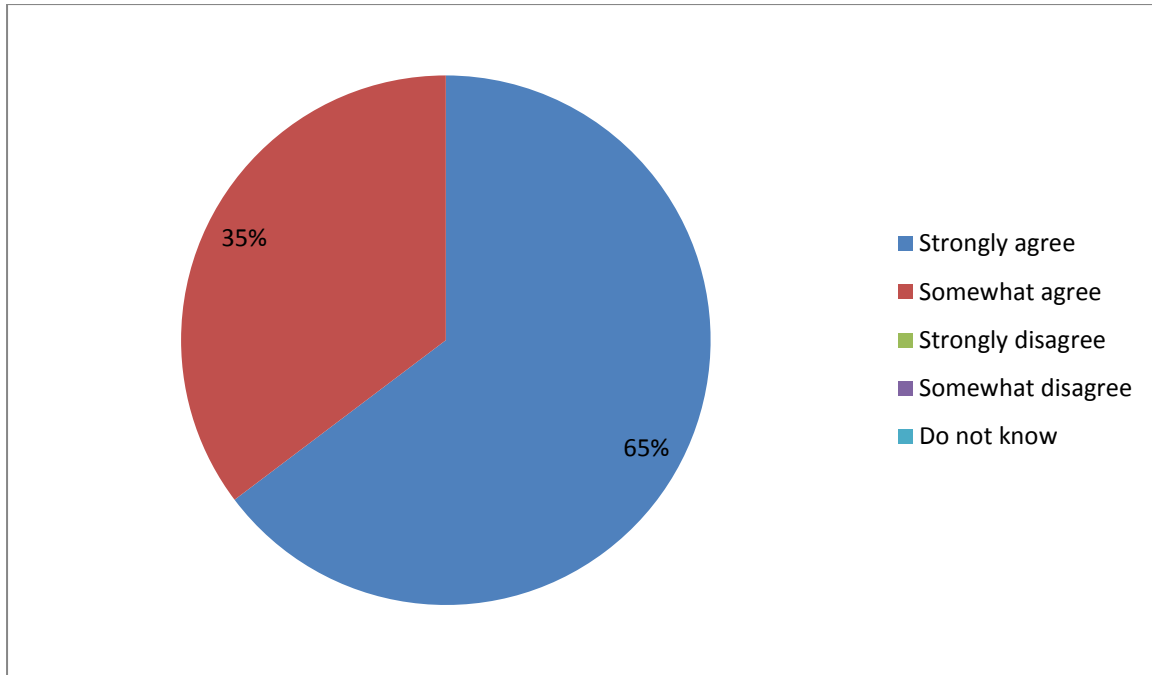


Figure 4.14: Provincial Treasury Results for existence of clear Human Resource Development policies

The highest percentage of respondents strongly agreed that the HRD policies at PT are clear. Policies are important as they guide the systems and procedures.

Training and development of employees is encouraged

On the question of whether training and development is encouraged, 66% in Case 1 strongly agreed, 27% somewhat agreed and 7% strongly disagreed.

Table 4.15: Overall results for encouragement of employee development

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	12	5	0	0	0	17

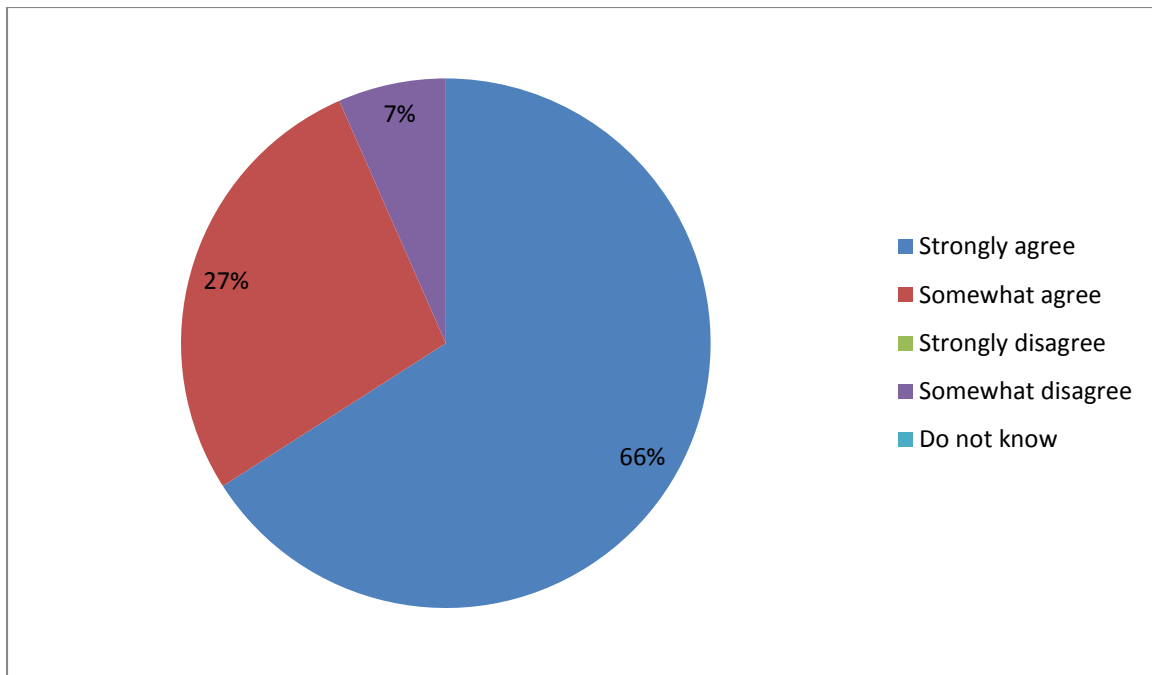


Figure 4.15: Provincial Treasury results for encouragement of employee development

The largest number of respondents strongly agreed that PT encouraged development of employees. Encouragement of employee development can increase participation in development initiatives and lead to actual development.

I am duly rewarded for good performance

Case 1 respondents registered 29% for “strongly agree”, 59% for “somewhat agree”, 6% for “strongly disagree” and 6% for “somewhat disagree”.

Table 4.16: Results for rewarding of good performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	10	1	1	0	17

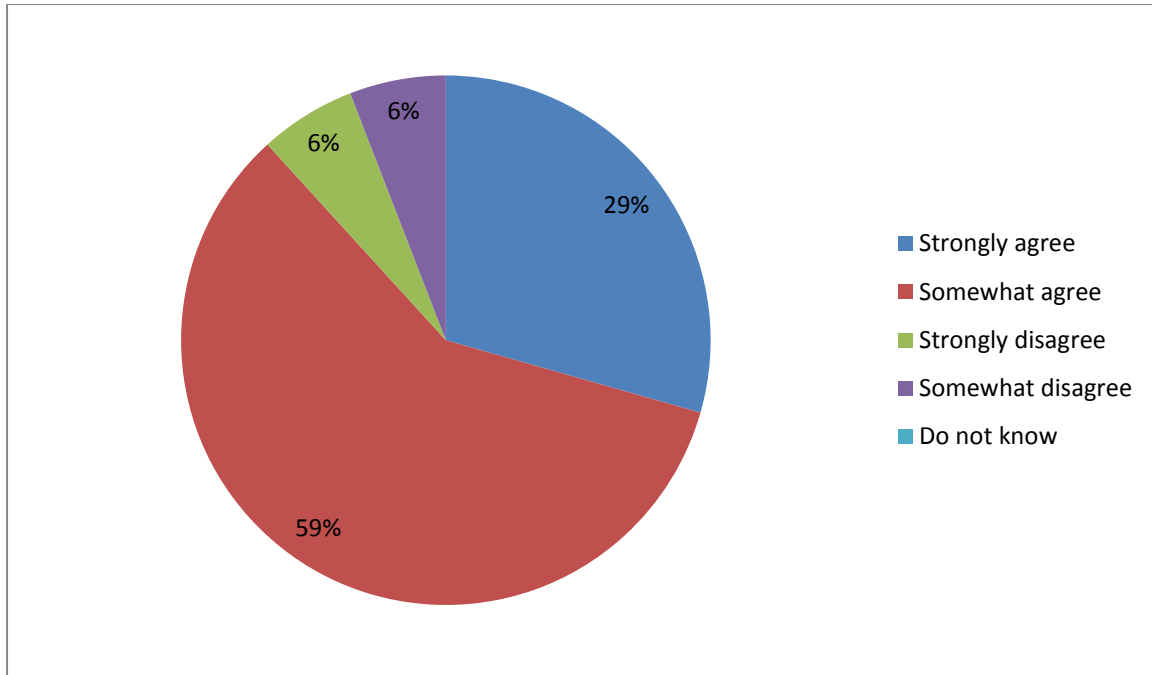


Figure 4.16: Provincial Treasury results for rewarding of good performance

59% of the respondents felt that PT was somewhat rewarding good performance. Rewarding good performance is seen as motivation for improved performance.

Gaps in performance are addressed through training and development

In Case 1, 35% of the respondents “strongly agree”, 23% “strongly disagree”, 18% of respondents chose “somewhat disagree” and 3% opted for “do not know”.

Table 4.17: Overall results for performance gaps being addressed through training and development

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	6	9	2	0	0	17

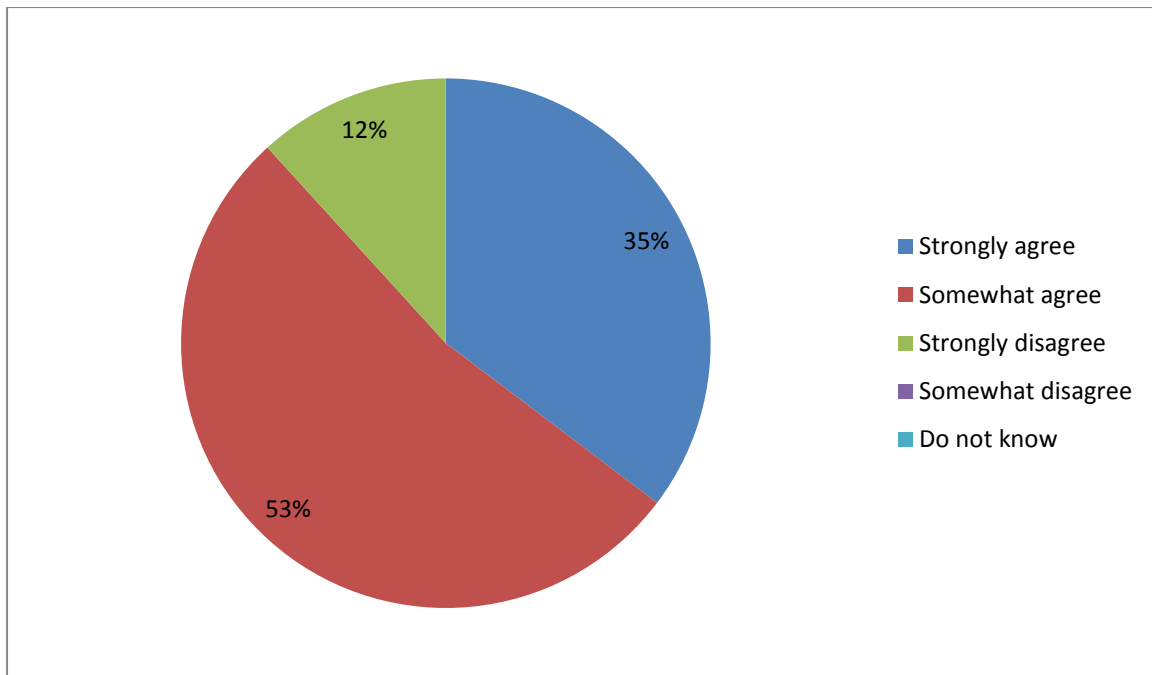


Figure 4.17: Provincial Treasury results for performance gaps being addressed through training and development

Most employees contend that they agree somewhat that training and development is used to address gaps in performance. For improvement of performance and continuity, training and development should be linked to PM.

My Personal Development Plan (PDP) has changed to reflect the need for my functions to add value to the lives of the service recipients

Results to this question are that, 53% of the respondents strongly agreed to the question, whilst 29% somewhat agreed, 6% strongly disagreed, 6% somewhat disagreed and another 6% did not know.

Table 4.18: Overall results for the change of the Personal Development Plan being in line with the need for impact on services

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	9	5	1	1	1	17

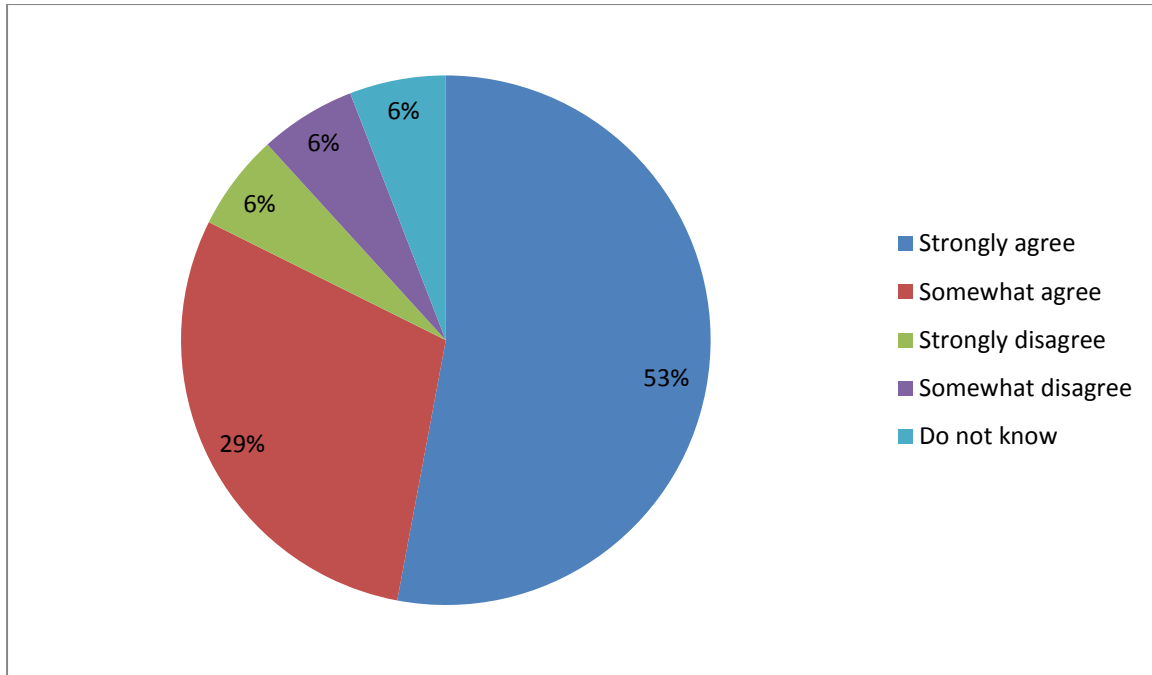


Figure 4.19: Provincial Treasury results for the change of the Personal Development Plan being in line with the need for impact on services

Respondents strongly agreed that their PDPs at PT reflect outcomes. PDPs, which are individual development plans, should change to reflect the focus on outcomes instead of outputs to encompass the shift.

4.4.2 THE CASE OF DEPARTMENT OF AGRICULTURE AND ENVIRONMENTAL AFFAIRS

The operational objectives of the department are clearly defined

Figure 4.20 shows that 49% of the respondents in Case 2 chose “strongly agree” whilst 36% chose “somewhat agree”. A percentage of 7% chose “strongly disagree” and 8% “somewhat disagree”.

Table 4.20: Overall results for clear definition of operational objectives

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	10	19	3	4	3	39

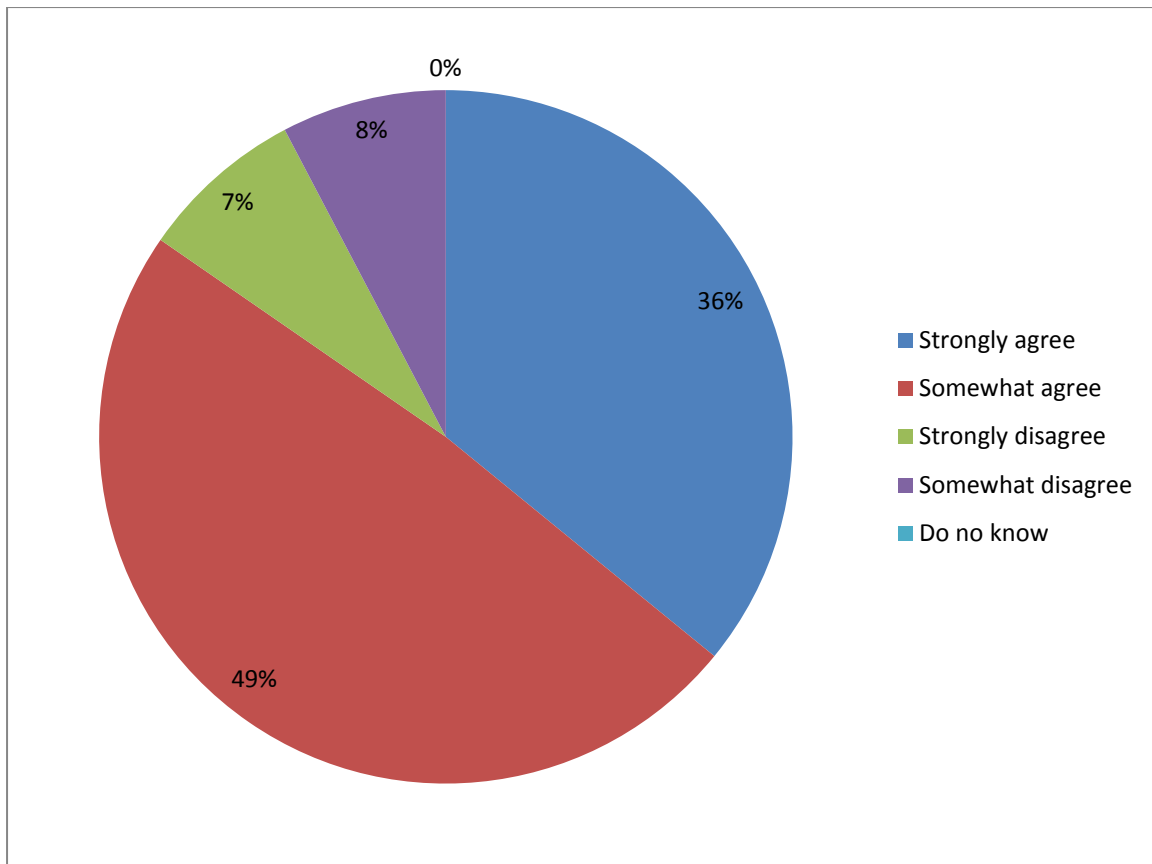


Figure 4.20: Department of Agriculture and Environmental Affairs results for clear definition of operational objectives

Case results indicate that the majority of the respondents somewhat agreed that the objectives of PT are clearly defined. Clearly defined operational objectives make performance focused for employees.

All operations of the department are directed to its objectives

The highest percentage of respondents, 60% of Case 2 chose “somewhat agree” and 21% said they “somewhat agree”. Whilst 15% of the respondents “strongly disagree”, 4% “somewhat disagree” and 21% “do not know”.

Table 4.21: Overall results for operations being directed to objectives

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	10	19	3	4	3	39

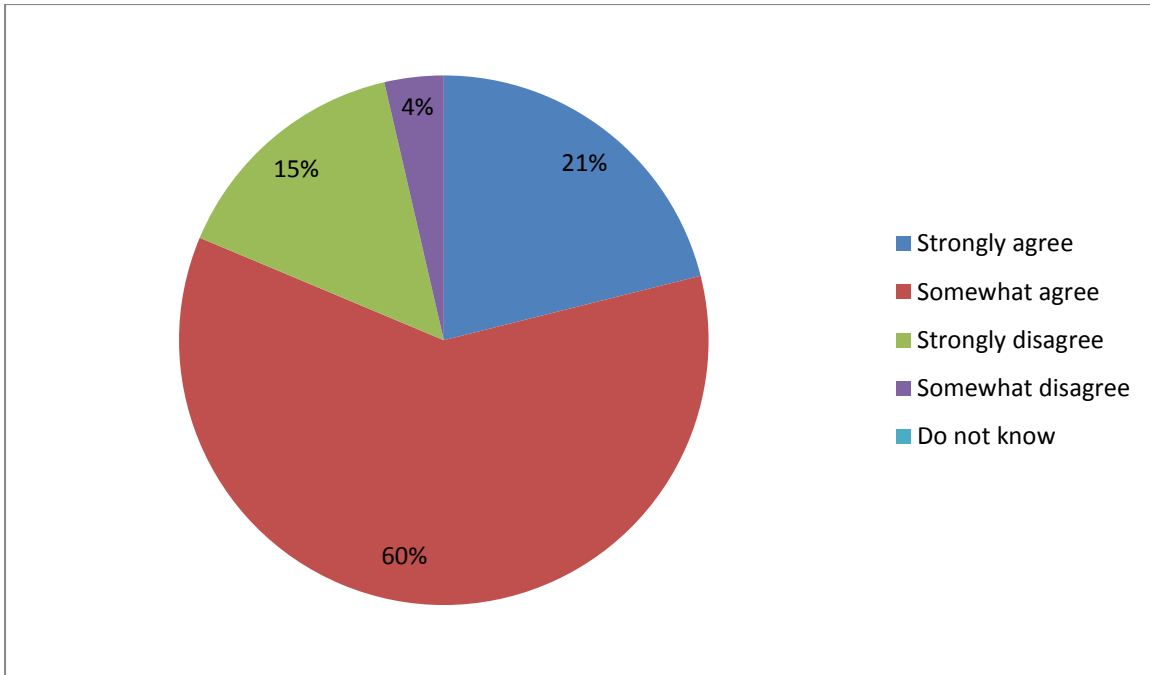


Figure 4.21: Department of Agriculture and Environmental Affairs results for operations being directed to objectives

The highest percentage of respondents did not agree that the operations of the department are directed to its objectives. All operations of the department should be guided by the set objectives.

Allocation of resources is based on performance planning

The highest percentage of respondents, 60% of Case 2 respondents chose “somewhat agree” and 21% said they “somewhat agree”; 15% chose “strongly disagree”, whilst 4% of respondents chose “somewhat disagree”.

Table 4.22: Overall results for allocation of resources being based on performance planning

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	5	15	11	8	0	39

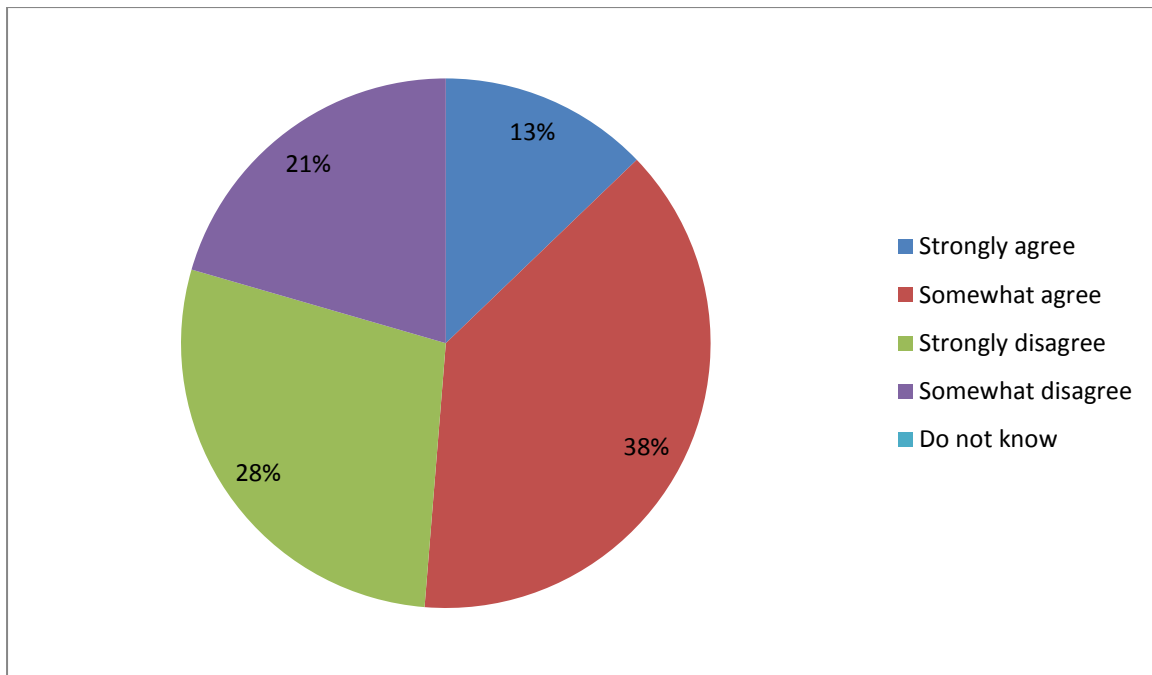


Figure 4.22: Department of Agriculture and Environmental Affairs results for allocation of resources being based on performance planning

The majority of the respondents somewhat agreed which means that allocation of resources at DAEA was not necessarily based on performance planning.

There is clear feedback on organisational performance

In Case 2, 18% of the respondents strongly agreed that there was clear feedback on organisational performance, 46% agreed somewhat, 15% strongly disagreed, 13% somewhat disagreed and 8% did not know.

Table 4.23: Overall results for clarity in organisational performance feedback

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	7	18	6	5	3	39

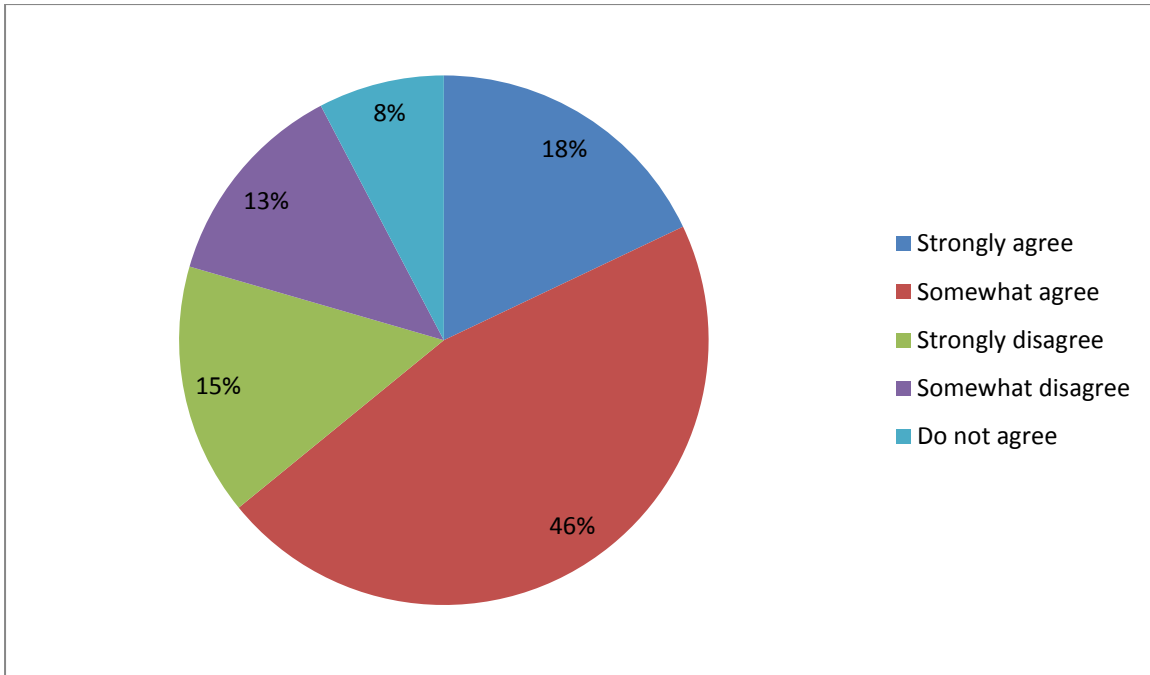


Figure 4.23: Department of Agriculture and Environmental Affairs results for clarity in organisational performance feedback

In Case 2 the majority of respondents felt that feedback on departmental performance was not clear.

There is integration of organisational and employee performance

8% of respondents from case 2 chose “strongly agree”, 54% “somewhat agree”, 20% “strongly disagree” while 13% chose “somewhat disagree” and 5% chose “do not know”.

Table 4.24: Overall results for integration of organisational and employee performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	3	21	8	5	2	39

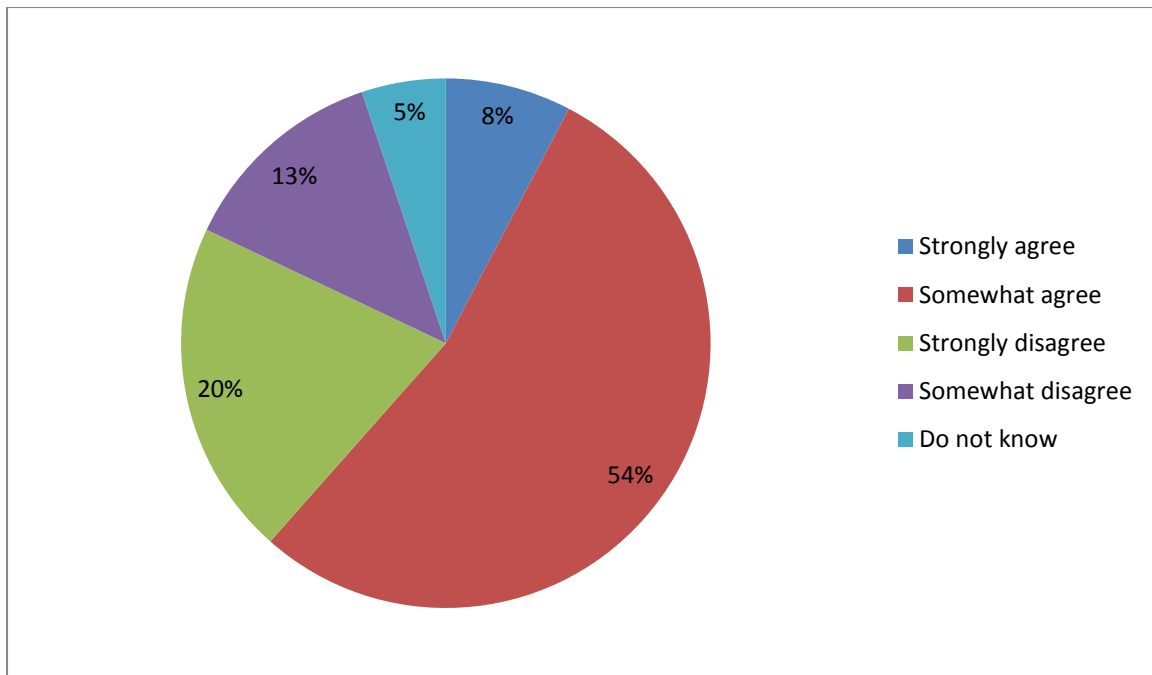


Figure 4.24: Department of Agriculture and Environmental Affairs results for integration of organisational and employee performance

With the highest percentage of respondents agreeing somewhat to the statement, the indication was that there was no integration of organisational and employee performance.

The activities of the department reflect the values of the Outcomes Approach

For the question above, 13% strongly agreed, 28% somewhat agreed, 25% strongly disagreed, 26% somewhat disagreed and 8% did not know.

Table 4.25: Overall results for the departmental activities reflecting the values of the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	5	11	10	10	3	39

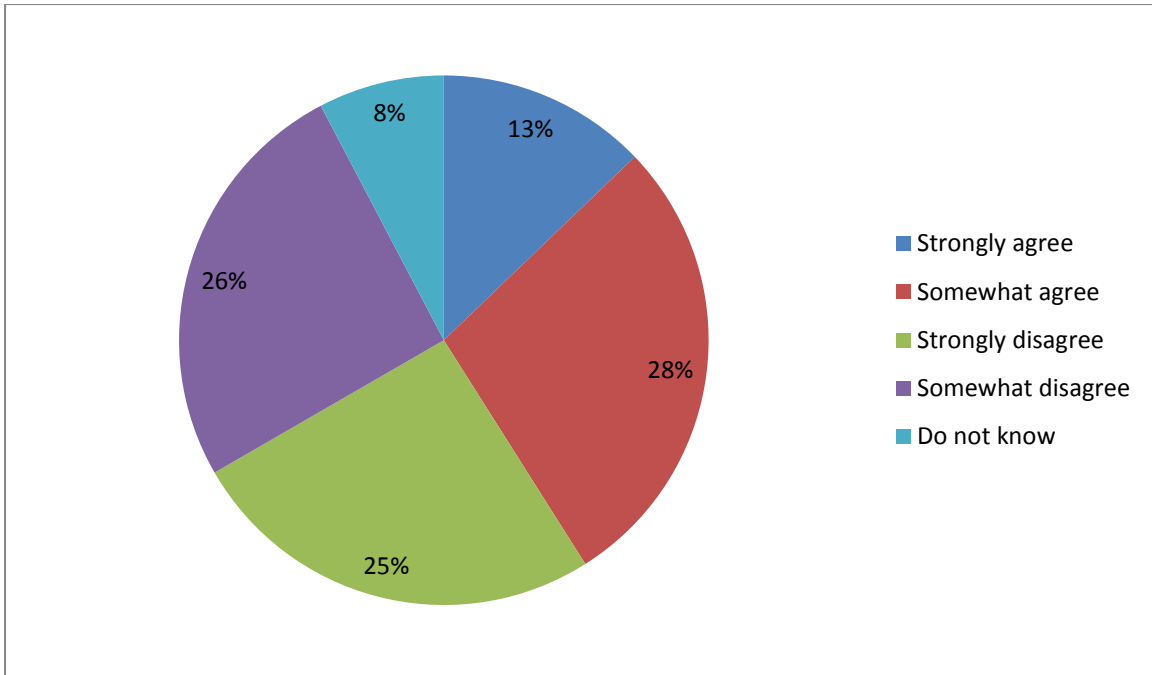


Figure 4.25: Department of Agriculture and Environmental Affairs results for reflection of Outcomes Approach values in departmental activities

The majority of the respondents chose somewhat agree which means that respondents did not believe that the DAEA reflected the values of the OA in its activities.

The Outcomes Approach results in a public service that is developmental oriented

In Case 2, 23% of the respondents strongly agreed, 46% somewhat agreed, 13% strongly disagreed, 13% somewhat disagreed and 5% did not know.

Table 4.26: Overall results for the Outcomes Approach resulting in a developmental public service

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	9	18	5	5	2	39

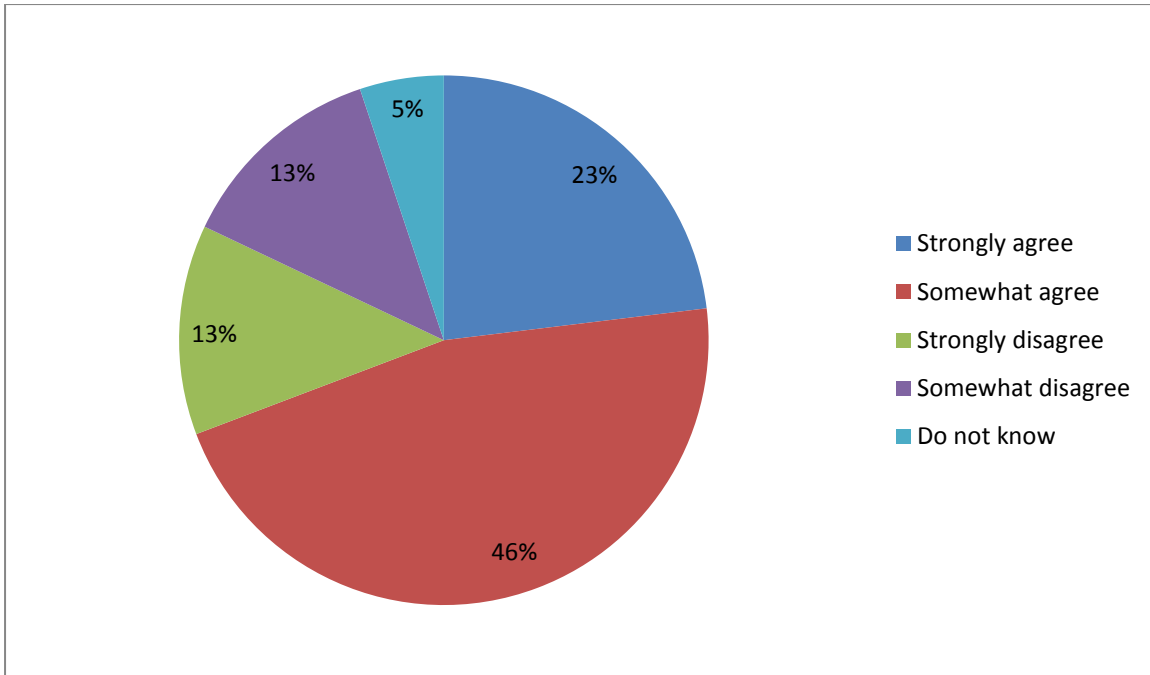


Figure 4.26: Department of Agriculture and Environmental Affairs Results for the Outcomes Approach resulting in a developmental public service

The majority of respondents agreed somewhat that the OA resulted in a developmental public service. A developmental public service is crucial as learning from past performance assists in planning and knowing what works the department and what does not.

The use of the Outcomes Approach leads to improved development opportunities for the employees

26% of Case 2 respondents chose “strongly agree”, 38% chose “somewhat agree”, 21% chose “strongly disagree” and 15% chose “somewhat disagree”.

Table 4.30: Overall Results for the Outcomes Approach leading to improved development opportunities for the employees

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	9	13	7	5	5	39

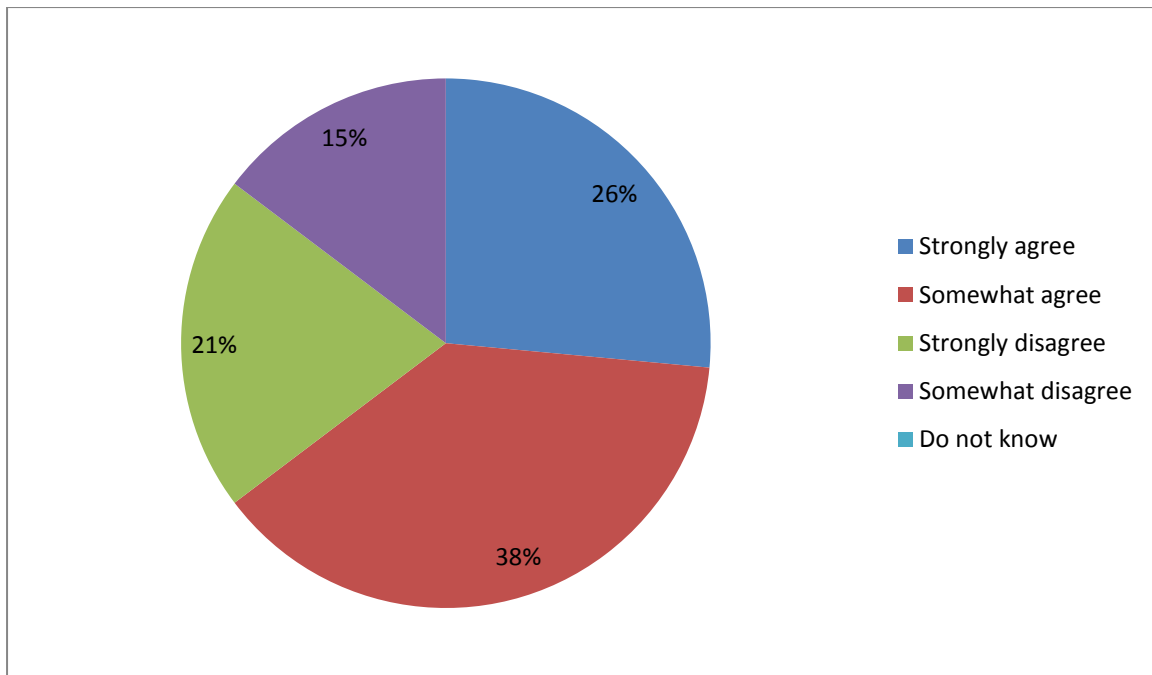


Figure 4.30: Department of Agriculture and Environmental Affairs results for the Outcomes Approach leading to improved development opportunities for the employees

The results showed that the OA was not seen as leading to improved development opportunities for the employees. The development needs to improve as a result of PM.

The department has clear Human Resource Management policies

In Case 2, 21% of the respondents responded selected “strongly agree”, 38% “somewhat agree”, 21% “strongly disagree”, 15% “somewhat disagree” and 5% opted for “do not know”.

Table 4.31: Overall results for clear HRM policies at the Department of Agriculture and Environmental Affairs

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	8	15	8	6	2	39

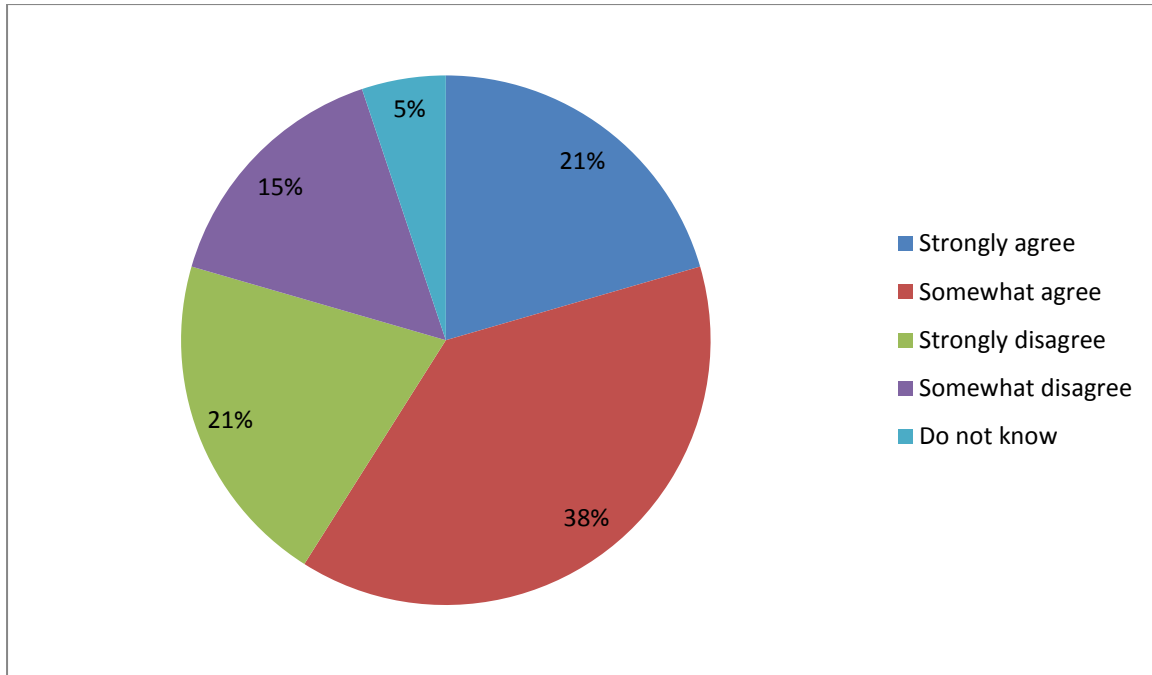


Figure 4.31: Department of Agriculture and Environmental Affairs results for clear Human Resource Management policies

The highest percentage of the respondents felt that the HRM policies were somewhat clear. Clarity in policies ensures that employees are sure of their obligations and their rights where HRM is concerned and that management, as well, knows what is expected of them.

I am assisted by the Department in linking my career growth to the organisational goals

Whereas 28% said they strongly disagreed, 26% somewhat agreed, 31% strongly disagreed, 5% somewhat disagreed and 10% did not know.

Table 4.32: Overall results for linking of career growth to organisational goals

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	4	11	10	12	2	39

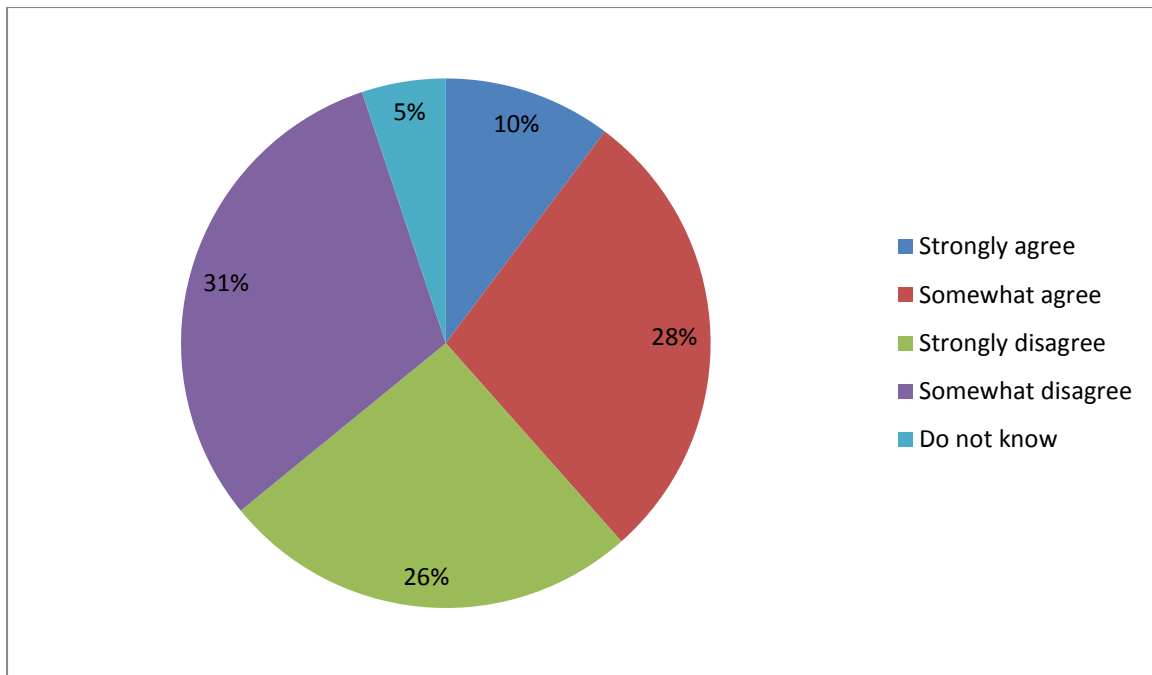


Figure 4.32: Department of Agriculture and Environmental Affairs results for the Department of Agriculture and Environmental Affairs for assistance in linking career growth to organisational goals

The highest percentage of the respondents agreed somewhat that the DAEA assisted them in linking occupational development to the goals of the department. Part of HRM is that career growth must be linked to the goals of the department so that they can relate organisational achievement to own achievement.

Proper management of human resources in the Department leads to the department meeting its performance goals

In Case 2, 10% of the respondents strongly agreed, 41% somewhat agreed, 21% strongly disagreed, 18% somewhat disagreed and 10% did not know whether it was so or not so.

Table 4.33: Overall Results for management of employees leading to attainment of goals

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	4	16	8	7	4	39

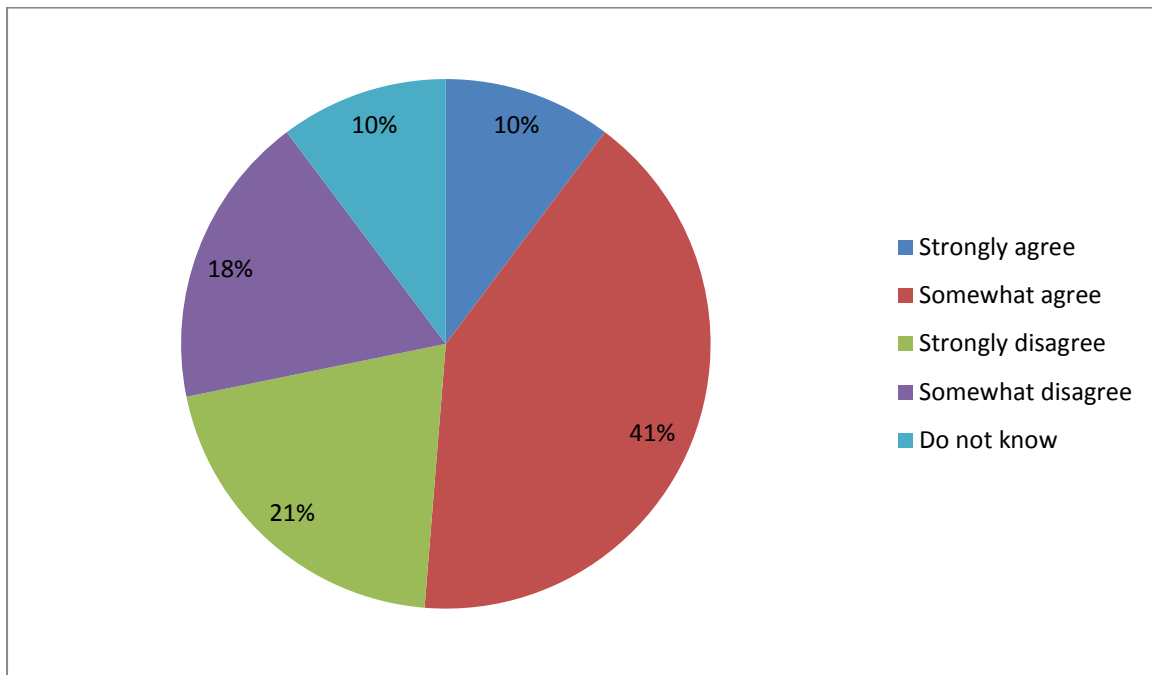


Figure 4.33: Department of Agriculture and Environmental Affairs results for management of employees leading to attainment of goals

The largest number of respondents felt that the link between management of employees and goals being reached by DAEA was not necessarily there. PM means that all management systems must work towards the attainment of goals.

The Outcomes Approach has resulted in an improvement in the manner in which human resources is managed

Whereas 25% respondents in Case 2 strongly agree and 26% somewhat agreed, the percentage of respondents who strongly disagreed was 26% and 15% somewhat disagreed; 8% claimed not to know.

Table 4.34: Overall results for Outcomes Approach leading to better management of employees

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	3	10	10	10	6	39

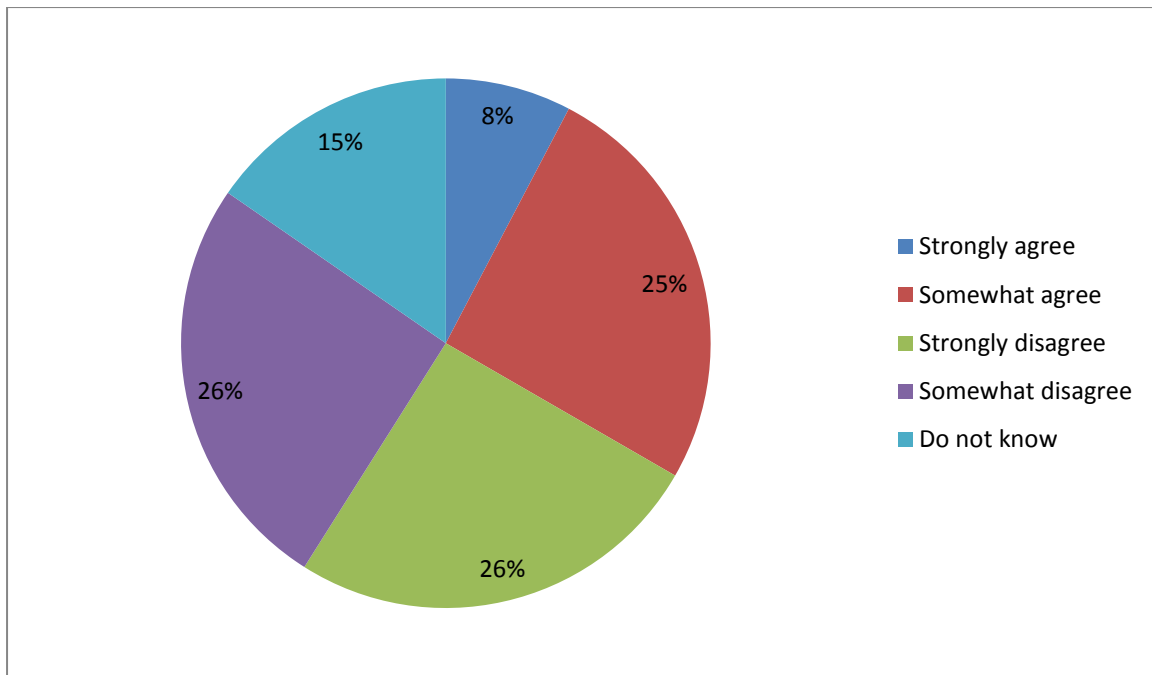


Figure 4.34: Department of Agriculture and Environmental Affairs results for Outcomes approach leading to better management of employees

An equal number of respondents chose “strongly disagree” and “somewhat disagree”. The responses show that the OA does not improve the management of human resources. OA must, amongst other things, impact on Outcomes 12 which is on the efficiency and effectiveness of employees.

The Outcomes Approach has improved performance communication in the department

For Case 2 responses, 2% strongly agreed, 44% somewhat agreed, 26% strongly disagreed, 23% somewhat disagreed and 5% do not know.

Table 4.35: Overall results for improvement of performance communication as a result of the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	1	17	10	9	2	39

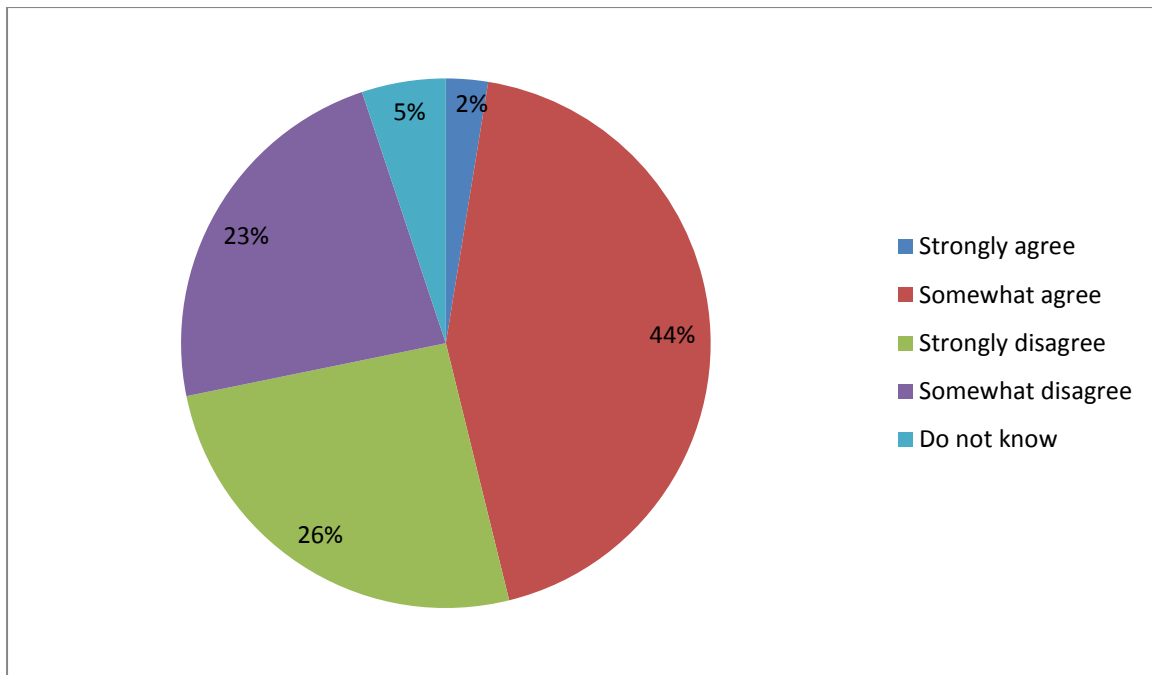


Figure 4.35: Department of Agriculture and Environmental Affairs results for improvement of performance communication as a result of the Outcomes Approach

The biggest number of respondents somewhat agreed that there was improvement of communication stemming from the use of the OA. Any PMS is centred on communication of plans and of results.

The department has clear Human Resource Development policies

In Case 2, 28% of the respondents strongly agreed, 36% somewhat agreed, 13% strongly disagreed, 18% somewhat disagreed and 5% did not know.

Table 4.36: Overall Results for Human Resource Development policies being clear

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	11	14	5	7	2	39

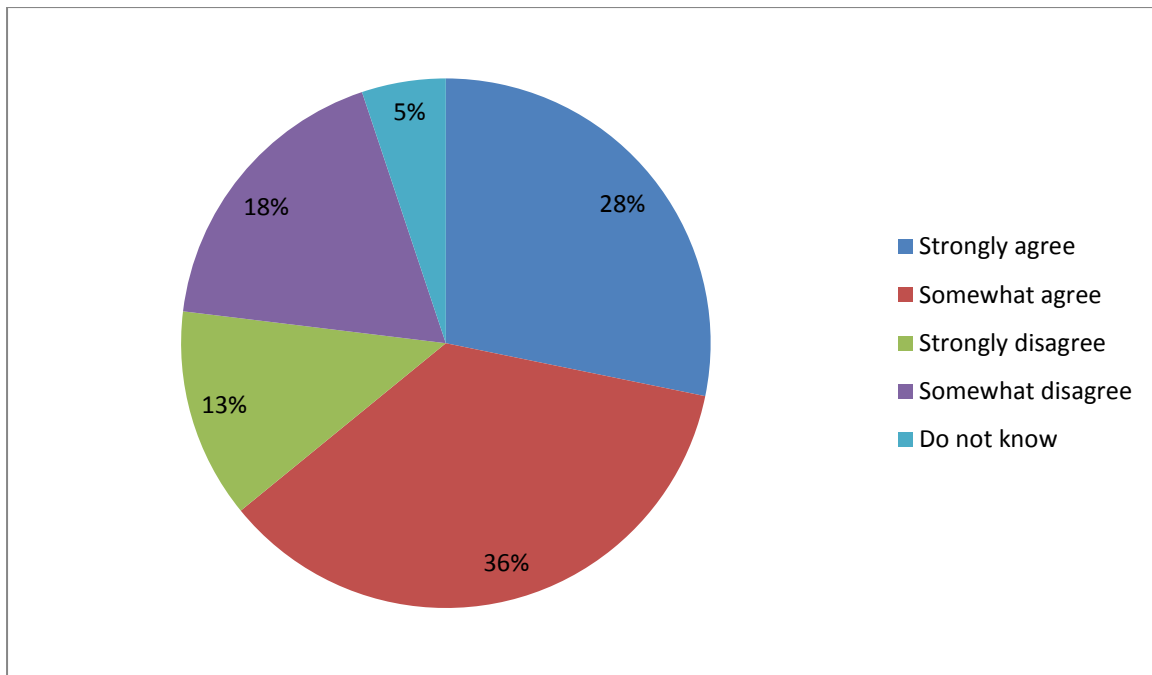


Figure 4.36: Department of Agriculture and Environmental Affairs results for Human Resource Development policies being clear

The majority of the respondents somewhat agreed that HRD policies in the DAEA were clear which means that clarity is questionable or there are gaps. Clear HRD policies guide the development of employees in the department and ensure equal access to developmental opportunities.

Training and development of employees is encouraged

In Case 2, 13% of the respondents answered that they strongly agreed with the question, 54% somewhat agreed, 22% strongly disagreed and 11% somewhat disagreed.

Table 4.37: Overall Results for Question 25

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	5	20	11	3	0	39

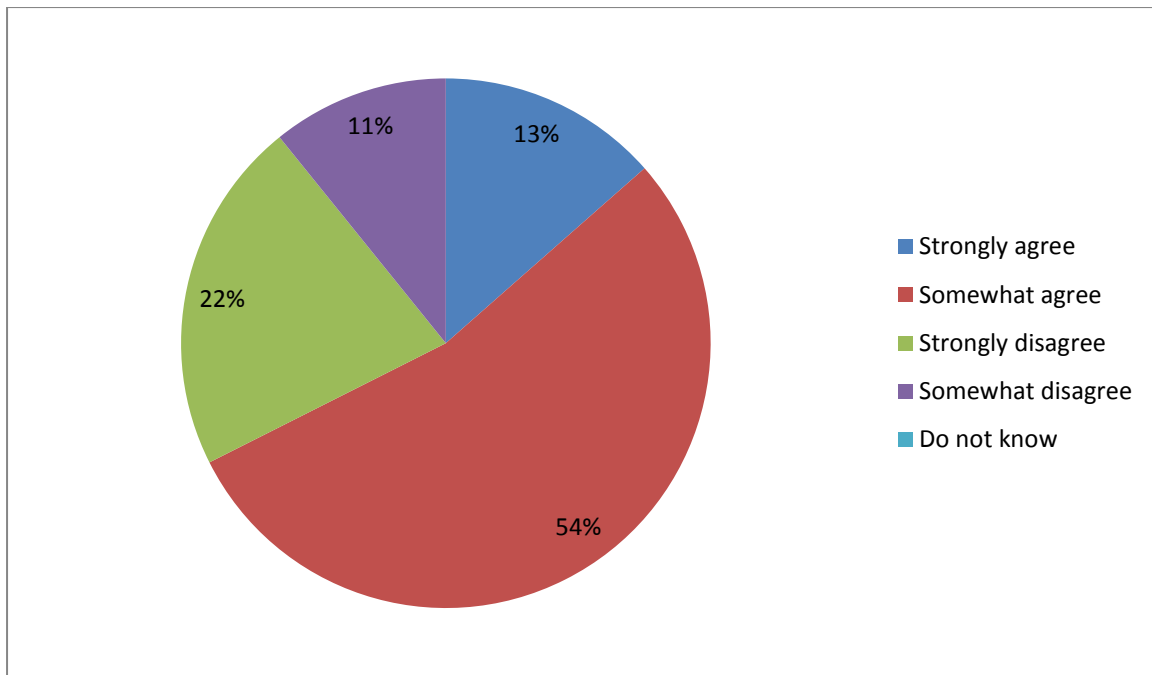


Figure 4.37: Department of Agriculture and Environmental Affairs results for encouragement of training and development of employees

The high percentage of respondents somewhat agreed that DAEA encouraged training and development of its employees. The training of development is therefore encouraged to a certain extent and is therefore seen as lacking. Opportunities for development should be accompanied by systems and management principles that encourage employees to utilise the opportunities.

I am duly rewarded for good performance

In Case 2, 18% of the respondents strongly agreed, 51% somewhat agreed, 21% strongly disagreed and 9% somewhat disagreed.

Table 4.38: Results for rewarding of good performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	7	20	8	4	0	39

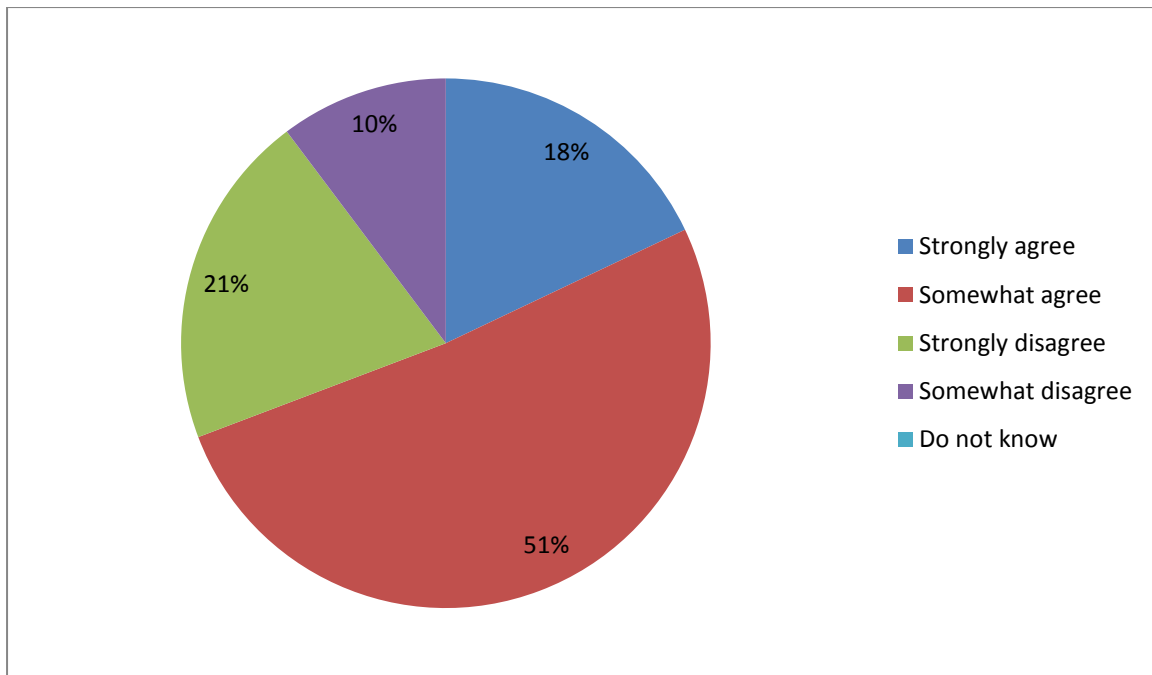


Figure 4.38: Department of Agriculture and Environmental Affairs Results for rewarding of good performance

51% of the respondents responded that they were somewhat rewarded for good performance. The responses show a gap in the system. Good performance should be rewarded in order to instil a culture of performance improvement.

Gaps in performance are addressed through training and development

The results of the survey show that whilst 13% of the respondents strongly agreed, 41% agreed somewhat, 23% strongly disagreed, 18% somewhat disagreed and 5% did not know.

Table 4.39: Overall Results for gaps in performance being addressed through training and development

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	5	16	9	7	2	39

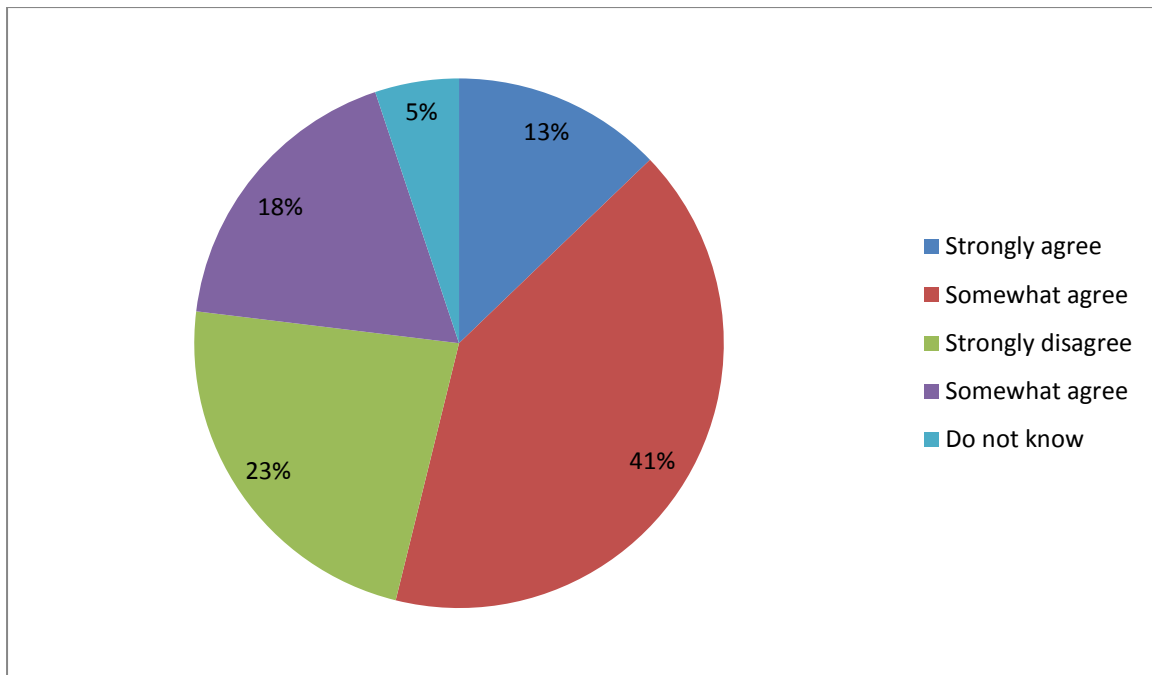


Figure 4.39: Case 2 results for gaps in performance being addressed through training and development

41% of the respondents somewhat agreed that training and development was used by DAEA to address performance gaps. Although results show that there was some utilisation of training and development, it was lacking.

My Personal Development Plan (PDP) has changed to reflect the need for my functions to add value to the lives of the service recipients

In Case 2, 15% of the respondents strongly agreed, 33% of the somewhat agreed, 26% strongly disagreed, 21% somewhat disagreed and 5% did not know.

Table 4.40: Overall results for the change in the Personal Development Plan in line with the need for impact of services

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 2	6	13	10	8	2	39

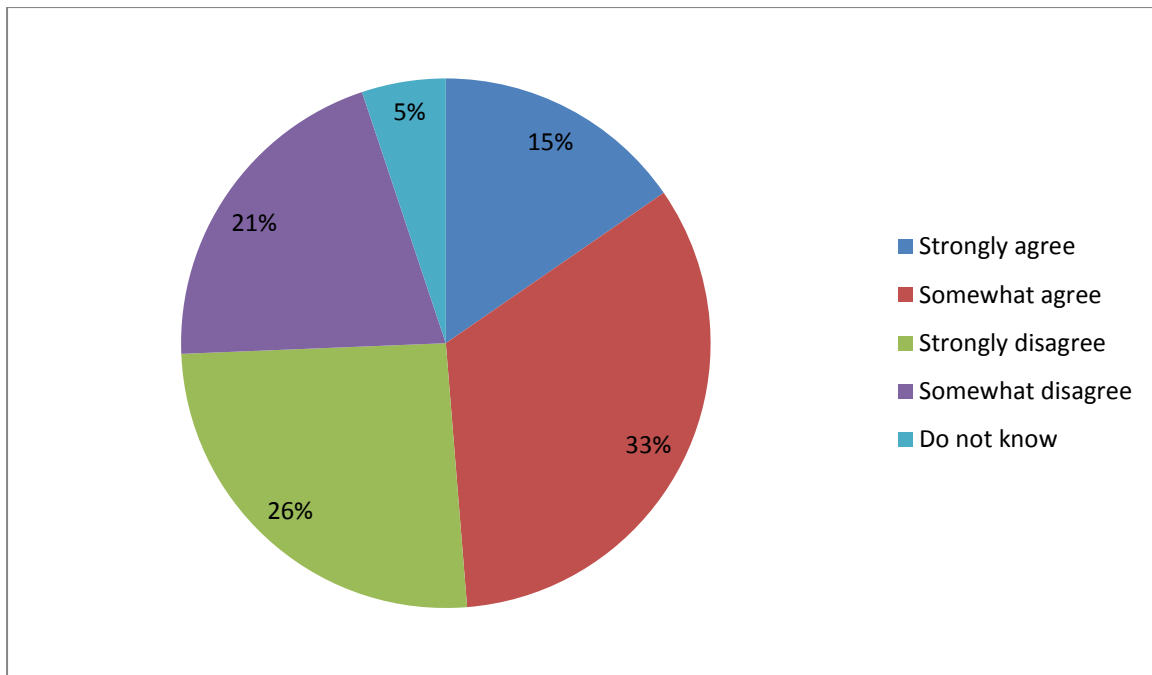


Figure 4.40: Department of Agriculture and Environmental Affairs results for the change in the Personal Development Plan in line with the need for impact of services

The respondents felt that the PDPs of employees in the DAEA were linked to the need to ensure impact on services. The link, therefore, would bring the approach to the level of operations.

4.4.3 CROSS-CASE ANALYSIS

The operational objectives of the department are clearly defined

Individual case results show that in Case 1, 71% chose “strongly agree” whereas the highest percentage for Case 2 was 49% for “somewhat agree”. 36% of the respondents for Case 2 chose “strongly agree” whilst 16% for Case 1 chose “somewhat agree”. 15% for Case 2 and 13% at Case 1 said that the objectives were not clearly defined.

Table 4.41: Overall results for clear definition of operational objectives

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17
Case 2	10	19	3	4	3	39
Total	17	29	3	4	3	56

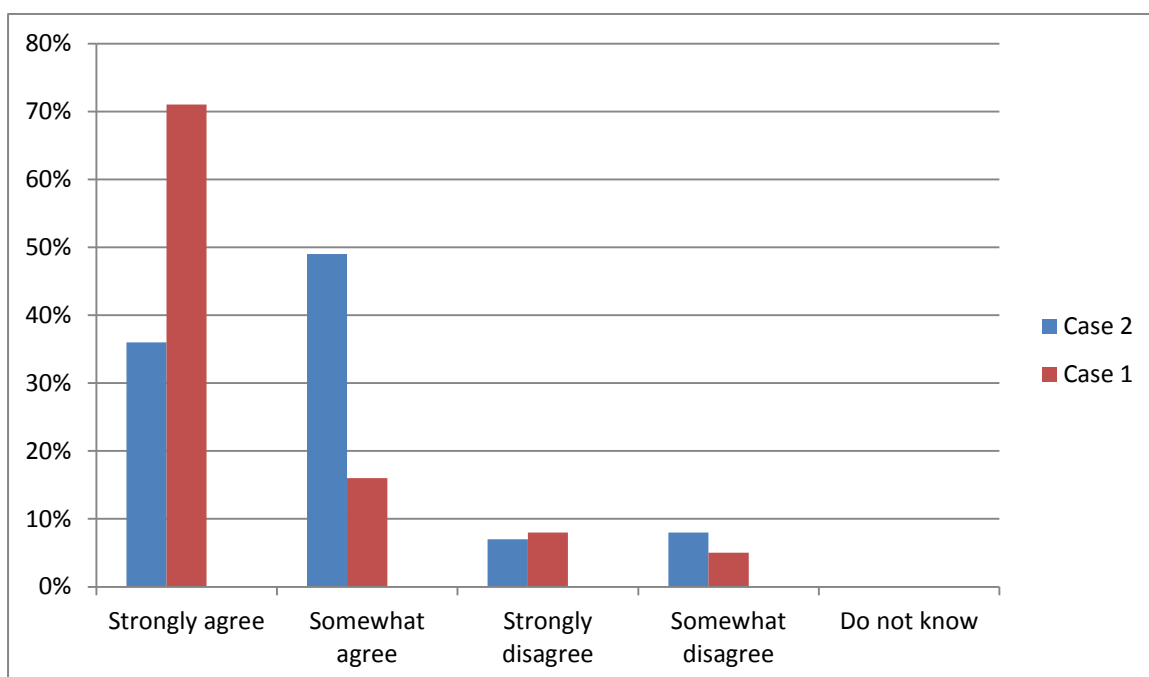


Figure 4.41: Cross-case comparison for clear definition of objectives

Whereas at PT the highest percentage was on strongly agree which showed that Case 1’s objectives were clearly defined, at DAEA that was not the case as the highest percentage was on “somewhat agree” which indicates that objectives were not clearly defined.

All operations of the department are directed to its objectives

The highest percentage of respondents (60%) for Case 2 chose “somewhat agree” and 21% said they somewhat agreed. Case 1’s highest percentage, 52% of respondents, chose “strongly agree” and 41% agreed somewhat; 19% for Case 1 and 7% at PT disagreed, whilst 21% of respondents for Case 2 did not know.

Table 4.42: Overall results for operations of the departments being directed to its objectives

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	10	0	0	0	17
Case 2	10	19	3	4	3	39
Total	17	29	3	4	3	56

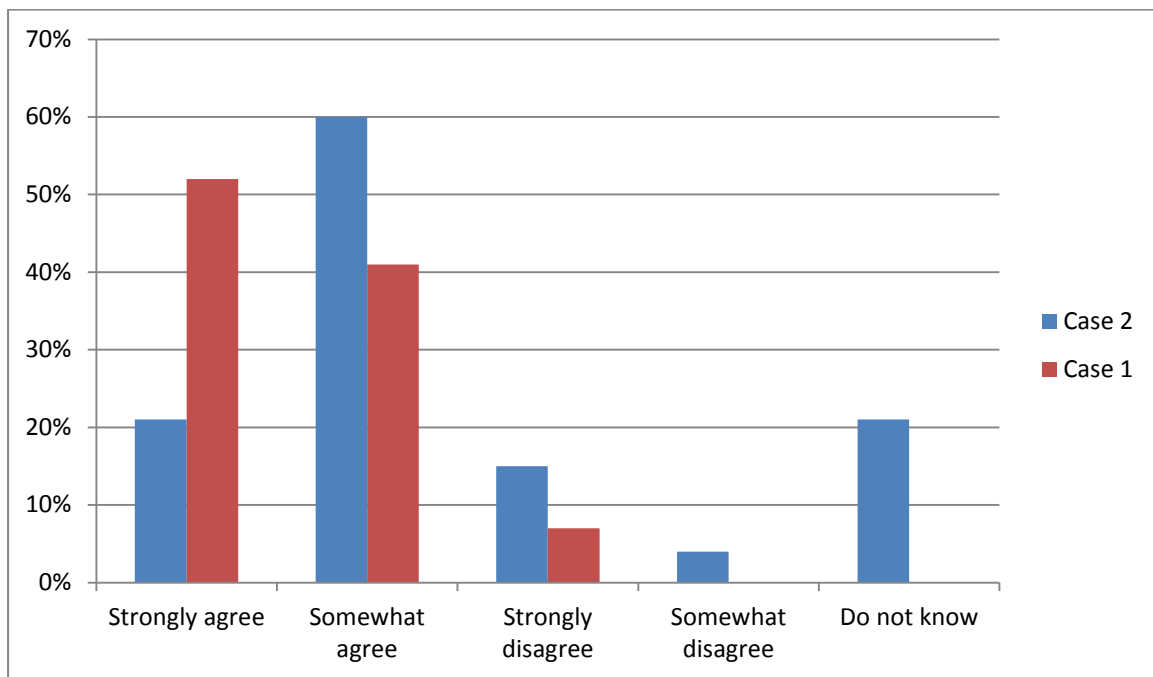


Figure 4.42: Cross-case comparison for operations of the departments being directed to its objectives

Whereas the largest percentage for Case 1 is strongly agreed, for Case 2 the highest percentage was on somewhat agree. The difference in departments is therefore apparent and this can be attributed to the manner in which PM done.

Allocation of resources is based on performance planning

Case 1’s highest percentage, (59% of respondents) chose “somewhat agree” 12% strongly agreed and 17% did not know. The highest percentage of respondents (38%) for Case 2 chose “somewhat agree” and 21% said they strongly disagreed.

Table 4.43: Overall results for allocation of resources being based on performance planning

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	2	10	1	1	3	17
Case 2	5	15	11	8	0	39
Total	7	25	12	9	3	56

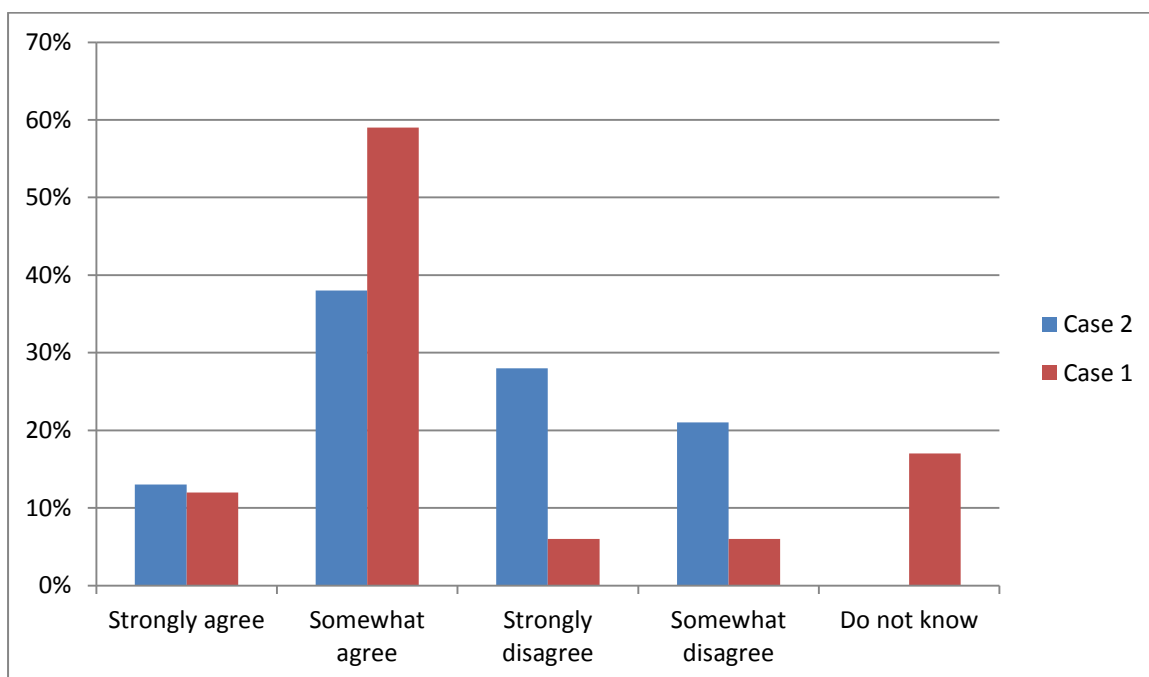


Figure 4.43: Cross-case comparison for allocation of resources being based on performance planning

With both departments, most respondents chose “somewhat agree” which means that both department’s resources are not necessarily allocated, taking into consideration the performance planning.

There is clear feedback on organisational performance

The highest percentage for Case 1 was somewhat agree at 53% followed by “strongly agree” at 29% with 18% not agreeing. In Case 2, 53% of the respondents somewhat agreed whilst 18% strongly agreed; 28% did not agree to the question and 8% did not know.

Table 4.44: Overall results for clarity of performance feedback

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	9	1	2	0	17
Case 2	7	18	6	5	3	39
Total	12	27	7	7	3	56

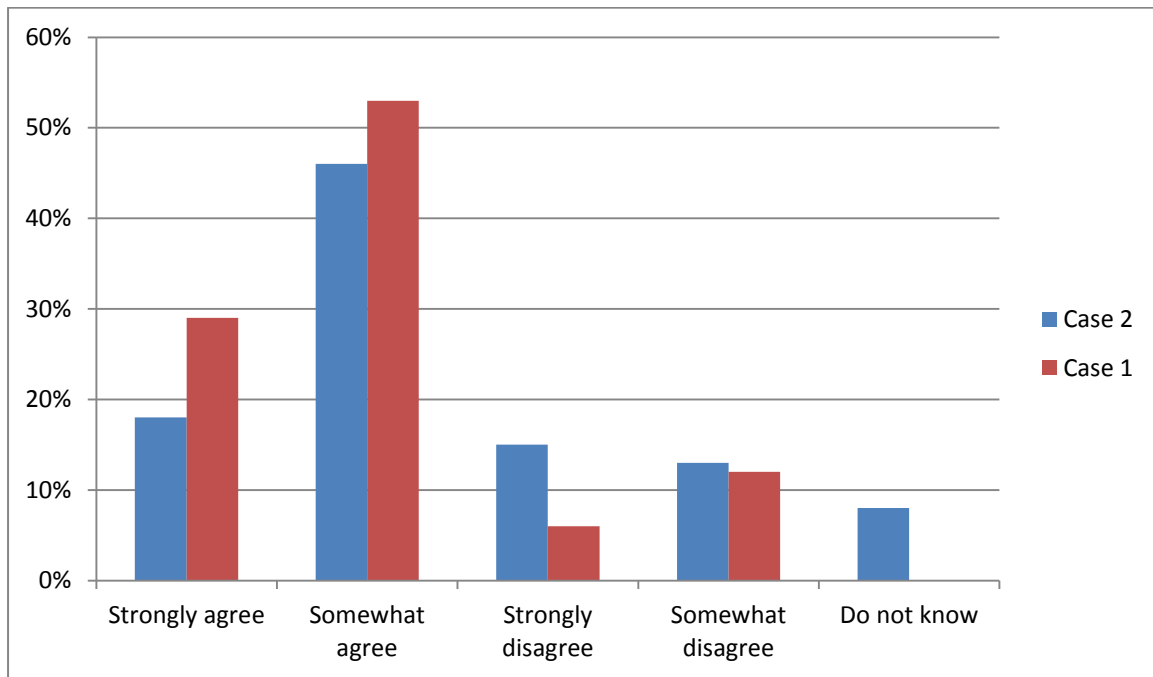


Figure 4.44: Cross-case comparison for clarity of performance feedback

The responses from both departments show that both did not have clear feedback for performance.

There is integration of organisational and employee performance

23% of Case 1 respondents strongly agreed and 8% from case 2; the 59% who somewhat agreed were from Case 1 and 54% from Case 2; 20% from Case 2 disagreed while 13% somewhat disagreed; 12% in Case 1 did not agree and 6% did not know whilst in Case 2, 5% did not know.

Table 4.45: Overall results for integration of organisational and employee performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	10	0	2	1	17
Case 2	3	21	8	5	2	39
Total	7	31	8	7	3	56

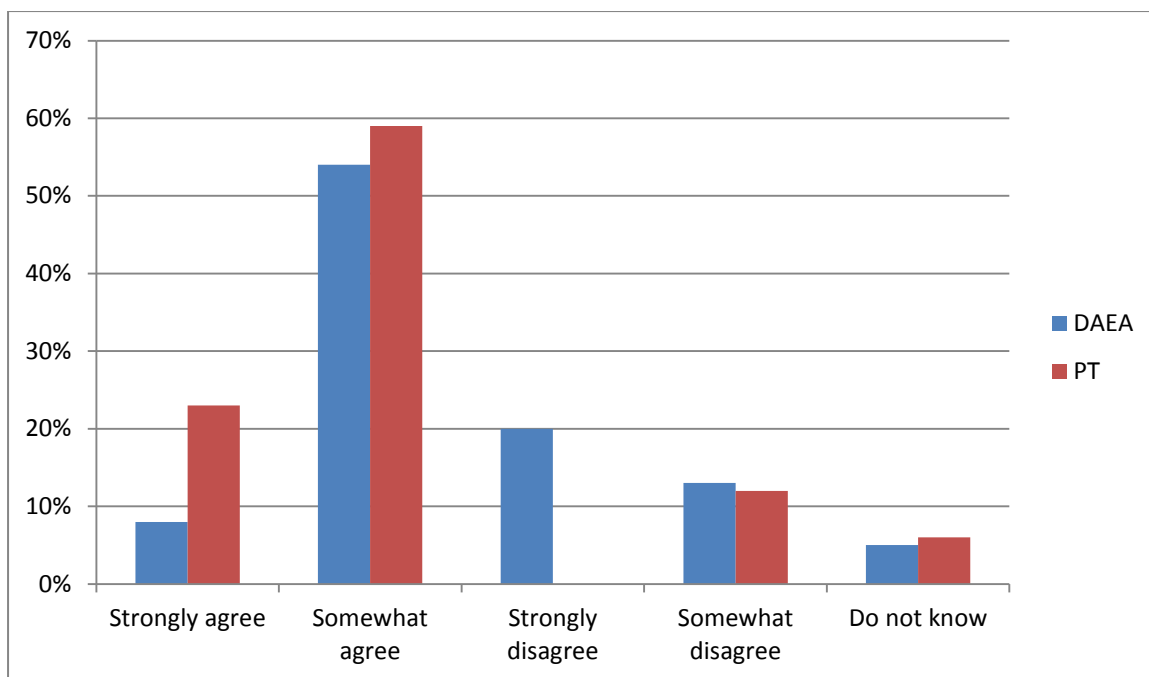


Figure 4.45: Cross-case comparison for integration of organisational and employee performance

The fact that both departments had the highest percentages for “somewhat disagree” shows that both departments are lacking in terms of the flow of organisational performance into individual performance of staff, as described in PM.

The activities of the department reflect the values of the Outcomes Approach

Individual results for Case 1 show that 17% strongly agreed, 41% somewhat agreed, 12% strongly disagreed, 18% somewhat disagreed and 12% did not know. In Case 2, 13% of the respondents strongly agreed while 28% somewhat agreed, 25% strongly disagreed, 26% somewhat disagreed and 8% did not know.

Table 4.46: Overall results for the reflection of Outcomes Approach values in the activities of the departments

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	3	7	2	3	2	17
Case 2	5	11	10	10	3	39
Total	8	18	12	13	5	56

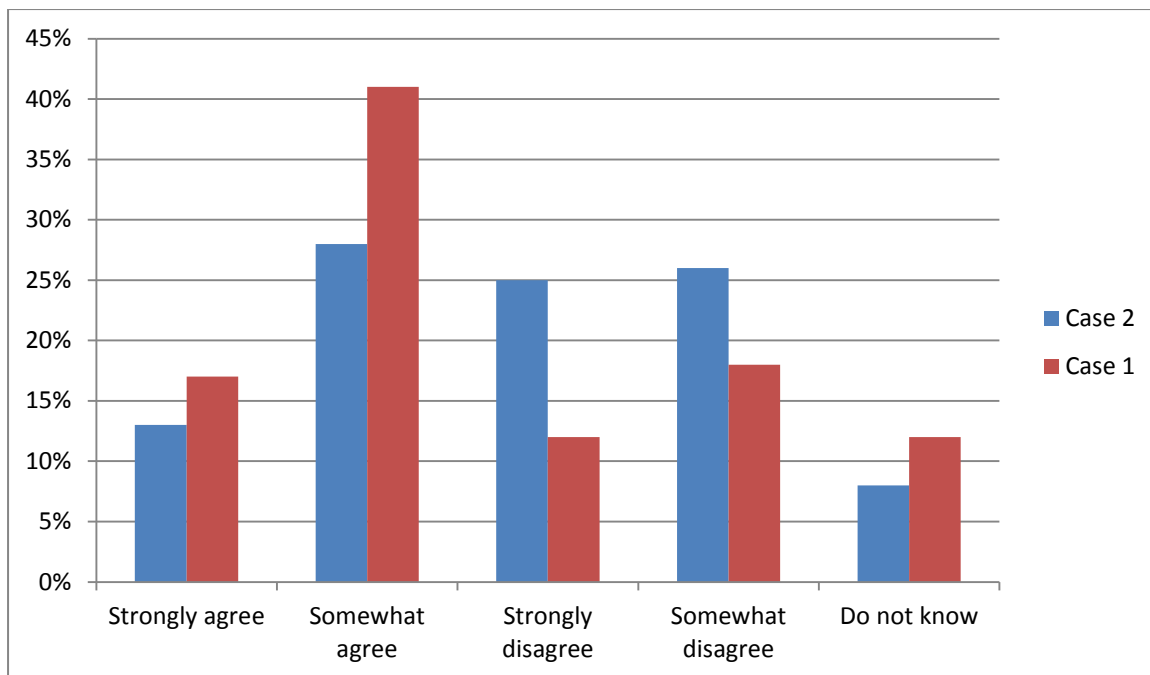


Figure 4.46: Cross-case comparison for the reflection of Outcomes Approach values in the activities of the departments

The highest percentage of the respondents somewhat agreed that the OA values are reflected in the activities of the department. Both departments are therefore not at a point where they have infused OA into the activities of the departments.

The Outcomes Approach results in a public service that is developmental oriented

Case 1 responses were: 29% strongly agreed, 41% somewhat agreed, 6% strongly disagreed, 18% somewhat disagreed and 6% did not know. In Case 2, 23% of the respondents strongly agreed, 46% somewhat agreed, 13% strongly disagreed, 13% somewhat disagreed and 5% did not know.

Table 4.47: Overall results for the Outcomes Approach resulting in a developmental public service

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	5	7	1	3	1	17
Case 2	9	18	5	5	2	39
Total	14	25	6	8	3	56

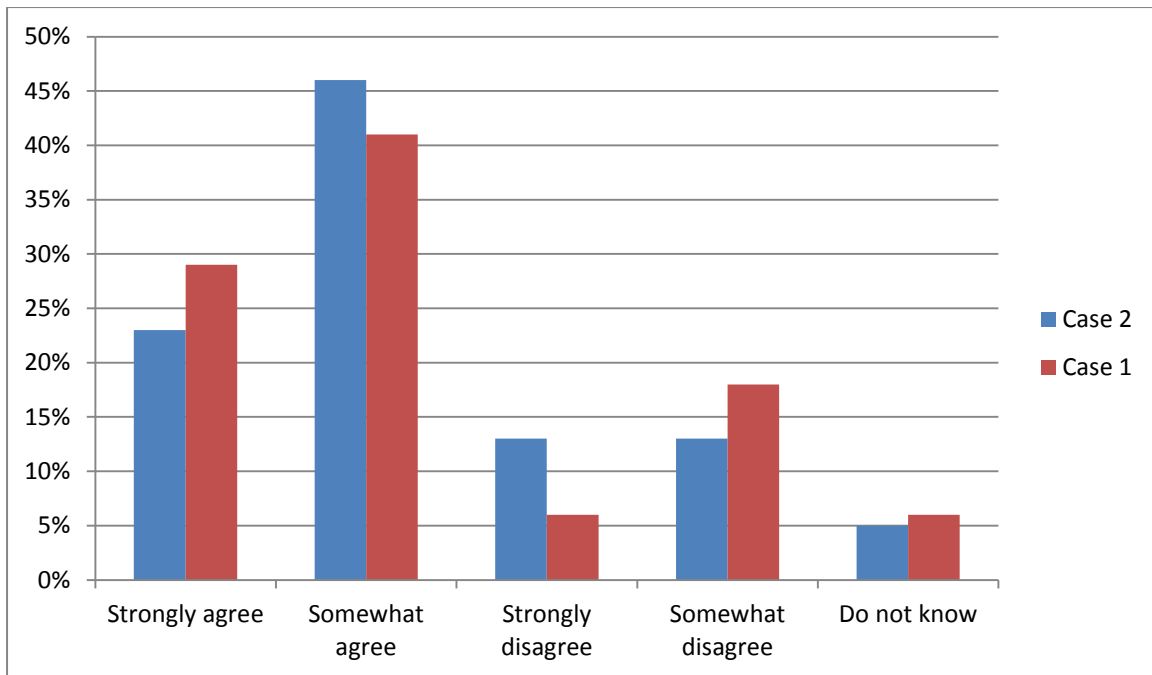


Figure 4.47: Cross-case comparison for the Outcomes Approach resulting in a developmental public service

The highest percentage of respondents chose somewhat agree which means that in both department the OA does not necessarily lead to a developmental public service.

The use of the Outcomes Approach leads to improved development opportunities for the employees

23% of the respondents from Case1 chose strongly agree, 35% somewhat agree, 18% strongly disagree and 6% somewhat disagree and 18% did not know. 26% of Case 2 respondents chose strongly agree, 38% chose somewhat agree, 21% chose strongly disagree and 15 chose somewhat disagree.

Table 4.48: Overall results for Outcomes Approach improving development opportunities for employees

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	6	3	1	3	17
Case 2	9	13	7	5	5	39
Total	13	19	10	6	8	56

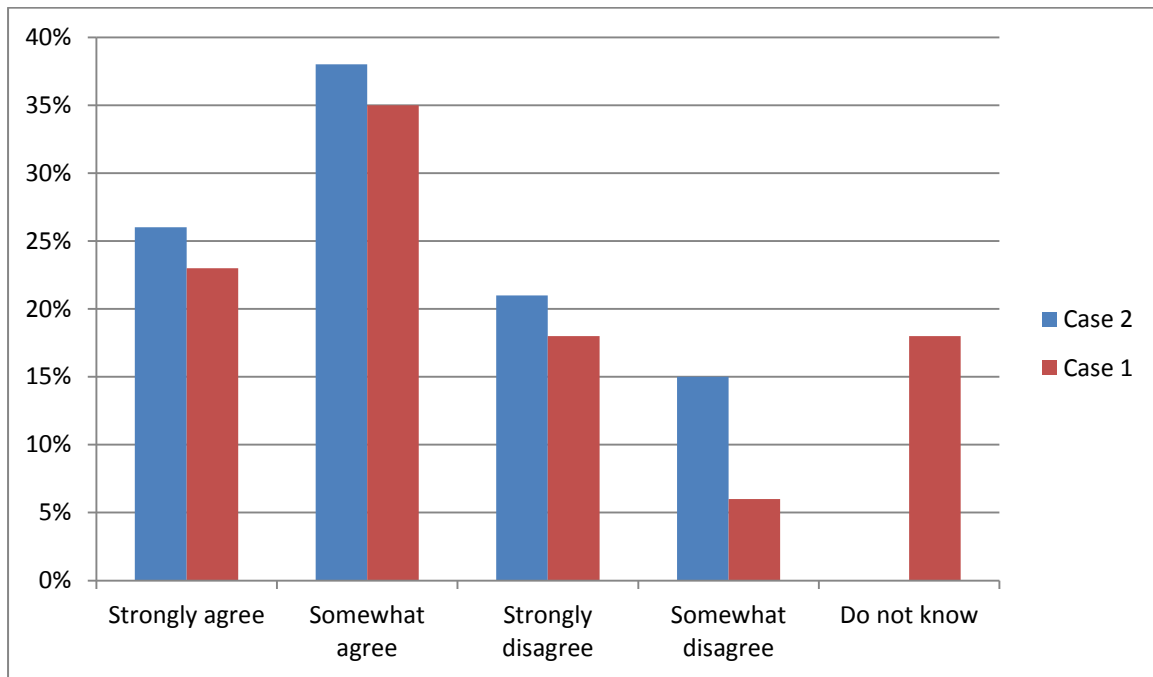


Figure 4.48: Cross-case comparison for Outcomes Approach improving development opportunities for employees

In both cases the majority of the respondents chose “somewhat agree” for the question. In both departments the OA is not improving development opportunities.

The department has clear Human Resource Management policies

The results in Case 1 were that 76% of the respondents chose “strongly agree” and 24% “somewhat agree”. In Case 2, 21% of the respondents responded to “strongly agree”, 38% somewhat agreed, 21% strongly disagreed, 15% somewhat disagreed and 5% did not know.

Table 4.49: Overall results for clarity of Human Resource Management policies

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	13	4				17
Case 2	8	15	8	6	2	39
Total	21	19	8	6	2	56

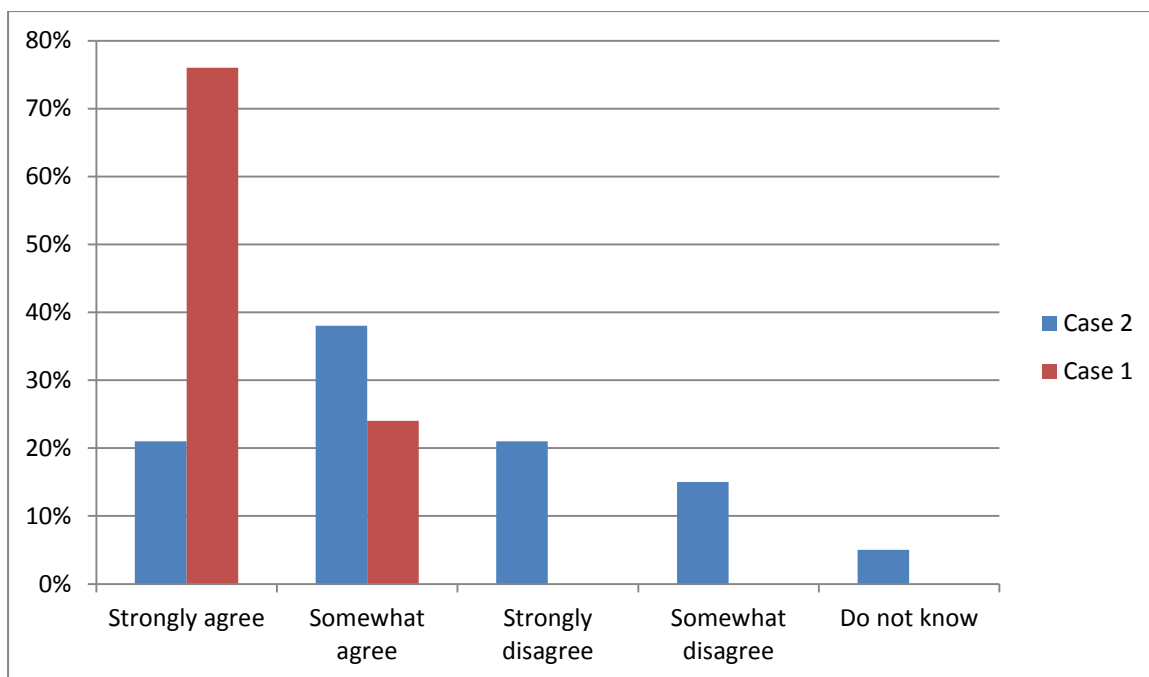


Figure 4.49: Cross-case comparison for clarity of Human Resource Management policies

The results show a difference between Case 1 and Case 2 where the majority of respondents in Case 1 strongly agreed whereas in Case 2 the majority somewhat agreed. There was therefore a difference in that, at PT, HRM policies were said to be clear and at DAEA that was not the case.

I am assisted by the Department to link my career growth to the organisational goals

Individual case responses results were that 24% of the respondents in Case 1 chose “strongly agree”, 29% chose “somewhat agree”. Whereas 29% said they strongly disagreed, 26% somewhat agreed, 31% strongly disagreed, 5% somewhat disagreed and 10% did not know.

Table 4.50: Overall results for assistance by the Department to link career growth to organisational goals

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	5	5	2	1	17
Case 2	4	11	10	12	2	39
Total	8	16	15	14	3	56

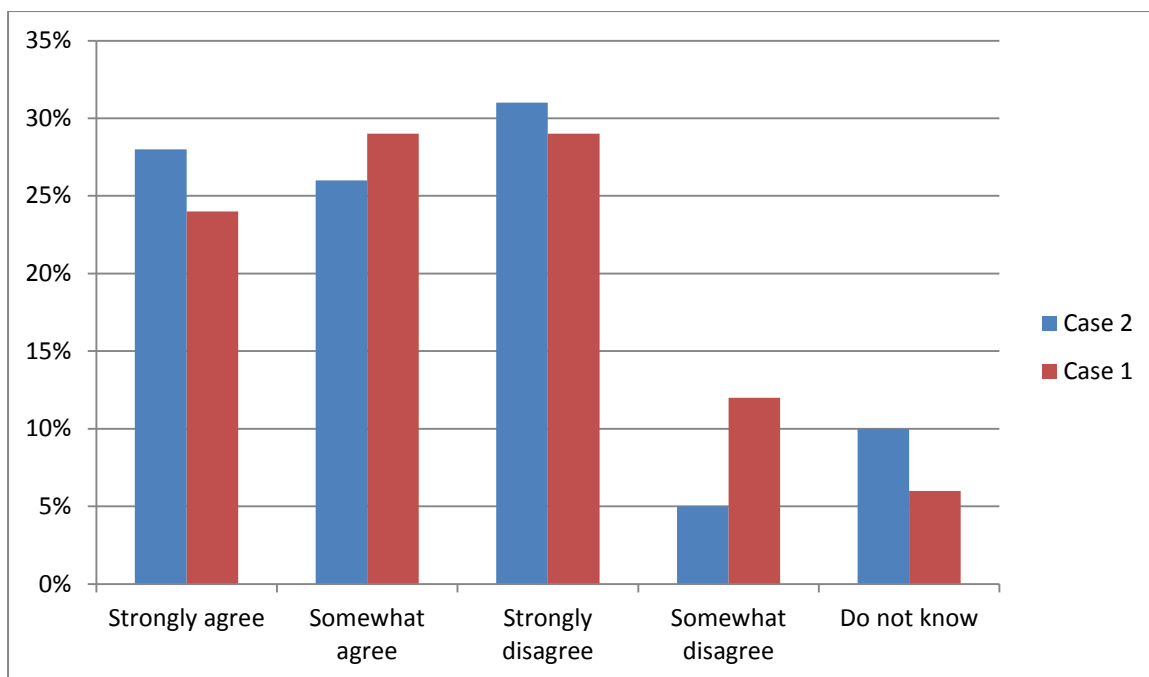


Figure 4.50: Cross-case comparison for assistance by the Department to link career growth to organisational goals

The highest percentage of respondents chose “strongly disagree” which means that employees were not being assisted to link career growth to the goals of the department.

Proper management of human resources in the Department leads to the department meeting its performance goals

When Case 1 respondents answered the question, 41% responded by saying that they strongly agreed with the statement, whilst 47% somewhat agreed; 6% and another 6% of the respondents in Case 1 strongly disagree and somewhat disagree, respectively. In Case 2, 10% of the respondents strongly agreed, 41% somewhat agreed, 21% strongly disagreed, 18% somewhat disagreed and 10% did not know if it was so or not.

Table 4.51: Overall results for management of employees leading to attainment of goals

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	7	8	1	1	0	17
Case 2	4	16	8	7	4	39
Total	11	24	9	8	4	56

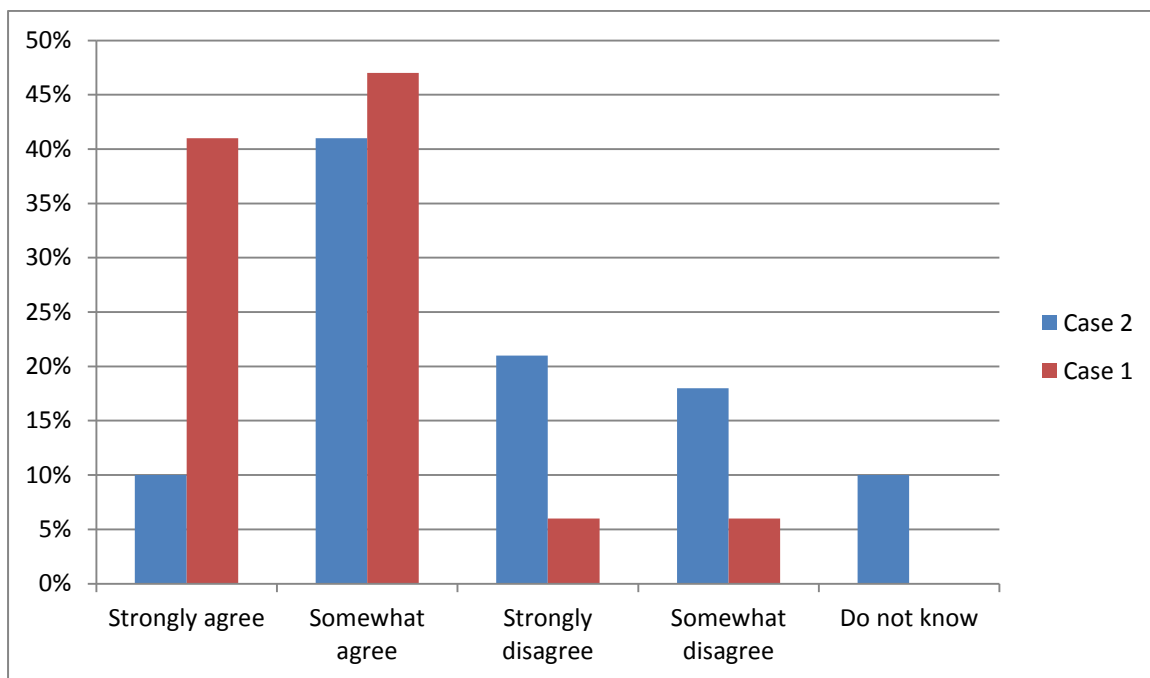


Figure 4.51: Cross-case comparison for management of employees leading to attainment of goals

In both departments the highest percentage was on “somewhat agree” meaning that the manner in which employees were being managed led to the attainment of goals.

The Outcomes Approach has resulted in an improvement in the manner in which human resources are managed

Individual case results show that in Case 1 23% of the respondents strongly agreed, 47% somewhat agreed, 6% strongly disagreed and 24% somewhat disagreed. Whereas 25% respondents in Case 2 strongly agreed and 26% somewhat agreed, the percentage of respondents who strongly disagreed was 26% and 15% somewhat disagreed; 8% claimed not to know.

Table 4.52: Overall results for Outcomes Approach and improvement in how employees are managed

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	4	8	1	4	0	17
Case 2	3	10	10	10	6	39
Total	7	18	11	14	6	56

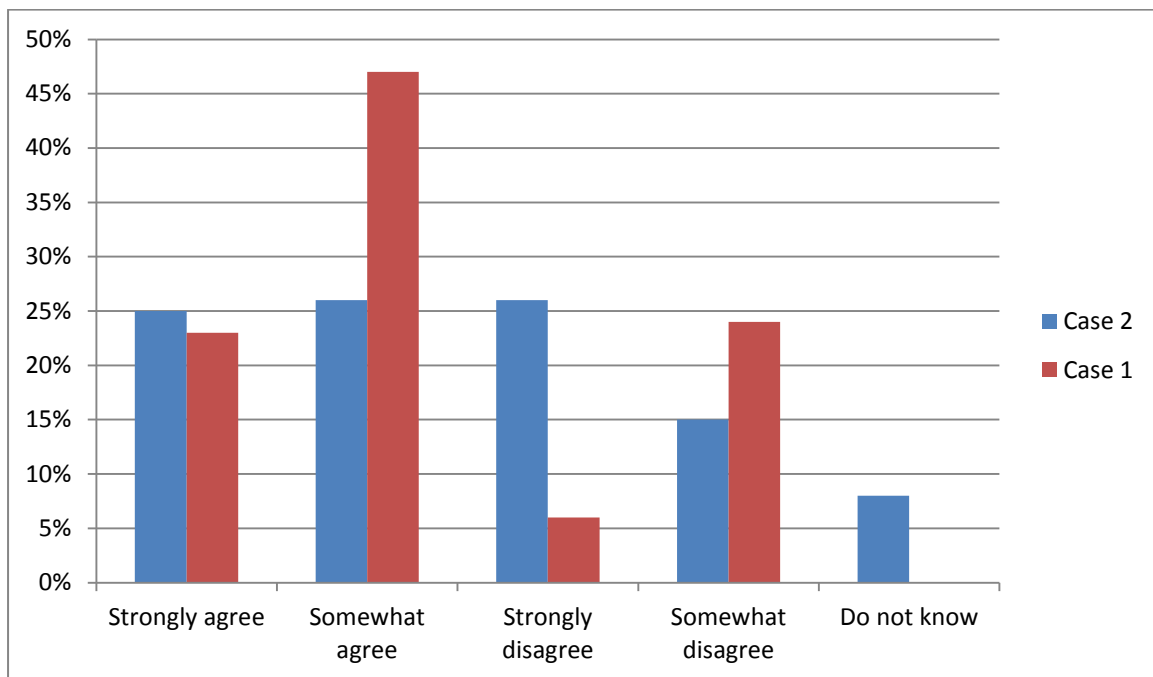


Figure 4.52: Cross-case comparison for Outcomes Approach and improvement in how employees are managed

In both cases the most respondents chose somewhat agree which means that the OA has does not improve the way that employees are managed.

The Outcomes Approach has improved performance communication in the department

In Case 1, 12% of the respondents strongly agreed, 70% somewhat agreed, 12% strongly disagreed and 6% somewhat disagreed. Case 2 responses were: 2% strongly agreed, 44% somewhat agreed, 26% strongly disagreed, 23% somewhat disagree and 5% did not know.

Table 4.53: Overall results for improvement of performance communication through the Outcomes Approach

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Strongly disagree	Total
Case 1	2	12	2	1	0	17
Case 2	1	17	10	9	2	39
Total	3	29	12	10	2	56

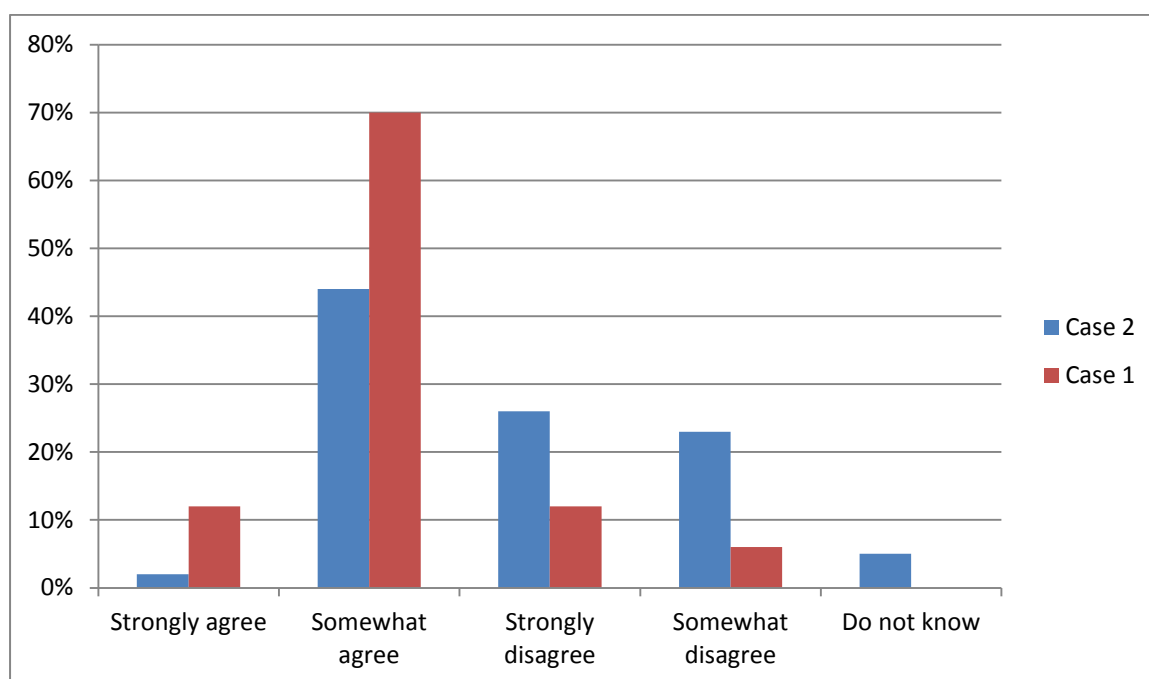


Figure 4.53: Cross-case Comparison on improvement of performance communication through the Outcomes Approach

The rate of distribution of the percentages in Case 1 and Case 2 was similar where the highest percentage was on “somewhat agree”, the next high was on “strongly disagree”, then “somewhat agree”. Performance communication in the departments was not improved by the OA.

The department has clear Human Resource Development policies

65% of the respondents in Case 1 strongly agreed and 35% somewhat agreed. In Case 2, 28% of the respondents strongly agreed, 36% somewhat agreed, 13% strongly disagreed, 18% somewhat disagreed and 5% did not know. Whilst 100% of the respondents in Case 1 agreed, 64% agreed in Case 2.

4.54: Overall results for clarity of the Human Resource Development policies

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	11	6	0	0	0	17
Case 2	11	14	5	7	2	39
Total	22	20	5	7	2	56

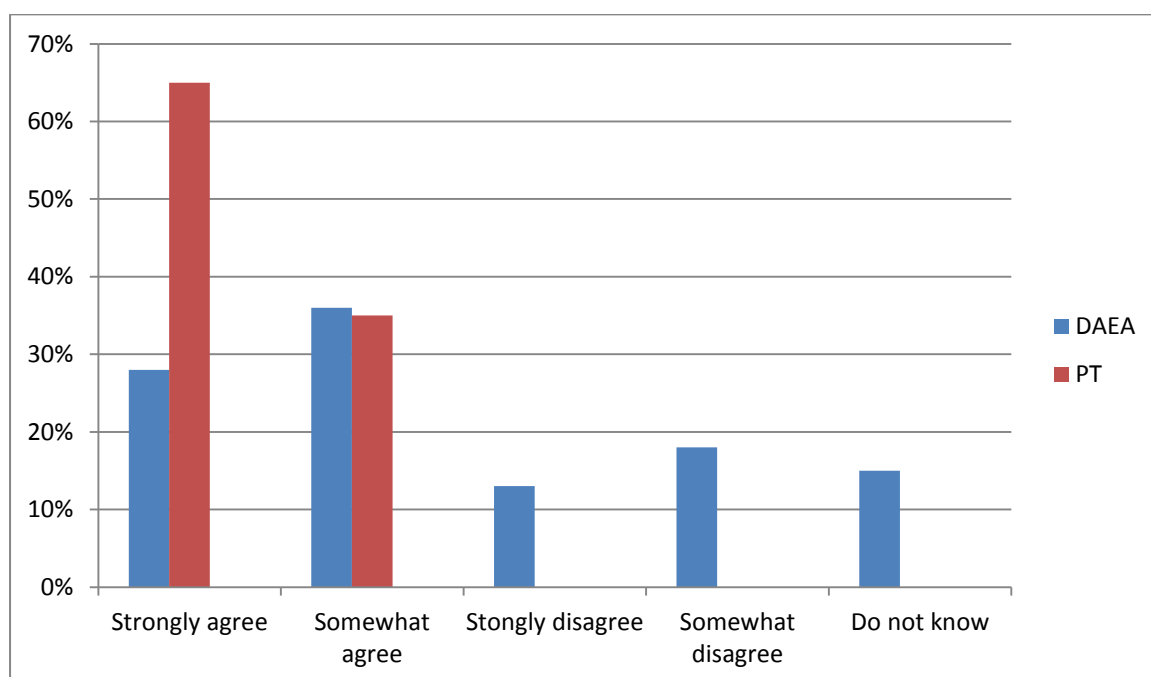


Figure 4.54: Cross-case comparison for clarity of the Human Resource Development policies

The results show a difference where Case 1 respondents strongly agreed and Case 2 somewhat agreed. At PT the HRD policies were clear whereas at DAEA they were not.

Training and development of employees is encouraged

Where the individual cases are concerned, 66% in Case 1 strongly agreed, 27% somewhat agreed and 7% strongly disagreed. In Case 2, 13% of the respondents answered by saying that they strongly agreed with the statement, 54% somewhat agreed, 22% strongly disagreed and 11% somewhat disagreed.

Table 4.55: Overall Results for training and development of employees being encouraged

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Do not know	Total
Case 1	12	5	0	0	0	17
Case 2	5	20	11	3	0	39
Total	17	25	11	3	0	56

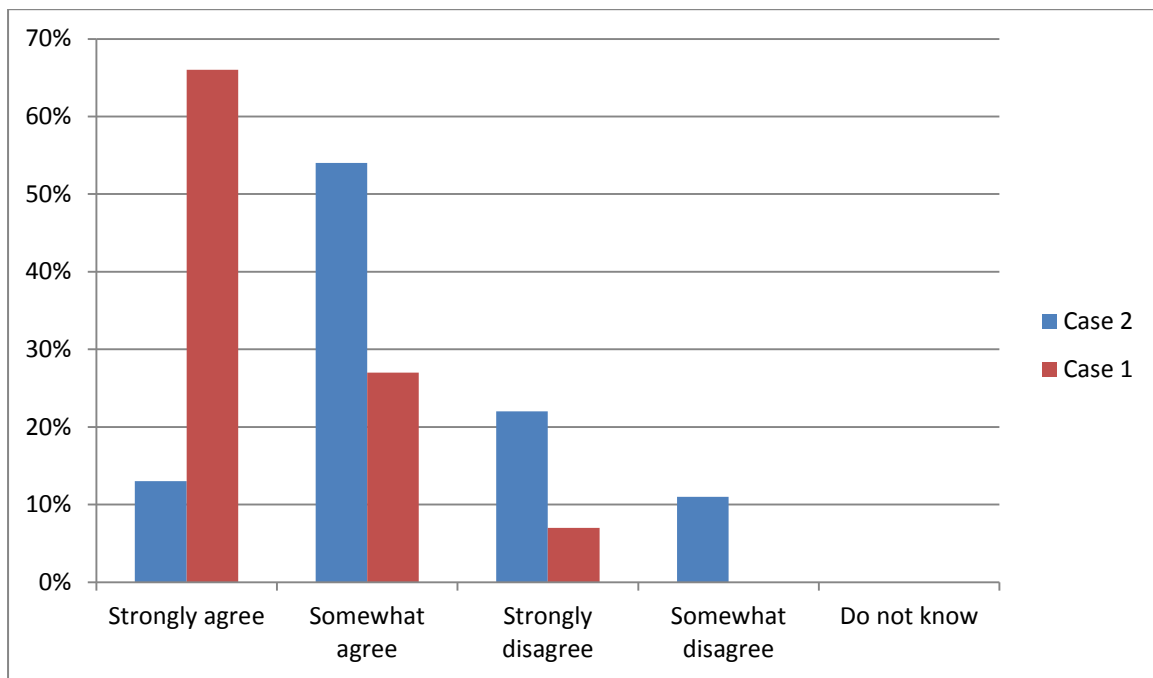


Figure 4.55: Cross-case comparison for training and development of employees being encouraged

Another disparity is presented where most of the Case 1 respondents strongly agreed and Case 2 respondents somewhat agreed that training and development of employees was being encouraged.

I am duly rewarded for good performance

Case 1 respondents registered 29% for “strongly agree”, 59% for “somewhat agree”, 6% for “strongly disagree” and 6% for “somewhat disagree”. In Case 2 18% of the respondents “strongly agree”, 51% “somewhat agree”, 21% “strongly disagree” and 9% “somewhat disagree”.

Table 4.56: Results for rewarding of good performance

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Strongly disagree	Total
Case 1	5	10	1	1	0	17
Case 2	7	20	8	4	0	39
Total	12	30	9	5	0	56

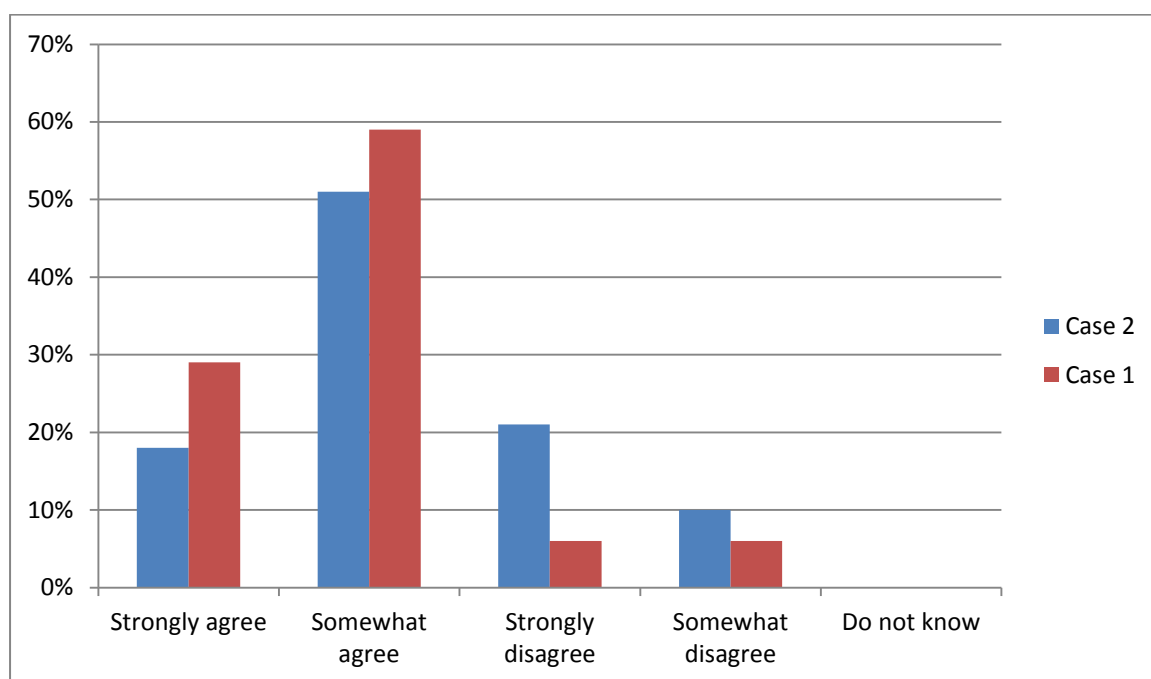


Figure 4.56: Cross-case comparison for rewarding of good performance

The largest percentage of respondents chose “somewhat agree” which means that rewarding of good performance was not necessarily being experienced in a satisfactory manner.

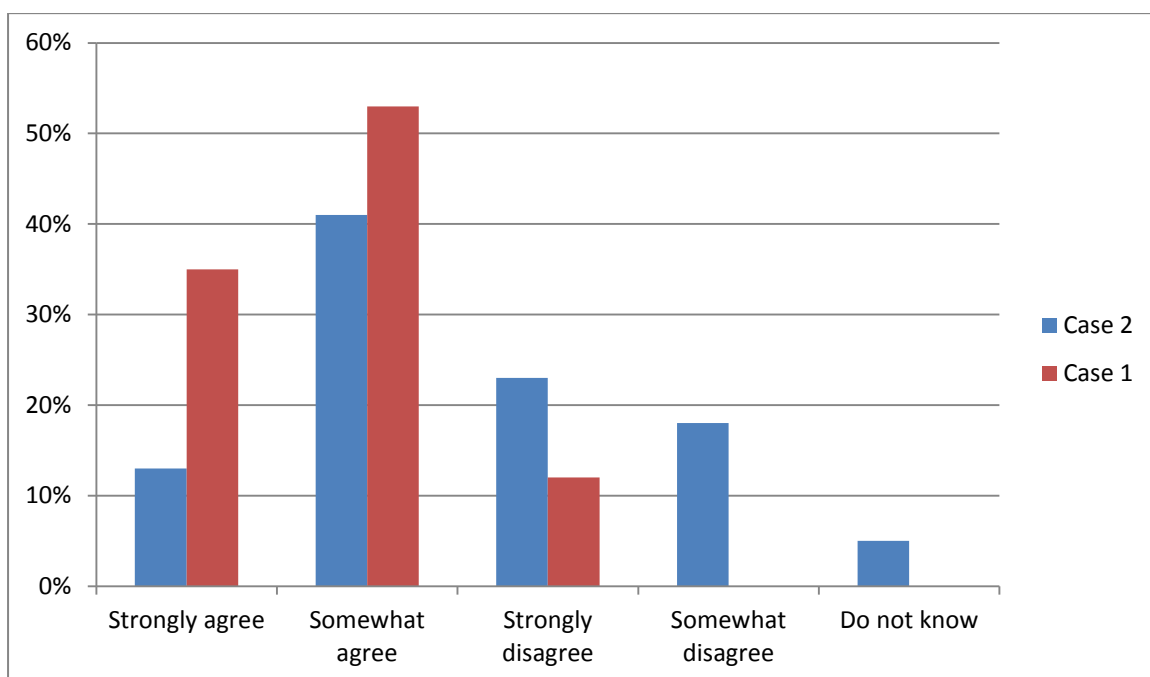
Gaps in performance are addressed through training and development

The results of the survey show that in Case 1, 35% of the respondents “strongly agree”, 53% “somewhat agree” and 12% “strongly disagree”; in Case 2, 35% of the respondents chose “strongly agree”, 53% chose “somewhat disagree” and 6% “do not know”.

Table 4.57: Overall results for results for performance gaps being addressed through training and development

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Strongly disagree	Total
Case 1	6	9	2	0	0	17
Case 2	5	16	9	7	2	39
Total	11	25	11	7	2	56

Figure 4.57: Cross-case comparison for results for performance gaps being addressed through training and development



The majority of respondents chose somewhat agree to respond to whether training and development was used to address gaps in performance. This means that employees were not really convinced that this was being done.

My Personal Development Plan (PDP) has changed to reflect the need for my functions to add value to the lives of the service recipients

In Case 1, 53% of the respondents strongly agreed to the question, whilst 29% somewhat agreed, 6% strongly disagreed, 6% somewhat disagreed and another 6% did not know; 15% of the respondents in Case 2 strongly agreed that their PDPs had changed.

Table 4.58: Overall results for performance gaps being addressed through training and development

Site	Strongly agree	Somewhat agree	Strongly disagree	Somewhat disagree	Strongly disagree	Total
Case 1	9	5	1	1	1	17
Case 2	6	13	10	8	2	39
Total	15	18	11	9	3	56

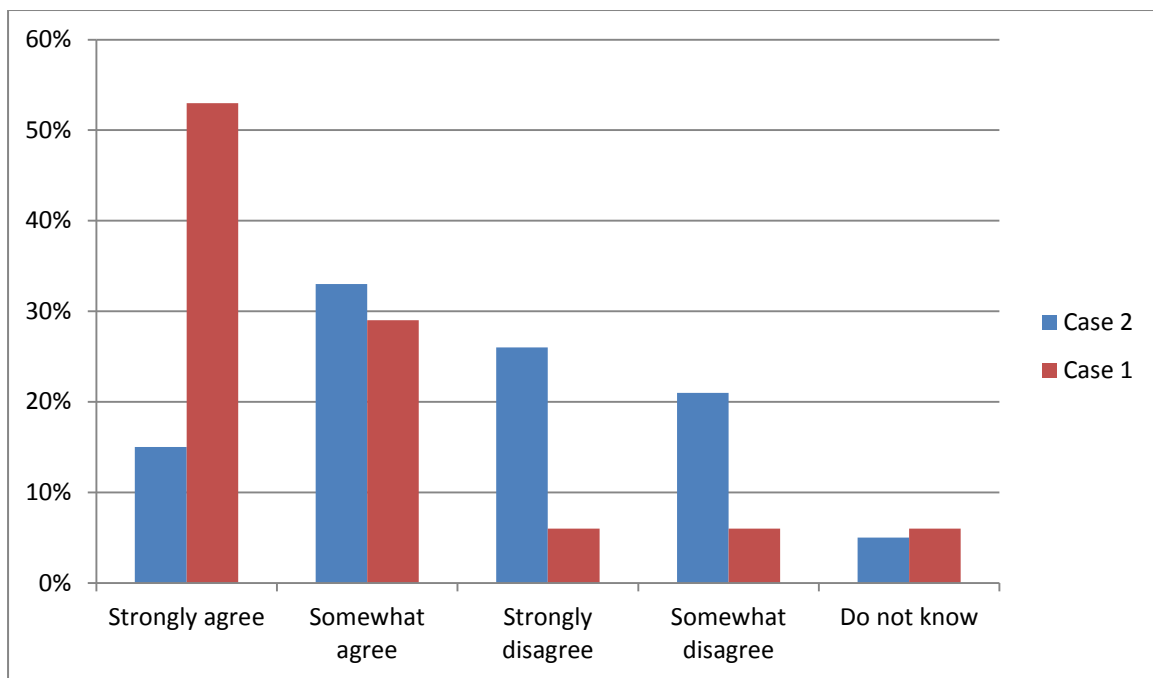


Figure 4.58: Cross-case comparison for results for performance gaps being addressed through training and development

Results of this question indicated that the biggest percentage (32%) somewhat agreed. Case 1 individual results were higher in the “agree” range, with 53% strongly agreeing whilst 15% in Case 2 strongly agreed. The high percentage in Case 2 was on “somewhat agree” which was 33% of the respondents.

APPENDIX E

ETHICAL CLEARANCE LETTER