

**Assessing the Performance of the ‘Aquaculture Operation Phakisa Strategy’
Implementation from a Stakeholder Perspective**

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Integrated summary

The global demand in aquatic products has seen a number of fisheries depleted worldwide through increase fishing pressure and over exploitation. South Africa in itself has 52 fisheries that are being exploited, of which 48% of these fisheries are of concern, either depleted or heavily depleted. Countries around world have now taken on the responsibility to reduce the reliance on capture fisheries and move towards a more sustainable form of ensuring fish supply.

A stabilisation of fisheries stock worldwide has seen the rise of aquaculture as alternative activity that would contribute to reducing pressure on the global fisheries stocks while feeding the demand for fish protein. Aquaculture has since almost equaled the capture based fish supply, contributing to 44.1% of the world's total fisheries products in 2014 (FAO, 2016). Over the last few years the South African government has focused on developing the aquaculture sector through the development of strategies and policies. The most recent strategy launched in 2014 was *Operation Phakisa: Unlocking the Economic Potential of South Africa's Oceans*. The approach of Operation Phakisa looked at accelerating the delivery of government development priorities pertaining to the oceans economy, through development of plans and collaboration of delivery through all stakeholders (public and private stakeholders). Operation Phakisa methodology included bringing key stakeholders within academia, private and public sector, as well as civil society organisations to work together and develop strategies with clear targets that would drive the growth of their specific sectors.

The year 2017 marked the midway point of the five year strategy implementation time frame, and an opportunity to assess the performance of the strategy implementation. In order to assess performance of the strategy implementation, the strategy implementation framework developed by Okumus (2003) was identified. Okumus (2003) identifies 11 implementation factors and categorizes these into four categories in the strategy implementation process, based on their role and characteristics, namely: Strategic Content (development of strategy), Strategic Context (internal and external context), Operational Process (operational planning, resource allocation, people, communication, and control) and Outcome (results of implementations process) (Okumus, 2003).

The research involved the reviewing of documentation based on the strategy implementation as well as facilitated semi-structure interviews with two stakeholder groups. This was to gain an understanding from the stakeholders' perspective, on whether the Aquaculture Operation Phakisa Strategy (AOPS) is implemented according to Okumus (2003) Strategy Implementation Framework. Two stakeholder groups were interviewed, namely the officials implementing the strategy, and the aquaculture farmers being affected by the strategy implementation.

The research found that eight of out of 11 factors from Okumus (2003) Strategy Implementation Framework were identified as being gaps within the implementation of the AOPS. These gaps were identified across all four main categories for strategy implementation (Strategic content, strategic context, operational process and outcomes). They included; strategy development, organisation structure, organisational culture, leadership, resource allocation, people, communication and outcomes. Furthermore, the researcher found that the perception from the officials differed to that of the aquaculture farmers, with the officials observing a more negative perception towards factors pertaining to organisational structure, organisational culture, leadership, resources allocated, people, communication and outcomes. This negative perception was experience towards the DAFF, Branch Fisheries Management as a whole, rather than within the officials own Chief Directorate (CD:AED), responsible for implementing the strategy.

The research assisted with understanding the challenges affecting the implementation of the AOPS as well as unpacked strategy implementation in literature. This aided with developing recommendation to assist with enhancing strategy implementation performance of the AOPS. The following recommendation were provided: *Change management within DAFF, Branch Fisheries Management; Identify responsible structures and personnel in DAFF, Branch Fisheries Management; Developing communication platforms within DAFF, Branch Fisheries Management; Review of outcomes of AOPS; and Ensure commitment from all at DAFF, Branch Fisheries Management (leadership).*

The research paper presents a simple method of assessing the strategy implementation process through the use of a strategy implementation framework.

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List of Acronyms

AED - Chief Directorate: Aquaculture and Economic Development

AOPS – Aquaculture Operation Phakisa Strategy

BBBEE – Broad Based Black Economic Empowerment

DoA – Department of Agriculture

DAFF – Department of Agriculture, Forestry and Fisheries

DAFF, Branch Fisheries Management – Department of Agriculture, Forestry and Fisheries,
Branch Fisheries Management

CD:AED – Chief Directorate: Aquaculture and Economic Development

D:ATS – Directorate: Aquaculture Technical Service

D:ARD – Directorate: Aquaculture Research and Development

D:SAM – Directorate: Sustainable Aquaculture Management

DEAT:MCM – Department of Environmental Affairs and Tourism: Branch Marine and
Coastal Management

DPME – Department of Planning, Monitoring and Evaluation

FAO – Food and Agriculture Organisation of the United Nations

GDP – South Africa's Gross Domestic Product

HDI – Historically Disadvantaged individual

IPAP – South Africa's government Industrial Policy Action Plan 2010 - 2013

KPI – Key Performance Indicator

MLRA – Marine Living Resources Act, 1998 (Act No. 18 of 1998)

NAMC – National Agriculture Marketing Council

NAPF – National Aquaculture Policy Framework

NASF – National Aquaculture Strategic Framework

NDP – National Development Plan, vision 2030

NGP – National Growth Path (2020)

OPADU – Operation Phakisa Aquaculture Development Unit

Chapter 1

1. Introduction

1.1 Global demand for aquaculture development

The global demand for aquatic products is increasing worldwide with the increase in the world population, projected to reach a staggering 9.7 billion people by 2050 (FAO, 2016). The future of food security in the world may rely considerably on the production of fish as a nutritional source of protein (FAO, 2016). Fisheries products are seen as less costly than other commodities, nutritional and easily accessible (FAO, 2016). The Food and Agriculture Organisation of the United Nations (FAO) stated in their 2016 “*State of the Fisheries and Aquaculture*” report that in 2014, the total global capture fisheries products amounted to 94.4 million tons, comprising of 11.9 million tons of freshwater products and 81.5 million tons of marine water products (FAO, 2016). The increase in availability of fish products has seen the world per capita apparent fish consumption increase from an average of 9.9 kg experienced in the 1960s, to 19.7 kg experienced in 2013 (FAO, 2016). Furthermore the availability of fish products has seen 17% of fish accounted for in the world’s total animal protein consumption and representing a total of 6.7% of all protein consumed in 2013 (FAO, 2016). More than 3.1 billion people in the world have approximately 20% of fish in their diets, in relation to their average per capita intake of animal protein (FAO, 2016).

The global demand in aquatic products has seen a number of fisheries depleted worldwide through increased fishing pressure and over exploitation (FAO, 2016). These stocks have either declined or stagnated (FAO, 2016). Global capture fisheries exceeded 80 million tons in the late 1980s and have since leveled off and remained stable, experiencing a slight growth from 2010 until the total harvesting reached 94.4 million tons in 2014 (FAO, 2016). South Africa in itself has 52 fisheries that are being exploited, of which 48% of these fisheries are of concern, either depleted or heavily depleted (DAFF, 2016a). Of the 52 fisheries, the number of fisheries that are considered to be over exploited has increased from 12 experienced in 2012 to 15 experienced in 2016 (DAFF, 2016a).

Stabilisation in fisheries stocks worldwide has seen the rise of aquaculture as an alternative activity that would contribute to reducing pressure on the global fisheries stocks while feeding the demand for fish protein (FAO, 2016). Aquaculture has since almost equaled the

capture based fish supply, contributing to 44.1% of the world's total fisheries products in 2014 (FAO, 2016). The global aquaculture production exceeded capture fisheries harvested products in 2013 in terms of products for food supply (FAO, 2016). For the first-time aquaculture provided more fish supply than capture fisheries, experienced in 2014 (FAO, 2016). Countries around the world have now taken on the responsibility to reduce the reliance on capture fisheries and move towards a more sustainable form of ensuring fish supply (DEAT, 2007). Aquaculture is seen to be a more sustainable form of obtaining fish supply as the production of the product involves the farming of aquatic organisms in a selected or closed environment, which is manipulated to enhance production, unlike capture fisheries (Nash, 1995). The product is manipulated to enhance growth through feeding, manipulation of water quality and through the use of culture technologies (DEAT, 2007). In 2012, the FAO recorded a total of 196 countries or territories involved in the culture of aquatic organisms (FAO, 2014). Furthermore, world aquaculture production volumes increased from 1980 to 2012 at an average rate of 8.6% per annum, doubling in production volumes between 2000 and 2012, from 32.4 million tons to 66.6 million tons (FAO, 2014). In 2014, 35 countries consented on producing more aquaculture fish than fish obtained from their capture fisheries (FAO, 2016). These 35 countries combined make up approximately 3.3 billion of the world's population, indicating that approximately 45% of the world's population is dependable on aquaculture products (FAO, 2014).

1.2 South Africa's aquaculture sector

Africa's contribution to the world's total production is steadily increasing, however the continent's contribution is still dismal, increasing from 0.45% contribution to the world's aquaculture production in 1995, to 2.32% contribution recorded in 2014 (FAO, 2016). Although Africa's contribution to the world's total aquaculture production is minimal, countries such as Egypt and Nigeria have shown prosperous growth within the continent (FAO, 2016). Egypt and Nigeria have increased their contribution to the world's total aquaculture production from 0.29% and 0.07% experience in 1995, to 1.54% and 0.42% recorded in 2014, respectively (FAO, 2016). These two African countries stand Goliath when compared to South Africa's aquaculture sector, in 2014, Egypt and Nigeria recorded 1.7 million tons and 313 000 tons respectively, compared to South Africa's total production of 7 001 tons (including seaweed production) recorded in 2014 (DAFF, 2015a). South Africa's contribution to Africa's total aquaculture production is significantly low, contributing less

than 1% (DEAT, 2007). This low production of aquaculture products and poor performance in terms of contribution to the global production can be attributed to a number of factors including; limitation of sites for aquaculture development; a coastline that is pristine and competes with a number of activities (such as real estate, tourism and as recreation); recent acceptance of aquaculture as an economic activity; insufficient market related services; limited financing for aquaculture activities; limited capacity in terms of human resources; limited infrastructure; and legislation that is not focused on aquaculture development (DEAT, 2007).

Despite the challenges experienced by the aquaculture sector in South Africa, the sector has managed to show a steadily increase over the last few years (DAFF, 2016c). South Africa's aquaculture sector experienced an 8.5% increase in production from 2013 to 2014 (DAFF, 2015a), and experienced a production increase of 4% from 2014 to 2015 (DAFF, 2016c). Between 2005 and 2014, South Africa's aquaculture sector has experienced a growth rate of 8.7% (DAFF, 2015b). The sector is also diverse with regards to aquaculture species cultured which include both marine and freshwater aquaculture species (DAFF, 2016c). Aquaculture in South Africa is made up of 189 aquaculture operations vastly distributed around the country, and situated in all nine provinces, with the majority of aquaculture operations located in the Gauteng (31), Mpumalanga (33) and Western Cape (43) provinces (DAFF, 2016a).

The continued growth of the aquaculture sector in South Africa could be attributed to two major factors among many. These include; the development of Chief Directorate within government dedicated towards aquaculture; and the development of policies and strategies geared towards aquaculture development in the country (DAFF, 2011). Between 2009 and 2010 South Africa had undergone some changes with regards to the administration and management of the aquaculture sector (DAFF, 2011). Before 2009, the aquaculture sector was managed by two government departments, namely the Department of Agriculture (DoA) and the Department of Environmental Affairs and Tourism: Branch Marine and Coastal Management (DEAT:MCM) (DAFF, 2011). The DoA's primary responsibility was to drive sector growth of the freshwater aquaculture sector through working with provincial departments who have the regulatory mandate through provincial Ordinances (DAFF, 2013b). The DEAT:MCM's primary responsibility was to drive the development, management and regulation of aquaculture through the Marine Living Resources Act

(MLRA), 1998 (Act No. 18 of 1998) (DAFF, 2011). In 2009, the process was underway to merge the Fisheries Management branch components of the DEAT:MCM with the DoA, and in 2010 the Department of Agriculture, Forestry and Fisheries (DAFF) was completely formed (DAFF, 2011). The DAFF, Branch Fisheries Management took on the mandate to develop, manage and regulate the aquaculture sector in South Africa, including both freshwater and marine aquaculture (DAFF, 2011). The formation of DAFF encouraged the formation of a management unit called the Chief Directorate: Aquaculture and Economic Development (CD:AED), that dealt specifically with aquaculture related activities (DAFF, 2011). The three Directorates within the CD:AED responsible for the sector, included the Directorate: Aquaculture Technical Services (D:ATS); Directorate: Sustainable Aquaculture Management (D:SAM); and the Directorate: Aquaculture Research and Development (D:ARD) (DAFF, 2016c).

The D:ATS within CD:AED are responsible for technical services within DAFF, Branch Fisheries Management (DAFF, 2016c). These services include; aquaculture farmer support functions through advisory services; training and capacity building and farm support programmes; aquaculture development through creating an enabling environment (i.e. zonation of land/sea space and facilitation of seed supply); and economic and information management through market related functions, facilitating access to finance, and economic monitoring of the sector; awareness programmes; and information collection and reporting thereof (DAFF, 2016c). The D:SAM is responsible for the aquaculture authorisation through the granting of aquaculture rights and permits; coordination of aquaculture stakeholder groups; maintaining aquatic animal health and food safety through monthly inspections, advisory service to farmers on aquatic animals health and welfare issues, and developing biosecurity, food safety programmes and better management practices guidelines; and lastly ensuring environmental integrity through assessing environmental impact assessments and risk assessments with regards to aquaculture related functions (DAFF, 2016c). The D:ARD is responsible for conducting and coordinating research and development directed at aquaculture technology, which include improving on hatchery methods and rearing techniques to assist with commercial viability of aquaculture species (DAFF, 2016c). The D:ARD is furthermore responsible to ensure a competitive and sustainable aquaculture sector by promoting the understanding of interactions between aquaculture and the environment (DAFF, 2016c). Lastly, the D:ARD assists the sector with focusing on aquatic animal health and diseases, which they do by developing diagnosis methods that are reliable in identifying

diseases in aquaculture; and developing effective treatment and preventive strategies for existing and emerging aquaculture diseases (DAFF, 2016c).

1.3 Legislation, policies and strategies of South Africa's aquaculture sectors

The development of the CD:AED within DAFF, Branch Fisheries Management, saw a number of policies and strategies developed to ensure growth of the aquaculture sector in South Africa (DAFF, 2011). Before the year 2007, the aquaculture sector had no legislation driving the sectors development and was managed with regards to marine aquaculture through the MLRA administrated through DEAT:MCM (DAFF, 2016c). Furthermore, the inland freshwater aquaculture sector was managed through Ordinances, administrated through provincial departments, such as the Western Cape Province Nature and Environmental Conservation Ordinance, 19 of 1974, administrated through Cape Nature (DAFF, 2013b). In an interview with the Chief Director of CD:AED, it was stated that the MLRA and provincial Ordinances were merely legislation to ensure conservation of marine resources and the environment, rather than legislation that drove development of the aquaculture sector (B Semoli 2018, personal communication, 19 August). In 2007, the marine aquaculture sector saw the adoption of the first policy that focused on development rather than conservation (DEAT, 2007). The *“Marine Living Resources Act (18/1998): Policy for the Development of a Sustainable Marine Aquaculture Sector in South Africa”* was gazetted in 2007, published by the DEAT:MCM (DEAT, 2007). The policy aimed to promote the development of an economic sustainable and global competitive marine aquaculture sector in South Africa (DEAT, 2007). Following the publication of this policy, in 2008 the DoA developed the *“Policy for the Development of Sustainable Inland Aquaculture Sector in South Africa”* with the aim to develop the inland freshwater aquaculture sector, concentrating on similar developmental objectives as the policy published by DEAT:MCM (DoA, 2008).

The merger of DEAT:MCM and the DoA to form DAFF in 2010, brought about a more focused directive for aquaculture development in South Africa and saw the development of a strategy that would drive the collective development of both the freshwater and marine aquaculture sectors (DAFF, 2011). The DAFF, Branch Fisheries Management developed the *“National Aquaculture Strategic Framework”* (NASF) (DAFF, 2011). The NASF (2011, p. 17) stated that the *“The government is committed to creating appropriate platforms for access to and optimal utilisation of available resources and existing infrastructure to facilitate new economic activity to create opportunities for wealth creation and gainful*

employment". The NASF was derived through the inclusion of it in South Africa's Industrial Policy Action Plan 2010 - 2013 (IPAP), as aquaculture was seen as a priority area for government that would contribute towards increased investment and sustainable job creation, creating a viable industry (DAFF, 2011).

In 2013, in response to more recent challenges and opportunities within the aquaculture sector, the DAFF, Branch Fisheries Management published the "*National Aquaculture Policy Framework*" (NAPF), which had been developed in line with the NASF (DAFF, 2013a). The NAPF took into consideration the medium-term and long-term plans of the government in terms of poverty alleviation, unemployment and inequality (DAFF, 2013a). These medium-term and long-term plans identified by government included the "*National Growth Path (2020)*" (NGP) and the "*National Development Plan, vision 2030*" (NDP) (DAFF, 2013a). The NGP was seen to provide a blue-print in the development of sectors under the agriculture job driver; and the NDP provided a strategy for the reduction of inequality, unemployment and poverty, both plans made reference to steps that would ensure improvement in job creation; broader participation within sectors; women and youth inclusion in sectors; and expansion of infrastructure that would address the aquaculture sector value chain (DAFF, 2013a). The NAPF was seen as a key pillar in achieving the objectives set out by the NGP and the NDP, as well as strengthened the role and confirmed the commitment of DAFF as the lead national agency ensuring the sustainable development of the aquaculture sector in South Africa (DAFF, 2013a).

1.4 Operation Phakisa: Unlocking the Economic Potential of South Africa's Oceans

An economic study was conducted in 2013 by the Department of Environmental Affairs (DEA), which looked at the value of South Africa's oceans economy (DAFF, 2015b). The results of the study showed that by 2033, South Africa's oceans economy could generate job opportunities for one million people (compared to the 316 000 in 2010); and could generate approximately R177 billion contribution to South Africa's Gross Domestic Product (GDP) (DAFF, 2015b). The economic study formed the basis of the initiative "*Operation Phakisa: Unlocking the Economic Potential of South Africa's Oceans*" (DAFF, 2015b). The Operation Phakisa: Unlocking the Economic Potential of South Africa's Oceans initiative (referred to as Operation Phakisa) was launched by the South African government in July 2014, in order to address the NDP issues pertaining to unemployment, poverty and inequality and fast track the implementation of the NDP objectives (Operation Phakisa, 2018a). The approach of

Operation Phakisa looked at accelerating the delivery of government development priorities pertaining to the ocean's economy, through development of plans and collaboration of delivery through all stakeholders (public and private stakeholders) (Operation Phakisa, 2018a). The Operation Phakisa methodology included bringing key stakeholder within academia, private and public sector, as well as civil society organisations to work together and develop strategies with clear targets that would drive the growth of their specific sectors (Operation Phakisa, 2018b). The initiation of Operation Phakisa in July 2014, saw approximately 200 key stakeholders (part-time and full time) congregate together in a "Operation Phakisa lab" to iron out challenges related to their sector and develop plans that would ensure the development of South Africa's ocean's economy (DAFF, 2015b). The main sectors addressed during the Operation Phakisa lab included oil and gas exploration; marine transport and manufacturing; and aquaculture (DAFF, 2015b).

Through the process of convening the Operation Phakisa lab, plans to develop aquaculture in South Africa were formed, herein referred to as the "*Aquaculture Operation Phakisa Strategy*" (AOPS). During the lab process the DAFF, Branch Fisheries Management was identified as the lead department to implement the AOPS (DAFF, 2016c). Eight initiatives were identified in the AOPS that would assist the growth of the sector through the implementation period from 2014 – 2019 (DAFF, 2016b). The first initiative addressed implementation of focused catalyst projects which would be assisted by seven enabling initiatives, of which three initiatives are related to creating an enabling regulatory environment; one initiative focuses on support through funding; another initiative focused on awareness and skills development; and the last two initiatives focused on access to markets (DAFF, 2015b) (see illustration in Annexure A).

The targets identified in the AOPS included growth of sector revenue from R0.67 Billion to R3 billion per annum; aquaculture production increased to 20 000 tons per annum; and sustainable job creation from 2 227 jobs to 15 000 jobs by 2019. The first initiative focused on the selection of 24 projects/businesses that were identified to become part of the AOPS, and would act as catalyst projects to assist with the growth of the aquaculture sector (DAFF, 2015b). To date, there are 35 projects that have registered under the AOPS, dedicating their targets to the targets of the AOPS, in achieving job creation; increase production; increase revenue into the GDP, and increased Broad Based Black Economic Empowerment (BBBEE) transformation (ownership and employment) of their businesses (DAFF, 2015b). The idea

around including catalyst projects into the AOPS is that these projects would work with government departments who assist with access to markets; access to land and sea space; access to operation inputs (seed/fingerlings and feed); access to infrastructure; and access to funding and investment (DAFF, 2015b). Where projects require intervention, Operation Phakisa would assist with any blockages and red tape hindering these projects contribution to the aspirations and targets of AOPS (DAFF, 2015b). The intervention by DAFF in assisting these catalyst projects would essentially ensure the assistance of the entire aquaculture sector, hence the term “catalyst project” (DAFF, 2015b).

To assist the implementation of AOPS, the DAFF, Branch Fisheries Management developed the Operation Phakisa Aquaculture Development Unit (OPADU) housed in the CD:AED, and made up of six officials dedicated to the strategy implementation (DAFF, 2015b). The OPADU were mandated to implement the AOPS initiative, including the assistance of catalyst projects whenever they experienced challenges with implementation (DAFF, 2016b). The year 2017 marked the midway point of the AOPS implementation and is an opportunity to review the implementation of this strategy to identify how it may be improved, or whether or not it has been effective, based on strategy implementation models developed in literature.

1.5 Research scope and limitations

For the purpose of this research, the stakeholders identified were aquaculture farmers (AOPS catalyst projects) situated in Saldanha Bay, in the Western Cape, and the DAFF, Branch Fisheries Management officials within the CD:AED implementing the AOPS. The research will look at strategy implementation based on Okumus (2003) effective strategy implementation model. Okumus (2003) notes that there are a number of similarities in the variables that are picked up in strategy implementation frameworks from literature, and identified 11 key factors from these similarities that are imperative for strategy implementation (Okumus, 2003). The 11 key factors for strategy implementation include; Strategy Development, Environmental Uncertainty, Organisational Structure, Organisational Culture, Leadership, Operational Planning, Resource Allocation, Communication, People, Control, and Outcome (Okumus, 2003). Okumus (2003) further categorizes the 11 implementation factors into four categories based on their role and characteristics, namely Strategic Content (development of strategy), Strategic Context (internal and external context), Operational Process (operational planning, resource allocation, people, communication, and control) and Outcome (results of implementations process) (Okumus, 2003). Okumus (2003)

concludes by stating that “*managers and researchers are advised to employ a holistic approach to viewing the formulation and implementation of strategy, and then evaluate how the implementation factors interact with each other and how they impact on the process*” (Okumus, 2003, p. 897).

A number of studies have been conducted on strategy implementation models/frameworks in relation to private sector organisations (Cater and Pučko, 2010; Okumus, 2001; Rapert, Velliquette and Garretson, 2002). However, none seem to have been undertaken within South Africa’s aquaculture sector, let alone the context of South Africa’s government strategy implementation. This research therefore poses a unique opportunity to understand the performance of the AOPS in relation to the Okumus (2003) Strategy Implementation Framework and may provide direction for future amendments. The findings of the research will assist in providing a practical contribution to the DAFF through recommendations based on the research findings. The limitations to the research are that there are a number of internal and external stakeholders who are either affecting or affected by the implementation of the AOPS. The scope of the research was limited to only the DAFF CD:AED managers implementing the AOPS and the farm managers affected by the implementation. Therefore the research does not consider all the views from stakeholders’ of the AOPS and only the views of the key stakeholders identified (i.e. aquaculture farms and key managers from DAFF CD:AED).

Aims and Goals of the Research

The aim of the research is to analyse the execution of the AOPS as perceived by its key stakeholders, using the Okumus (2003) Strategy Implementation Framework as a guide, and make recommendations to assist with future implementation of the AOPS.

The objectives of the research are to:

- Identify the gaps of the AOPS implementation according to Okumus (2003) Strategy Implementation Framework;
- Analyse the strategy implementation from to the stakeholders’ point of view to the develop an understanding of future success factors for strategy execution of the AOPS;
- Make recommendations on how the implementation of the AOPS can be improved to assist with implementation success.

Chapter 2

2. Literature review

2.1 Strategy in the public sector

A research article by Goliembiewski (1985) highlights five constraints within the public sector that contributes to the difficulties of public sector change. These include:

- (a) Public organisations need to consider a number of inputs into the legislative decision making, normal inputs from three sources namely, the branch level, subgroups and the mass media inputs (from all external stakeholders) (Goliembiewski, 1985).
- (b) Public organisations struggle to satisfy all stakeholder groups as there are a number of interests and services, making it challenging to identify the precise needs for change within the organisation (Goliembiewski, 1985).
- (c) Public organisations lack a centralized point for decision making and often are responsive to national, provincial and local government stakeholders (Goliembiewski, 1985).
- (d) Public organisations are plagued by the lack of long term career driven professional employees within their organisation, which contributes to the lack of communication, coordination of policies and strategies and limits centralized decision making (Goliembiewski, 1985).
- (e) Public organisations focus specifically on regulatory aspects rather than problem solving, and often incorporate political will into the management of their services (Goliembiewski, 1985).
- (f) And in addition to the above, Ferris (1987) highlights a sixth point, which is concerning the lack of funding within public sector. Public organisations' budgets are predominantly based on the previous financial year projections, making it difficult to justify new programmes identified within the organisation (Ferris, 1987).

From the above constraints it seems that public sectors require strategic direction more than ever in order to drive service delivery within their respective sectors (Rusaw, 2007), however Llewellyn and Tappin (2003) outlines three constraints which hinder implementation of strategies within the public sector, making it difficult for public sectors to focus on the mission of their strategy. These constraints of strategy implementation in the public sector

include; strategies as dormant documents; strategies as funding pitches; and strategies on strategy (Llewellyn and Tappin, 2003). Although many strategic documents are produced within a public organisation, they are predominantly developed due to legislative requirements as the public organisation is obliged to develop the strategies to please internal and external stakeholders (public and private) (Llewellyn and Tappin, 2003). These documents remain dormant and are neither implemented nor relied upon, new Ministers/heads of departments are introduced who alter strategic direction of organisations (Llewellyn and Tappin, 2003). Secondly, where there are insufficient resources to meet the strategic objectives of a public organisation's strategy, strides are made by public organisations to attract external resources and these strategies are subsequently used at funding pitches to attract funders rather than organisational guiding documents (Llewellyn and Tappin, 2003). Llewellyn and Tappin, (2003, p. 977) state that the "*opportunism in taking advantage of possible funding has to be balanced with the maintenance of some coherence*" in terms of the organisation's mission. The third constraint to effective implementation of strategies within public sectors derives from using strategies as funding pitches (Llewellyn and Tappin, 2003). As public organisations obtain funding through external stakeholders, these organisations tend to influence the strategy as they fund specific projects (Llewellyn and Tappin, 2003). These designated funds alter the strategic direction of the public organisations strategy and public organisations become resource driven rather than mission driven (Llewellyn and Tappin, 2003). Subsequently the strategies of the funding organisations become entwined with the strategy of the public organisation, essentially incorporating strategies within the strategy of the public organisation (Llewellyn and Tappin, 2003).

A study conducted by Modell (2012), furthermore highlights the constraints of political regulation influence on the strategic mission of a public organisation (Modell, 2012). Political influence on a public organisation may have far reaching implications on the performance and interests of the public organisation and the stakeholders of which the organisation serves, as strategies are altered to accommodate new political interests (Modell, 2012). It is important to identify that stakeholder groups, whether internal or external, affect strategy development and implementation within the public sector, a research paper by Hwabamungu, Brown and Williams (2018) concluded by noting that stakeholder groups interact with strategy development and implementation on various levels affecting the mission of the strategy, and it is important to form relationships with these stakeholders to

effectively develop and implement strategies within a public organisation (Hwabamungu *et al.*, 2018).

2.2 Strategy

To understand strategy development and implementation within an organisation, a good starting point would be to define what the definition of a strategy is. Louw and Venter (2017, p. 10) provided a detailed definition that states that “*A strategy is the pattern or plan that integrates an organisation’s major goals, policies and action sequences into a cohesive whole. A well-formulated strategy helps marshal and allocates an organisation’s resources into unique and viable posture based upon its relative internal competencies and shortcomings, anticipated changes in the environment, and contingent moves by intelligent opponents*”. Another definition provided by Louw and Venter (2017, p. 10), states that “*Strategy is a direction and scope of an organisation over the long term which achieves advantages in a changing environment through its configuration of resources and competencies with the aim of fulfilling stakeholder expectations*” (Louw and Venter, 2017, p 10). From both definitions it is depicted that a strategy needs to ensure that the organisation has a competitive advantage over its competitors, over a changing environment. A book by Louw and Venter (2017) indicates that a strategy, in summary is a plan which managers use to make choices pertaining to their organisation (Louw and Venter, 2017). These choices could be how the organisation attracts and meets customer needs; competes successfully; develops the needed organisation capabilities and capacity; grows the organisation; manages the organisation architecture; and achieves performance targets by effective strategy implementation (Louw and Venter, 2017).

However, unlike strategies for business and company growth, public organisation do not require a competitive advantage over their competitors as they are rather driving sector growth for stakeholders within their sector (Llewellyn and Tappin, 2003). Companies employ strategies that are necessary for their organisational survival, whereas public organisations have a monopoly over their sector and elements of competition in the public sector are often muted (Llewellyn and Tappin, 2003). A research paper by Stewart (2004) suggests that public organisations use strategies as a reporting tool rather than to drive the organisation’s direction (Stewart, 2004). Furthermore, Hughes (2003) argues that the benefits of strategies within the public sector are more low-key compared to strategies within the private sector, and that these strategies concentrate on minimizing constraints and problems rather than

ultimately achieving the mission of the organisation (Hughes, 2003). These public organisation strategies are often influenced by political strategies apart from their internal external stakeholders (Modell, 2012). In order to set the public sector strategic thinking apart from the private sector, as well as to ensure a political-bureaucratic relationship within the public sector with regards strategy implementation, Stewart (2004) identifies the scope of the public sector with regards to strategy (Stewart, 2004). Stewart (2004) acknowledges three distinct roles at which the public agencies would play in the public sector, which include policy strategy; organisational strategy and managerial strategy (Stewart, 2004).

The policy strategy is that of government's involvement on a ministerial level, and it is focused on what the government would like changed (Stewart, 2004). This policy strategy is driven by an uncertain and rapidly changing environment as government are often driven by media coverage and external stakeholder pressures that are not thoughtful of implementation realities (Stewart, 2004). The organisational strategy is more similar to private sector strategies as these look at meeting the expectation and needs of their stakeholders within the sector (Stewart, 2004). Stewart (2004) suggests that organisational strategies should be derived from the policy strategy as this is a method of meeting the expectations of the minister with regards to their political agenda (Stewart, 2004). Resources are of significant importance with regards to organisational strategy, specifically human resources, as employees are the driving force of implementation (Stewart, 2004).

In the organisational strategy it is imperative to have a stakeholder oriented approach not only client based approach, as the employees drive the values, culture and qualities of the organisation (Stewart, 2004). With regards to the managerial strategy, this strategy is more focused on the operations and decision making of the organisation, these are more technical reporting budget formulation with regards to resources allocation (Stewart, 2004). Managerial strategy looks into ensuring efficiency within the organisation and can only be done appropriately if the political dimensions of the strategy is known and acknowledged (Stewart, 2004).

In order to incorporate all three of the strategies within the public sector to ensure a streamline approach to public sector strategic thinking, Stewart (2004) suggests that a strategic 'space' be created that will ensure an open relationship with all stakeholders, including the minister (Stewart, 2004). Stewart (2003, p. 21) states that "*From an agency's point of view, strategic thinking should be about understanding and managing risk, not*

simply in the sense of identifying and managing operating risks, but also with a view to reconciling the constraints of a necessarily bureaucratic form, with the needs of productive policy-making in an increasingly fluid environment". Strategy in the public sector will be exposed on a continuous basis to an ever changing environment with regards to the political bureaucracy, public organisation have to ensure that there is a close relationship with their political leaders, internal and external stakeholders to manage operations accordingly, in order to keep the organisational mission achievable (Stewart, 2004).

Ideally a good strategy is one that creates value for their customers/clients (Richardson, 2008), that fundamentally encompasses the entire external and internal business environment in which the organisation operates (Silbiger, 2005). Regardless of whether in the private or public sectors, strategies all share the same characteristics, which are long term direction and sustainable success; exploits links between external and internal environments; requires resources; affects the whole organisation; shaped by expectations and values of internal and external stakeholders; and is directed by a vision (Louw and Venter, 2017).

2.3 Strategy planning and implementation

Management effectiveness and efficiency is essentially the determining factors of a successful organisation (Louw and Venter, 2017). The effectiveness (doing the right thing) of an organisation is associated with the strategic management, whereas the efficiency (doing things right) of an organisation is associated with the operational management of an organisation (Louw and Venter, 2017). Louw and Venter (2017) unpack the strategic management processes into four steps that organisation's should follow in order to ensure sustainable development of their organisation (Louw and Venter, 2017). These steps include: sustainable organisation and strategic direction; strategic analysis; strategy development and formulation; and strategy implementation (Louw and Venter, 2017). The strategic direction is focused on what direction organisation wants to advance in, as well as what the organisation aspires to become (Louw and Venter, 2017). Following the identification of a direction of the organisation, it is imperative for the organisation to understand the current situation it is in (Louw and Venter, 2017). The next step in strategic management would be the strategic analysis of the situation the organisation is facing (Louw and Venter, 2017). This step involves the analysis of the external and internal environments which the organisation is subjected to, the organisation looks into opportunities and threats of the external environment and the strengths and weaknesses within the internal environment, in order to facilitate the

development of strategic decision enablers (Louw and Venter, 2017). The third step within strategic management within an organisation is the formulation of the strategies that ensure the enablers are achievable, contributing to the direction the organisation wants to pursue (Louw and Venter, 2017). The fourth step identified is strategy implementation, Louw and Venter (2017) states that the success of strategy implementation is highly dependent on the leadership of the organisation; appropriate organisational architecture; and strategic monitoring and control (Louw and Venter, 2017).

The success of an organisation's strategy implementation performance is related to the strategic clarity of the organisations strategy (Parnell, 2010), a strategy which is clear, with realistic expectation and not a combination of many strategies will ensure performance of the organisation (Parnell, 2010; Pine and Gilmore, 2008). The development of a correct strategy can ensure that the organisation is able to harness the full potential of its employees and resources (Stewart, 2004). A strategy which ensures a holistic view of the organisation's environment coupled with clear mission and related objectives can ensure the organisation manages challenges which may arise through the implementation of their strategy (Steward, 2004). Key to the success of strategies within an organisation is the strategic implementation as a part of strategic management, as it plays an important role in achieving success and effectiveness (Mišanková and Kočišová, 2014). However, this is often the area of strategic management which is overlooked with regards to public sector organisations (Llewellyn and Tappin, 2003).

In literature there are a number of strategy implementation models which highlight how to execute and implement strategies successfully. One of the most frequent models used in strategy implementation since the early 1980s and cited in strategy implementation research is the McKinsey 7S Model (Bhatti, 2011). The McKinsey 7S Model takes into account seven variables including: shared values, staff, style, skills, systems, strategy and structure (Waterman, Peters and Phillips, 1980). The McKinsey 7S Model notes that these variables are extremely important to an organisation for the successful implementation of a strategy (Waterman *et al.*, 1980). In 2005, Higgins (2005) published a paper on "*The Eight 'S's of Successful Strategy Execution*" presenting a model based on the McKinsey 7S Model that would look at a cross-functional method of thinking to ensure successful execution of strategies (Higgins, 2005). In the model, Higgins (2005) argues that variables such as shared-values, resources, staff, style, systems and processes, structure, and strategy and purpose, all

need to be aligned to achieve optimal strategic performance (Higgins, 2005). The 8S Model differs from the 7S model as it incorporates an eighth variable in the form of “Strategic Performance” (Higgins, 2005). This variable provided more focus to an organisation and will enable the organisation to focus on the results of executing the strategy (Higgins, 2005). Higgins (2005) concludes by noting that the 8S Model can be used by organisations during the strategising process and can assist managers to identify what is needed to change within an organisation in order for their strategy to be successfully executed (Higgins, 2005). Furthermore, the 8S Model identifies the areas that may be slacking if the strategy execution has failed (Higgins, 2005).

The emphasis of the importance of strategy execution is made even clearer in a paper by Okumus (2003). A conceptual framework was developed by Okumus (2001) by reviewing literature on strategy implementation and grouping variables important for managers to make strategic decisions (Okumus, 2001). Okumus (2003) states that Waterman *et al.* (1980) discusses variables that drive strategic implementation, however the 7S Model does not provide an explanation of the variables nor does it provide the relationship and interactions between them (Okumus, 2003). Furthermore Okumus (2003) argues that the 7S Model doesn't provide an explanation on how the variable relationships ensure strategy implementation (Okumus, 2003). Okumus (2003) notes that there are a number of similarities in the variables that are picked up in strategy implementation frameworks from literature, and identified 11 key factors from these similarities that are imperative for strategy implementation (Okumus, 2003). The 11 key factors for strategy implementation include; Strategy Development, Environmental Uncertainty, Organisational Structure, Organisational Culture, Leadership, Operational Planning, Resource Allocation; Communication, People; Control, and Outcome (Okumus, 2003). Okumus (2003) further categorizes the 11 implementation factors into four categories based on their role and characteristics, namely Strategic Content (development of strategy), Strategic Context (internal and external context), Operational Process (operational planning, resource allocation, people, communication, and control) and Outcome (results of implementations process) (Okumus, 2003). Okumus (2003) concludes by stating that “*managers and researchers are advised to employ a holistic approach to viewing the formulation and implementation of strategy, and then evaluate how the implementation factors interact with each other and how they impact on the process*” (Okumus, 2003, p. 897).

In order to provided clarity and the importance of each implementation factor in relation to the Okumus (2003) strategy implementation process, a summary of the factors are detailed below (Okumus, 2003):

Strategic content – This category refers to the developmental phase of the strategy (Okumus, 2001; Okumus, 2003). The key areas that are important for managers when developing a new strategy are; that the strategy being developed should be consistent with the organisation direction; aims of the new strategy have to be clearly defined; the strategy developers have to have expertise and knowledge with regards to managing the change; all levels of management must participate in the strategy development; the impact of the strategy on other strategies in the organisation needs to be assessed; and the impact of the current activities on the new strategy needs to be considered (Okumus, 2001; Okumus 2003).

External Context – This category identifies the uncertainty of the external environment (Okumus, 2003). Key areas to be addressed include; identifying the need for a new strategy with regards to the environment; and whether the new strategy is appropriate to the external environment i.e. trends in the external environment (Okumus, 2003).

Internal Context – The internal context of the organisation articulated by Okumus (2003) include; the organisational structure, organisational culture, and the leadership of the organisation (Okumus, 2001; Okumus, 2003). Organisational structure identifies the roles and responsibilities within the organisation, and potential changes to the organisations structure with the implementation of the new strategy (Okumus, 2001; Okumus, 2003). Furthermore, the current structure is assessed to determine if the structures in place can implement the strategy (Okumus, 2003). Organisational culture refers to the shared understanding of the internal stakeholders (employees) within the organisation and whether the new strategy implementation will be impacted by this organisational culture, or vice versa (Okumus, 2003). The leadership of the organisation is important with regards to strategy development and implementation, and issues that need to be looked into is the involvement of the organisation's leader in developing and implementing the strategy; and the ability of the leader in affecting the overall internal structures and culture to implement the strategy (Okumus, 2001; Okumus, 2003).

Operational process – Understanding this category in relation to the organisation is extremely vital to the success of the implementation of the new strategy (Okumus, 2003).

This category unpacks the planning of the activities that will be implemented within the strategy, and has an impact on the resources that will be allocated (time, staff and finance); identifying the people that will be implementing the strategy (current or newly employed) and their training and technical expertise needs; the communication channels within the organisation and how this affects the implementation; and the mechanisms identified to monitor the strategy implementation (Okumus, 2003).

Outcomes – This category identifies the intended and unintended results of implementing the strategy within the organisation (Okumus, 2003). Important issues that are addressed are whether the organisation has implemented the new strategy according to plan; the objectives are achieved and reasoning for not being accomplished; outcome satisfaction by stakeholders; and identifying lessons learnt from the implementation process (Okumus, 2003).

A paper by Bhatti (2011) discusses both Okumus (2003) and Higgins (2005) and denotes from the discussion that the key to the success of a strategy is the execution thereof. Bhatti (2011) argues that managers have more expertise in formulating strategies rather than the execution thereof, and recognize more so the planning process rather than the doing process which can cause failure of the strategy (Bhatti, 2011). Rapert *et al.* (2002) emphasizes on the importance of strategy consensus from stakeholders and the importance of communication with external and internal stakeholders to ensure performance (Rapert *et al.*, 2002). Without communication of the strategy among stakeholders, the implementation will fail (Atkinson, 2006).

2.4 Stakeholder theory and stakeholder perception

The definition of stakeholders as defined by Freeman and McVea (2001) is “*any group or individual who is affected by or can affect the achievement of an organisation’s objectives*” (Freeman and McVea, 2001, p. 4). Furthermore Agle, Donaldson, Freeman, Jensen, Mitchell and Wood (2008) describes stakeholders as groups or individuals who depend on an organisation to achieve their goals and objectives, similarly the organisation depends on these stakeholders to achieve their strategic objectives (Agle *et al.*, 2008). Hwabamungu *et al.* (2018) outlines that many stakeholders can influence strategy implementation, not merely pressure from external stakeholders. Stakeholder groups interact with strategy development and implementation on various levels affecting the mission of the strategy, and it is important to form relationships with these stakeholders to effectively develop and implement strategies

within a public organisation (Hwabamungu *et al.*, 2018). Hwabamungu *et al.* (2018) further states that the overall situation of stakeholder relation dynamics within a public organisation will influence the level of progress of the implementation of the strategy and achieving the organisations goals.

Hwabamungu *et al.* (2018) has argued that stakeholders within the public sector (at all levels of the organisation), will have an influence on the organisation's strategy implementation and therefore it is critical to map the level of hierarchy within an organisation that would significantly affect the implementation (Hwabamungu *et al.*, 2018). Stakeholders may have influence on the organisation strategy implementation and therefore it is imperative to understand the influence of stakeholders on the strategic objectives, in this case government as an important stakeholder (Freeman, Wicks and Parmar, 2004; Harrison and Wicks, 2014). A paper by Freeman and Reed (1983) highlights the important role that government plays in implementation of strategies as stakeholders, which are the same sentiments shared by Hwabamungu *et al.* (2018).

Furthermore, Friedman and Miles (2002) states that stakeholders' theory in literature is exclusively analysed from the perspective of the organisation and their strategy management of organisations (Friedman and Miles, 2002). More so, the performance of the organisation is addressed rather than the analysis of the relationship between the organisation and the stakeholder (internal and external) (Freeman, *et al.*, 2004; Friedman and Miles, 2002). Friedman and Miles (2002) concludes by noting the importance of appreciating the range of stakeholders (internal and external) affecting an organisation and their relationships that occur, as this is often ignored and under-analysed (Friedman and Miles, 2002). In an illustration of the stakeholder grid, Freeman and Reed (1983) define government as "influencers" in strategy development and implementation and may have influences on other stakeholders that affect the strategy development and implementation (Freeman and Reed, 1983). The AOPS is being implemented by the government (i.e. DAFF CD:AED) and therefore the government may have an influence on the effectiveness of the strategy execution as they are seen as "influencers" according to Freeman and Reed (1983).

2.5 Challenges contributing to failed strategy implementation

Although internal and external stakeholders may affect the implementation of strategies within an organisation (Freeman and McVea, 2001), there are a number of other factors that

may affect poor implementation of strategy. The main themes affecting strategy implementation outlined in literature are summarized below:

Mission statement – The direction of the organisation is not clear to all. The mission, vision and objective are poorly defined by the organisation (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Pella, Sumarwan, Daryanto and Kirbrandoko 2013; Steward, 2004).

Organisational structure – The structure of the organisation is not suited to implement the strategy, there are inadequate structures in place to assist implementation (Higgins, 2005; Okumus, 2001; Okumus 2003).

Organisational culture – The culture of the organisation in terms of their shared values are not imbedded into each employee, affecting the strategy implementation (Alamsjah, 2011; Higgins, 2005; Okumus, 2001; Okumus 2003; Srivastava, 2013).

Communication clarity – Targets and objectives are not clear, furthermore they are not communicated with all internal stakeholders at different levels of management (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Srivastava, 2013).

Monitoring and review of strategy – There are inadequate mechanisms to monitor and review the implementation of the strategy (Alamsjah, 2011; Higgins, 2005, Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Parnell, 2010; Srivastava, 2013).

Resource allocation – There are inadequate resources made available to support the implementation of the new strategy (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Pella *et al.*, 2013; Srivastava, 2013).

Leadership – Leadership not present during the strategy development; strategy implementation process and reviewing the monitoring of strategy implementation (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Srivastava, 2013; Wiley, 1986).

Competence and capability – Employees don't have the relevant competence and capabilities to implement the strategy (Okumus, 2001; Okumus 2003).

Change management not well implemented – There is no process followed with regards to change management, when new strategies are implemented (Kazmi, 2008).

Dedicated personnel to drive strategy implementation – There is no unit dedicated to driving the implementation, monitor the progress and facilitate strategy implementation with stakeholders (Kaplan and Norton, 2008)

There are a number of research papers dedicated to effective strategy implementation, however these studies have been conducted on strategy implementation models/frameworks in relation to private sector organisations (Cater and Pučko, 2010; Okumus, 2001; Rapert *et al.*, 2002;). None seem to have been undertaken within the South African aquaculture sector, let alone the context of South Africa's government strategy implementation (public sector strategy implementation). This research therefore poses a unique opportunity to understand the performance of the AOPS in relation to the Okumus (2003) Strategy Implementation Framework and may provide direction for future amendments. The findings of the research will assist in providing practical contribution to the DAFF through recommendations based on the research findings.

Chapter 3

3. Methodology

3.1 Overview of research design

The paradigm that was adopted for this research was interpretivism (Guba and Lincoln, 1994). Interpretivists believe that the perception of the subject being interviewed is constructed by social actors, essentially that the subject's experiences and background contribute the construction of their reality (Kelliher, 2005; Wahyuni, 2012). The methodology that was adopted in research was qualitative (De Vos, Strydom, Fouché and Delport, 2011). The use of qualitative research methodology was used to create a comprehensive understanding of events and experience from the stakeholder's perspective (Palinkas, Horwitz, Green, Wisdom, Duan, and Hoagwood, 2013). The AOPS and related documents were reviewed and analysed in comparison to the Okumus (2003) Strategy Implementation Framework. The document analysis involved reading through the AOP strategy and its related documents, and identifying if the documents covered all factors of Okumus (2003) Strategy Implementation Framework (Bowen, 2009; Okumus, 2003). This process involved content analysis and thematic analysis of the data (Bowen, 2009).

Semi-structured interviews were conducted with the nine farm operations' managers/directors (aquaculture farms) and five DAFF CD:AED government officials (hereafter only referred to as 'AED officials'). A purposive sampling method was applied to the selection of participants. Brinkmann (2014) states that the majority of qualitative interviews are semi-structured and that this is a process whereby some structure is provided by the interviewer, and the respondents are given an opportunity to become descriptive (Brinkmann, 2014). The semi-structured interviews used in the research consisted of four themes addressing strategy implementation in accordance with Okumus (2003). The semi-structured interview themes included, Strategic Content, Strategic Context (internal and external context), Operational Process and Outcome (Okumus, 2003) (see section 3.6). A fifth section was added to the beginning of the semi-structured interview questionnaire to address the background of the stakeholders in the context of DAFF and AOPS.

The aim of the research was to analyse execution of the AOPS as perceived by its key stakeholders, using the Okumus (2003) Strategy Implementation Framework as a guide, and make recommendations to assist with future implementation of the AOPS.

The objectives of the research were to:

- Identify the gaps of the AOPS implementation according to Okumus (2003) Strategy Implementation Framework;
- Analyse the strategy implementation from the stakeholder's point of view to the develop an understanding of future success factors for strategy execution of the AOPS;
- Make recommendations on how the implementation of the AOPS can be improved to assist with implementation success.

3.2 Study location and stakeholder sampling

Two groups of stakeholders were identified, who are associated with the AOPS, namely the officials implementing the AOPS within DAFF, Branch Fisheries Management (AED officials') and the farm managers/directors of aquaculture farms who are involved in the process of reporting under the AOPS catalyst projects initiative. The AED officials' offices are located in the DAFF, Branch Fisheries Management building located in Cape Town, in the Western Cape Province. The aquaculture farms involved in the research are located in Saldanha Bay, in the Western Cape Province. The total population of the catalyst projects (aquaculture farms) is 35, however a sample size of nine aquaculture farms was purposefully selected. The reasoning for selecting a sample size of nine for the aquaculture farms, was that Saldanha Bay currently has 11 operating bivalve (mussel and oysters) farms, all of which are catalyst projects on the AOPS (Operation Phakisa, 2016b). The identification of Saldanha Bay as a focal area made it possible to conduct the research efficiently. Furthermore, two of the 11 aquaculture farms were unavailable to participate in the research due to unforeseen circumstances. The total population of the AED officials' is seven, however a sample size of five AED officials' was identified for the study. Despite the intentions to select the whole population, due to unavailability, two managers were not interviewed, making the sample size five of seven. The farmers/directors were either interviewed on their farm premises, or a location of their choice within Saldanha Bay, i.e. coffee shops and restaurants. The AED officials' were interviewed in their respective offices. The process of obtaining the research data is elaborated on in the sections below.

3.3 AOPS documentation

The documents that were collected for the study were purposefully sampled, and included the AOPS lab report, NASF, NAPF, DAFF, Branch Fisheries Management Strategic Plan, DAFF aquaculture annual yearbooks, and Operation Phakisa yearly reviews. These documents were collected during the research through the DAFF and Operation Phakisa official websites. The above documents were collected to ensure that the information gathered was relevant to the research conducted. The review of the AOPS and related documents provided an understanding of whether or not the AOPS addresses the factors affecting implementation (Okumus, 2003).

3.4 Semi – structure interviews

Semi-structured interviews were conducted with the stakeholder identified in the study. The majority of qualitative interviews are semi-structured which is a process whereby the interviewer provides some structure, but provides the respondents with an opportunity to become descriptive (Brinkmann, 2014). Interviews may provide the research with both theoretical and conceptual information that would be sufficient for the study (DiCicco-Bloom and Crabtree, 2006). The semi-structured interviews used in the research consisted of four main themes addressing strategy implementation in accordance with Okumus (2003) (Annexures B and C). The semi-structured interviews assisted the research with gathering information which originates from the experiences of stakeholders within their organisation (DiCicco-Bloom and Crabtree, 2006). The approach of obtaining informal information during a semi-structured interview and coupling that with formal information from documents is that it allows for any inconsistencies and omissions to be picked up between the two accounts (Brinkmann, 2014; DiCicco-Bloom and Crabtree, 2006).

3.5 Semi-structured interview process

The background to the study, a consent form, and the semi-structured interview questions were emailed to the stakeholders a few days prior to the semi-structured interviews commenced. Before the semi-structured interview commenced, the clarity and purpose of the study was provided to the interviewee and informed consent was obtained from them, this was provided in writing. The semi-structured interviews were recorded using a phone voice note recorder. All semi-constructed interviews were recorded to ensure the data is accurate.

Additional to the recordings, notes were taken in order to assist with the transcription of the information provided by the stakeholder interviewed. The semi-structured interviews were transcribed at a later date. Before finalising the transcript, a copy of the transcript was sent to the interviewed stakeholder to ensure the answers written down were a true reflection of what the stakeholder provided.

3.6 Data analysis

The data collected from the semi-structured interviews and AOPS related documents were analysed using thematic analysis (Braun and Clark, 2006). Braun and Clark (2006) explains that thematic analysis is a method of data analysis that includes pattern identifying, analysing and reporting thereof (Bowen 2009; Braun and Clark, 2006,). The generation of external descriptions will support the external validity (Riege, 2003,) while the internal validity will be conducted through triangulation of the data sources. The data was analysed after the transcripts of the semi-structured interviews were transcribed. Trends were then identified from the data.

The Strategy Implementation Framework of Okumus (2003) was the basis of the semi-structured interviews, these questions were categorized in terms of the four categories in Okumus (2003) Strategy Implementation Framework, which assisted in identifying patterns within the data. The AOPS documentation were analysed by identifying patterns related to the four categories of Okumus (2003) Strategy Implementation Framework, i.e. Strategic Content (development of strategy), Strategic Context (internal and external context), Operational Process (operational planning, resource allocation, people, communication, and control) and Outcome (results of implementations process). Triangulation of the data was done, using the data sources including the semi-structured interviews and the AOPS related documents to ensure reliability (Reige, 2003).

3.7 Consent and ethical approval

Prior to the study's commencement, consent was granted by the DAFF, Branch Fisheries Management, CD:AED Chief Director to conduct the study. The CD:AED is the lead Chief Directorate responsible for the implementation of the AOPS (DAFF, 2016c). Although this would result in the collection of data from catalyst projects involved in the AOPS (as they form part of the strategy), individual written consent was received from all stakeholders

before the semi-structured interviews were conducted. In order to protect the stakeholder's best interest, interviewees were assigned a number in a random order. The aquaculture farm interviewees were allocated a number from 1 – 9, and the AED interviewees were allocated a number from 10 – 14, i.e. Interviewee 1, Interviewee 2, Interviewee 3, etc (Annexure D). It must be noted that the order of the numbering does not indicate the order and time at which stakeholders were interviewed. The research was guided by ethical principles that Rhodes University adheres to. Rhodes Business School ethical approval process was completed as part of the research procedures. This was conducted to ensure the research was undertaken in an ethical manner.

Chapter 4

4. Results

The results of the research below will be presented in a manner that is in line with Okumus (2003) Strategy Implementation Framework. The results will be focused on the four categories of Okumus (2003) Strategy Implementation Framework. The factors within these focus areas will be outlined to ensure that the research achieves its objectives.

4.1 Strategic Content

4.1.1 Strategy development

4.1.1.1 *New strategy consistent with overall direction of organisation*

AOPS documentation

The development of the AOPS is based upon the foundation of the DAFF NASF (DAFF, 2011; DAFF, 2015a). Although there is no stated mission in the DAFF NASF, the vision and objects of the DAFF NASF are clear within the strategy and have not changed since published (DAFF, 2011). The vision of the DAFF NASF is as follows:

“An expanding sustainable and competitive aquaculture sector that meaningfully contributes to job creation, economic development and sustainable livelihoods, food security, rural development and transformation, through increased production, and a diversity of production systems that produce safe and nutritious food while safeguarding sustainable environmental integrity” (DAFF, 2011, p. 21).

The goals of the DAFF NASF are clearly defined in the document, and the NASF lists eight goals of the NASF (DAFF, 2011, p. 21).

AED interviewees

All five interviewed AED officials were aware of the previous published DAFF strategies and indicated that the AOPS was in line with the overall strategic direction of DAFF. Interviewee 10 mentioned that there was an overlap between AOPS and previous initiatives such as NASF. While Interviewee 11 mentioned that the AOPS was in line with the DAFF NASF as it covered food security, job creation, contribution to economy, increased fish

production, which are all in line with DAFF and the country's plans. All five interviewees saw a need for DAFF to develop the AOPS. Interviewee 11 indicated that the sector was not performing and it was necessary for the sector to fast-track development, therefore there was a case for AOPS. Furthermore, interviewee 12 stated that the strategy was needed as it bolsters the current administrative procedures in place by DAFF, reduces the normally long turnaround time for achieving goals; and addressed the challenges with regards to implementation.

Aquaculture farm interviewees

With regards to the aquaculture farms, all nine interviewees were not aware of previous strategies published by DAFF. However, all nine interviewees were aware of the AOPS and DAFF's involvement in developing it. Although the interviewees did not know about previous DAFF strategies, six of the interviewees thought that the development of AOPS was in line with the strategic direction of DAFF. Three of the interviewees were unsure about the strategic direction of DAFF, with Interviewee 1 mentioning that only since Operation Phakisa came about, have they become more aware of where DAFF was going. All nine interviewees agreed that the AOPS was needed for the sectors development. Interviewee 6 elaborated by stating that the development of AOPS has given them an opportunity to enter the market, which in the past hasn't been accessible to Historically Disadvantaged individuals (HDIs).

4.1.1.2 *Aims of the initiative clearly defined*

AOPS documentation

In the AOPS the aim of the strategy is clearly defined. The aim of the AOPS is “*to grow the aquaculture sector in South Africa to play a major role in supplying fish products and an enhancement role in job creation and contribution to the national income*” (DAFF, 2015a, p. 73). The strategy seeks to increase sector growth over a five year period (2014 – 2019) by achieving relevant targets which include, growth of revenue from R0.67 billion to R3 billion per annum; increase production to 20 000 tons; increase jobs from 2 227 to 15 000; and to ensure increased participation to support transformation of the sector (DAFF, 2015a; DAFF, 2015b; DAFF, 2016b and DAFF, 2017). Furthermore, priority areas identified in the AOPS to support the implementation of catalyst projects are well defined, these include:

- *“Selection and implementation of catalyst projects”*;
- *“Legislative reform”*;
- *“Development of an inter-governmental authorisation committee”*;
- *“Development of a globally recognised monitoring and certification system”*;
- *“Development of an aquaculture fund”*;
- *“Capacity building and skills development for support services”*; and
- *“Coordinated industry-wide marketing effort”* (DAFF, 2017, p. 8).

In order to implement these initiatives, detailed implementation plans were created, along with government systems that would take responsibility of initiatives (DAFF, 2015b). Furthermore it was identified from the documentation that key performance indicators were developed to ensure monitoring of implementing the strategy (DAFF, 2015a).

AED interviewees

A total of four AED officials of the five interviewed confirmed that the aims of the AOPS were clearly defined. One of the interviewees confirmed that there were aims, however these were not clear to everybody (Interviewee 12). Two of the interviewees stated the exact aims of AOPS during the semi-structured interview (interviewees 11 and 13).

Aquaculture farm interviewees

Of the nine aquaculture farms interviewed, eight stated that the aims of the AOPS were clearly defined, however one interviewee stated that they weren't really sure what the aims were (interviewee 8). Interviewee 6 stated that the aims are clearly defined and if one takes the time to look at the strategy you will see these. However farmers may not have the time to look at the strategy as they are thinking of their business. In contrast, Interviewee 9 mentioned that he would browse the internet to keep him updated, and would often contact the DAFF officials if he needed clarity.

4.1.1.3 *Expertise and knowledge of strategy developers in managing change; and active participation of all levels of management*

AOPS documentation

Throughout all the documentation reviewed, the development of the AOPS is outlined. The documentation highlight that the development of the AOPS was conducted through a process that involved all stakeholders from various sectors such as business, labour, academia, civil society and government (DAFF, 2017). The development of the strategy ensured that both government and private sector take ownership of the aims and objectives to ensure a coordinated approach to developing the sector (DAFF, 2015b; DAFF, 2016b; DAFF, 2017; Operation Phakisa, 2018b). The DAFF (2015b, p. 4) published in their one year review that “*Operation Phakisa is an initiative of the South African government which aims to implement priority economic and social programmes better, faster and more effectively and was launched by the South African President in October 2014*”. Over 200 full time and part time stakeholders participated in the strategy planning and development process in 2014 (DAFF, 2015b) (Annexure E). Government departments management involved in the development of the strategy ranged from the Ministers to Heads of Departments (HODs) down to Director-Generals branches and line function officials (DAFF, 2015a). The development of the AOPS was headed by the DAFF as the lead department for aquaculture development (DAFF, 2015a).

AED interviewees

All AED interviewees mentioned that their directorates within the CD:AED were encouraged to participate in the strategy planning and development process. However, four of the five interviewees noted that not all levels of management were involved in the strategy planning and development process. Interviewee 13 expanded on the level of management involved and noted that not all levels of management were involved in terms of the Branch Fisheries Management (DAFF). Interviewee 13 further added that this wasn't across board, the AED was involved, however not many other related directorates within the DAFF Branch Fisheries Management, namely finance, the Deputy-Director Generals office; and other units within Fisheries Branch Management, which have caused delays in implementation. Furthermore, Interviewee 12 explained that not all levels were involved, and that mostly high level management were participating. A number of initiatives were handed down with no proper communication, hence there is still resistance to some of the initiatives within Operation Phakisa (Interviewee 12).

Aquaculture farm interviewees

A total of five aquaculture farm interviewees mentioned they were personally involved in the planning and development of AOPS. Four of the nine aquaculture farm interviewees mentioned that they were not involved, however, heard through their respective association that representatives were involved in the strategy planning and development. All of the interviewees made reference to their stakeholder group's involvement in the planning and development of the AOPS. Interviewee 1 stated that they were not involved in the strategy development, however they had heard through other stakeholders on what was taking place during the process.

4.2 Strategic Context

4.2.1 External context

4.2.1.1 *Environments need for a new strategy*

AOPS documentation

The AOPS and associated documentation highlighted a number of key project-related issues and sector-related enabler issues, which are cross cutting issues that have impacted on the sub-scale development of the sector (Operation Phakisa, 2018b). These issues obtained from the AOPS lab report are detailed below (Operation Phakisa, 2018b):

- Project related issues:
 - Limited participation – The sector is currently under transformed in terms of youth, women and the involvement of black employees in the sector (Operation Phakisa, 2018b).
 - Lack of access to quality input – There are a limited number of local suppliers of quality input in South Africa's aquaculture sector (Operation Phakisa, 2018b).
 - Research and development fragmented – The aquaculture sectors research and development is not coordinated (Operation Phakisa, 2018b). A number of institutions provide funding for aquaculture research (government departments, universities and industry associations). However these research channels result in duplicating efforts with no streamlined approach to the growth of the sector (Operation Phakisa, 2018b).
 - Insufficient primary infrastructure in rural areas – There are infrastructure challenges which the rural areas in South Africa face regarding aquaculture development (Operation Phakisa, 2018b). These include; basic infrastructure such as roads, electricity, airports, harbours or slipways (Operation Phakisa, 2018b).

- Enabling issues
 - Unsupportive legislative and regulatory environment – Aquaculture legislation in South Africa is administered through a number of government departments, which are uncoordinated (Operation Phakisa, 2018b).
 - Limited access to land and sea space – To develop an aquaculture facility one requires land, sea space and freshwater resources (Operation Phakisa, 2018b).
 - Small pool of skills and knowledge – Due to aquaculture being an emerging sector, there are limited specialised state officials, veterinarians and researchers to assist with extension support to aquaculture farmers (Operation Phakisa, 2018b).
 - Access to finance – Access to finance in the aquaculture sector is challenging (Operation Phakisa, 2018b). Aquaculture is not well understood by financial institutions and government funders and they deem the sector to be high risk as it is very capital intensive (Operation Phakisa, 2018b).
 - Limited accessibility of markets – The aquaculture sectors’ value chain in South Africa is under developed. Furthermore limited market intelligence has resulted in fragmented marketing efforts (Operation Phakisa, 2018b).

AED interviewees

All five of the interviewed AED officials acknowledged that their environment required a need for the new strategy to be developed. Interviewee 10 highlighted that the aquaculture sector would have developed, however the environment required the need for more government and presidency involvement, and that the sector would not have had the support without the AOPS. The sentiments of interviewee 10 were also felt by Interviewee 12, who mentioned that before the AOPS, the CD:AED already had programmes in place to drive aquaculture growth, but the development of the AOPS was required. Interviewee 11, furthermore stated that current environment required the AOPS to create an enabling environment to unblock all challenges that aquaculture businesses are faced with.

Aquaculture farm interviewees

The interviewees from the aquaculture farms all supported the need for a new strategy in their environment. Four of the interviewees (interviewees 3, 4, 8 and 9) made reference to the access to sea space within their environment, stating that the AOPS assisted them with having access to sea space. Interviewees 3, 4, 7 and 8 made reference to the implementation of the

AOPS assisting with the coordination of government departments, with interviewee 7 stating the implementation of the AOPS has ensured that all government departments work together; and interviewee 3 mentioned that there was a need to access the sea space through government to government interrelations (DAFF and Transnet National Ports Authority).

4.2.1.2 *Strategy appropriate to external environment*

AOPS documentation

The AOPS builds the case for developing a South African aquaculture industry based on the global synopsis of aquaculture development (Operation Phakisa, 2018b). The AOPS states that according to the FAO (2014) the global production of aquaculture products is approximately 67 million tons per annum with a value of approximately \$138 billion per annum (Operation Phakisa, 2018b). Of the global tonnage South Africa's contribution is approximately 0.00003% (DAFF, 2014a). The AOPS highlights the countries with similar coastline lengths to South Africa (2 798 km), namely Thailand (3 219 km), Vietnam, (3 444 km), and India (7 000 km) who contribute approximately 2%, 5%, and 6% to the global aquaculture production respectively, over 100 times more than South Africa's production contribution (Operation Phakisa, 2018b).

In terms of socio-economic priorities the AOPS highlights important aspects with regards to job creation, human capital development and gender equality (Operation Phakisa, 2018b). With regards to job creation the AOPS identified that over 80% of aquaculture farmers in Asia are small scale, with small scale aquaculture business contributing as a major source of food production in many developing countries. Furthermore, Egypt employs over 580 000 people within their aquaculture sector, more than all African countries combined (Operation Phakisa, 2018b). With regards to human capital development, the AOPS highlights several countries that provided specific training in aquaculture, offering bachelors' degrees and advanced degrees in aquaculture (Operation Phakisa, 2018b). The AOPS also expands on the notion of equality in the global, aquaculture sector, illustrating that women in small scale aquaculture globally make up 46% of the labour, with Sri Lanka, Uruguay and Brazil contributing 90%, 52% and 57% of women in their aquaculture sector, respectively (Operation Phakisa, 2018b).

In terms of global fish supply, the AOPS indicated the trend of the aquaculture development and the sectors growth thereof (Operation Phakisa, 2018b). The AOPS indicates that the growth of aquaculture sector between 1970 and 2012, has shown a 7.2% growth per annum, with the wild capture fisheries sector growing at 0.9% per annum from 1970 to 2012 (Operation Phakisa, 2018b). Factors affecting this growth include increase in the demand of fish; recently there has been better technologies and production methods in aquaculture; and globally, governments have responded to being responsible to ensure food security for all (Operation Phakisa, 2018b).

Market demand for aquatic organisms have been illustrated in the AOPS, projecting that global demand for fish products will grow to 48% in 20 years, with aquaculture expected to meet that demand by more than half (Operation Phakisa, 2018b; FAO, 2012). This is mainly contributed to a rising global population; movement to healthier diets; greater product use; and increasing demand for a more premium product (Operation Phakisa, 2018b).

AED interviewees

With regards to the strategies appropriateness to the environment, all AED officials agreed that the strategy considered the environment in which the aquaculture stakeholders where in. All five officials made reference to the fact that representatives from all stakeholders within the aquaculture sector (public and private) could provide insight into the planning of the AOPS, with regards to their specific environment. All AED officials felt that the expectations of the aquaculture sector stakeholders were taken into consideration. However, interviewees 11, 12 and 13 highlighted that representatives from all stakeholders were involved in the planning of AOPS and it was impossible to meet expectations from all sector stakeholders.

Aquaculture farm interviewees

All nine aquaculture farm interviewees mentioned that the development of the AOPS took their environment into consideration. Furthermore, they all mentioned that their expectations of the aquaculture sector growth were taken into consideration. Interviewee 1 highlighted that the strategic planners had an understanding of the sector growth, which contributed to the development of the strategy. However, interviewees 4 and 8 mentioned that their expectations were realised, but their worry was that if the sector grows rapidly, would the local market be big enough to sustain this growth?

4.2.2 Internal context

Key internal factors to be considered in strategy implementation are summed up below according to Okumus (2003).

4.2.2.1 *Organisational structure*

AOPS documentation

The AOPS (and related documents) outlines the structures in place that would drive the AOPS implementation. The DAFF is the lead government department for the implementation of the AOPS, facilitated through the CD:AED (DAFF, 2015a). The current structures that the CD:AED have in place to drive the implementation of the AOPS included the D:SAM, D:ATS and DARD (DAFF, 2015a). In order to assist with implementation of the AOPS, as well as coordinate the reporting and monitoring, the Operation Phakisa Aquaculture Development Unit (OPADU) was created and reports directly to the Chief Director CD:AED (DAFF, 2015a). The development of the AOPS outlined eight key initiatives, which were categorised into five focal areas. To implement these categories, four working groups were established that included the CD:AED representatives as well as a number of relevant government and private sector stakeholders (Operation Phakisa, 2018b). The working groups included, the marketing working group chaired by the National Agriculture Marketing Council (NAMC) and AquaSA Association with the D:ATS and OPADU involvement; the regulations working group chaired by the D:SAM; the funding working group chaired by the D:ATS; and the capacity working group chaired by the DAFF Sector Education and Training with the OPADU involvement (Operation Phakisa, 2018b). The projects category was not allocated a working group, however the OPADU is responsible for ensuring the implementation of these projects (Operation Phakisa, 2018b).

AED interviewees

With regards to perception from the AED officials on the AOPS changes to the organisation structure, the DAFF had made considerable changes to the structure of the CD:AED by developing the OPADU to assist with implementation of the AOPS. However, two interviewees (interviewees 13 and 14) made reference to the fact that the other directorates dealing with support function in DAFF, Branch Fisheries Management, did not change their

organisation structure which has been affecting the implementation of the AOPS. One official, interviewee 12, felt that there were insufficient changes made within the CD:AED, the interviewee expanded on that point, stating that the with the introduction of AOPS, their staff had to take on more work from Operation Phakisa.

Four of the five interviewees felt that the establishment of the new organisational structure within the CD:AED (through AOPS) assisted with a free flow of information through communication and coordination with different stakeholders. However it was mentioned again that within the context of the CD:AED, there has been a change with information sharing, cooperation and coordination, but with regards to the entire DAFF, Branch Fisheries Management this has failed, affecting the implementation of AOPS. Interviewee 13 mentioned that in order to implement the AOPS, the CD:AED is still required to go through other support and line functions within DAFF, Branch Fisheries Management (customer services, finance, supply chain management and communication), and these units have not bought into the concept of the AOPS. Furthermore, Interviewee 12 highlighted that there is an institutional problem of poor communication within DAFF as a whole, making it difficult to implement a new strategy if there's this problem already in the DAFF. The Interviewee 12 closed off by stating that the people within DAFF still don't know of Operation Phakisa.

All five AED officials acknowledged that there were changes to new roles, reporting structure and duties within the CD:AED, with all making reference to the OPADU as a support function of the CD:AED to assist with implementing the strategy. Furthermore, interviewees 10 and 13 outlined the role of the OPADU in unblocking challenges and facilitating communication with the DAFF Minister and relevant departmental heads.

With regards to the positive impact the organisational structure had on their stakeholders, all five AED officials mentioned that the implementation of the AOPS had a positive impact on their stakeholders within the aquaculture sector. Interviewees 10, 11, 13 and 14 made reference to government working with aquaculture farmers as well as other government departments resulting in better cooperation in unblocking issues. Interviewee 12, however mentioned that the impact of initiatives and programmes have resulted in some conflict with stakeholders, and gave the example of the introduction of the new Aquaculture Bill, and the conflict that has brought about some tension within the trout and crocodile sectors.

Aquaculture farm interviewees

From the aquaculture farmers perspective, eight of the nine interviewees were aware that DAFF had made changes within their organisation to assist with the implementation of the AOPS. Interviewees 1, 3, 4, 5, 6, 8 and 9 made reference to the changes of the CD:AED with the development of the OPADU through AOPS.

Eight of the nine interviewed aquaculture farm managers/directors noted that the organisational structure changed within the CD:AED and ensured a free flow of information, cooperation and coordination between government departments and the farmers. However, Interviewee 1 mentioned that there was considerable cooperation within DAFF but there has still been a challenge with farmers communicating with other departments (besides DAFF).

All of the aquaculture farm interviewees stated that the introduction of the AOPS and organisational structure of the CD:AED had a positive impact on their aquaculture business and that the aquaculture stakeholders. However, interviewees 4, 5 and 7 mentioned that the development of aquaculture in their environment through AOPS has brought about a number of lobbyist groups against aquaculture development. These lobbyist groups may be contributing to the negative publicity on aquaculture (interviewees 4, 5 and 8). Whereas interviewees 1, 2, 6, 7 and 9 mentioned that aquaculture development and publicity in their area did not have an effect on the perception of the lobbyist groups against aquaculture. Interviewee 1 mentioned that these lobbyist groups had their perception on aquaculture before the AOPS was developed.

4.2.2.2 *Organisational culture*

AOPS documentation

The DAFF, Branch Fisheries Management operates as a branch within the DAFF, as such the DAFF, Branch Fisheries Management shares the same vision, mission, and values of the DAFF (DAFF, 2014b). The vision, mission and values of the DAFF, Branch Fisheries Management have been taken from the DAFF, Branch Fisheries Management Strategic Plan for the Marine Living Resource Fund 2014 – 2019 (DAFF, 2014b).

- Vision – *“United, prosperous and transformed agricultural sector that contributes to food security for all”* (DAFF, 2014b, p. 4).

- Mission – “*Advancing food security and agrarian transformation in the agricultural sector through innovative, inclusive and sustainable policies and programmes*” (DAFF, 2014b, p. 4).
- Values – The following values are incorporated in the DAFF, Branch Fisheries Management:
 - “*Drive: driven to deliver excellent service through leadership and professionalism*”;
 - “*Attitude: being an ambitious, passionate, reliable and dedicated workforce*”
 - “*Fairness: acting with objectivity, empathy, integrity and transparency*”; and
 - “*Focus: focusing on people, economic and rural development*” (DAFF, 2014b, p. 4).

With regards to the CD:AED, within their NAPF (2013) the unit outlines the principles of the policy, which are applicable to decision-making, regulation and management of the aquaculture sector in South Africa. These principles are clearly defined (DAFF, 2013a, p. 9).

Operation Phakisa however is a results based approach to development of the ocean’s economy (Operation Phakisa, 2018a). Operation Phakisa is an initiative owned by the entire South African government and aims to implement economic and social programmes better, faster and more effectively (DAFF, 2016b). The strategy looks at accelerating the delivery of government development priorities pertaining to the ocean’s economy, through development of plans and collaboration of delivery through all stakeholders (public and private stakeholders (Operation phakisa, 2018b). From the documentation reviewed, it is noted that the Operation Phakisa initiative, in its own, has a culture of government departments doing work more efficiently through collaboration. Government departments such as, the DAFF, Branch Fisheries Management, adopting this programme would need to ensure their culture is in line with Operation Phakisa in order to implement the strategy more efficiently, subsequently contributing to development of their specific sector i.e. the aquaculture sector.

AED interviewees

From the AED officials point of view the organisational culture within the CD:AED (sub-culture) has changed with the implementation of the AOPS. All five employees noted that within the CD:AED there has been an urgency to deliver on the strategic objectives of the AOPS. However, all have specified that within the DAFF, Branch Fisheries Management there has been no change in culture through the adoption of the AOPS. Furthermore, interviewees 10, 11, and 13 mentioned that there has been no buy in from the support

function directorates within DAFF, Branch Fisheries Management. Interviewee 10 further stated that these support function directorates were not involved during the planning process of Operation Phakisa and the internal change management within DAFF, as a whole, was not well implemented.

The AED officials explained that the change in organisational culture within their CD:AED, has had a great effect on implementing activities within the AOPS, as there is a sense of urgency in implementing initiative of AOPS. Interviewee 10 stated that the implementation could have had a greater effect if better change management was brought into DAFF, Branch Fisheries Management. According to Interviewee 13 some managers within the DAFF, Branch Fisheries Management don't even know the Operation Phakisa approach of implementation, which has become a problem with implementation.

Aquaculture farm interviewees

A total of seven aquaculture farm interviewees (interviewees 1, 2, 3, 4, 5, 7 and 8) mentioned that the organisational culture has changed within DAFF, Branch Fisheries Management with the implementation of the AOPS. Interviewees noted that through the implementation of the AOPS, there has been an increased work ethic (Interviewee 1); increased assistance (interviewee 3); staff have been more accommodative and helpful (Interviewee 5); and more information is shared between stakeholders (Interviewee 7). Two of the interviewees (interviewees 1 and 4) were more specific to the organisational change within the CD:AED through the establishment of the OPADU, stating that the work ethic of the OPADU staff has been different from the way the DAFF had functioned in the past (Interviewee 1). Interviewee 1 added that, before the establishment of the OPADU the DAFF was a faceless state, and now it is represented by staff in the OPADU (interviewee 4). Two of the interviewees did not make reference to the change in the organisational structure, with Interviewee 6 indicating that the organisation culture within the CD:AED has always been good and that the CD:AED has always been engaging with farmers. Interviewee 9 explained that they were unaware of the DAFF culture before, however the DAFF have the right group of people within the OPADU to implement the strategy.

4.2.2.3 *Leadership in the organisation in the strategic initiative*

AOPS documentation

The Chief Director of the CD:AED is the head of the OPADU and responsible for the implementation of the AOPS initiatives (DAFF, 2015a; Operation Phakisa, 2018b). Through the structure of the CD:AED the Chief Director does not only facilitate the functions of the directorates within the CD:AED (D:SAM, D:ATS and D:ARD) but has direct contact with the OPADU (DAFF, 2014a).

AED interviewees

Four of the five AED officials held the leadership of the Chief Director in high regard, stating that the Chief Director was a pioneer; key to the success of the AOPS implementation; led by example, is a servant leader; and had the full respect of principals, peers, subordinates, industry, and international community (the Chief Director could not comment on himself, hence the interview numbers were not added in this paragraph). One interviewee however, mentioned that the Chief Director often gave preference to the OPADU and dealt with issues related to this unit's functions before other directorates. In contrast, all of the other interviewees mentioned that the Chief Director was the key to the support and mentality of the CD:AED, through the beginning of Operation Phakisa to the current state. When asked about the leadership within DAFF, Branch Fisheries Management and the CD:AED, the Chief Director mentioned that there is leadership within the OPADU, who are determined to get things done and have a level of independency. Furthermore, the Chief Director stated that some initiatives delegated to different directorates within the CD:AED, requires some leadership. The Chief Director stated that the challenge however is that the DAFF, Branch Fisheries Management, as a whole, require leadership within other support directorates as there is no continuity within the structures of the Branch Fisheries Management.

Aquaculture farm interviewees

All nine aquaculture farm interviewees highlighted that there was high level of support and leadership from the CD:AED Chief Director, with regards to implementation of the AOPS. Four of the interviewees (interviewees 1, 2, 7 and 9) had worked with the Chief Director on a number of occasions and knew the Chief Director personally. Interviewee 1 stated that the aquaculture sector had never had one person such as him who stands up for the farmers. Interviewee 2 mentioned that the Chief Director is always in contact with the public and always available to talk with. Interviewee 7 explained that during the planning of the AOPS the Chief Director showed leadership and made it all inclusive to stakeholders. Interviewee 9

noted that under the Chief Director's leadership, you want to make this work as he has good knowledge and leadership. Furthermore, that his leadership filters down to his officials and that the Chief Director leads from the back. Five of the interviewees did not know the Chief Director personally (interviewees 3, 4, 5, and 8), however they made mention of the Chief Director's leadership qualities stating that he is a very good decision maker (Interviewee 3); that the system is working well under his leadership (Interviewee 4); and that the leadership is evident due to the good work the OPADU has done (interviewees 5 and 8).

4.3 Operational Process

4.3.1 Operational planning

AOPS documentation

Throughout the documentation, mention is made to the planning process of the AOPS (DAFF, 2015b; DAFF 2016b; DAFF, 2017; Operation Phakisa, 2018a; Operation Phakisa, 2018b). In July, a number of key stakeholders (approximately 200 key stakeholders) were involved during the planning and development of the AOPS (DAFF, 2015b; DAFF 2016b; DAFF, 2017; Operation Phakisa, 2018a; Operation Phakisa, 2018b). This is evident in all of the DAFF Operation Phakisa yearly review reports and the AOPS. The planning process resulted in the identification of eight key initiatives within this AOPS (DAFF, 2015b). The AOPS initiatives were accompanied by detailed implementation plans (Called 3ft plans and 1000 ft plans) that highlighted key milestones as well as the specific activities with projected time frames required to achieve these milestones (Operation Phakisa, 2018b; DAFF, 2016c). Furthermore, budgets were developed for each initiative along with Key Performance Indicators (KPIs), which were developed to assist with monitoring the implementation the initiatives (DAFF, 2015b, Operation Phakisa, 2018b; Operation Phakisa, 2018a). Initiative owners (from either public or private sector) were assigned to each initiative, to assist with the implementation and monitoring thereof (Operation Phakisa, 2018b). Where milestones of an initiative required responsibility, authorisation or intervention, specific government and private sector stakeholders were identified and tasked with achieving these specific milestones. As mentioned in 4.2.2.1, working groups were developed around each initiative, that are chaired and driven by a specific government or private association, and included all stakeholders considered fundamental in the implementation of the specific initiative (Operation Phakisa, 2018b). All the implementation plans, milestones, activities, time frames,

KPIs, budgets, initiative stakeholders, and working groups are detailed in the AOPS (Operation Phakisa, 2018b).

AED interviewees

Of the five AED officials interviewed, four indicated that there was thorough planning conducted with all affected stakeholders during the development of the AOPS (interviewees 10, 11, 13 and 14). Interviewee 11 highlighted that planning took place during the development of the AOPS, as well as after the AOPS was adopted. Both interviewees 13 and 14 indicated that detailed implementation plans, budgets and human resources were allocated during the planning of the AOPS. However, interviewee 12 didn't feel that adequate planning went into the AOPS.

Aquaculture farm interviewees

Seven of the aquaculture farm interviewees were of the opinion that adequate planning went into the development of the AOPS (interviewees 1, 3, 4, 5, 6, 8 and 9). However, Interviewee 1 mentioned that there should have been more engagement with their sector (bivalve sector) in developing the plans for their sector. Interviewee 2 specified that there were too many activities involved in the implementation plan, and that a more focused approach should have been undertaken that highlighted achievable targets. Interviewee 7 mentioned that the resources identified for the implementation plan were very shortcoming, and didn't feel adequate planning went into obtaining these resources for implementing the AOPS.

4.3.2 Resource allocation

AOPS documentation

To implement the initiatives of the AOPS, time frames were allocated to the implementation process along with the projected budget required for each initiative per implementation phase (Operation Phakisa, 2018b). The implementation process time frames included three phases of development. All three implementation phases were allocated budgets which were projected during the planning process (Operation Phakisa, 2018b). These projected budgets included both government and private sector contribution towards the sector growth (DAFF, 2015b). A total of R3.1 billion investment was projected as a requirement for the sector growth, made up of R1.4 billion and R1.7 billion of government and non-government

funding, respectively (Operation Phakisa, 2018b). The budgets allocated to the specific implementation phases are clearly stipulated in the AOPS (Operation Phakisa, 2018b).

The AOPS furthermore makes reference to the establishment of the Aquaculture Development Fund and outlines the functions of this initiative. The Aquaculture Development Fund was proposed for phase one of the AOPS implementation to ensure an integrated sourcing of funds from government departments and departmental funding institutions to fund phases of the AOPS (DAFF, 2015b). All the AOPS supporting documents makes reference to Operation Phakisa being seen as a government priority and therefore all government departments would have to prioritize Operation Phakisa initiatives, to ensure the initiatives are implemented according to plan (Operation Phakisa, 2018a; Operation Phakisa, 2018b).

AED interviewees

Three of the AED officials (interviewees 12, 13 and 14) noted that there were insufficient financial resources allocated to the AOPS. Interviewee 13 explained that there has been a memorandum of understanding signed between departments, however not much funding has been secured through this process. Furthermore, Interviewee 14 had the same sentiments and explained that no new money was received within the DAFF, Branch Fisheries Management, but through the Chief Director (CD:AED) they managed to secure funds from DEA. In contrast, interviewees 10 and 11 felt that although financing the AOPS implementation was a problem, a significant amount of finance was unlocked in government through the AOPS. All of the AED officials mentioned that the AOPS implementation was not feasible with the current allocated resources (according to the timeframes). All the interviewees noted that their directorates within the CD:AED had been affected positively through financial resources sourced through the AOPS.

Aquaculture farm interviewees

Six of the nine aquaculture farm interviewees (interviewees 1, 3, 4, 5, 6 and 9) noted that there were adequate financial resources allocated towards the implementation of the AOPS. Interviewees 1, 3, 5 and 9 stated that they have been supported by government funders through grants and incentives grants, with Interviewee 5 stating that being a catalyst project enhanced their chances of receiving funding. However, interviewees 2, 7 and 8 mentioned

that they did not receive any financial resources through government. Interviewee 2 added that the slow development of the Aquaculture Development Fund had contributed to funds not being readily accessible. Although the three interviewees (interviewees 2, 7 and 8) mentioned that they had not received funding, all three mentioned that they had received other forms of resources (sea space and land leases) which have been facilitated through the AOPS financial support. With regards to the feasibility of the AOPS within the time frames and current resources, six of the interviewees mentioned that the AOPS is not feasible. Interviewees 1, 6, 7 and 8 all mentioned that more financial resources need to be directed to the implementation of the AOPS, to develop the aquaculture sector.

4.3.3 People

AOPS documentation

As identified in the section 4.2.2.1 the CD:AED relied on the existing structures and technical expertise in place to facilitate the implementation of the AOPS (DAFF, 2015a). The only recruitment of staff was in the form of creating the OPADU which reported directly to the Chief Director's office (DAFF, 2015a; Operation Phakisa, 2018b). The creation of the OPADU entailed recruiting six new employees with technical expertise (DAFF, 2016b). These employees include an operation manager, two aquaculture advisors, an aquaculture economist, an investment and promotions deputy director and an administrative officer (DAFF, 2016b). Further expertise were drawn from public and private stakeholders involved within the Operation Phakisa working groups as mentioned in section 4.2.2.1. The development of the OPADU is clearly outlined in the AOPS and it detailed in the annual reviews (DAFF, 2015a; Operation Phakisa, 2018b).

AED interviewees

All AED interviewees mentioned that there are insufficient personnel employed by the CD:AED to implement the AOPS. These interviewees (interviewees 11, 13 and 14) made reference to the creation of the OPADU and recruitment therein, however interviewee 13 added that the OPADU needed more personnel as the CD:AED has taken on more work. Interviewee 12 stated that there has been recruitment in the CD:AED through the OPADU, however there has been no recruitment within the DAFF, Branch Fisheries Management and other CD:AED directorates (D:SAM, D:ATS and D:ARD). All interviewees noted that the

CD:AED and OPADU had the capabilities and competencies to implement the AOPS. Interviewee 12 expanded on this by stating that the majority of people employed in the OPADU were part of the AOPS planning process and have an understanding of what the AOPS is, therefore making it easier to implement the strategy. Interviewee 12 further stated that the employees in the OPADU have a variety of skills and there is diversity, including a multicultural unit. Interviewee 14 mentioned there is on-going capacitation of DAFF CD:AED personnel through international training and bursaries. Interviewee 14 added that the CD:AED personnel are also registered with professional associations.

Aquaculture farm interviewees

Seven of the nine aquaculture farm interviewees (interviewees 2, 3, 4, 5, 6, 7 and 8) noted that there are sufficient personnel allocated to the AOPS. Interviewees 1 and 9 mentioned that the CD:AED could have recruited more staff for implementation. Two interviewees suggested that although personnel were sufficient, staff would need to have a more focused approach, like having staff dedicated to a certain sub-sector i.e. mussels, oysters etc. All the interviewees mentioned that the CD:AED have the capabilities and competencies to implement the AOPS, however interviewees 1 and 2 mentioned that the OPADU are understaffed and should consult more with private sector to assist with implementation of initiatives.

4.3.4 Communication

AOPS documentation

The DAFF website has a dedicated section on the AOPS, under the Chief Directorate CD:AED (DAFF, 2018). The website illustrates the yearly review reports published annually by the OPADU, as well as a website link to the Operation Phakisa website (DAFF, 2018). The Operation Phakisa website provides updates and the overall background to Operation Phakisa, and illustrates all the strategies of unlocking the oceans economy through Operation Phakisa, including the AOPS (Operation Phakisa, 2018b). Detailed plans and progress of Operation Phakisa initiatives are captured on the Operation Phakisa website (Operation Phakisa, 2018a; Operation Phakisa, 2018b). The DAFF through the OPADU, publishes a yearly review that provides progress on the AOPS, including important OPADU contact details (DAFF, 2015a; DAFF, 2016b; DAFF, 2017). Furthermore, the D:ATS publishes the

Aquaculture Yearbook annually, which provides an overall status report on the development of the aquaculture sector, including a chapter on the AOPS (DAFF, 2016c). In the DAFF (2017) Operation Phakisa yearly review, the DAFF Minister, Mr. Senzeni Zokwana, provided a foreword in the report highlighting the progress of the AOPS (DAFF, 2017).

AED interviewees

According to four of the AED officials (interviewees 10, 11, 12 and 13) there has been insufficient communication within DAFF, Branch Fisheries Management regarding the implementation of the AOPS. Three of the interviewees (interviewees 10, 12 and 13) expanded on this and mentioned that within the Branch Fisheries Management, the AOPS has not been communicated thoroughly within support functions, resulting in inefficient implementation. Interviewee 10 mentioned that Operation Phakisa has not been communicated well within the DAFF (as a department) as a whole. Interviewee 14 felt that there was sufficient communication within the CD:AED.

Aquaculture farm interviewees

All nine of the aquaculture farm interviewees mentioned that there is sufficient communication from DAFF regarding the implementation of the AOPS. Interviewee 2 expanded on this and explained that the CD:AED communicates through yearbooks, articles and has regular feedback session on initiatives affecting their sub-sector. Furthermore, Interviewee 3 stated that the officials always answer their phones, while Interviewee 8 clarified that the department gave updates on Operation Phakisa projects, as well as gave information on who their staff were and what responsibilities they have.

4.3.5 Monitoring and control

AOPS documentation

To implement the AOPS initiatives, detailed implementation plans were developed, accompanied by budgets, proposed governance and private stakeholders to take responsibility for initiatives and KPIs to assist with monitoring delivery (DAFF, 2016b). The Department of Planning, Monitoring and Evaluation (DPME) provides a platform on the Operation Phakisa website where initiatives may be monitored by the public (Operation Phakisa, 2018a). The Operation Phakisa Aquaculture Steering Committee was established to ensure the AOPS

activities are coordinated throughout government departments, and this steering committee convenes bi-annually (Operation Phakisa, 2018b). The members who sit on this committee include the Director-Generals of all the government departments, with the DAFF Minister as the Chair (Operation Phakisa, 2018b). The Director-General of DAFF chairs on the Secretariat and Technical Committee, and reports to the Operation Phakisa Aquaculture Steering Committee (Operation Phakisa, 2018b). In the Secretariat and Technical Committee the OPADU representative as well as the Chairs of the AOPS initiative working groups (described in 4.2.2.1) monitor the progress on all outcomes and provided technical support towards implementation (Operation Phakisa, 2018b). The Operation Phakisa Aquaculture Steering Committee convenes on a quarterly basis (Operation Phakisa, 2018b). The working groups are responsible for the direct implementation and monitoring of initiatives and convene on a monthly basis (Operation Phakisa, 2018b). The DPME is responsible to ensure overall monitoring of Operation Phakisa, and the OPADU reports directly to the DPME (Operation Phakisa, 2018b). The OPADU was established to implement and monitor the progress of the AOPS (DAFF, 2015b). The AOPS clearly outlines the structures in place that monitors the AOPS implementation (Operation Phakisa, 2018b).

AED interviewees

According to Interviewee 14, the OPADU monitors the progress of initiatives on a monthly basis. Furthermore, Interviewee 11 stated that yearly reviews are developed on a yearly basis, as well as monthly reports to the Presidency office. All five interviewees mentioned that there was a form of monitoring of the AOPS, with three AED officials (interviewees 2, 3, and 4) mentioning the reporting system of the OPADU. However, one interviewee mentioned that although there is a monitoring platform, reports are not shared among directorates.

Aquaculture farm interviewees

Of the nine aquaculture interviewees, eight interviewees (interviewees 1, 2, 3, 4, 6, 7, 8 and 9) stated that there were initiatives made to monitor the AOPS. All nine interviewees made reference to reporting on their implementation plans (3ft plans) to the OPADU, and that OPADU regularly monitor initiatives. However, Interviewee 5 stated that more monitoring by the OPADU was needed.

4.4 Outcomes of strategy implementation

4.4.1 The effect of new strategy on stakeholders

AOPS documentation

The OPADU yearly reviews highlight outcomes from implementing the AOPS, which have affected the stakeholders within the CD:AED as well as the aquaculture farms (DAFF, 2015b; DAFF, 2016c; DAFF, 2017). These outcomes include but are not limited to; the creation of the OPADU, funding access; land and sea space access; training and capacity building; technical information sharing; and aquaculture authorisations issued.

AED interviewees

All five of the AED officials mentioned that the implementation of the AOPS affected their directorates through the establishment of the OPADU as well as funding allocation for the strategy implementation. Interviewee 11 noted that the AOPS affected positively as the strategy had assisted the CD:AED by implementing their other aquaculture strategies and policies in a faster manner, further stating that the AOPS is a tool for implementation. Interviewee 14 shared the same sentiments and explained that the AOPS was a great enabler, connecting stakeholders together in the sector, subsequently transferring skills. Interviewee 12, however, mentioned that the AOPS affect their directorate in a negative manner as there has been additional work through the AOPS, with insufficient capacity and financial resources allocated.

Aquaculture farm interviewees

With regards to the aquaculture farms, all interviewees mentioned that the AOPS had affected their stakeholder group in a positive manner through issuing of authorisations (permits and marine aquaculture rights); increasing longer term sea space leases; access to sea space; access to finance; training; internship programmes and assisting new entrants. Interviewee 5 mentioned that through the AOPS, they have had an opportunity to initiate their farm, which will contribute to ensuring a livelihood for their next generations, furthermore contributing to their community and the economy of the country. Interviewee 2, however, mentioned that the AOPS may negatively affect the mussel farming sector as an increase in mussel supply will saturate the market, and hoped that the department would ensure market access. Interviewee

8 stated that a negative unintended spinoff to increase aquaculture within their area has been the lobbyists who have painted a negative picture on aquaculture.

4.4.2 New strategy implemented according to plan

AOPS documentation

The AOPS annual reviews provided details on the progress of the AOPS implementation (DAFF, 2015b; DAFF, 2016c; DAFF, 2017). Each annual review provides a recent update on the targets of the AOPS and makes specific reference to projects completed (DAFF, 2015b; DAFF, 2016c; DAFF, 2017).

AED interviewees

The AED officials (interviewees 10, 11, 13, and 14) mentioned that the implementation of the initiatives have been going fairly well, however there have been changes to targets of the initiatives since the planning process. Interviewees 13 and 14 stated that a shortage of dedicated resources (finance and personnel) had resulted in delay in meeting certain targets. Interviewee 12 was not aware of the progress and could not comment.

Aquaculture farm interviewees

Five of the nine aquaculture farm interviewees (interviewees 1, 4, 5, 7 and 9) mentioned that the AOPS has been implemented according to plan. However, they noted that there were expected delays experienced, including the environmental authorisation for Saldanha Bay. Four interviewees (interviewees 2, 3, 6 and 8) stated that the plan hasn't been implemented accordingly, but that these were expected delays and had to do with the environmental authorisation and not the department.

4.4.3 Stakeholder satisfaction

AOPS documentation

In terms of the satisfaction of the stakeholders towards the implementation of the AOPS, there was no data identified within the reviewed documentation that could elaborate on the satisfaction of the stakeholders. The OPADU yearly reviews highlight specific project achievements, but this does not indicated the satisfaction of the stakeholders.

AED interviewees

Four AED officials (interviewees 10, 11, 13 and 14) were not satisfied with the implementation progress of the AOPS thus far. Interviewee 1 mentioned that they expected more outcomes at this stage of implementation, and Interviewee 2 explained that there have been achievements with significant impact to the sector, however the targets have not been met. Interviewee 13 was not satisfied due to the lack of resources allocated, which affect implementation.

Aquaculture farm interviewees

In contrast, eight of the aquaculture farm interviewees (interviewees 1, 2, 4, 5, 6, 7, 8 and 9) were satisfied with the outcomes of AOPS implementation. Interviewee 1 elaborated that there is room for improvement, however there has been a big difference from where the sector was before.

4.4.4 Lessons learnt from the strategy implementation

According to the AED officials (interviewees 10, 11, 12 and 14), their directorates have not unpacked the reasons why the targets have not been achieved. This is also not explicit within the documentation reviewed. Interviewee 13 mentioned however that their directorates have engaged with each implementation plan to amend the initiative time frames and activities required. Below is a summary of the lessons learnt through implementing the AOPS, from both the AED officials and the aquaculture farmers:

- *Regular review of programme* – A potential relook at monitoring and reporting aspects in order to identify challenges earlier.
- *External stakeholders buy in* – Buy in from stakeholders, in order to eradicate the one sided implementation approach.
- *Internal stakeholders change management* – This process is vital to get buy in from all parties. Buy in from internal stakeholders, such as finance unit, supply chain management unit etc.
- *Leadership* – Make sure there is commitment and leadership identified to ensure outcomes are realized. Leadership should be coming from people responsible for implementation.

- *Capacity* – Develop capacity to implement AOPS.
- *Communication* – Communicate what the strategy is, what the targets are, roles within directorates associated with Operation Phakisa.

CHAPTER 5

5. Discussion

The aim of the research was to analyse the execution of the AOPS as perceived by its key stakeholders (government department responsible for its implementation as well as the aquaculture farmers), using the Okumus (2003) Strategy Implementation Framework as a guide, and make recommendations to assist with future implementation of the AOPS. The first step to achieving the aim of the study was to identify the gaps in the AOPS implementation process.

From the results outlined in *Chapter 4*, eight of the 11 factors from Okumus (2003) Strategy Implementation Framework were identified as being gaps within the implementation of the AOPS. These were identified across all four main categories for strategy implementation (strategic content, strategic context, operational process and outcomes) and included, strategy development, organisation structure, organisational culture, leadership, resource allocation, people, communication and outcomes.

With regards to stakeholder perception across these factors, perception on each factor was perceived contrarily between a number of factors, however giving an indication of strategy implementation performance. With regards to strategic context, although the AOPS was aligned with other DAFF strategies, and perceived to be aligned from both the AED officials and farm managers perspective, the farm managers were not aware of the strategic direction of the DAFF, Branch Fisheries Management as whole. The previous strategic direction of the DAFF is unclear to aquaculture farmers. The aquaculture farmers understanding of the DAFF previous strategies, may be essential for the internal stakeholder to implement the AOPS (Llewellyn and Tappin, 2003; Okumus, 2001; Okumus 2003). However, the key to successful implementation is understanding the direction in which the organisation is heading in, as a whole (Alamsjah, 2011; Higgins, 2005). It is important that these strategies don't become dormant strategies and that the stakeholders are aware of alignment, as previous initiatives may be affected by the new strategy, subsequently affecting the external stakeholders (in this case the farm managers) (Llewellyn and Tappin, 2003; Okumus, 2003).

Section 4.4.4 in the results highlighted three factors within the strategic context (organisational culture, organisational structure and leadership) seen as gaps, in terms of the

perception of the stakeholders. With regards to organisation culture and structure, the AED officials perceived that the AOPS contributed to positive change within the structure and to the culture of the CD:AED. However, with regards to the overall structure and culture of DAFF, there was no change. Employees mentioned that the culture of conducting the business as usual and not having the structures in place within support functions, affected the implementation of the strategy. As seen in Higgins (2005) and Okumus (2003), having the structures in place is imperative for strategy execution (Higgins, 2005; Okumus, 2003). The farm managers perceived the structures to be in place within DAFF. When looking closely at the results, the perception stems from the structures within the CD:AED who are implementing the strategy, however delays are experienced internally as structures are not in place throughout DAFF, Branch Fisheries Management to support the CD:AED. The effectiveness of the implementation will be greater if all buy in to the strategy (Okumus, 2003; Pella *et al.*, 2013). It is more evident that there is no buy in from all stakeholders when looking at section 4.2.2.3 of the results. The AED officials and farm managers perceive that there is effective leadership within the CD:AED driving the implementation of the AOPS, but the leadership within other support functions is lacking in terms of driving the implementation of the AOPS. Within literature it is observed that an organisation's leadership, culture and strategic performance are critical to the success of implementation, as these factors are cross functional (Hrebiniak, 2006; Pella *et al.*, 2013; Sterling, 2003). Furthermore, Higgins (2005) states that implementation factors which are cross-functional need to be aligned to ensure successful strategy execution (Higgins, 2005). The findings of the research regarding the DAFF's organisational culture, organisational structure and leadership affecting strategy implementation, seems to be typical important factors identified in strategy implementation literature (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Srivastava, 2013; Wiley, 1986). Alamsjah (2011) specifically makes reference to the importance of organisational culture (Alamsjah, 2011). Alamsjah, (2011) suggests that an organisation can execute a strategy more successful if the organisation has a good culture (Alamsjah, 2011). The culture of the organisation will bring about a shared understanding how things are done in the organisation, enhancing performance of strategy implementation (Alamsjah, 2011). Čater and Pučko (2010) further emphasises on the importance of these three factors in strategy implementation (Čater and Pučko (2010). Čater and Pučko (2010) states that an organisation's performance depends on proper organising activities (structures), along with suitable organisational culture and

leadership, that encourages sharing of knowledge within an organisation, contributing to strategy implementation performance (Čater and Pučko, 2010).

Allocation of resources as an important factor in strategy implementation is identified in all strategy implementation models (Higgins; 2005; Okumus, 2001; Okumus 2003). This was also evident in the results of the study under section 4.3.2. Both the stakeholder groups perceived that there were inadequate financial resources allocated to the implementation of the AOPS. The AED officials mentioned that the AOPS implementation was not feasible with the current allocated resources (according to the time frames). The farm managers shared the same sentiments, noting the inadequate financial resources made available to implement the strategy. One of the major problems identified in Pella *et al.* (2013) which looked at factors affecting poor strategy implementation, is the availability of financial support to implement the strategy (Pella *et al.*, 2013). Okumus (2003) argues that the importance of proper planning (strategic context) is imperative to the strategy implementation as the factors in this group greatly affect the implementation process (Okumus, 2003). Proper planning will allow for resources to be identified as well as the exact mechanisms identified in obtaining the financial support (Alamsjah, 2011; Higgins, 2005, Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Pella *et al.*, 2013; Srivastava and Sushil, 2015). Through both the officials' and farm managers' perception, it is evident that the lack of the financial support has affected the implementation of the AOPS according to plan. These finding support the notion of Pella *et al.* (2013), that financial support is one of the major factors affecting strategy implementation (Pella *et al.*, 2013).

Pella *et al.* (2013) notes that one of the major problems with strategic implementation within an organisation is that there are no dedicated staff or a strategy implementation office that specifically deals with all forms of management to ensure implementation (Pella *et al.*, 2013). This is found in the results of the study under section 4.3.3 with regards to the perception from the AED officials. Although the AOPS allowed for the OPADU to be developed within the CD:AED, structures and personnel are not in place in other support functions within the DAFF, Branch Fisheries Management. A paper by Shah (2005) indicated that where there are unclear lines of personnel and responsibility within an organisation, this will ultimately be an obstacle for strategy implementation. The farm managers, however, perceived the development of the OPADU to be of positive value towards the implementation of the AOPS. This OPADU relies on other support functions within the DAFF, Branch Fisheries

Management. The inadequate personnel in other directorates will ultimately affect the efficiency of the OPADU. The findings of the research regarding staffing, is supported by strategy implementation literature, with emphasis on staffing as an important organisational resource affecting strategy implementation performance (Alamsjah, 2011; Higgins, 2005; Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Pella *et al.*, 2013; Srivastava, 2013). Pella *et al.* (2013) emphasises on the development of a specific management office that drives strategy implementation, and the unavailability of this management office was a major factor contributing to problems in strategy implementation (Pella *et al.*, 2013). The involvement of specific staff from the DAFF (besides the OPADU) in this management office will assist with awareness and monitoring of the strategy implementation (Pella *et al.*, 2013).

With regards to communication as a factor affecting strategy implementation, the officials highlighted the communication within the DAFF, Branch Fisheries Management as a major issue. They mentioned that insufficient communication within DAFF, Branch Fisheries Management has resulted in inefficient implementation of the AOPS. Again it is identified from the results in section 4.3.4, referring to the CD:AED working with the DAFF, Branch Fisheries Management as a whole and the involvement from other directorates within DAFF having an effect on the AOPS strategy implementation. The farm managers however, indicated that there was sufficient communication from the OPADU with regards to the AOPS implementation. Of course the CD:AED is a component of DAFF, Branch Fisheries Management and ultimately represents the Branch as a whole. The results of the farm managers, reflect good communication mechanisms in place to communicate with external stakeholders, however the implementation of the AOPS is being affected internally within DAFF, Branch Fisheries Management. Okumus (2003) highlights the importance of using many modes of communication, internally and externally, to ensure effective strategy implementation (Okumus, 2003). Rapert *et al.* (2002) furthermore emphasizes on the importance of strategy consensus from stakeholders and the importance of communication with external and internal stakeholders to ensure performance (Rapert *et al.*, 2002). Without communication of the strategy among stakeholders, the implementation will fail (Atkinson, 2006). The communication of information regarding the strategy implementation is important to create an understanding as to what the current status of implementation is, and how support functions are affecting the organisation as a whole (Thompson, Gamble and Strickland, 2006). These research findings support the notion of Rapert *et al.* (2002), that one of the major problems of implementation of organisational strategy today is the communication

between internal and external stakeholders, and emphasizes on the importance of strategy consensus from stakeholders to ensure performance (Rapert *et al.*, 2002).

The last factor affecting the implementation of the AOPS is unpacking the outcomes of implementation. Under this category stakeholder satisfaction was outlined as a factor that needed to be considered regarding implementation. The AED officials were not satisfied with the performance of the AOPS implementation to date, mainly due to the lack of resources allocated towards strategy implementation. In contrast, the farm managers were satisfied with the strategy implementation as many have received resources through the AOPS implementation. From the results in section 4.4.3, Interviewee 1 elaborated that there is room for improvement, however there has been a big difference from where the sector was before. The results indicated that the CD:AED however have not formally unpacked why the strategy has not been implemented according to plan, which Okumus (2003) identifies as an important factor that will assist with the understanding of where the strategy implementation is functioning incorrectly. The results furthermore conclude that the dissatisfaction of CD:AED is largely due to the DAFF, Branch Fisheries Management not providing the resources (time, finance and staff) for effective implementation. The research findings with regards to monitoring of the strategy implementation process, seems to be a typical challenge identified in literature, which affects strategy implementation (Alamsjah, 2011; Higgins, 2005, Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Parnell, 2010; Pella *et al.* 2013; Srivastava, 2013). These studies emphasize the importance of having proper mechanisms in place to implement strategies, and stress that many organisations have inadequate mechanisms to monitor and review the implementation of their strategy, affecting performance (Alamsjah, 2011; Higgins, 2005, Hrebiniak, 2006; Okumus, 2001; Okumus, 2003; Parnell, 2010; Pella *et al.* 2013; Srivastava, 2013).

Based on the gaps identified in relation to Okumus (2003) Strategy Implementation Framework, mechanisms have been recommended. These recommendations are based on suggestions from literature, to improve the AOPS implementation success:

Change management within the DAFF, Branch Fisheries Management – From the results it has been identified that the majority of factors affecting the implementation is due to the lack of buy in from the DAFF, Branch Fisheries Management, as a whole. Factors related to alignment of DAFF strategies; DAFF's organisational structures in place, leadership within other directorates, resource allocation, people, communication and outcomes, all related to

the DAFF, Branch Fisheries Management as a whole. Kazmi (2008) identifies the importance of change management within an organisation when launching a new strategy, and further states that changes in cultural, structural and operation procedures is essential for strategy implementation (Kazmi, 2008). The lack of change management within an organisation may lead to poor strategy implementation (Kazmi, 2008). The recommendation would be to workshop the strategy within all directorates, highlighting the importance of each directorate in implementing the strategy, thus identifying the deficiencies within the organisation, and rectifying those deficiencies.

Identify responsible structures and personnel in the DAFF, Branch Fisheries Management – Pella *et al.* (2013) identifies the need for a strategic management office that drives strategy implementation and monitoring thereof (Pella *et al.*, 2013). While the CD:AED has established the OPADU, which is effective according to the stakeholders perception, there are a number of support functions within the DAFF, Branch Fisheries Management requiring dedicated personnel to assist the OPADU. Identifying dedicated employees from all support functions, who are commissioned from top management to implement the strategy, will assist with the strategy implementation performance (Pella *et al.*, 2013). These dedicated officials can meet weekly to manage any challenges which the AOPS implementation may face (Pella *et al.*, 2013).

Developing communication platforms within DAFF, Branch Fisheries Management – The OPADU have a number of mechanisms which are used to drive successful communication of strategy implementation progress to external stakeholders. These mechanisms; such as yearly reviews; aquaculture yearly reports; website links and brochures; should be implemented and accessible to the internal DAFF, Branch Fisheries Management staff on a daily basis. Furthermore, monthly updates on progress to internal staff will encourage performance. Higgins (2005) aligns information sharing and reward process, by introducing personal messaging to staff who have performed well and rewarding the staff when they have contributed towards successful implementing activities within the strategy (Higgins, 2005).

Review of outcomes of the AOPS – The CD:AED has not conducted an official review of the current outcomes and progress of the strategy implementation. With the identification of responsibilities and buy in from the DAFF, Branch Fisheries Management support functions dedicated to strategy implementation, the Branch, Fisheries Management may need to conduct a thorough review of the strategy implementation process. Okumus (2003) intensifies

import issues to consider during this process, namely; whether the strategy implemented according to plan; objectives achieved; satisfaction of stakeholders; and what has been learnt from the implementation (Okumus, 2003). Identifying shortcomings in the strategy will assist with reallocation of resources or help the organisation build a business case for accessing resources (Louw and Venter, 2017).

Ensure commitment from all at the DAFF, Branch Fisheries Management – Finally, with the organisational culture change, identified structural change, developed communication channels; and identified resources required; the leadership roles of managers will need to be established within all directorates in the DAFF, Branch Fisheries Management. Okumus (2001) identifies the significance of top management's role in implementing strategies to ensure that the organisation creates a sense of shared values and an organisational culture (Higgins, 2005). It is essential that the AOPS is not a strategy that belongs to the CD:AED, but rather a strategy which is owned by every employee within DAFF, Branch Fisheries Management (Higgins, 2005).

CHAPTER 6

6. Conclusion

Through the use of Okumus (2003) Strategy Implementation Framework and understanding the perception of the stakeholders, the study has identified gaps in the AOPS implementation. Both the perception of the two stakeholder groups has made it possible to identify the major factors that need to be addressed in order to assist with the AOPS execution. The findings of the research can suggest that although the perception of the aquaculture managers indicates that the strategy is being implemented accordingly, this is only viewed towards the CD:AED implementing the strategy, and not DAFF, Branch Fisheries Management, as a whole. The AED officials perception on the AOPS implementation has indicated that DAFF, Branch Fisheries Management, as a whole, is negatively affecting the strategy implementation as the leadership, culture and structures are in place in the CD:AED but not in the support functions of DAFF, Branch Fisheries Management.

The implementation of strategies are more successful if the structures, culture and leadership, as a whole, are in place within an organisation, as this provides a channel for effective communication, identified roles and responsibilities, and most importantly, the allocation of resources towards the strategy implementation. Okumus (2003) does state that these factors cannot be seen in isolation and need to be looked at holistically when formulating and implementing strategies (Okumus, 2003). Furthermore, it is important to consider all stakeholder groups affecting the strategy implementation (Freeman and Reed, 1983; Friedman and Miles, 2002; Freeman *et al.*, 2004). Engaging key internal and external stakeholders on a continuous basis will ensure efficient strategy implementation and performance (Hwabamungu *et al.*, 2018). Constant review of the factors affecting the strategy implementation is vital to the success of the AOPS (Okumus, 2003).

The research has identified gaps within the AOPS affecting strategy implementation from two stakeholder groups perspective, based on theory of strategy implementation. The findings have allowed for the development of recommendations that will aid in the execution of the AOPS. The conclusions are encouraging and will provide guidance on ensuring efficient strategy implementation. For future research, the framework used in the study can be applied to more stakeholders affecting the AOPS. The combination of qualitative and quantitative

data collection techniques over a period of time may provide a clearer understanding of the AOPS strategy implementation performance.

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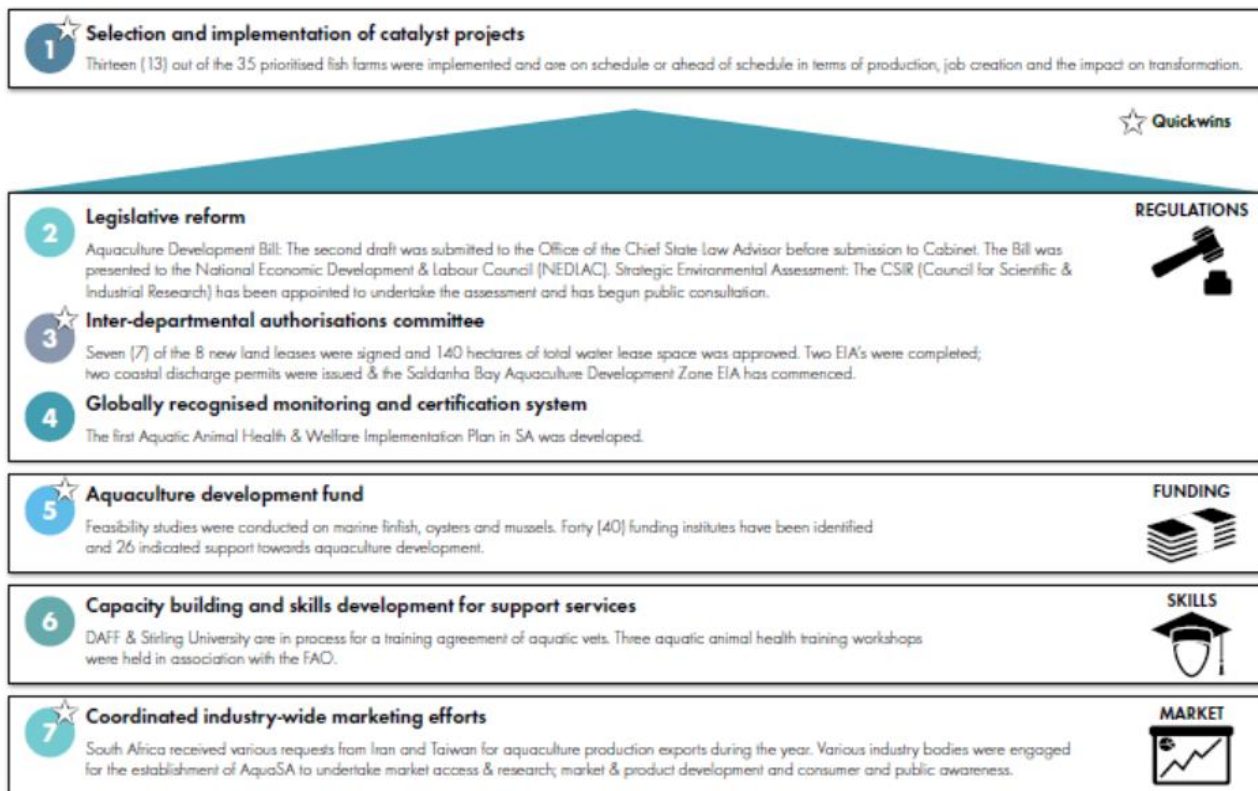
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8. APPENDICES

8.1 Annexure A. The initiatives of Operation Phakisa.



Source: DAFF, 2015b, Operation Phakisa, 2018b.

Note: Initiative eight 'preferential procurement' fall under initiative seven, and is not displayed in the diagram.

8.2 Annexure B. Predefined semi-structure interviews for aquaculture farmers.



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RESEARCH TITLE: ASSESSING THE PERFORMANCE OF THE 'AQUACULTURE OPERATION PHAKISA STRATEGY' IMPLEMENTATION FROM A STAKEHOLDER PERSPECTIVE.

Researcher: Keagan Desmond Halley (student number: G04h3415)

University: Rhodes University, Rhodes University Business School

Stakeholder: Aquaculture farm

Employees Name: _____

Employees Designation: _____

Date: _____

RESEARCH PREDEFINED QUESTIONS FOR THE SEMI-STRUCTURED INTERVIEW

SECTION 1. BACKGROUND

1. Describe in your own words your stakeholder groups' relation to the Department of Agriculture, Forestry and Fisheries, Branch Fisheries (DAFF).
2. Are you familiar with current and previous strategies of the DAFF?
3. What is your understanding of Operation Phakisa: unlocking the Oceans Economy (Aquaculture Operation Phakisa Strategy), in relation to aquaculture development in South Africa?
4. What is your understanding of Aquaculture Operation Phakisa Strategy, in relation to your company?

SECTION 2. STATÉGIC CONTENT (STRATEGY DEVELOPMENT)

5. Does your stakeholder group see the need for the Aquaculture Operation Phakisa Strategy?

6. In your opinion, is the Aquaculture Operation Phakisa Strategy consistent with the overall strategic direction of DAFF and the aquaculture sector?
7. Are the aims of the Aquaculture Operation Phakisa Strategy clearly defined?
8. Was your company or stakeholder group encouraged to participate in the planning and development of the Aquaculture Operation Phakisa Strategy?
9. To what extent should different stakeholders participate in the planning and development of the Aquaculture Operation Phakisa Strategy?

SECTION 3. EXTERNAL CONTEXT

10. Did the development of the Aquaculture Operation Phakisa Strategy take into consideration the environment of your stakeholder group?
11. Did your current environment require the need for a new strategy to be developed for your stakeholder group?
12. Do you feel the expectations of your stakeholder group were known by the strategy planners when preparing the Aquaculture Operation Phakisa Strategy?

SECTION 4. INTERNAL CONTEXT

13. Do you feel that the DAFF has made considerable changes to their organisational structure to facilitate the implementation of the Aquaculture Operation Phakisa Strategy?
14. Has the new DAFF organisational structure facilitated a free flow of information, cooperation and coordination between different stakeholders involved in the implementation of the Aquaculture Operation Phakisa Strategy?
15. What kind of impacts does the current strategy have on your stakeholder group or its position? What about the other stakeholders and informal networks?
16. Do you feel that the DAFF organisational culture has changed with the implementation of Aquaculture Operation Phakisa Strategy?
17. Describe the capability and competence of the DAFF to plan and execute the Aquaculture Operation Phakisa Strategy?
18. Can you describe the level of support and backing from the Chief Director: Aquaculture and Economic Development, in terms of his leadership, with regards to the implementation of the Aquaculture Operation Phakisa Strategy?

SECTION 5. OPERATIONAL PROCESS

19. Do you think adequate planning went into implementing the activities of the Aquaculture Operation Phakisa Strategy?
20. Do you think adequate resources have been allocated towards the implementing the activities of the Aquaculture Operation Phakisa Strategy?
21. Do you think the current strategy is feasible with the currently available resources? (Is the strategy suitable to current operating environment and future challenges?)
22. Has your company been affected by any resources (financial, people, time etc.) allocated through the Aquaculture Operation Phakisa Strategy?
23. Do you think that sufficient time has been allocated towards the implementation of the Aquaculture Operation Phakisa Strategy?
24. Do you think that sufficient staff was allocated (by DAFF) towards the implementation of the Aquaculture Operation Phakisa Strategy?
25. Has there been sufficient communication from DAFF regarding the implementation of the Aquaculture Operation Phakisa Strategy?
26. Has there been initiatives made by DAFF to monitor the implementation of the Aquaculture Operation Phakisa Strategy?

SECTION 6. OUTCOMES

- 27 How has the implementation of the Aquaculture Operation Phakisa Strategy affected your company?
- 28 Do you think the Aquaculture Operation Phakisa Strategy has been implemented according to plan thus far?
- 29 Is your company satisfied with the outcomes of implementation of the Aquaculture Operation Phakisa Strategy?
- 30 What could be the lesson learnt from your experience with the implementation of the Aquaculture Operation Phakisa Strategy?

END OF SEMI-STRUCTURED INTERVIEW

8.3 Annexure C. Predefined semi-structure interviews for AED officials.



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RESEARCH TITLE: ASSESSING THE PERFORMANCE OF THE 'AQUACULTURE OPERATION PHAKISA STRATEGY' IMPLEMENTATION FROM A STAKEHOLDER PERSPECTIVE.

Researcher: Keagan Desmond Halley (student number: G04h3415)

University: Rhodes University, Rhodes University Business School

Stakeholder: AED Officials

Officials Name: _____

Officials Designation: _____

Date: _____

RESEARCH PREDEFINED QUESTIONS FOR THE SEMI-STRUCTURED INTERVIEW

SECTION 1. BACKGROUND

27. Describe in your own words your stakeholder groups' relation to the Department of Agriculture, Forestry and Fisheries, Branch Fisheries (DAFF).
28. Are you familiar with current and previous strategies of the DAFF?
29. What is your understanding of Operation Phakisa: unlocking the Oceans Economy (Aquaculture Operation Phakisa Strategy), in relation to aquaculture development in South Africa?
30. What is your understanding of Aquaculture Operation Phakisa Strategy, in relation to your units function within DAFF?

SECTION 2. STATÉGIC CONTENT (STRATEGY DEVELOPMENT)

31. Does your Directorate/Chief Directorate see the need for the Aquaculture Operation Phakisa Strategy?
32. In your opinion, is the Aquaculture Operation Phakisa Strategy consistent with the overall strategic direction of DAFF and the aquaculture sector?
33. Are the aims of the Aquaculture Operation Phakisa Strategy clearly defined?

34. Was your Directorate encouraged to participate in the planning and development of the Aquaculture Operation Phakisa Strategy?
35. To what extent was all levels of management involved in the development of the Aquaculture Operation Phakisa Strategy?

SECTION 3. EXTERNAL CONTEXT

36. Did the development of the Aquaculture Operation Phakisa Strategy take into consideration the environment of all stakeholders involved?
37. Did your current environment require the need for a new strategy to be developed for your stakeholder group?
38. Where the expectations of your stakeholder group known by the strategy planners when preparing the Aquaculture Operation Phakisa Strategy?

SECTION 4. INTERNAL CONTEXT

39. Do you feel that the DAFF has made considerable changes to their organisational structure to facilitate the implementation of the Aquaculture Operation Phakisa Strategy?
40. Has the new DAFF organisational structure facilitated a free flow of information, cooperation and coordination between different stakeholders involved in the implementation of the Aquaculture Operation Phakisa Strategy?
41. Has there been changes to reporting structure, duties and roles as well as decision-making within DAFF?
42. What kind of impacts does the Aquaculture Operation Phakisa Strategy have on your stakeholder group or its position? Consider impacts on other stakeholders and informal networks.
43. Do you feel that the DAFF organisational culture has changed with the implementation of Aquaculture Operation Phakisa Strategy?
44. Do you think the organisational culture has had an effect on the implementation Aquaculture Operation Phakisa Strategy?
45. Describe the capability and competence of DAFF (or other stakeholders) to plan and execute the Aquaculture Operation Phakisa Strategy?
46. Can you describe the level of support and backing from the Chief Director: Aquaculture and Economic Development/Directors, in terms of his leadership, with regards to the implementation of the Aquaculture Operation Phakisa Strategy?

SECTION 5. OPERATIONAL PROCESS

47. Do you think adequate planning went into implementing the activities of the Aquaculture Operation Phakisa Strategy?
48. Do you think adequate resources have been allocated towards the implementing the activities of the Aquaculture Operation Phakisa Strategy?
49. Do you think the current strategy is feasible with the currently available resources? (Is the strategy suitable to current operating environment and future challenges?)
50. Has your Directorate been affected by any resources (financial, people, time etc.) allocated through the Aquaculture Operation Phakisa Strategy?
51. Do you think that sufficient time has been allocated towards the implementation of the Aquaculture Operation Phakisa Strategy?
52. Do you think that sufficient staff was allocated (by DAFF) towards the implementation of the Aquaculture Operation Phakisa Strategy?
53. Has there been sufficient communication within DAFF regarding the implementation of the Aquaculture Operation Phakisa Strategy?
54. Has there been initiatives made by DAFF to monitor the implementation of the Aquaculture Operation Phakisa Strategy?

SECTION 6. OUTCOMES

- 29 How has the implementation of the Aquaculture Operation Phakisa Strategy affected your Directorate?
- 30 Do you think the Aquaculture Operation Phakisa Strategy has been implemented according to plan thus far?
- 31 Is your Directorate satisfied with the outcomes of implementation of the Aquaculture Operation Phakisa Strategy?
- 32 Has your Directorate/Chief Directorate unpacked the reasons (if any) why the predetermined objectives have not been achieved?
- 33 What could be the lesson learnt from your experience with the implementation of the Aquaculture Operation Phakisa Strategy?

END OF SEMI-STRUCTURED INTERVIEW

8.4 Annexure D. List of conducted semi-structured interviews.

Interviewee number	Stakeholder Group	Interviewee Date (dd.mm.yyyy)
Interviewee 1	Aquaculture Farmer	21.06.2018
Interviewee 2	Aquaculture Farmer	27.06.2018
Interviewee 3	Aquaculture Farmer	26.06.2018
Interviewee 4	Aquaculture Farmer	21.06.2018
Interviewee 5	Aquaculture Farmer	21.06.2018
Interviewee 6	Aquaculture Farmer	27.06.2018
Interviewee 7	Aquaculture Farmer	21.06.2018
Interviewee 8	Aquaculture Farmer	21.06.2018
Interviewee 9	Aquaculture Farmer	27.06.2018
Interviewee 10	DAFF official	17.08.2018
Interviewee 11	DAFF official	19.08.2018
Interviewee 12	DAFF official	17.08.2018
Interviewee 13	DAFF official	17.08.2018
Interviewee 14	DAFF official	16.08.2018

8.5 Annexure E. List of stakeholders involved in the AOPS development.

- Abalone Farmers Association of South Africa
- Agriculture Research Council
- Aquaculture Association of Southern Africa
- Bivalve Association
- Catfish Farmers Association
- Coega Development Corporation
- Department of Environmental Affairs
- Department of Public Works
- Department of Rural Development and Land reform
- Department of Science and Technology
- Department of Trade and Industry
- Department of Water Affairs and Sanitation
- Eastern Cape Development Cooperation
- East London Industrial Development Zone
- Industrial Development Corporation
- KwaZulu Natal University
- Marine Finfish Farmers Association of South Africa
- National Agriculture Marketing Council
- National Empowerment Fund
- Oceanographic Research Institute
- Rhodes University
- Tilapia Aquaculture Association of Southern Africa
- Transnet National Ports Authority
- Trout Famers Association
- University of Limpopo
- University of Stellenbosch

Source: Operation Phakisa, 2018b.

Note: The above is a summarized list of stakeholders who were influential in the development of the AOPS. More information on participants can be obtained from the Operation Phakisa website.