

**THE IMPACT OF CADRE DEPLOYMENT ON THE AUDIT AND FINANCIAL
PERFORMANCE OF PROVINCIAL DEPARTMENTS: THE CASE OF SELECTED
PROVINCIAL DEPARTMENTS IN LIMPOPO PROVINCE, SOUTH AFRICA**

by

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**Submitted in the Fulfilment of the Requirements for the Degree
MASTERS OF PUBLIC ADMINISTRATION AND MANAGEMENT**

in

PUBLIC ADMINISTRATION

in the

FACULTY OF MANAGEMENT AND LAW

(School of Economics and Management)

at the

UNIVERSITY OF LIMPOPO

SOUTH AFRICA

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2024

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DECLARATION

1. I understand plagiarism and know the University's policy.
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Date

DEDICATION

I dedicate this research study to all who have lost faith in the country's system. To everyone, the goal is still the same: "To win the battles our parents never won and to change the storyline." To my family and friends, love and peace go out to you. I am because you are.

ACKNOWLEDGEMENT

My sincere and special thanks go to the Almighty God, Modimo wa Thaba ya Sione, who made my studies a reality despite insurmountable obstacles. All family members have been supportive throughout my studies. Furthermore, thanks to my employer for the level of patience and support they displayed. Kea leboga bakone! To the Department of Treasury, Health, and COGHSTA participants in Limpopo, thank you for making this piece of writing a reality.

I would also like to thank my supervisors, Professor Khensani Richard Chauke and Mr Selaelo John Mabeba, for their guidance and academic support in making this document a reality. Ndza Khensa. I will not forget the entire UL Department of Public Administration staff's willingness and commitment to assisting me throughout my studies; this work would not have been successful without them.

Finally, Theodore Roosevelt once said, *"It is not the critic who counts; not the man who points out how the strong man stumbles or where the doer of deeds could have done better. The credit belongs to the man who is actually in the arena, whose face is marred by dust, sweat, and blood, who strives valiantly...and who errs and comes up short again and again because there is no effort without error or shortcoming... but who knows that his place shall never be with those cold and timid souls who knew neither victory nor defeat"*.

One day, it will make sense. Ke a leboga!

'Mokone'

ABSTRACT

This study examined the impact of the cadre deployment policy on the audit and financial performance of the selected provincial departments in Limpopo, South Africa. The AGSA report 2021/22 indicated that several departments, such as health, in Limpopo, still face compliance challenges. The report indicates negligence in the legislation that carries out public mandates set out by their institutions. There is also a need for consequence management. The 2019/20 report by the late and former AG Kimi Makwetu stated that the Limpopo Health Department is among these departments, which needs to be fixed or more functional regarding financial performance. Underpinning this dysfunctionality was mismanagement due to political instability or interference, corruption, and incompetence, often resulting in poor service delivery, thus prolonging the periods of underdevelopment and inadequate access to essential services. This study argues that cadre deployment partly contributes to the dysfunctionality of public sector institutions. This has been noted in various departments in Limpopo, such as the Department of Health and Treasury, where cadre deployment has infiltrated such institutions' departments and operations. These institutions are mandated to deliver services to the people; thus, the effect has been riots, adverse audit outcomes, protests, and irregular expenditure, especially at the provincial government level. This results in participatory exclusion regarding collective development, which must be characterised by public participation. To answer the guiding questions of this study, a qualitative research approach was adopted where semi-structured interview guides were distributed to three selected departments in Limpopo. Findings revealed that the quest for effective governance, consistent financial performance, and clean audit outcomes in South Africa's public sector depends on the availability of competent staff with the required skills. It was revealed that cadre deployment promotes a culture of impunity and lack of accountability. The policy undermines the functioning of the public, thus contributing to a breakdown of governance and service delivery. As such, this will have widespread implications for inclusive development, poverty eradication, and good governance free from corruption and nepotism.

Keywords—Cadre Deployment, Corruption, Audit Outcome, Financial Performance, Implications, Provincial Government

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LIST OF ACRONYMS

AGSA- Auditor-General South Africa

ANC- African National Congress

ANCYL- African National Congress Youth League

CODESA- Convention for a Democratic South Africa

COGHSTA- Cooperative Governance, Human Settlement and Traditional Affairs

DPSA- Department of Public Service Administration

HAD- Housing Development Agency

MEC- Member of Executive Council

NSG- National School of Government

PFMA- Public Finance Management Act

PPE- Personal Protective Equipment

SADC- Southern African Development Community

SDA- Skills Development Act

SIU- Special Investigating Unit

SOE- State-Owned Enterprise

TREC- Turfloop Research Ethics Committee

CHAPTER ONE: GENERAL OVERVIEW OF THE STUDY

1.1. INTRODUCTION AND BACKGROUND

Service delivery across all spheres of government and internally remains a need for members of the public. According to Resane (2021), worldwide, citizens are still faced with informal settlements, and service issues are still a backlog. Citizens live in informal settlements characterised by often unhealthy environments and poor health care. South Africa is among the countries where members of the public still demand services such as better housing and health care (Brown & Roman, 2019). Therefore, financial resources are needed from the treasury to achieve such a goal. Many years into democracy, the South African government, from the national, provincial, and local governments, faces challenges to the growing demand for services. Service delivery backlogs continue to manifest, and ethical dilemmas emanate from political parties' policies. Political parties' policies and legislation are now subject to public scrutiny regarding efficiency and effectiveness. Bauer (2000) and Mantzaris (2017) note that the issues of governance and performance of public institutions are linked to human resources and public policies, which identify problems resulting in underperformance and poor governance. Reports by the Auditor-General and public protector indicate political interference and underperformance across three spheres of government. Limpopo provincial departments are among the leading provinces with underperformance and critical issues in staff appointments in various departments such as treasury, health care and cooperative governance, human settlements, and traditional affairs (Brunette, 2017; Naidoo, 2017).

Auditing and financial performance within provincial departments is quite concerning, as ethical dilemmas emanate from that arena. The 2020/21 report by the South African Auditor-General indicates misappropriation of funds in provincial departments. Personal Protective Equipment procurement issues led to corruption in national departments and the Limpopo Department of Health (Resane, 2021). A study by Shava and Chamisa (2018) confirmed that cadre deployment exacerbated problems related to corruption, poor procurement systems, wasteful expenditure, and the deteriorating state of governance from national government to provincial and local government. Noting the scourge of cadre deployment within government institutions,

Professor Chris Landsberg, the head of the Politics and Foreign Policy Department at the University of Johannesburg, cited the need to depoliticise and professionalise the diplomatic services (Peterson, 2020). Magomane (2012) argued that the impact of cadre deployment is further aggravated by cronyism, nepotism, and political interference in appointing people to strategic positions, especially in the local government sector. The challenges and problems with the implementation of cadre deployment policies are present in all spheres of government, including Limpopo provincial departments.

The challenges confronting the Limpopo provincial departments regarding governance have led the citizens to question the implementation of cadre deployment policy on the administration and governance in departments. Moselakgomo (2021:8) reports that the Cooperative Governance, Human Settlement, and Traditional Affairs Department was involved in corruption scandals during the Talana Hostel Construction. This contract resulted in the construction of shacks, and no structure was fully completed in Burgersfort. The study also focuses on the Health Department facing procurement corruption scandals of PPE during the COVID-19 pandemic. Rust (2017) outlines and argues that the charges are but not limited to fraud, corruption, forgery, and money laundering, and this is no exception to the treasury department as the shift is on the cadres deployed.

The issue of political parties's failures in basic service delivery expectations and corruption could be attributed to cadre deployments. While this could be partially correct, in some respects, it would be alarming to posit that cadre deployment is solely responsible for 27 years of inadequate service delivery in South Africa. In this regard, the impact of cadre deployment could be understood through the prism of the following catastrophic irregular expenditure, unauthorised expenditure, and wasteful expenditures within governance. Therefore, this study seeks to investigate and examine the effectiveness of the policy in the selected Limpopo departments and the contribution of such to the audit and financial performance of the assigned department.

1.2 PROBLEM STATEMENT

Public sector institutions are established with strategic goals and objectives to provide direction and a clear definition of roles and responsibilities for the personnel to be

appointed to deliver public policies. Once this stage has been achieved, there is a need for government policies, particularly recruitment, selection, and placement policies, to appoint the personnel with the requisite skills to execute the public mandate. Therefore, Personnel activities must link to organisational goals to ensure that public institutions realise the goals and objectives. This measures employee performance and contribution towards realising goals and objectives. Performance management remains a crucial instrument for efficiency and effectiveness in delivering services in the public sector. For Petersen (2020), the introduction of performance management remained a critical issue in improving service delivery as far as public service is concerned. Nkomo (2017) indicate and argues that this requires an effective and efficient policy to ensure good governance and performance. Mngomezulu (2020) expounds that the ongoing appointment of cadres by political parties to positions of power has raised concerns as it impacts policymaking, audit outcomes, and public sector performance. This is a more significant challenge for departments as the public scrutinises whether cadre deployment policy is relevant in delivering performance in the deepening crisis of underperformance of audit and financial and skewed administration and governance of Limpopo Treasury, health department, and cooperative governance, human settlement, and traditional affairs department (Magubane, 2021).

According to Shava and Chamisa (2018), cadre deployment compelled the appointment of party loyalists to prominent offices in provincial departments. Political cronyism at significant levels resulted in poor audit outcomes and financial performance in governmental bodies and the country. The maladministration and mismanagement of resources are rising while cadres' appointments continue manifesting in public service. De Waal (2012) states that this is a critical issue confronting Limpopo provincial departments such as the Department of Health, treasury and Cooperative Governance, Human Settlement, and Traditional Affairs. According to Jankielsohn and Mollentze (2021), the cadre initiative has enabled it to place party and often internecine loyalists in leadership positions. This is likely to use government funds to reward the party at the possible cost of service delivery. According to du Toit and de Jager (2014), The cadre deployment of political parties' plan has established a vast party loyalist network in which party members are given prominent roles in the public sector, pixelating the contrasts between the state, the

government, and the party. Audit outcomes and financial performance have deteriorated in the selected Limpopo provincial departments. Therefore, this study seeks to investigate the impact of cadre deployment on audit outcomes and financial performance in the selected provincial departments in Limpopo.

1.3 RESEARCH AIM AND OBJECTIVES

1.3.1 Research Aim

The study aims to investigate the impact of cadre deployment policy on the audit and financial performance of selected Limpopo provincial departments and recommend effective and efficient approaches to the cadre deployment policy implementation process.

1.3.2 Research Objectives

This study seeks to address the following objectives:

- To investigate the impact of cadre deployment policy on the audit outcome and financial performance.
- To examine the role of cadre deployment policy on the appointment of staff.
- To examine the effectiveness of cadre deployment policy in addressing audit outcomes and financial performance.
- To recommend effective and efficient approaches to the implementation process of cadre deployment policy

1.4 RESEARCH QUESTIONS

- What is the role of cadre deployment policy on the appointment of staff?
- How impactful is the cadre deployment policy on the audit outcome and financial performance?

- How effective is the cadre deployment policy addressing audit outcomes and financial performance?

1.5 DEFINITION OF KEY CONCEPTS

This study kept its relevance to the following identified critical concepts:

Cadre Deployment Policy

Armstrong (2015; 1) designates cadre deployment as bringing cadres into concrete practices, with the word "deploy" having an affiliation undertone. For this study, cadre deployment is defined as the policy of political parties which appoint party loyalists to serve as officials in strategic positions in departments (Thornhill, 2012).

Financial Performance

According to Reddy (2016), financial performance is the act of doing a job allocated to complete the task successfully using limited financial resources. For this study, financial performance refers to ensuring that the goals and objectives of departments are realised effectively and efficiently through financial resources.

Provincial Department

The provincial department is the sub-field of the government vested with the responsibility to provide a specific service to the public (DPSA, 2003). For this study, the provincial department refers to a sub-field of government established on a specific core demand to provide a particular service to public members entirely governed by government legislation. It has been established to reduce service delivery backlogs in public service.

1.6 RESEARCH METHODOLOGY

This section of the research presented the research design and methods used to conduct this study. The discussion includes research design, study area, population sampling, data collection, and analysis.

1.6.1 Research Design

Research design is the system that meets the study's goals and answers the research questions from the objectives. The research design has set out the arrangement for how research will be conducted. This study embraced a subjective research design approach and the way of thinking of interpretivism, where induction was taken on as a way to deal with theory development. This study utilised a multimethod qualitative research design in this study as the systemic decision. The study also used a case study to support the strategy's idea and argument. Consequently, the study utilised a cross-sectional way to deal with the time horizon.

1.6.1.1 *Interpretivism Paradigm*

Interpretivism, also known as interpretivist, involves researchers interpreting elements of the study; thus, Interpretivism integrates human interest into a study. Accordingly, “interpretive researchers assume that access to reality (given or socially constructed) is only through social constructions such as language, consciousness, shared meanings, and instruments”. The development of interpretivist philosophy is based on the critique of social sciences. Accordingly, this philosophy emphasises qualitative analysis over quantitative analysis.

Myers (2008) outlined that Interpretivism is “associated with the philosophical position of idealism and is used to group diverse approaches, including social constructivism, phenomenology and hermeneutics; approaches that reject the objectivist view that meaning resides within the world independently of consciousness”. According to the interpretivist approach, it is essential for the researcher as a social actor to appreciate differences between people (Collins, 2010). Moreover, interpretivism studies usually focus on meaning and may employ multiple methods to reflect different aspects of the issue.

The researcher in this study adopted Interpretivism because, on the positive side, thanks to the adoption of Interpretivism, qualitative research areas such as cross-cultural differences in organisations, issues of ethics, leadership and analysis of factors impacting leadership on financial management and auditing, were studied in an excellent level of depth. Primary data generated via Interpretivism in this study was

associated with a high level of validity because data in this study is deemed trustworthy and honest.

1.6.1.2 Qualitative Research Design

According to Bless et al. (2013), qualitative analysis is used to comprehend words, concepts, and experiences in research. Subjective exploration is communicated in words. It helps people comprehend ideas, thoughts, or experiences. This research empowers the researcher to accumulate top-to-bottom experiences on inadequately grasped points. Normal qualitative techniques incorporate meetings with inquiries without a right or wrong answer, perceptions portrayed in words, and writing surveys that investigate ideas and hypotheses (Roy, 2009; Ogbazi, 2013; Meerow et al., 2016; Meerow & Newell, 2019). Qualitative research is additionally at risk for specific examination predispositions, including the Hawthorne impact, spectator inclination, research predisposition, and social attractiveness predisposition (Sarantakos, 2005; Bless et al., 2013). To avoid the above research predispositions, this study utilised a semi-structured interview guide under qualitative research design as a research assortment instrument. The researcher regulated research interview guides through emails for the example populace.

1.6.2 Study Area

The study focused on three selected departments in Limpopo province. Limpopo is situated between Gauteng province and the borders of Zimbabwe and Botswana. The province has eleven departments and one capital; the largest city is Polokwane. The province consists of two universities, the University of Limpopo and Venda, which paved the way for more significant developments and economic growth while increasing demand for services. The province is estimated to have a population of 5.7 million, contributing to the Limpopo Gross Domestic Product. The LGDP has declined since 2018, from 2.1% in 2017 to 0.6% in 2018. The provincial GDP declined to negative 0.2% in 2019 and 7.2% in 2020. The study focused on the Limpopo Provincial Health Department, which is situated at Church Street in Polokwane, Limpopo. The department provides health care services to the public in the Limpopo province. The

Cooperative Governance, Human Settlement, and Traditional Affairs departments are at Hensa Towers Building, 28 Market Street, and 20 Rabe Street in Polokwane, Limpopo. The study also focused on the Limpopo provincial treasury at 46 Hans Van Rensburg Street, Polokwane, in Limpopo.

1.6.3 Target Population

Bless and Higson-Smith (2004; 79) define a population as the complete set that includes events, people, or things to which research findings are to be applied. This study focused on positions that needs political decisions within the following portfolios in Limpopo treasury department (corporate service, supply chain, information management, security services, enterprise risk management, assets and liabilities management, financial management, internal control and transversal risk management accounting services and financial systems), department of cooperative governance, human settlement, and traditional affairs (human settlement, risk and internal audit, security and investigation, strategic planning, provincial house of traditional leaders) and the department of health department (supply chain management, HIV, AIDS, Sexually Transmitted Infections, and TB (HAST), budget and revenue, strategic planning, infrastructure management, Government Information Technology Officer (GITO), Human Resource Planning (HRP) and Organisational Development (OD) efficiency and human resource management and development) and seeked to assess the impact of cadre deployment policy on the audit and financial performance in such provincial departments. Therefore, the target population interviewed for this study were 19 participants from the Limpopo Provincial Department of Health, Treasury, and COGHSTA.

1.6.3 Data Collection Techniques

This study has presented its observations and created an assertion using qualitative research designs. The study employed a semi-structured interview guide to collect data. The interview guide was administered to participants in the survey through email addresses to fill them. The researcher made a follow-up on the questions through face-to-face interviews for further clarity.

1.6.3.1 Semi-structured interviews

Kothari (2004) portrays an interview schedule as the introduction of questions through verbal collaboration, and the terms of answer are through oral-verbal reactions. According to Bless et al. (2013), the interview schedule involved a one-on-one interaction between the researcher and the participants, who were required to respond to systematic questions that either answered research questions or helped to close a research gap. The immediate collaboration with the participants permitted the researcher to acquire inside and out information about the participant's impression of the study. This is because an interview schedule is a subjective information assortment instrument. One significant element of the interview is that the researcher might mediate to demand an explanation when there is an absence of understanding and clearness, guaranteeing that the setting is perceived and the importance is kept. Nonetheless, while the interviewer's presence can improve the exhaustiveness and objectivity of the responses, it might restrict the participants' capacity to communicate their sentiments. An interview guide was regulated to the designated populace. Semi-structured interview guides were administered through emails to participants. The researcher further went to make follow-up on the questions through face-to-face interviews to supplement the responses. A total number of nineteen participants were interviewed for the study.

1.6.4 Sampling

Examining alludes to choosing a subset of the inhabitants interested in a research study (Thornhill, 2012). In most research, the support of a whole populace of interest is unimaginable, so a more modest gathering is depended upon for data collection. Therefore, this study utilised a purposive sampling method for respondents. This is because purposive sampling in this research study has empowered the researcher to extract much data from the gathered information. This technique permitted the analyst to depict the discoveries' significant effect on the populace exhaustively. This technique was pertinent because it zeroed in on choosing respondents having attributes related to the research study. The objective sample size of this study was nineteen, and it contained representatives at the administrative level inside the Limpopo Treasury, Health, and COGHSTA divisions.

1.6.5 Data Analysis

As per Fraenkel and Wallen (2009; 26), data analysis in a qualitative study involves dissecting and contextualising the significant information obtained from different sources into a sound portrayal of what the researcher has noticed or generally experienced. As McMillan (2012; 297) indicates, data analysis intends to track patterns, ideas, depictions, and originations. Data analysis involves breaking down and deciphering the gathered and acquired information. This study utilised thematic analysis, utilising the Microsoft Word device through subjective coding. Thematic analysis is a strategy for breaking down qualitative data that includes perusing a bunch of information and searching for patterns in the significance of the information to track down topics (Twala, 2014; Tshishonga, 2014; Kok, 2017). It is a functioning course of reflexivity wherein this study's abstract experience is at the focal point of getting a handle on the information. This tool underlines distinguishing, investigating, and deciphering qualitative data patterns. Through thematic analysis, the study has zeroed in on acquaintance, searching for subjects in the codes, exploring subjects in the review, settling the topics, and reporting recorded as a hard copy. Silverman (2011; 366) characterises data analysis as an assortment of procedures that guide the portrayal of realities, the location of patterns, the improvement of justifications, and the assessment of assumptions.

1.7 TRUSTWORTHINESS IN A QUALITATIVE APPROACH

Qualitative research is a methodological approach that explores the intricate details of human behavior, attitudes, and experiences. Qualitative research diverges from quantitative research by exploring the nuances, context, and underlying significance of observed occurrences rather than relying on numerical data. Qualitative research always prioritises rigor and truth. Ensuring trustworthiness is crucial in establishing the credibility and reliability of qualitative findings, given their subjective nature. The concept of trustworthiness in qualitative research comprises various essential elements, such as credibility, transferability, dependability, and confirmability. For this study, the researcher followed the components of trustworthiness which include, dependability, transferability, credibility, and confirmability.

1.7.1 Transferability

Transferability pertains to the degree to which the research findings can be extrapolated to alternative contexts or situations. Qualitative researchers aim to offer comprehensive and intricate depictions of the study's environment, participants, and procedures to enhance the potential for transferability (Noble & Smith, 2015). This study employed this component to provide detailed and comprehensive explanations, allowing readers to evaluate how applicable the findings are to similar situations, thus improving the study's transferability.

1.7.2 Dependability

Dependability pertains to the enduring and unwavering nature of the research findings across time. In order to assure reliability, the researcher rigorously documented their approaches, techniques for data gathering, and procedures for analysis. Creating and preserving an audit trail, which consists of a comprehensive log documenting the decisions made throughout the research process, allows other researchers to reproduce the study, therefore guaranteeing the dependability of the results (Patten & Newhart, 2017).

1.7.3 Confirmability

Confirmability pertains to the impartiality and objectivity of the findings, guaranteeing that they remain unaffected by any biases or preferences of the researchers. The researcher in this study used different approaches to improve the confirmability of the findings, including peer debriefing, member checking, and reflexive journaling. Peer debriefing entails soliciting input from colleagues or experts to authenticate interpretations and mitigate researcher bias (Patten & Newhart, 2017). Member checking, a process in which participants thoroughly examine and validate the accuracy of the findings, enhances the level of confirmability. In addition, reflexive journaling enables researchers to record their thoughts, biases, and reflections, promoting transparency and reducing subjectivity (Walliman, 2017). This study demonstrated the meticulous guarantee of trustworthiness by employing essential measures. Extended interaction fostered a strong connection with participants,

resulting in a subtle and profound understanding. Reflexivity helped to reduce biases, ensuring objectivity was maintained throughout. The credibility was strengthened by triangulating data from other sources. The importance of transparent contextual descriptions and sampling procedures was highlighted to enhance transferability. The methodological documentation and audit trails ensured the dependability of the data (Daniel & Cross, 2018). Finally, the correctness and objectivity were confirmed through peer debriefing, member verification, and reflexive journaling. These measures together strengthened the trustworthiness of the research, ensuring robust qualitative rigor.

1.8 SIGNIFICANCE OF THE STUDY

This study was significant as it assessed the cadre deployment policy's impact on the audit outcome and financial performance. It is also imperative as it has investigated the nature of cadre deployment policy implementation within departments. The study also assessed the effectiveness of cadre deployment policy in addressing the audit outcomes and financial performance of various departments as selected. Therefore, upon completion, the study has consolidated the findings and conclusion based on the gathered data and recommends possible measures to Limpopo provincial departments to address the challenges and problems associated with the policy. This study further aims to understand the impact of the policy on good governance and improving financial performance. The study has also contributed to the body of knowledge and addressed audit outcomes and economic performance of selected Limpopo departments. This was achieved by gathering new information affecting various Limpopo province departments. The study contributed to the body of knowledge by identifying challenges related to the audit and financial performance of the selected provincial departments in Limpopo and further made recommendations.

1.9 CONCLUSION

A problem statement, the study's aim and objectives, a definition of concepts, and an introduction to the survey are all included in the first chapter. The introduction and background establish the study's tone. The researcher used this chapter as a roadmap and guide to stay within the study's scope throughout the research process. The

following section presents the hypothetical system connected with the review, which gives an expansive outline of the idea of cadre deployment policy.

CHAPTER TWO: THEORETICAL AND LEGISLATIVE FRAMEWORK

2.1 INTRODUCTION

According to Cheeseman et al. (2019), cadre deployment is the assignment of a cadre to a government position; it is tough to separate the two. Organising units for political purposes, wherein the deployed cadres do the party's central goal, has been a cause of stress, especially considering the weakening degrees of service delivery. Regardless of the analysis, the ANC continues positioning units in critical positions, including political assistance. Du Toit and de Jager (2014) showed that, tragically, the ANC's supposed cadre deployment policy sometimes comes to the detriment of different necessities, like fairness. While this technique plans to advance comprehensive segment portrayal, the ANC changes it by using the party's force of task and casual impact to introduce ANC party allies in basic situations throughout the state. Although the precise electoral advantage the ANC received due to this strategy is challenging, it must be considered an essential factor in determining the nature of the party's dominance. To contend this, this study segment presented the control theory, the principal-agent theory, and the collective theory as theoretical literature to support the notion of the research. Theoretical literature was utilised to give the theoretical grounding of the study and relate the findings to the theories.

2.2 THEORETICAL LITERATURE

This study is grounded on the control theory to establish and assess the impact of cadre deployment policy in provincial departments. The theory is relevant as cadre deployment policy affects performance and often has limited or no feedback mechanism on such performance. Control theory is appropriate as the theoretical lens to assess the impact of cadre deployment policy. The theory also focuses on the policy practices within selected provincial departments in the Limpopo province and the performance implications thereof. The theory focuses on control mechanisms that should be imposed at all levels of government. The theory has three control systems: behavioural, output, and input, and it gives feedback on performance. The study also

adopted the principal-agent theory and collective action theory to understand the behaviour of employees about financial misconduct and underperformance.

2.2.1 Control Theory

Control theory is also known as the input feedback mechanism. The theory includes consciousness, which means that a continuous correlative technique minimises disparities between behavioural principles and the apparent repercussions of behavioural intention (Carver & Scheier, 1981). The central emphasis of control theory is on responses as a predominant behaviour prudential device. Carver and Scheier (1998) demonstrated how control theory describes how feedback shapes behaviour. A sensor at the model's heart contrasts current actions to a specific criterion or objective set for that behaviour. Public administrators can self-regulate in a similar way that a thermostat constantly modulates the temperature of a household.

The management of cadre employees is a conceptual model. According to control theory, cadre employees and compatriots' government leaders regulate their behaviour and its ramifications on ethical norms (Perrewe & Rosen, 2017). To some extent, they contest their achievement, training, and expertise with the goals set or predetermined objectives to provide efficient execution of services (Cossettea & Hess, 2015). No behaviour modification is obligated when the differences between actual and average deviations are minor. Behavioural changes are required when significant gaps exist between benchmarks and contemporary behaviours. According to control theory, cadre employees must transform their behaviours to close deleterious gaps (Carver & Scheier, 1981).

The public sector, particularly the provincial government, has a mandate distinct from that of local government. Public officials are vested with the responsibility and role of dealing with the issue of ethical review and recognition. This means that public officials must exercise their powers in a way that is not detrimental to public service and the public. The employment and rationalisation of cadre deployment policy in provincial departments have been linked with poor performance, and public officials need to control the behaviour and conduct in executing cadre deployment policy (Madumo, 2014). This study, therefore, employs the control theory as the ground of argument. The theory indicates that a cadre deployment policy without grounded and well-set

goals and objectives and a clearly defined plan results in public officials exploiting the policy. The cadre deployment policy is used as the point of departure for underperformance for provincial-level officials. Consequently, this study employs this theoretical lens to assess the impact of cadre deployment policy on the selected Limpopo provincial departments.

2.2.1.1 Practical Implications of the Control Theory

Control theory governs public-sector performance. Provincial governments in South Africa are identified as streams for effective service delivery (Basheka, 2008). Because of the dynamic environment, cadre employees and other public officials are held accountable through performance management (Madumo, 2014). Cadre deployment and cadre behaviour at work are considerable barriers to clean audit outcomes and sound financial performance (Masuku & Jili, 2019). The control theory establishes a framework for effectiveness management to assess overall performance against established objectives. According to Ambe and Badenhorst-Weiss (2012), the introduction of performance management processes has transformed the South African public sector, allowing both the appointed and elected to be held accountable and check the contribution of both parties to good governance. To enhance efficiency, cadres are subjected to similar processes for performance evaluation as other public officials (Bizana et al., 2015).

The introduction of cadre deployment was well accepted by the majority of the ruling party members (ANC); in contrast, opposition parties criticised the policy and how it is being implemented and practised by the ANC (Madumo, 2014). As positivity was perpetuated by adopting such a policy, it attracted much attention. It allowed room for criticism, with various people calling the cadre deployment policy a demerit approach to governance (Bizana et al., 2015). There is a notion that the cadre deployment policy is another reconstruction meant to discriminate and oppress white people. The cadre deployment policy fails to address its objectives: reconstruction and equal treatment regarding employment and economic opportunities (Pretorius, 2017).

2.2.2 Principal Agent-Theory

According to Schwertheim (2017) and Marquette & Peiffer (2018), most published work has emphasised the theories underpinning the various approaches to addressing underperformance and financial misconduct. This is because thoroughly comprehending these issues may improve policy designs and solutions. The Principal Agent theory (PAT), as stated by Mitchell (2020), approaches financial underperformance from an economic and rational choice perspective, implying that personal gain and incompetence play a significant role. The theory acquired noticeable quality during the 1970s among financial specialists and before being embraced in International Relations and Political Science. This theory depends on two key components: the head (government representatives) and the specialist, people, or groups the principal exercises overview over. The theory has been prevailing to researchers expounding on financial underperformance who accept that public area underperformance and worker ineptitude happen when a poor appointment with a sideline of data and inclination deviation among principals and agents offers stories for agents to participate in public sector financial underperformance and misconduct. By and large, public sector underperformance and poor performance happen when principals cannot adequately exercise oversight on agents and when the objectives and visions of the two are not adjusted (see Walton and Jones, 2017).

The PAT trusts that agents (public authorities) help safeguard the principal's interests (public, parliament, or bosses). However, in reality, the principal's interests frequently conflict with the interests of the agents. In this occasion, an organisation issue emerges where the agents participate in degenerate exercises, which frequently happen from principal-agent respective connections to additional advantages and disadvantages of the chief's advantage. In the modern era, the principal has generally impacted poor performance in the monetary administration of public sector establishments, literature, and strategy.

Most of the time, political elites play the principal role, keeping an eye on how agents or bureaucrats behave so they can be held accountable. Principals might also need to work on their insight about the agents because of an absence of calculated and oversight systems. In addition, since the financial performance of public sector institutions frequently depends more on the abilities of elected officials, both principals,

as politicians, must ensure that agents are appropriately appointed to strategic positions of government. Similarly, financial misconduct may occur when logical bureaucrats use their discretion over resources to extract rents when such opportunities arise.

2.2.3 Collective Action Theory

While the PAT has been used for decades to draw a nuanced appraisal of financial misconduct in African and Western countries, the Collective Action Theory (CAT) is another prominent theory that has surfaced recently. This theory goes past customary PAT and stresses the meaning of components, such as trust and how people see others' behaviour. Thus, poor financial performance is viewed as an aggregate issue as people justify their conduct in light of what others might do experiencing the same thing. Hence, when monetary underperformance becomes a standard practice, everybody considers it the proper thing to do by monitoring the outcomes. In the CAT, the inspiration driving underperformance showing conduct is singular neglect to accomplish the hierarchical objective and order. By framing it as a CAT, an alternative framework for comprehending poor financial performance can be utilised. According to Mitchell (2020), the CAT generally holds that when a group of people share a vision, achieving that vision becomes difficult due to members' competing interests. These two theoretical settings aided the legitimate visualisation of the study. This is because, right off the bat, they illuminate the nexus regarding poor financial performance between the principal and the agent. Also, they give a limited extent of nuanced comprehension of why clashing interests emerge in financial performance-related plans in African nations like South Africa. This is grounded on a solid legislative framework at all levels of government.

2.3 LEGISLATIVE FRAMEWORK

Professionalising the Public Service to remit good performance and clean audit outcomes includes creating a believable framework in all works, including arranging and filling posts. Measures have been set up with different bits of regulation, which incorporate the Public Service Regulations (2016), The Constitution of South Africa

(1996), and the PFMA 01 of 1999, to guarantee that the objectives of regulations are understood.

2.3.1 Public Finance Management Act, 1999 (No. 1 of 1999)

Essential to the professionalisation plan is the capable utilisation of public assets, directed by the PFMA, 29 of 1999 (PFMA). This Act advocates for the proficient and adequate usage of public assets, which is essential to fundamental financial administration and laying out utilitarian government institutions, authenticity, and responsibility. Public monetary administration guarantees the viable administration of public funds gathered and spent by the three spheres of government. To ensure that capable and competent officials lead provincial departments to achieve high performance and clean audits, the act is employed in line with the Skills Development Act, which ensures that public officials are capacitated. The aim is to ensure that provincial departments avoid irregular, fruitless, and wasteful expenditures by public officials who often within such departments do not have the requisite skills to deliver sound governance and avoid financial mismanagement within.

2.3.2 Skills Development Levies Act, 1999 (Act 9 Of 1999)

Going with the Skills Development Act (SDA) is the Skills Development Levies Act, 1999 (ACT 9 of 1999), which forces a duty to energise learning and improvement in South Africa not entirely set in stone by an organisation's compensation bill. The funds are supposed to be utilised to create and work on employees' abilities. The Act allows organisations to pay no less than one per cent of their finance for the education and training of their employees and to contribute financial resources to a Sector Education and Training Authority (SETA) where vital.

2.3.3 Public Audit Amendment Act, Act 5 Of 2018

The Public Audit Amendment Act 2018 (No.5 of 2018) gives extra power to the Auditor General (AG) to distinguish a material inconsistency (MI) during a review. The accounting officer will be advised of the MI. If the move is not satisfactorily made to

address the matter, a proposal will be given in the audit report, empowering the accounting officer to make a pressing move. The AG can also refer the MI to a different body better equipped to deal with the problem for further action. Principally, these powers are planned to set off restorative activity and reestablish responsibility. In extreme cases, the AG may issue a certificate of debt against the personal finances of the auditee's accounting officer in which material irregularities have been identified if the auditee fails to act on an MI. This would act as a further hindrance to committing a monetary offence in the public sector.

2.3.4 Codes of Conduct and Ethics

One of the early signs of planned professionalisation was the reception of Codes of Good Practice. According to some academics, the South African government enacted the Code of Conduct for Public Servants (1999) and the Executive Member's Act, 1998 (No. 82 of 1998), among other pieces of legislation, to promote professionalism and ethical conduct—the first-referenced structure orders government leaders individuals to act with sincere intentions and the well-being of good administration. The Code of Conduct for Public Servants gives rules to all sector officials in the public service and functionaries. It emphasises making effective, transparent, and accountable use of public resources. Ethics and codes of conduct are not the same, although they are frequently used interchangeably. General sets of rules typically set arrangements to characterise good and bad ways of behaving and even lay out unambiguous disciplines for wrong leads. They could be legitimate demonstrations proclaimed as parliamentary regulations or leader guidelines. They are prescriptive and give little independence to public authorities, zeroing in on the foundation's central capabilities instead of general moral beliefs or standards.

As a guide for public servants, the South African Code of Conduct for Public Servants (1999) outlines the ethical standards that are expected of them (both as individuals and in their interactions with legislators, executives, colleagues, and members of the public). The Code contributes towards creating satisfactory morals and responsibilities for sector officials in the public service and advances commendable leadership. Codes of Ethics, then again, are a bunch of standards and principles that act as directing standards for public authorities' behaviour. By and large, they incorporate moral qualities and rules that are the premise of the foundation they oversee, suggest lead,

and typically have a juridical person substandard compared to the law. The two Codes are essential to advance public trust and certainty. They oversee the moral exhibition of political office conveyors and public authorities; wipe out or decrease exploitative ways of behaving; give rules to public authorities in their associations with individual public authorities, political office bearers, and members of the public; and sharpen both serving and aspiring public authorities to the moral underpinnings of policy management. The Codes of Ethics and Conduct aim to direct public official morality and technical expertise toward broader public service goals and intentions, or "right-doing" in the public sector. The Codes, nonetheless, have restrictions since they are frequently challenging to apply to specific circumstances and the public sector. They are also burdensome to uphold (frequently deficient regarding implementation systems). They often cannot deal with systematic mismanagement, especially when internal practices encourage contradictory behaviour. In this way, they cannot advance moral and expert conduct.

2.3.5 Public Service Charter 2013

The Public Service Charter (PSCBC Goal 1 of 2013) is a joint agreement between the organisation and personnel that sets out their separate jobs and obligations to develop further organisational performance and upgrade and quick track the delivery of services to augment individuals' lives. Among its objectives are the following:

- Further, develop administration conveyance programs
- Promote excellence and professionalism in public service
- Improve execution strategies
- Fortify cycles and drives that forestall and battle debasement
- Assist government divisions with adapting to the situation of treating residents with pride and assumptions, fulfilling their needs even-handedly and decently, and
- Guarantee a viable, effective, and responsive Public Service

Prescripts that commit the State (as employer) and public servants to creating an enabling environment in the Public Service are presented in the following table.

Table 1.1: Articles 6 and 7 of the Charter

Commitment as employer	Commitment as a public servant
Create an environment that encourages public servants to carry out their responsibilities using the resources available.	Serve the public unprejudiced and reasonably to make trust in the Public Service.
Keep your Public Service disciplined.	Advance the solidarity and prosperity of the South African country in performing official obligations.
Foundation public responsibility and trustworthiness frameworks to advance worth-based cultural ways of behaving and perspectives for the purpose of forestalling debasement	Execute all sensible directions by people authoritatively doled out to give them, given these are not in opposition to the arrangements of the Constitution as well as some other regulation.
A person must not be a member of a political party in order to be appointed to the public service.	In performing official obligations, show honesty and regard all principles, esteems, and laid-out governing sets of rules.
Foster a criticism instrument that will permit the general population to commend or raise objections about the direct perspectives of public servants and the quality, timetables, and viability of the administrations they give.	Acknowledge the obligation to go through continuous preparation and self-improvement.
Execute administration frameworks that streamline the administration of assets, risk management and review management.	Show impressive skill, ability, greatness, straightforwardness, and fairness in official obligations.
Implement service delivery improvement programmes.	Act against misrepresentation, defilement, nepotism, maladministration, and whatever other wrongdoing comprises an offence or is biased to the public interest.

Present current and imaginative strategies and frameworks for the conveyance of administrations.	Dress and act in a way that improves the standing of the Public Service while performing official obligations.
Present frameworks and cycles that work with residents' admittance to taxpayer-supported organisations.	Be reliable when working, at gatherings, and on occasions.

Figure 1: Articles 6 and 7 of the Charter

Different bits of regulation that the Charter gives impact stress the significance of having an expert public service and guaranteeing that its practices and standards typify the others' conveyance of administrations. Every one of these expects that the managerial arm of the state ought to stand up for itself as a calling. Also, as it advances, it ought to embrace the upsides of uprightness, lack of bias, and reasonableness, among numerous qualities. Because the two are intertwined and related, the professionalisation of the political landscape is influenced by the professionalisation of administration. Accordingly, the political office bearers should likewise be put at the focal point of professionalisation to guarantee that the organisation and political landscape practice the pertinent way to deploy cadres, zeroing in on skill, aptitude, and information base. Key to this is the legitimacy-based approach in setting up vocation structures for a professional public service framework, which upholds direction and executes the strategies and projects of the public authority of the day. Such is portrayed via professional local officials expected to assume an imperative part in the country's manageable turn of events and administration.

2.4 CONCLUSION

The chapter addressed a literature review focusing on theoretical literature to contextualise the impact of cadre deployment on the audit outcomes and financial performance of South African provincial government departments in Limpopo. Three theories were explored to achieve this. The study also adopted various pieces of legislation that were discussed. Therefore, it is clear from the study findings that cadre deployment promotes underperformance and poor audit outcomes by appointing incapacitated staff. The findings in the study outlined that this is achieved when political parties deploy cadres who are not capacitated with little to no requisite skills.

There is political interference in the human resource processes of departments. Deploying cadres supersedes the measures adopted by human resource practitioners to promote the merit system, which contributes positively to good performance and clean audit outcomes. The next chapter of the study further discusses the literature review, focusing on empirical literature.

CHAPTER THREE: CADRE DEPLOYMENT ON THE AUDIT AND FINANCIAL PERFORMANCE :

LESSONS FROM INTERNATIONAL PRACTICES

3.1 INTRODUCTION

The majority rule progress from politically-sanctioned racial segregation to a vote-based system was, on all levels, a staggering errand for South Africa as well as its local neighbours, Africa at large, and the worldwide local area, thinking about the destabilisation strategies of the politically-sanctioned racial segregation government. In any case, the vote-based South African government acquired a racially slanted policy implementation when many black people contained most of the public servants in lower positions. Consequently, this shift became an overwhelming errand for the Nelson Mandela administration. Massive financial and political difficulties in light of politically sanctioned racial segregation were enormous and would not be tended to in a brief period. According to Shava and Chamisa (2018), this administration had a challenging task at the national, provincial, and local levels. Neighbouring countries were also confronted with the difficult task of investing and partnering with South Africa post-apartheid as the new regime was introduced. This posed a significant threat to both the economy and the governing party as a whole. To ensure a successful transition and sound governance with mutual trust amongst the party and neighbouring countries, ANC adopted the cadre deployment strategy, a concept popular across the spectrum when political parties win elections. The deployment of cadres by political parties serves as an approach to ensure proper implementation of party policies by party loyalists. This phenomenon has gained much attention in the form of critique and criticism both in South Africa and internationally.

Aside from amending the uneven characters of the recent politically-sanctioned racial segregation system, the ruling party in South Africa as different nations, the African National Congress (ANC), additionally presented a cadre deployment policy that pushed for party supporters to get work as well as possess senior government positions in the public sector (see Twala, 2014). According to a worldwide viewpoint, especially in Africa, cadre deployment is a prevailing peculiarity directed by different

ruling political parties. However, this phenomenon is thought to result in mediocre institutional quality or poor state policy implementation from an Afrocentric perspective. The political discussion on corruption, financial underperformance, departments' poor audit outcomes, and service delivery backlogs remains relevant and significant in today's academic discourse at both the national and international levels. Numerous agencies, writers, and researchers have examined cadre deployment in the public sector of South Africa and Zimbabwe to provide solutions and strategies to combat it. Therefore, this section analyses and compares the cadre deployment policy's impact on the audit and financial performance of departments at a global level and the lessons learned. This section employed cadre deployment in Brazil, Russia, Namibia, Malawi, Botswana, and China.

3.2 COMPARISON OF CADRE DEPLOYMENT IN AFRICAN COUNTRIES

Post-1994, the issue of cadre deployment in the South African setting has been examined generally in writing, strategy archives, and the media, along with answers for redress. Likewise, plenty of proposals have been put to the front by researchers, policymakers, and resistance groups to concoct robust strategies to control this issue (Mlambo, 2019). This study adds to such writing by illustrating the effects of this approach on public sector foundations across every single global country. It must be abundantly clear that various indicators, including but not limited to poor audit outcomes and accountability (Mlambo, 2019) and the performance of their entrusted government, influence individuals' attitudes. In addition to making public and commonplace advancement plans and improving service delivery blueprints at the three spheres of government, political pioneers are on a mission to be receptive to the longings of the residents. Regardless of the years as faithful individuals, cadres ought to be employed given their capabilities and legitimacy, not because one is an unwavering part. Being a devoted part and needing more expertise has demonstrated hindering for most ANC-run offices and regions post the Mandela administration, with some, in any event, going under administration. Unexpectedly, in its fifth Public Strategy Gathering held in 2017, the ANC itself accepted that a hearty drive ought to be paid to the nature of frameworks at both the political and regulatory levels from their schooling, scholarly capabilities, and moral credits. Even before and after the meeting,

there needs to be more proof that this has been focused on areas of strength, as numerous cadres in different divisions stand firm in high situations and are unfit.

The conference also played a role in the ANC's internal politics, which included corruption, money politics, and poor government performance that hurt the ANC's image in the general public. These internal politics will contribute to the ANC's decline. However, if cadres have the appropriate skills for their position, they may be used as a common practice. There should be more than the idea of dedication in itself; the issue of schooling and experience ought to be considered on account of poor performance showing. Unfit, uncouth, and incompetent government workers contribute to poor, unacceptable, and inept administration. Assuming the ANC is to recapture individuals' trust (which is diminishing by all accounts), it should return to the planning phase and its framework arrangement and battle debasement procedures. Manyaka and Nkuna (2014) state That powerless law and order (predominantly for political elites) and unusual state establishments are essential for creating the setting, and cultural changes might add to the difficulties of overseeing excellent administration. There is likewise a need to execute more robust monitoring and evaluation of government organisations that ought to go about as crucial guard dogs in every one of the three spheres of government.

This can also be accomplished by adding resources to existing departments, creating new anti-corruption departments, improving departments' performance, and establishing agencies protected from political interference. Qobo (2019) noticed that an effective change from degenerate and failing to meet expectations of social orders to essentially less harmful and superior execution frameworks have gathered in nations like Georgia, Denmark, China, Singapore, Sweden, and the US. Notwithstanding, a few nations (in contrast to Africa) are moderately steady and have more robust establishments to battle defilement and improve high performance and excellent administration, which is very much observed. On account of Africa and South Africa specifically, defilement, poor administration, and underperformance described by poor audit outcomes have been a constantly expanding pattern, as frequently found in the yearly measurements delivered by Transparency International. A large part of the difficulties seen at the provincial government level in South Africa today have established in the cross-over between the party and the state and have made conditions for what Qobo calls massive scope underperformance, poor administration,

and defilement, and the debilitating of fundamental foundations, for example, section organisations as framed by 1994 constitution of South Africa along with the under-delivery of financial responsibilities. Law and order will stay with an escape clause except if capable people make, fortify, and resource such establishments.

3.2.1 The effectiveness of cadre deployment policy in addressing audit outcomes and financial performance in Namibia

Namibia is a rich and meagerly populated country that developed from a background marked by rough work, double-dealing, and stifled financial turn of events. After independence, infrastructure development and essential social services to most of the population were the primary priorities. Monetary possession structures remained unaltered as unfamiliar capital controlled the extractive enterprises and most of the tertiary areas. Producing has remained unimportant regardless of the different government strategies that have created many positions in the industry (Qobo, 2019).

With a populace of more than 2,000,000, Namibia ought to have the option to exploit a vast regular asset base and guarantee a fairer asset portion and the destruction of neediness. In any case, having bountiful assets without neighbourhood limits, vital abilities, information, and mastery to take advantage of them propagates a monetary design that benefits just a little first-class and results in underperformance. A few experts recommended that Namibia was not yet distressed by the 'mystery of bounty' (Hopwood, 2013). However, the proof predominantly discredits this perception. The "resource curse" has significantly impacted Namibia's socioeconomic structure, which is marked by extreme poverty and enormous wealth. It is insufficient to conclude that everything is in order simply because there has not been widespread violence or political stability. By all signs, Namibia is quintessentially a 'rich country with destitute individuals', representing the 'paradox of plenty'(Kondlo, 2017).

So far, Namibia has followed macroeconomic conventionality. For the initial 20 years of freedom, it has kept up with low financial plan shortfalls, moderate monetary development, and low expansion rates. These accomplishments were compensated for by meagre improvements in the human development index, continued high levels of income inequality and socioeconomic gender inequality, as well as policies that encouraged investment. This demonstrates that despite the significant public interest

in the past five years, Namibia still needs to catch up and become a formative state. This indicates that Namibia's governance and performance issues persist. The examination directed in the past investigations uncovers that the Namibian state needs to come up with a clear philosophy for political office carriers. The political initiative consistently communicates its obligation to financial turn of events and lessens imbalance, neediness, and underperformance yet frequently does not act in like manner. This brought about problematic activities: from one perspective, social annuities were reached out to all, and federal retirement aid and work privileges were moved along. Then again, many public assets are spent on colossal bundles for legislators and SOE supervisors, building costly state houses (and soon parliament) and government vehicles. This sabotages the possible formative effect of state consumption and responsibility by political office-bearers to excellent administration and high performance (Mlambo, 2020).

However, after following the standard prescriptions of the IMF and World Bank for the first two decades of independence, Namibia has started using the fiscal and policy space for developmental interventions such as the TIPEEG programme and, more recently, the mass housing programme (Khambule, 2018). While TIPEEG had a limited impact on employment creation, the mass housing programme holds considerable potential for employment creation, auditing, the establishment of supply chains, and large-scale delivery of houses for low-income people (Pretorius, 2017). It needs to be implemented substantially differently during its second phase, as in 2016. In terms of the required highly competent, professional, knowledgeable, and committed bureaucracy with a vital planning and good governance capacity that can implement developmental policies and programmes, Namibia falls short, and this threatens the ideology of good governance and high performance of SOEs and government (Pretorius, 2017). Political parties continue to deploy incompetent and incapacitated politicians to strategic and critical government positions requiring expertise and commitment.

As Kondlo (2017) indicated, political pioneers have repeatedly highlighted the common help and SOEs' enormous size and wasteful performance. Then again, Namibia's chosen delegates partake in a genuinely elevated degree of political authenticity, as communicated through standard decisions that affirm the decision party as the predominant power in practically all districts. Nonetheless, the chosen delegates'

authenticity is principally based on their situation on the party list. More straightforward participatory majority rule systems with instruments for orders and review do not exist. Subsequently, political choices are taken progressively, sabotaging meaningful grassroots cooperation in equitable cycles. This cycle has shown to be a problematic issue, undermines a majority government, and threatens democracy in Namibia because of these demonstrations.

Until now, the state of Namibia has only been able to regulate markets without attempting to shape and direct them decisively toward specific outcomes. Indeed, even little advances like expanding the charges on the mining business were switched when the worldwide mining houses communicated their disappointment. Desai (2018) noticed that Namibia has repeatedly attempted to establish an empowering climate through help projects like the SME bank. However, there was no purposeful state intercession to improve applicable limits in light of social requirements. The restricted groundbreaking job of the state was, as of late, recognised by the Minister of Economic Planning and Director General of the National Planning Commission, Tom Alweendo, who required an all-out change of the country's economy that goes past 'minor tweaking of business as usual'. He argued, "What Namibia needs is state-led economic development in which the state does much more than just provide an environment favourable to the private sector (Moroni, 2015). It is highlighted in the study of Khambule (2018:295) that the mass lodging project sent in 2013 might have introduced such an open door. However, conveyance in the primary stage depended on a delicate framework that helped a couple of organisations and people while missing the mark concerning the more extensive formative potential. The initiative also reported that the project was unfinished because tenders were given to friends and family across the political spectrum. The deployment of family and friends to government projects without the legitimacy framework yet cadre deployment saw the Namibian state struggling to accomplish its objective of a formative state described by excellent administration and high-performing SOEs and government (Magidimisha and Chipungu, 2019).

Regardless of the Vision 2030 archive, Namibia currently needs more philosophical intelligence and institutional ability to change its financial structure and break the restrictions forced by market arrangements. Dlamini and Reddy (2018) state that combined with expanding signs that the 'governmental issues of the stomach' and mid-

night deployment of cadres have flourished, there is a peril that cultural foundations entrusted with oversight capabilities (for example, the Anti-Corruption Commission and Parliament) cannot forestall the savage way of behaving of those responsible for public assets and those arranging to infer corporate and individual advantages from them. The granting of investigation licenses and development tenders are taking these examples. Khambule (2018) emphasises that the Namibian government has financial leeway, but to have a long-term structural impact, financial investments must be strategic and well-targeted. Hewu (2014) indicates that the N\$14 billion spent on TIPEEG during the past three years shows that spending enormous sums does not tackle an issue, as inadequate and unqualified authorities lead organisations. During the execution of the TIPEEG program, joblessness rose from 27% in 2012 to 30% in 2013, and the HDI file remained largely unaltered (Franks, 2014: 129).

The joblessness figures show that the ruling party in Namibia has been appointed to influential places authorities who are not dedicated to the call for sound governance and good performance inside government organisations. A profoundly cutthroat and frequently merciless worldwide economy's outside climate does not simplify formative mediation. Namibia is a role player in the World Bank, the IMF, and the WTO, which are all advancing business sector situated strategies. Their perspectives are supported by the World Economic Forum, which reliably maintains that financial improvement should happen inside a market-situated climate while the public authority's undertaking is to make helpful business conditions and offer fundamental social types of assistance. As local economic specialists often contend similarly, there needs to be more discussion about the state's job past the restricted 'excellent administration and high-performing government organisations' talk. Namibia has demonstrated to be another nation confronting financial issues concerning government institutions' administration and economic performance (Connolly, 2013).

3.2.2 The impact of cadre deployment on the financial performance of government departments in the Republic of Malawi

In conjunction with the World Bank, the government of Malawi launched the Institutional Development Project, a program to reform the public sector following the multiparty elections in 1994. After the elections, the Public Service came under

increasing pressure to act impartially, with integrity, courtesy, expertise, and dedication. The Public Service Act was proclaimed in 1994 to give equivalent admittance to public work, merit-based commissioning, and advancement. It expanded consistency, responsibility, and straightforwardness in civil service arrangements and practices.

Furthermore, an Anti-Corruption Bureau and the Ombudsman's Office were laid out. This was implemented to combat corruption, which frequently resulted in poor financial performance, by appointing cadres to power positions in government. According to Franks (2014), the Malawi Public Service Management Policy (2018-2022) directs management to create an efficient and effective public service that will consistently provide citizens with services of high quality and effectively implement policies and programs to accelerate the country's growth and development. The approach has been created to reposition the Public Help to serve individuals of Malawi better and change the public service by deploying cadres with imperative abilities and meritocracy on account of authoritative arrangements.

Mchunu (2018) noticed that the priority areas this approach covers incorporate digging into public service, guiding core values and ethos, and further improving efficiency and performance within the public service. Policy Priority Area 2 expects to adjust the Public Service to the National Development Agenda and size of the Public Service, allotment of assets to MDAs, and staffing in the Public Service. Priority Area 3 expects to empower a strategy and regulative and institutional climate. By combating corruption, fraud, theft, and abuse of public resources; promoting inter-sectoral and multi-stakeholder collaboration; institutionalising meritocracy in appointments, promotions, and deployments of public servants; promoting inclusiveness and equity, strengthening the Public Service's capacity for strategic leadership, and improving records management, Priority Area 6 aims to strengthen governance in the public sector.

3.3 ROLE OF CADRE DEPLOYMENT ON APPOINTMENT OF STAFF: AN INTERNATIONAL COMPARATIVE ANALYSIS

A comparative analysis was undertaken of the initiatives to analyse appointments of public servants in the public services of different countries, including those

characterised as developmental states and those which are members of the Organisation for Economic Cooperation and Development (OECD). This included Malawi, Brazil, Botswana, Russia, China, India, South Korea, Estonia, Hungary, and Singapore. The analysis is essential for benchmarking and documenting lessons from international trends on the professionalisation cadre appointments in the public sector.

3.3.1 The impact of cadre deployment on the appointment of staff in the public sector in Brazil

The Brazilian public administration has previously been characterised by patrimonialism and bureaucracy, disregarding efficiency (Mashiachidi and Moeti, 2016). However, its public administration has undergone various reforms culminating in the current state of managerialism, bringing more transparency and accountability to public administrations over the last two decades (Hofisi, 2015). However, some signs of patrimony and bureaucracy still exist. Brazil has been hailed for reducing its high levels of poverty and inequality (Mwiru, 2015). Its solid industrial performance beginning in the mid-1990s is attributed to its becoming a capable developmental state.

Ndedi and Kok (2017) argue that the Brazilian public administration has previously been characterised by patrimonialism and bureaucracy, disregarding efficiency. However, its public administration has undergone various reforms culminating in the current state of managerialism, bringing more transparency and accountability to public administrations over the last two decades. However, some signs of patrimony and bureaucracy still exist (Ugwuanyi and Ogbuene, 2017). Brazil has been hailed for reducing its high levels of poverty and inequality. Its solid industrial performance beginning in the mid-1990s is attributed to its becoming a capable developmental state (Yadzi and Masomi, 2016:42).

These examinations are administered centrally by the Ministry of Planning, Budget, and Management, but the examination itself is outsourced to statutory agencies and private sector organisations (Mkentane, 2013). Regarding promotion and career paths, candidates are hired at the entry-level and then move up in their occupational categories to acquire seniority. This does not apply to those in the DAS system and commissioned positions (Ramodula and Govender, 2020). Thus, vacancies in the

Public Service, except at the entry point, are not open to outsiders (Molaba, 2016). In a report by the Public Service Commission, similar practices are described in other developmental states such as China, India, Malaysia, Mauritius, Singapore, and Japan, wherein Public Servants have predictable career paths in public service based on experience and performance (Gaal and Afrah, 2017). Therefore, public servants are appointed permanently until retirement, subject to probation. (National Framework Booklet, 2023).

The Brazilian National School of Public Administration (Escola et al. – ENAP) was established in 1986 and is linked to the Ministry of Planning, Budget, and Management, with the main priority of enhancing the government's capacity for managing public policies by developing competency amongst civil servants. The school offers high-level training to public administration executives. The courses offered are categorised under managerial development, induction, and specialisation. Leadership and manager development are located within managerial development, which provides human resource management, public logistics, pluriennial plan management and public budget and finance. Within induction are the career induction courses and development courses for career progression. Lastly, within the specialisation suite are programmes that qualify civil servants to exercise competencies related to areas relevant to the State.

3.3.2 The role of cadre deployment on the appointment of staff in the public sector in the Republic of Botswana

Botswana is characterised as a developing state with high levels of poverty and inequality but is doing exceptionally well in the rule of law (Schwertheim, 2017; Marquette & Peiffer, 2018). The rule of law is the driving force behind good anti-corruption scores, especially since its performance regarding freedom of the press is more mediocre. On e-citizens, it only scores 3 (which still makes it the second-best performer of the 22 African countries in the index), according to Botswana Public Service College (BPSC). Botswana has a Code of Conduct for its Public Service that requires all government employees to behave ethically. The code of conduct applies to all employees, including those employed on a contractual basis and at senior and middle management levels.

Their code of conduct is designed to assist all public servants in having a productive and fair relationship with each other (Thebe, 2016). In advancing the professionalising of its public service, the BPSC offers public officials an opportunity to enhance their administration and leadership skills to ensure that Botswana's reform agenda is effectively implemented (Thebe, 2016). To achieve this, the College is divided into three centres: Centre for Leadership Development and Public Administration and Management (Organisational Excellence Gaal and Afrah, 2017). Ndedi and Kok (2017) outline that in terms of some of the characteristics of public services in developmental states, Botswana has a merit-based recruitment system. Ministers do not appoint public servants and do not sit on interviews. Instead, interviews are conducted by the Appointment Boards established for each line department. Botswana has an open recruitment system wherein all positions are advertised to include outside candidates.

Regarding a competency framework for public service leadership in Botswana, senior management officers (including Deputy Directors, Directors, and executive leaders) must undergo a competency assessment before being appointed or promoted. The generic leadership competencies emphasised by the Leadership Competency Framework and the BPSC include leadership, mastering complexity, a drive for results, and stakeholder engagement. Technical competencies are addressed by the respective ministries (Walton and Jones, 2017).

3.3.3 The impact of cadre deployment on the appointment within The Russian Federation

The decree by the President of the Russian Federation (2012) on the main directions for improving the public administration system outlines initiatives regarding the reformation and development of the civil service as follows: The decree provides the opportunity for participation of representatives of public councils under the government of the Russian Federation in the activities of competitive and evaluation committees of these bodies on par by 1 September 2012. Based on standard procedure, it provides suggestions for improving civil servants' remuneration system, which considers the labour market, including specific professional groups. It encourages them to work on an anti-corruption basis by 1 December 2012 and Organises training for civil servants

to provide public services to the population by 1 February 2013. Russia's MGIMO University - School of Governance and Politics focuses on creating a new generation of public officials who will thrive in a highly competitive environment. This generation is fluent in foreign languages and experts in strategic, innovation and crisis management, with a profound understanding of the current national and international political processes. The School of Governance and Politics specialises in Public and Municipal Administration, Political Science, and International Relations (National Framework Booklet, 2023).

Within the Public and Municipal Administration are programmes such as Federal and Regional Administration, Federal and Regional Property Management and Economic Politics (Ngcamu, 2014). The International Relations Programme also includes Global Politics as part of its offering. The School of Governance and Politics offers master's degree programmes that include International Public and Business Administration, a double degree programme linked with Macerata University in Italy, Management of International Projects, Governance in State-owned Corporations, International Political Consulting, and International Lobbying, Internal Humanitarian Cooperation and External Relations of Regions. Russia's Global Code of Conduct includes several guiding principles grouped into five categories: working with one another, working with clients and others, acting with professional integrity, maintaining objectivity and independence, and respecting intellectual capital. Russia emphasises anti-corruption in the Public Service as the country is a signatory to several international anti-corruption conventions such as the OECD Convention on Combating Bribery of Foreign Public Officials in International Business Transactions, 2009; the Council of Europe Criminal Law Convention on Corruption; the Strasbourg Convention of 1999; the UN Convention against Transnational Organised Crime of 2000 and the UN Convention against Corruption of 2003. The 1993 Constitution has supplemented these conventions. Despite the emphasis on combating corruption, and notwithstanding all these efforts mentioned above, corruption remains part and parcel of the public sector in Russia (National Framework Booklet, 2023).

3.3.4 The role of cadre deployment of staff within People's Republic of China's public sector institutions

The People's Republic of China developed a centralised, uniform system of bureaucratic administration capable of governing a vast population with a system of impersonal and merit-based bureaucratic recruitment. The Chinese government opposes the system of electoral democracy in selecting political leaders at higher levels of government. Instead, the Chinese government affirms "political meritocracy," described as the idea that the political system should aim to select and promote public officials with above-average ability and virtue by such means as examinations and performance evaluations at lower levels of government (Zondi and Reddy, 2016). Bell argues that there is a significant gap as corruption and lack of checks against abuses of power are apparent threats to political meritocracy (Zondi and Reddy, 2016). As such, the main task would be to reduce this gap.

The responsibility for unethical practices in the Public Service rests upon the Central Disciplinary Committee and the Ministry of Supervision, Auditing Bureaux, Corruption Inspection Offices for Financial and Fiscal Discipline, Corruption Reporting Centres, and internal and external corruption monitors. Penalties for crimes against these institutions include "steep fines, confiscation of property, imprisonment, and the death penalty. Appointments to the Public Service in China are influenced by party membership and loyalty. The ruling party holds absolute power over cadres because political and civil service positions are fused. However, it has ensured that those deployed are qualified and can perform the job they do. China implemented Public Administration Civil Service Exams for centuries to ensure meritocracy in public administration and to manage nepotism. Previously known as the Imperial Examination System, the exam was introduced in the second century BC (Emperor Wu of Han) and applied with mixed consistency. Since the sixth century, selecting the most talented officials for government office was possible. This lasted more than 1300 years (from the Sui Dynasty in 587 AD to the end of the Qing Dynasty in 1904) (National Framework Booklet, 2023). After that, the relatively modified civil-service exam has continued up to this era.

According to Mitchell (2020), this is considered the most extended continuing public administration exam globally, mainly consisting of an open written examination that

formally discusses Confucianism and the link between traditional Chinese education and politics. Note that Confucius was known as the first “teacher” in China and made teaching available as a vocation to be practised broadly to open up education to more people. Confucius was also known for establishing ethical, moral, and social standards, later known as Confucianism. The Chinese Academy of Governance (CAG), previously known as the China National School of Administration, was established in 1994 and aimed to provide training for civil servants at the ministerial and provincial levels who were at the department and bureau level. The CAG also includes training for Macao and Hong Kong’s civil servants. In addition, the CAG conducts scientific research, especially in public administration and innovation. The China Executive Leadership Academy Pudong (CELAP) is a national institution funded by the central government aimed at leadership training and development (National Framework Booklet, 2023).

The CELAP was jointly approved by the Central Committee of the Communist Party of China and the State Council and was officially opened in March 2005. The target participants of CELAP include a variety of senior executives, including upper and middle-level Party and government officials, business executives, senior professionals, diplomats, and military officers. The core competency training for target participants of CELAP focuses on the following: Economic development, values education, political ideology, moral education, capacity-building, leadership, and behaviour orientation (Walton & Jones, 2017).

3.3.5 The impact of cadre deployment policy on the appointment of staff in the public sector institutions within the Republic of South Africa

Research findings from all the identified provincial departments (COGHSTA, Health, and Treasury) under the ANC-led government in Limpopo Province revealed that cadre deployment negatively impacts service delivery. This revelation is supported by the deployment of party cadres who do not have the skills and expertise to fill strategic positions that demand skills and accountability. Hoffman (2011b:2) argues that “the fundamental problem with cadre deployment is that it is neither transparent nor accountable. It has long proved not to be responsive to the needs of ordinary people, many of whom resort to service delivery protests because the currently deployed

cadres are so unresponsive to their needs. The Courts have described the cadre in the public administration as behaving like they are at war with people they are meant to serve." In many instances, the continual practice of cadre deployment has resulted in the non-performance of the deployed, resulting in poor service delivery and public protests by disillusioned citizens. According to Mashele (2011:46), deployees act carelessly, banking on guaranteed political support from powerful black politicians. Midgal (in Weiner and Huntington 1987:413) outlines that appointments based on personal loyalty, co-optation, and ethnic bargaining can further limit the ability of states to make binding rules in a society.

Existing literature on cadre deployment policy under the ANC-led government revealed that cadre deployment negatively impacts service delivery. This is despite the existing records of poor service delivery in various provincial departments nationwide. Officials in Limpopo provincial departments, such as heads of departments who hold positions with strategic objectives but need to have the relevant qualifications for the job, face an ongoing challenge. The challenges of poor governance and corruption are increasing in the province due to political leadership, particularly COGHSTA.

The above findings could be reflected in many departments across the country. Furthermore, cadres were deployed based on party activism without following the merit approach at all the ANC-led departments in Limpopo, except where opposition parties are involved in oversight. It has been found that to be considered for deployment, one needs to be associated with leaders in power within the political party or party members from the powerful factions who yield adequate political power or who have influence with the upper structures of the party. Professional skills and expertise do not matter most when deployment is made; what matters is party loyalty. The exact process is applicable when government tenders are awarded to bidders without following the procurement procedures.

Mashele (2011:26) provides a scenario whereby "getting a job in these departments", everyone knows that you need to be related to politicians, some senior official, or a party activist. The province under consideration has yet to produce educated and talented young people with university degrees in finance, administration, engineering, or such sought-after areas of specialisation. The educated sons and daughters never

return to their province, repelled by the rampant nepotism and cronyism ubiquitous in the provincial system. Hence, most CFOs are 'strategic deployees' of a political party, although they have no formal training in finance. Ultimately, cadre deployment is used as a survival strategy for friends and relatives operating in the name of a political party. At the same time, the main objective of politics as an activity has yet to be forgotten. It has been revealed that most Limpopo provincial departments have human resource management systems that guide proper recruitment and selection. However, for the benefit of the ANC-led government, recruitment and selection procedures are ignored in pursuance of party loyalists.

According to Mashele (2011:27), "Provincial positions are first debated at night in a branch meeting of a political party and arrived at in an unwritten resolution as to who must get the job. Having thus decided, DGs and HODs are instructed by the branch of a political party to ensure that the politically preferred candidate secures the job (OECD, 2017). As an experienced agent in perversity, the DGs and HODs set official processes in motion (OECD, 2017). They pay an enormous amount of money to place an advertisement in a newspaper to invite educated citizens to apply for a position that the DGs and HODs know only too well has already been decided upon and driven by the suspicion that there could still be a fraction of fairness in departments, well-meaning citizens, forward their applications (Waheduzzaman and As Saber, 2015). They spend long nights reading and researching in preparation for interviews. Finally, the interviews are conducted, and the candidate whose name was approved that night in a branch meeting gets the job. The above scenario represents the highly politicised model of the provincial system, dated back from the apartheid system to date".

3.3.5.1 Cadre deployment as a management strategy in addressing the audit and financial performance

Beach (in Schwella, Burger, Fox, and Muller 1996:68) defines management development as a systematic process of training and growth by which individuals gain and apply knowledge, skills, insights, and attitudes to manage work effectively. From this definition, management development should anticipate the organisation's future management needs while allowing employees to develop their careers accordingly. Management development is, in this instance, linked to career development.

Cadre deployment is at the root of management, including political and public administration. From the branch level, party cadres are deployed to various party-political tasks, while in government, cadres are deployed to serve the interests of the public, irrespective of their skills and expertise. Hence, all deployments aim to secure and protect political power. Dess, Gregory, Lumpkin, and Marilyn (2005:1-2) outline strategic management as an organisation's analysis, decisions, and actions to create and sustain competitive advantages. This definition captures two main elements that go to the heart of strategic management. First, the strategic management of an organisation entails three ongoing processes: analysis, decisions, and actions. That is, strategic management is concerned with the study of strategic goals (vision, mission, and strategic objectives) along with the analysis of the internal and external environment of the organisation. Next, leaders must make strategic decisions. From the above assertion, cadre deployment is a strategy for managing resources through political means. This is reflected by appointing party loyalists and awarding government tenders to the politically "connected" without following tender procurement procedures.

Swanepoel, Erasmus, and Schenk (2008:13-14) establish that "strategising refers to making strategy, based on strategic thinking. An easy way to simplify and understand 'strategy' and 'strategy' is to think of them as tactics. There is an overall game plan when playing a chess game, but as the game progresses, certain moves are made depending on what the opposition is doing. If one thinks and acts tactically, it is short-term but geared to fit the strategy". Huntington (1968b:1) asserts that the most important political distinction among countries concerns not their form of government but their degree of government. Each country is a political community with an overwhelming consensus among the people on the political system's legitimacy. In each country, the citizens and their leaders share a vision of the society's public interests and the traditions and principles upon which the political community is based.

Further evidence of cadre deployment as a management strategy is reflected by the deployment of party cadres in all strategic areas. This strategy aims to strengthen the political power base as another strategy to stay in power for a long time. Human (1998:111) defines strategy as actions taken by a relatively autonomous organisation or group to perform a specific task. As a result, the distinction between policy and strategy is essential as it underlines the notion that the strategic apex within the

democracy must act within a broad policy framework. It can be noted that the need for managerial skills in managing state institutions is a critical challenge faced by the government in the current dispensation, and this has been a challenge in the previous regime.

According to Mafunisa (2003:93), the South African public service has, historically, been highly politicised. When the National Party came into power in 1948, it deployed its loyal members to different senior positions in the public service. Officials deployed were those who understood and were loyal to the Party's policies of discrimination based on race, ethnicity, language, and sex. Separating the National Party (the government of the day) and the public service was difficult. Suffice to the above statement, the ANC followed suit when it assumed power in 1994. According to Waruiru (2007:2), "Most black African nations that gained independence after Ghana followed its path by establishing one-party dictatorships...

In many cases, the winning political party at the independence elections used its majority in the national parliament to pass legislation outlawing the existence of opposition political parties. This left the ruling party with a monopoly of power". At the same time, Kimemia (2011:1) reflects that ANC cadre deployment is at the root of the current malaise and indifferent service delivery. There is a well-founded feeling that those who engage in corruption and blatant abuse of power will rarely be punished, provided they are "good comrades" who are politically connected. Even where they are unsuitable for senior managerial positions, the ruling party has forced provincial departments to employ them, often disastrously.

Palmer (1989:128) asserts that change tends to be cumulative, reciprocal, and discontinuous. Change tends to be cumulative in that the frustrations and conflicts unleashed by a myriad of sources of social change in the third world accumulate until they reach a point at which they overwhelm the capacity of traditional political leaders to rule effectively. The reciprocal nature of change refers to the fact that the circle of change is perpetuated and expanded by the tendency of the diverse forces of social change to reinforce or feed upon one another. In contrast, the process of change is itself discontinuous. To democratise a robust and autonomous state, the regime must be adapted to allow citizens access to unrestrained participation in and contestation for the state's political power.

Duvenhage (2005:12) indicates that “the execution of political transformation, especially during the implementation phase, implies the political control together with the accompanying capacity to administer the political plan. Serious signs of political decay such as vigilantism, poor service delivery, poor performance, adverse audit outcomes, crime escalation and low levels of political institutionalisation of the provincial government in the provinces are becoming more obvious, indicating a weak state syndrome.” In contrast, political transformation is defined “as the rapid, progressive, comprehensive and fundamental political change of society (stemming from an unacceptable political past) in the form of central planning (social and political engineering) accentuating the managing of political change in general and of conflict management in particular” (Duvenhage, 2005:5).

Du Toit (1995: 49) articulates that an autonomous solid state can be identified by the extent to which citizenship, rules of social control and resulting survival strategies are applied to individuals within the state in a non-discriminatory manner. The state assumes a neutral stance towards social differentiators, such as ethnicity, when determining criteria for state membership and the substance and quality of such membership. To shift away from a racially politicised administration into the new system, adequate skills and expertise are needed on the part of the deployed. Furthermore, management is about planning and implementing services to the people. Section (153 a-b) of the Constitution states that a municipality must structure and manage its administration, budgeting, and planning processes to prioritise the community's basic needs, promote social and economic development, and participate in national and provincial programmes. Regarding the above constitutional guideline, one tends to argue that proper skills and management could result in efficient planning and finally lead to effective implementation of services.

Gildenhuis (1997:61) asserts that public accountability is vital in democratic public financial management. In a democratic government and administration, public accountability requires that elected political representatives and public officials consider all monetary transactions in public. In this respect, the assumption is that secrecy concerning public financial management conceals maladministration and corruption (OECD, 2017). The principal proposition is that all public institutions financed from public funds should be held responsible and accountable in public for

the honest, efficient, and effective expenditure of public money (Pradhan,2019). Finally, the subsequent section will give further attention to public management.

3.3.5.2 Cadre deployment as a public management strategy for appointment of staff

According to Schick (2003:1-2), every successful public management reform is an amalgam of opportunity, strategy, and tactics. Strategy also entails implementing actions and being committed to giving the change process essential support and resources. Consequently, efficient and effective strategic management could determine the successful management of public institutions. Heathfield (2011) defines human resource management as the function within an organisation that focuses on recruiting, managing, and providing direction for the people who work there. Effective Human Resource Management (HRM) enables employees to contribute effectively and productively to the overall company direction and accomplish the organisation's goals and objectives. It can be further argued that the South African public sector did not go without service delivery challenges.

According to Olaopa (2011:10-27), strategic human resource management is a concept that describes the transformation of the role of the human resource manager. It refers to an approach to the management of the people employed in an organisation that recognises the critical role they have to play in creating a vision of the future for the organisation, setting challenging goals, analysing their environment, understanding the drivers of competition in their chosen business, developing strategies to realise the vision they defined and mobilising resources to implement the plan and achieve the goals set. Duvenhage (2003 in MGT 548/748 2011:71) defines dynamic equilibrium as a situation where an environmental crisis (whatever the definition) can result in undetermined dynamics (unpredictable change), which makes abnormal demands on the abilities (capacities) of the system. In dynamic equilibrium, a pattern known as system defection can come to the fore (Pradhan,2019). This amounts to the inability of the state to deliver proper and quality services in specific areas, which results in other institutions outside the public sector (sometimes the corporate sector) beginning to take over this task (Fowsia and Kakuba, 2019). When dynamic equilibrium conditions are encountered, the critical functions of the political system, such as law and order, the penal system, defence, health, education, and

other essential bureaucratic and administrative affairs, are under tremendous pressure and even exhibit the inability to deliver basic services (Fowsia and Kakuba, 2019).

Duvenhage (2006:265-266) argues that political strategic factors can also contribute to successfully institutionalising democratic values. Three less essential matters must be singled out: the manner (*modus*) in which institutionalisation occurred, the timing of the imitative, and political leadership. It is a well-known fact that revolutionary *modus*, in which political violence dominates, seldom, if ever, results in democratisation. The more restricted the levels of violence, the greater the chances of successful institutionalisation of democratic values. Shively (1995:284) establishes that under a system of bureaucracy in which members of the public administration are appointed and promoted based on their qualifications for the job they are meant to do, special requirements of training or experience are set for the position; administrative procedures are standardised so that relatively little is left to individual officials' biases or passions. Finally, clear lines of command are established, in which an order from a high official goes to a lower official, who then passes the order on to the next level. Du Toit (1995: 30-31) states that if civil society must prevail over the state, it must serve as the source of democratic values, norms, and practices, and the logical sequence is for civil society to inaugurate the democratic regime and sustain it. Again, if the state is to prevail, it must act as the force that nurtures the growth of civil society and establishes the democratic regime.

Levin (2002:12) argues that the value system underpinning the public sector must be corruption-resistant since managerial and technical solutions, whilst important, can only succeed partially. Du Toit (1991:60) maintains that under a modern representative form of democracy, democratic accountability has been institutionalised through a range of public institutions created for this purpose. Essential institutions in this regard include and are included in the legislature, the judiciary, the executive, the administration, and the media. In defining a political institution, Huntington (in Duvenhage 2004:33) states that a political institution refers to an arrangement for maintaining order, resolving disputes, selecting authoritative leaders, and thus promoting communication among two or more social forces. Society can only define and realise its common interests with solid political institutions. The capacity to create political institutions is the capacity to develop public interests. In this sense, a society

with highly institutionalised governing organisations and procedures can more articulate and achieve its public interest.

Gildenhuis (1999) highlights that state decay can take on at least three different forms: in a soft state, corruption is endemic; deep internal cleavages characterise a weak state; and a failed state suffers from the collapse of official institutions and law and order. Although each has been the subject of considerable academic inquiry, the three forms are seldom examined in combination. Huntington (1968b:86) asserted that modernisation and social mobilisation, in particular, thus tend to produce political decay unless steps are taken to moderate or restrict its impact on political consciousness and political involvement. Most societies, even those with reasonably complex and adaptable traditional political institutions, suffer a loss of political community and decay of political institutions during the most intense phases of modernisation.

Green (1988:5) establishes that a state is legitimate only if its rule is morally justified. The exercise of authority is among the means states characteristically use to attain their objectives. Duvenhage (2004:43) expresses that the primary problem of politics is the development of political institutions behind social and economic change. As a result, the failure of such political institutions to keep track of changes requires the institutionalisation of such institutions to be effective in terms of the transition of the societies. The Zimpolitical blogspot (2008:3) warns that from what happened in Zimbabwe since the ruling Zimbabwe African National Union-Patriotic Front (ZANU-PF) came into power 31 years ago, the country is now in a class of its own. It cannot be regarded as a developing country as all pointers indicate that all economic sectors are moving negatively. Zimbabwe, therefore, categorically fits into a class of failed states. There is no possibility of resurrection under the present leadership, which has proven to run out of ideas to rejuvenate the country and lead it to economic recovery. Finally, they view the country as a private limited to generate profits for themselves at the impoverishment of the majority of the referendum.

Human (1998:126) cites that good strategists must have intimate knowledge of the context in which they operate. They must also be able to translate this understanding into practical actions (strategies, in other words) that will ensure the long-term effectiveness of their organisations. This means that a good strategist must be

competent in a number of diverse skills. Heywood (2007:395) outlines that the perceived need to control the bureaucracy reflects many concerns. Most importantly, unchecked bureaucratic power spells the demise of representative and responsible government. Hence, for political democracy to be meaningful, appointed officials must somehow be accountable to the general public. The Free State Times (2011:3) they are reflected that ANC mandarins, right from Luthuli House to the different regional headquarters of the party, would want us to believe that the “candidates” they put forward through their infamous deployment committees are the best they could find within their so-called movement. However, there is nothing that is further from the truth. The rank and file of the ANC are populated by progressive (and often young) women and men who have the papers (read knowledge, skills, and attitudes) to fix the problems of South Africa once and for all. However, they are never given a chance by a political party that seems exceptionally keen to entrench and perpetuate a culture of kleptocracy (Fowsia and Kakuba, 2019). Finally, the following section outlines the relevance of cadre deployment to political management strategy within the realm of power.

3.3.5.3 Cadre deployment as a political management strategy for appointment of staff in government departments

Mosher (in Gildenhuys 1997:59) differentiates between objective and subjective responsibility. For the aim of Mosher, responsibility refers to the formal responsibility of one person or institution to another person. In contrast, subjective responsibility refers to the sense of responsibility a person has for the assignment. Subjective responsibility does not coincide precisely with objective responsibility as it sometimes causes serious problems for public officials because what may be expected of them in objective responsibility may clash with what they experience as subjective responsibility. Alan and Ball (2000:100) maintain that all political parties have philosophical bases, no matter how blurred and divorced from the actual political behaviour of the party these foundations may be. The ideology may be necessary for party workers and voters to justify their commitment to the party. It also distinguishes the party from others and allows the party to attempt to organise public opinion in a given ideological or policy direction.

Cloete (1994:167) analysed the personnel systems developed under different political milieus as follows: the autocratic, democratic, spoils, and merit systems; the authoritarian system is found in countries where the people are divided into classes and where public service posts (particularly the higher-grade jobs) are reserved for the aristocracy. This system was in force in Britain until a democratic system of government was established; the democratic system refers to where voters elect public officials (Khawula, 2016). The system applies to specific public service posts in the United States of America; the spoils system refers to where the political party that gains power after an election regards public service posts as booty to be taken at will and distributed among its supporters (OECD, 2017). This system applies to a few top public service posts in the United States of America, and the merit implies that everyone with the prescribed qualifications may apply for appointments in vacant public service posts (Graham et al., 2014) (Nzimakwe, 2010) (Mnguni, 2018). Those best qualified and best suited to the posts are then appointed.

Jeffery (2010:4 of 6) outlines that the greatest injustice is committed when patently incompetent and unqualified people are deployed into administration as managers, chief financial officers, and heads of technical services. Furthermore, the abuse of state power remains evident in cadre deployment, javelin throwing, and other instances of corruption and nepotism. The Amandlawonye wikispace (2001:4) outlines that the National Democratic Revolution's most critical act is creating a legitimate state which derives its authority from the people through regular elections and continuing popular participation in the governance process. In contrast, Huntington (1968b:198) argues that in a society without effective political institutions and unable to develop them, the result of social and economic modernisation is political chaos.

The Zimpolitical blogspot (2008:3) reveals that it is unassailable that the problems that beset Zimbabwe today primarily stem from ill-governance and grand corruption on the part of those who wield political power, self-aggrandisement, and poor economic policy planning. The resultant effect has been the Zimbabwe economy's downward spiral and unprecedented levels. This resulted in declining quality service delivery in health, education, finance, justice administration, and many services. And who suffers? The majority of ordinary people are the ones who are reduced to mere inanities. The ANC (1998:2) establishes that the state guarantees and regulates property relations and political, economic, and social social engagement rules. In doing so, it promotes

specific social interests. Therefore, it should reflect these interests in its composition and outlook and afford the classes and strata it represents the wherewithal to carry out their objectives.

Mazrui (1995) compared anarchy and tyranny by arguing that every African government struggles between too much and too little government. An excess of government becomes tyranny; too little government becomes anarchy. Either can lead to a failed state, and either may lead to the collapse of the state. For example, Somalia under Siyad Barre was a case in which tyranny ultimately led to the collapse of the state; anarchic conditions in the Congo (now Zaire) in the 1960s nearly destroyed the new postcolonial state, which was saved by the United Nations (UN). Human (1998:46) establishes that for democracy to work, communities must think democratically daily. Transformation is of no value unless it also involves the transformation of the mind. In South Africa, an essential social transformation is needed. This must be transformed into a culture of self-reliance. This social transformation should focus on giving back to South Africans the conviction that they can act to change and control their destinies.

Trollip (2010:2) cites that the destruction associated with cadre deployment affects all levels of governance, right down to the provincial government level, a fact acknowledged by the government itself. In support of the above view, President Zuma stated, "One of the challenges in local government is the confusion between political and administrative roles. We firmly believe municipal employees should not hold leadership positions in political parties". Wertheim (2010:3-4) indicates that the ANC won political control of the country but lost out on the governing capability. By 2010, the ANC needed the governing capital to meet society's needs. As a result, large areas of society have become void of any governing capabilities in technical terms, and society has become governmentally empty. For Wertheim, the ANC commands a sound political majority but signifies no governing presence within the vital government functions. With this, the broad outlines of the failed state have also come to South Africa as the structures for good governance have become destabilised. Consequently, when the government is in crisis, society will reflect the nature of the crisis.

According to Olaopa (2011:18-27), “[t]he vision of the capable developmental state in Africa is committed first to ensuring a better life for all its citizens; that promotes popular participation and the Indigenous ownership of its entire development agenda; whose public service is people-oriented, based on meritocracy and driven by service to its citizenry, that has sound systems of public administration at all levels of government; has transparency and accountability to its citizenry and its institutions as central tenets; has a sound macro-economic framework; that eradicates poverty and surpasses the minimum standards; implements its continental commitments on governance and public administration; mobilises, budgets and manages its public finances effectively; and is underpinned by democratic politics”.

Rotberg (n.d.:4-26) maintains that weak states show a mixed profile, fulfilling expectations in some areas and performing poorly in others. But they need not flunk all of them to fail, mainly since good security weighs very heavily, and high levels of internal violence are associated directly with failure and the propensity to fail. Strong states unquestionably control their territories and deliver their citizens a full range and a high quality of Human (1998:114-115) maintains that strategic management should be oriented towards the long-term effectiveness of an organisation rather than simply a reflection of the ideas of particular individuals who lead it at present: good strategic decisions institution and its needs. Likewise, good strategists can see beyond their specific wishes and hopes. They see themselves as serving both the institution and the community.

Blake (2011: 4-64) reveals that it is essential to note that the poor strength of the ANC is weakened by their poor rendering of services in African communities. Leon (2010:13 of 32) outlines that countries such as Botswana, Kenya, Zimbabwe, and South Africa embraced democracy at the start of the majority rule, but only Botswana's democratic record remains strong. Zimbabwe became a dictatorship after a short experiment with democratic rule, while Kenya's democratic record is patchy at best. Worryingly, South Africa's democracy is under threat. These cases represent the range of Africa's experience with democratisation. Myburgh (2009:1-3) argues that power over appointments and promotions was (largely) taken out of the hands of politicians and placed in the care of a non-partisan civil service commission. At least in the United States, this is known as the “merit system”. Implementing this system in the British and American civil services solved problems those countries (and their intellectuals)

had forgotten they ever had. The ANC formally eliminated merit as the overriding criterion in appointing public servants.

Venter and Landsberg (2006:169) maintain that public policymaking is intimately linked to the exercise of power. The allocation and citing of power in particular political systems determines who makes the decisions and the extent of autonomy of decision-making that will be exercised in the process. Midgal (in Weiner and Huntington 1987:430) maintains that the state's resources and prerogatives affect how society is organised and help maintain a particular sort of social and political stability. Heywood (2007:389) establishes that all state bureaucracies are organised based on purpose or function. The most significant feature of these functionally defined bureaucracies is the degree of centralisation or decentralisation. Zille (2009b:1-3) reflects that for a democracy to work, power must be held to account. Power abuse must be checked and prevented.

For this reason, state institutions (such as the courts, the electoral commission, and the broadcaster) must be genuinely independent from the ruling party. Cadre deployment is deliberately designed to destroy the “separation of powers” and ensure that the institutions of the state act in the party's interests. It has been evident in most instances that cadre deployment is the most efficient tool used by the party in power to control and manage power at all levers of power.

Sidimba (in City Press 2011a:4) reports that the Youth Development Agency's top brass are now all African National Congress Youth League (ANCYL) leaders, even though membership in the institution is open to all, irrespective of party-political affiliation. De Wet (2010:200) indicates that one characteristic peculiar to all authoritarian systems is the denial of significant political rights or privileges to most members of the political body. Consequently, minority rule prevails because ultimate and immediate government control is confined to a small proportion of the adult population. Policies are decided by officials who are neither legally nor politically responsible to the general public – only to the minority who enjoy a monopoly of governmental power.

The ANC (1998:4) reiterates that transformation of the state entails, first and foremost, extending the power of the National Liberation Movement (NLM) over all levers of power: the army, the police, the bureaucracy, intelligence structures, the judiciary,

parastatals, and agencies such as regulatory bodies, the public broadcaster, the central bank and so on. This contradicts the provisions of the Constitution, which characterise most of these bodies as independent and non-partisan. Control by democratic forces means that these institutions should operate based on the precepts of the Constitution; new doctrines should guide them; they should reflect in their composition the country's demographics, and they should owe allegiance to the new order.

PrisonCensorship (2011:2-3) highlights that the theory of democratic centralism asserts that in any group, a lack of discipline on the part of members of an organisation can be destructive to that organisation. People need to be counted on for work to run smoothly and as efficiently as possible. In an organisation whose goal is to seize power from the bourgeoisie, discipline and unity are essential if it is to have any chance of success. Recognising that everyone's personal lives have repercussions for the organisation, the discipline of centralism allows the party to make rules to minimise the potential damage to the party. Armstrong (2011:1-4) outlines that democratic centralism is one of the most abused and misunderstood terms in the Marxist vocabulary. For decades, the Stalinist Community parties invoked "democratic centralism" to justify tight bureaucratic discipline. The democratic element disappeared from the Stalinist version of democratic centralism, which was bureaucratic centralism. Decisions were made at the top, usually under direction from Moscow, and handed down as orders for the membership to carry out. De Wet (2010:147) states that power is always limited, meaning that its range depends upon the situation, government regulations, ethical standards and present or future competition.

Wertheim (2010:3-10) maintains that over the past decade, in its essence, governance, the relationship between government and the governed has been eroded. Four election victories have given the ANC government a solid majority in parliament. This has boosted the profile of the ANC, and there is little doubt about its political capital. The latter enabled the ANC to introduce its policy of transformation as a mechanism to rectify the apartheid injustices of the past. Huntington (1968b:24) outlines that political institutions have moral and structural dimensions. A society with weak political institutions cannot curb the excesses of personal and parochial desires. For Huntington, morality requires trust; trust involves predictability, and predictability

requires regularised and institutionalised behaviour patterns. However, society can only define and realise its common interest with solid political institutions.

According to Waruiru (2007:1-10), pure democracy is a system that works well in particular cultures, and not all cultures are equally capable of building harmonious democratic societies. Suppose the Bush administration had been interested in studying the track record of democracy-building efforts in tribal cultures. In that case, they should have learned the experience of Sub-Saharan Africa, where introducing pure democracy 50 years ago resulted in disaster for the region's people. Myburgh (2009:1-2) establishes that the practical means by which the party ensures "iron discipline" prevails by concentrating control over appointment and promotion in the hands of "deployment committees". This severely limits any honest debate because the party leadership proposing policy controls or confirms all positions (within party and state). For this purpose, the party's central, regional, and local committees maintain lists of positions. Ultimately, the ANC's national working committee established the national deployment committee in November 1998. The cadre policy and deployment strategy, adopted at the same time to guide the work of the committee, lists as its objectives: the strengthening of "political and administrative control" over legislatures, party structures, and the civil service and of ANC Leadership in "all parastatals and statutory bodies" and "in all other areas of social activity".

MedSearch (2011:1-2) reported then Health Minister Aaron Motsoaledi, arguing that teachers, nurses, and even clerks whose highest qualification is a matric certificate are running SA's public hospitals, according to a competency study of hospital CEOs undertaken by the Development Bank of South Africa (DBSA). The study was requested by Health Minister Aaron Motsoaledi, who has promised to fix the management crisis in hospitals, including removing underqualified and poorly performing CEOs and delegating more powers to management to perform elementary but essential functions. Motsoaledi said the cause of the appointment of unqualified hospital CEOs was a combination of bad policy and political patronage. A misguided policy, implemented after 1994, said that because hospitals should be run "on business principles," it was no longer necessary for CEOs to have a clinical background. Anyone with management skills could apply for the job, and only the second-in-command, a clinical manager, needed a medical background. However, the abuse of the policy caused appointments to go badly.

Heywood (2007:84) argues that the electorate can decide which elite rules to follow, but it cannot change the fact that the elite always exercises power. This quadrant-based depiction of political power is helpful because it demonstrates variations in the exercise of popularly accountable decision-making processes or the concentration of policy power away from public scrutiny by unresponsive policy elites. Zartman (1995:10) outlines features of state collapse as follows: that government malfunctions by avoiding necessary but difficult choices. As a result, such measures mount in urgency and difficulty, facing the state with a governing crisis. Decisional avoidance can take place either because of institutional incoherence, in which the mechanisms of government are inadequate to their challenges, or because of political flabbiness, in which the politicians themselves are incapable of biting the bullet; the incumbents practice only defensive politics, fending off challenges and reducing threats, concentrating on procedural rather than substantive measures. Hence, such measures include repression and concession, both taken to get the opposition off their back. The ultimate danger sign is when the centre loses control over its state agents and begins to operate on its account. Agents consistently break officials' exact payments for their own pockets and law and order of law and order; the police and army are becoming gangs and brigands.

The Zimpolitical blogspot (2008:2) establishes that many theories have been put forward concerning the downfall of Zimbabwe, which, until the inception of the land reform in the late 90s, was regarded as the leading example of a successful ascent and developing democratic country destined for greater heights in Africa south of the Sahara. Today, Zimbabwe is a country that is riddled with grand corruption, economic meltdown, shrinking democratic space and also poor service delivery in terms of health, education, and other services. This has resulted in untold suffering for the masses, who still bear this burden. A labyrinth of state institutions has been reduced to a sham. The educational and health sectors have been hit hard by the large-scale labour migration to greener pastures in the region, particularly South Africa, Botswana, and Namibia. Less qualified lecturers are now manning universities and colleges, and in some cases, other departments and faculties have been closed down due to a lack of skilled personnel.

3.3.5.4 The effectiveness of cadre deployment as an opposition management strategy for appointment of staff in government departments

According to Heywood (1997:230), political parties have a significant role in any country's political system; simultaneously, Huntington (1968b:144) maintains that power has to be mobilised, developed, and organised. The Constitution of the Republic of South Africa (Act 108 of 1996) outlines the enshrinement of multi-partyism. Section 1 of this Constitution provides that: "the Republic of South Africa is one, sovereign, democratic state founded on the following values: (a) Human dignity, the achievement of equality and the advancement of human rights and freedoms; (b) Non-racialism and non-sexism. (c) Supremacy of the constitution and the rule of law; (d) Universal adult suffrage, a national common voter's roll, regular elections, and a multi-party system of democratic government, to ensure accountability, responsiveness and openness."

According to Waruiru (2007:2-10), most black African nations that gained independence after Ghana followed in its path by establishing one-party dictatorships. In many cases, the winning political party at the independent elections used its majority in the national parliament to pass legislation outlawing the existence of opposition political parties. Hence, this left the ruling party with a monopoly of power. As a result, this trend challenged the widely held notion that pure democracy leads to more freedom.

Mashele (2011:37) reflects that opposition parties are either sledge-hammered into nonexistence or allowed marginal space to play by utilising state resources. To the masses, the message is clear: You can only live under a dictatorship with no alternatives! In some contexts, opposition parties are their very own enemies. They are incapable of analysing the substantive degeneration of society and of projecting themselves as an alternative to the prevailing decay. They are unable to fashion the politics of societal regeneration. Hence, the main weakness of opposition parties in post-colonial African societies is that they are formed and led by illegitimate people, either by whites who benefited from colonialism and apartheid or by black leaders who were part of the ruling party but jumped ship due to internal party disputes. Chiroro (n.d.:103) argues that except in the long-standing democracies of Botswana and Mauritius, the environment in Southern Africa has never been conducive to the growth

of opposition politics. In dominant party systems such as that in Zimbabwe, every effort has been made to thwart opposition growth, and the first-past-the-post (FPTP) electoral system has not favoured the development of a strong opposition. Furthermore, the political landscape of Southern Africa is littered with parties of different sizes, strengths, and levels of acceptability. However, regional institutions such as the Southern African Development Community (SADC) have yet to play their part in ensuring a place for opposition parties in their deliberations pertaining to governance and economic development (Chiroro, n.d.:111).

Midgal (in Weiner and Huntington 1987:410) reflects that another basis for appointment to state positions is the co-optation of those who might otherwise develop threatening power centres outside the state organisation. According to Gentle (2011:2), the ANC has tried so desperately to be “the great South African party”, the natural party of governance, technically competent and showing statesman-like qualities. The latter includes the Convention for a Democratic South Africa (CODESA) negotiations, the sunset clauses, the concessions to white capital, the merging with Nats (Nationalist), including “Die Stem” in the national anthem, sending Tony Leon to Argentina as ambassador, giving a Deputy Minister position to the Freedom Front’s Pieter Mulder, committing to consultation on everything, supporting the Springboks...the list goes on. Chiroro (n.d.:117) maintains that in a dominant-party system, opposition parties in Southern Africa have to overcome three obstacles in their battle for visibility and effectiveness: institutional and structural barriers to political visibility; the fight for the hearts and minds of the electorate, which is mainly comfortable with the devil it knows; and the battle to maintain a constant flow of resources and membership since most opposition parties are not publicly funded.

Leon (2010:16) maintains that Mugabe’s government commenced with wholesale changes to the Constitution, including removing some legal guarantees to the commercial farmers in the event of a takeover. During the 1990s, Mugabe used various methods to minimise opposition activity and support. He vastly inflated the public service payrolls and parastatals to provide jobs and patronage for his followers. Chigora, Guzura and Mutumburanzou (2010:358) assert that it is recognised that in greater circles, opposition political parties in both developing and developed countries have an impossible task to achieve in ensuring and enhancing democratic processes. Some Facebook comments (2011:1) reiterate, “Moloto will not be the first, and

undoubtedly the last, senior opposition party figure to be offered and take up a diplomatic posting. There was no speculation about the implosion of the Democratic Alliance when senior office-bearers and former leaders took up postings such as Sandra Botha (Czech Republic), Douglas Gibson (Thailand), and Tony Leon (Argentina). As with the aforementioned, Moloto's capacity and continued popularity in Limpopo have unfortunately made him the latest 'victim' of the ANC's policy of cadre deployment as the ruling party continues with its attempts to eliminate any threats to its 'God-given' mandate, including through the redeployment of political opponents".

Duvenhage (2006:294) advises that the institutionalisation of democratic procedures in South Africa and many other Southern African states will depend on the ability to shed the tendency towards one-party domination. In this respect, successfully interpreting opposition politics within democratic procedures is essential. States such as Zambia, Malawi, Zimbabwe, and even Botswana have proven that party domination cannot continue indefinitely. The problem in most Southern African states is that democratic procedures are often tools for replacing one dominant party government with another. Carolin (2010:1) warns that if opposition politics in South Africa continues to be dominated by minor political personalities that represent partisan minority interests, then their advances will be slow and insignificant, posing innumerable threats to democratic constitutionalism. Duvenhage (2004:43) establishes that increasing participation exceeds the capacity of the existing political institutions. The result is a legitimacy crisis which leads to political instability, promoting the process of political erosion and decay in many developing countries.

Napier (n.d 117) maintains that despite the reforms in many countries, opposition parties generally remain weak. There are many reasons for this, including recalcitrant incumbents in government who stop at nothing to obstruct, weaken, harass, and divide opposition parties and deliberately create an uneven playing field. Another reason is the lingering belief that the single "vanguard party" is the best mechanism to bring peace and prosperity to their countries. Opposition political parties are seen as obstacles to achieving these goals. However, the next section will outline cadre deployment as a resource management strategy.

3.5.4 The effectiveness of cadre deployment as a resource management strategy for financial performance

According to Schwella et al. (1996:3), public resource management is aimed at managing resources allocated by politically legitimate means to public institutions most effectively and efficiently. It seeks to attain the policy goals and objectives of constitutional government structures, and the most important public resources are human, financial, information and natural resources. However, the effective, efficient, and productive management of public resources is subject to political, economic, and social imperatives. Du Toit (1995:41) demonstrates that control of the state yields symbolic and tangible rewards. The symbolic reward lies in affirming the group worth of the incumbents of state power relative to all other subordinates within the state.

Grobler, Warnich, Carrell, Elbert, and Hatfield (2006:6) outline that change in a fast-paced global economy is the norm. Environmental, social, and technological change, the increased internationalisation of business and the scarcity and cost of Human Resources (HR) can only mean that long-term planning is risky but essential. This process is called strategic management because it involves making decisions defining the organisation's overall mission and objectives, determining the most effective utilisation of its resources, and creating, crafting, and executing the strategy to produce the intended results. Furthermore, business strategy is management's game plan. Without one, management would have no road map or action plan to produce the desired results.

The ANC (1996:2) reiterates that given the nature of the Apartheid system, the notion of the state as an instrument of repression assumed special prominence. This necessitated that they be placed within the state bureaucracy, whose tasks were directly related to executing the repression function, including controlling the population. Duvenhage (2003) asserts that an essential feature of an environment where political structure is dominant is the presence of order and regularity, which implies that political actions are carried out according to rules (procedures). Venter et al. (2006:86) grouped state interventions into four primary categories or collective functions: power, security, protection, and economic and redistribution. These functions are evident in the form of public goods and services provided by the state to

provide a suitable environment where individuals, groups and societies can strive to maintain or improve the quality of their lives.

The ANC (1998:3) maintains that central to the issue of the state's role is the question of public resources and their utilisation. Thus, an essential indicator of control of state power is the capacity or otherwise to set rules for the accumulation and employment of capital. Indeed, the current state is restructuring the budget in line with the objectives of the new ruling bloc; it is restructuring assets in the hands of the state along the same lines; it is setting out the framework within which capital is accumulated and allocated through measures such as Competitions Policy, Labour Legislation, and Procurement Policy. Anstey (2006:17) asserts that structural imbalances occur when there is actual or perceived inequality of control over resources, ownership, and distribution. Structural imbalances over resource distribution could be reflected by flaws associated with adjudicating the tendering system within government institutions.

Leon (2010:20-32) argues that the Black Economic Empowerment policy has also created rent-seeking that corrupts the governing party. In 2007, Kgalema Motlanthe, the then secretary-general of the ANC who was to become the President of South Africa after Mbeki's demise, admitted that "this rot is across the board. Almost every project is conceived because it offers certain people a chance to make money".

Haffajee (in City Press 2010f: 13) reports that the state tender system is one of the few avenues for black people to enter the economy. Therefore, civil servants in business are likely to take the political heat of the battle against graft and entrepreneurship while politicians continue in business. On that assertion, she warns that; "because a party-political badge has become a requirement to getting tender, it squeezes other black business out of the preferential procurement system, which can result in political instability. Hence, the purpose of the tender system is no longer geared towards providing effective state services but towards creating a generation of tenderpreneurs. Ramphela (in City Press 2011c:21) argues that Limpopo is not the only province plagued by procurement irregularities that amount to the looting of public resources. Mpumalanga has several cases of corruption that remain investigated. Kwazulu-Natal has dramas, with pending corruption cases in the health procurement processes. The Eastern Cape is often in the media for such cases, including the

alleged arson of a health supply services storage facility earlier this year. Ramphele warns, "We ought to be concerned about the apparent lack of distinction between right and wrong".

Geldenhuis (1999) outlines corruption as a central characteristic of soft states. It is a deviation by politicians or officials from their formal duties through their illegitimate use of public roles and resources for private advantage. Corruption is a century-old worldwide phenomenon in all political systems, democratic and authoritarian, and industrial and developing states. Sapa (in Sowetan 2011e:6) outlines that provincial departments in Limpopo are in financial anarchy. According to the former Auditor-General, Terence Nombembe's report, "the information indicated that the Limpopo provincial government crisis has deepened and that a lack of capacity, caused by vacancies and the deployment of incompetent ANC cadres, has led to a state of financial anarchy."

3.6 CONCLUSION

This chapter looks into cadre deployment from an international perspective in African and Western countries. The chapter introduced the comparison approach to assess the impact at a global level. The approach was further used to underpin the argument concerning the effect of cadres' appointment in strategic positions within public sector institutions and the implications of such appointments on financial performance. The chapter outlined that cadre deployment is damaging in African countries where the policy is poorly implemented, regulated, monitored, and evaluated to ensure compliance and not create room for self-serving interests. To further provide more details of the impact of this policy, the next chapter assesses cadre deployment on the audit and financial performance of provincial departments from a South African perspective."

CHAPTER FOUR: CADRE DEPLOYMENT AND ITS IMPACT ON THE AUDIT AND FINANCIAL PERFORMANCE:

SOUTH AFRICAN PERSPECTIVE

4.1 INTRODUCTION

Effective and efficient public service delivery depends on competent and skilled public officials. Also, good governance, characterised by clean audits and sound financial performance, depends on appointing competent and qualified personnel. Cadre deployment weakens this vital need since it prefers party loyalty over adherence to good governance and the rule of law. According to Fakir (2007), it was evident that the proper execution of the post-apartheid state's reoriented public service would necessitate public workers who are professional, skilled, and adequately compensated. However, public employees, particularly those in developing countries, must recognise that they are ultimately servants of the people and must be imaginative and quick in responding to fundamental public requests/issues. Nomarwayi et al. (2020) clarified that cadre deployment has a detrimental influence on public institutions' audit and financial performance since those in crucial positions are not competent to hold those positions but are just politically connected. Corruption has grown in South Africa, and cadre deployment has, directly and indirectly, contributed to this. Political appointees are not chosen based on their abilities, experiences, or academic credentials. To address this, there is a need to implement checks and balances in the public sector that would serve as a possible deterrent to possible abuse by politicians.

Moreover, there is a need for legislation that will determine the skills, experiences, and qualifications one needs to hold particular positions in the public sector; however, for such legislation to be effective, it will depend on the amount of political support it can garner. Therefore, to address this in detail, this chapter focused on the procedures that were systematically applied to answer the research questions in this study. To achieve this, the study outlined the relevance of cadre deployment policy, the implications on the finance of provincial departments, and arguments in support of and criticism of cadre deployment policy. This chapter will also outline the impact of cadre

deployment policy on treasury, human settlement, and health departments in the Limpopo province while unpacking the research objectives.

4.2.1 The impact of cadre deployment policy on the audit and financial performance

Since its adoption by the ANC in 1998, it is justifiable to argue that cadre deployment policy has raised reasonable concerns on critical issues such as ethical governance and sound financial performance. A study by Shava and Chamisa (2018) confirmed that cadre deployment exacerbated problems related to poor audit outcomes, poor procurement systems, wasteful expenditure, and the deteriorating state of the provincial government. In 2014–2015, the late and former auditor general financial (Kimi Makwetu) revealed that there had been an irregular expenditure of R25.7bn across the country's national and provincial departments and public entities for the 2014–2015 years (Fin24, 2015). The provincial government sector has been amongst those hardest hit concerning irregular expenditure, with the late auditor-general Kimi Makwetu revealing that irregular expenditure by provincial departments has increased (AGSA, 2015/16). In the auditor general consolidated audit reports for 2015/2016, there was a massive R65.5 billion of “irregular” and “wasteful” expenditure by all spheres of government in South Africa, together with 10 of the 21 state-owned enterprises (Tickle, 2018). 2017, there was a slight decrease from R65.5 billion to R51 billion (AGSA 2016/17). According to the late and former AGSA report, in 2018/19, R4,16 billion of government expenditures were reported as fruitless and wasteful. The AGSA (2018/19) also highlighted that more than 50% of national departments lacked good governance, leadership, oversight, and performance management, often leading to poor planning and expenditure. Consequently, various governance and service delivery challenges have resulted from cadre deployment policies that negatively affect municipalities and provincial government departments' audit and financial performance (Pretorius, 2017).

These challenges include a lack of transparency and accountability, financial mismanagement, corruption, fraud, and generally poor performance (Shava & Chamisa, 2018). This means that under the auspices of cadre deployment, where more qualified officials are often overlooked, the ANC's party loyalists tend to get the nod, impeding service delivery in South Africa. To date, consequence management

systems within the government need to be more adequate. This has been evident by reports where government tender procurement systems would be manipulated to serve those near ministers or officials from the ruling party. Regrettably, government officials have been exempted from any lifestyle audit for the longest time. Unfortunately, state-owned entities and other government departments are also affected and face financial difficulties.

Public-owned entities such as South African Airways and LMT Products (a subsidiary of Denel) are under business rescue, while South African Express is under provisional liquidation (Auditor General of South Africa, 2021). Former Auditor-General Kimi Makwetu mentioned that the government had misused monies for community development programs out of neglect, inefficiencies, or poor decision-making (Khawula, 2016). The call for separating party politics from governance is currently identified as crucial for improving service delivery in the country (Nickolas, 2019). The central argument in this study is on the impact of cadre deployment and assessing if it contributes to the hindrance of effective governance, sound financial performance, and clean audit outcomes. The domino effect has been under development; the essential services for the people are inaccessible, and Limpopo provincial departments need better financial performance and audit outcomes (Shava & Chamisa, 2018).

Public services in South Africa, particularly government departments, are evaluated and assessed based on how they use the limited resources to achieve their mandate. Irregular, fruitless, and wasteful expenditures, fraud, and corruption lead to a department that fails to get a clean audit (Tshishonga, 2014). De Haas (2016) indicated that the implementation of cadre deployment can influence the financial performance and auditing process of departments negatively and positively. Tshishonga (2014) stated that despite growing concerns about limited resources in the public service, departments still need better audit outcomes and financial performance. According to Alexander (2018), this has led to inefficiency, ineffectiveness, and poor service delivery in provincial departments. According to Masuku and Jili (2019), various departments' effectiveness and improved service delivery to the South African public have become central to the government agenda as citizens' potential determinants of sound democracy and efficient and cost-effective administration from provincial departments.

The South African government has responded to the call for good governance and performance by institutions dedicated to serving as service delivery agents (Curristine et al., 2007:20). Much as the call was heeded to ensure that services are brought closer to the people, challenges continue to be a thing of the present and the future as Du Plessis (2017) outlined that the state of local and provincial government has not shown any improvement. The approach by the ruling party to adopt the reconstruction of the economy and move to a total inclusive economic approach driven by cadre deployment policy as the mechanism to ensure total inclusive governance where blacks are in positions of power irrespective of such cadres owning the necessary skills, knowledge, expertise, and experience has led to the collapse and poor performance in provincial departments.

The ANC government embarked on economic transformation in national, provincial, and local government post-1994 elections (Pretorius, 2017). The progression of institutions at the provincial and national echelons was a massive task that needed to be completed quickly to have a tangible effect on the democratisation of South African society (Etheridge, 2013; Twala, 2014). Sebake and Sebola (2014) argue that much as the approach to total economic inclusion was the top order on the pillars of ANC post-1994 elections, the transformation led to various issues, such as financial misconduct and challenges currently facing South African public service due to the introduction of cadre deployment policy.

The ANC believed that the mitigation through cadre deployment might protect the new government from minority party destabilisation (Hartley, 2011). Magomane (2012) stated that the most effective way to counter this vulnerability was to configure loyal party members who could be politically trusted. Nevertheless, the behaviour of some State Department employees jeopardised the legitimacy of the ANC's cadre deployment policy (Twala, 2014). This remains an issue of significant concern, which has led to the question of the impact of cadre deployment policy and its role within provincial departments. This is mainly because the Limpopo provincial government continues to deteriorate (Jankielsohn & Mollentze, 2021). The performance of such departments is also dropping drastically (Pretorius, 2017). Therefore, this indicates that the appointment of cadres in South African public service is a more significant threat to sound governance, effectiveness, and exceptional performance regarding the realisation of goals and objectives (Tshishonga, 2014).

4.2.2 The role of cadre deployment policy on the appointment of staff

According to Cheeseman (2019) and Dlamini (2017), cadre deployment is the placement of a cadre to a post within a government organisation to circumvent the bureaucracy and put the organisation under the party's control. Pattillo (2012) defines cadre deployment as the placement of committed members of the ruling party in critical positions to strengthen the party's power and influence. Mkhongi (2013) argued that the ANC uses the phrase cadre policy or deployment with the notion that the power of any revolutionary organisation is determined not only by its numbers but also by the quality of its cadres.

Shava and Chamisa (2018) argued that cadre deployment pushed for appointing ANC party loyalists to high-ranking positions in the public sector. This political favouritism, carried out through state positions, resulted in poor performance in government institutions and the country. The politics-administration dichotomy theory argues that for effective and efficient public service, administrative decisions need to be free of political interference, and such decisions need to reflect the needs of society rather than those of political parties. While political parties may voice their opinions regarding governance issues, their opinions should not automatically lead to administrative decisions being taken to support their views. However, it is difficult, if possible, to separate politics from administration as they complement each other. However, there is a need to ensure the presence of checks and balances in the public sector to ensure that politics does not compromise administrative decisions to benefit a few (Khambule, 2018).

Jankielsohn and Mollentze (2021) stated that the cadre approach has made it easier to put party and frequently factional supporters in positions of power. This can contribute to state resources being used to benefit the party at the expense of service delivery. Du Toit and de Jager (2014) outlined that the ANC's cadre deployment plan has created a vast patronage and political network in which ANC members are granted essential positions in the public sector, blurring the distinctions between the state, the government, and the party. Ministers, rather than director-general (public employees), appoint departmental executives, bolstering political and executive control of the public sector. Accessibility to the government and its resources is limited to providing positions and power (self-regarding) in exchange for political allegiance under such a

patronage system, which is generated through cadre deployment and a belief in controlling all centres of power. Sebake and Sebola (2014) pointed out that in South Africa, cadre deployment leads to inadequate performance, nepotism, and wrong service delivery. Magomane (2012) stated that cadre deployment is an ANC strategy that cannot be disregarded; however, its implementation has drawn criticism from multiple facades. The ANC and its alliance partners have long advocated for safe and trusted party hands to be put on all of society's levers of power.

In Africa and Europe, cadre deployment policy remains a key policy towards building mutualism and appointing the most loyal, qualified, and experienced party loyalists to positions of power to deliver services. Political parties such as the ANC, Economic Freedom Fighters and Democratic Alliance argue that successful implementation of this policy often yields good governance and performance within public service. Jison (2018) argues that much as the policy is perceived as good, political parties have room for abuse and wrongful implementation to serve personal interests. The relationship between the nature in which the policy is implemented and the performance of government departments is often complex to establish and unpack. This is also the case in Limpopo provincial departments.

South Africa's public services, which are but not limited to provincial departments, are dealing with poor performance and productivity. The result is often linked to the culture and nature of the implementation of cadre deployment policy (Isaacs, 2016). Franks (2014) and Maimane (2017) criticise this policy by stating that the "ANC's strategy methodically puts dependability before legitimacy and even ability and is in this way a genuine impediment to a proficient open administration" (Centre for Development and Enterprise (CDE) 2009; 8). It is widely assumed within and between modern South Africans that those with powerful influence hold executive positions in government departments, notwithstanding their inadequate knowledge and acumen to effectively control their public offices (CDE, 2009;24). Tshishonga (2014) argues that cadre deployment often experiences challenges and is abused in developing countries.

Developing countries mostly use political deployment, particularly social-political parties (Tshishonga, 2014). The approach's core rationale is loyalty and relationship (Twala, 2014; Kok, 2017). The theoretical framework of this phenomenon is often politically influenced and reflected in the notion of service delivery (Twala, 2014). As

mentioned by Mamogale (2017), beneficiaries perform a subsidiary function in which legal consumers financially support selected goods to elected people to get votes and support based on politics (Tshishonga, 2014).

Zulu, Yalezo, and Mutambara (2022) criticised and expressed the ineffectiveness of the framework regarding political deployment strategy and a strong message of dissatisfaction in the KwaZulu-Natal provincial government and other government institutions. This is because the policy and strategy are said to only favour cadres sent based on political factionalism and alliance to certain ideological groups rather than based on qualification credentials. In most cases, people get deployed just because they belong to a faction and are friends with people who have cost the other faction, particularly in Limpopo, Kwazulu-Natal provinces and across South Africa.

Khambule (2018) argues that public institutions' performance has declined since the ruling party came into government after the 1994 elections. The author said this has been attributed to the awarding of jobs on policy considerations. When deployees of the party take up positions in government without any proper qualifications and experience being required (Khambule, 2018). Khambule had viewed cadre deployment as a challenge for the Limpopo provincial government to achieve its effectiveness in the provincial government. Isaac (2018) viewed cadre deployment as a challenge for the provincial government to achieve its efficacy and appoint cadres with the requisite skills due to poor policy implementation by high-ranking officials.

Shava and Chamisa (2018) also concur with the study finding by Zulu, Yalezo, and Mutambara (2022), when the authors said that it has become a normality that high government positions are only bestowed to people who are politically connected, notwithstanding these people having no relevant experience to their position and to manage their position with effectiveness and efficiency. Lee (2016) supported the idea that some people within the ANC have utilised cadre deployment to appoint scarce skills to the wrong portfolios and use the policy as the route for upward mobility. Government officials and their party loyalists have caught the utilisation of this strategy. According to Rasak (2017), they have used this policy to benefit party loyalists and forget about most citizens with the relevant skills and qualifications. The criticism of cadre deployment is rectified when no academic credentials and experience are needed when the cadres are deployed to the national and provincial

government. This tendency has resulted in poor auditing and financial performance in government departments, and corruption is reported in these departments (Lee, 2016). Many people have been deployed to government institutions, especially the finance departments in provincial governments across South Africa, needing finance management certificates and experience. Still, these institutions have financial directors or managers (Dlamini, 2017).

Most departments within the Limpopo province cannot produce essential services and are not financially viable due to directors of financial institutions not possessing financial management certificates (Rasak, 2017). Capacity building and competence appointments are critical for provincial departments to strive for effective and efficient service delivery. Extensive and permanent investment in relevant appointments, education, and training, coupled with excellent collaboration between all relevant role players, is thus the key to success in the provincial government sphere. It is critical to look creatively at the recruitment and appointment of cadres as well as strengthening institutional capacity through skills acquisition and development (Cheeseman, 2019). By robust approach and relevant application, cadre deployment can attract the best technical, managerial, and financial thinking to provincial departments to bring about a remarkable turnaround in service delivery and policy execution. Isaac (2018) argues that the policy focuses on building solid provincial administrative systems and processes. This includes ensuring that administrative posts are filled with competent and dedicated people whose performance is closely monitored. Cadre deployment needs to respect capacity building, allowing appointed provincial officials to meet the challenges of provincial governance through their knowledge, skills, and expertise.

4.2.3 The effectiveness of cadre deployment policy in addressing audit outcomes and financial performance.

According to Reddy (2016), fiscal responsibility and poor political leadership are incompatible. The financial health of provincial departments will remain grim as long as "cadre deployment" is used and provincial departments are obliged to practice financial restraint. Cadre deployment does not promote efficient use of public resources due to the poor leadership, wrong implementation, and lack of strategic focus that cadre deployment creates. Individuals are encouraged to take strategic

positions simply because they are loyalists of the ruling party, and these individuals do not practice fiscal responsibility. This dramatically influences South Africa's ability to supply long-term public services. For Sebake and Sebola (2014), cadre deployment has resulted in inadequate performance, mismanagement, and poor service delivery in the South African public sector. According to Maqoko and Asmah-Andoh (2019), malpractice in hiring public officials has paved the way for nepotism favouritism, contributing to poor audit outcomes and inadequate service standards. Senior posts were commonly given with decreased qualifications to accommodate unworthy individuals who were politically identified, hence promoting nepotism in the workplace. The wrong implementation of this policy by various political parties has led to poor performance of government departments and municipalities (Auditor-General of South Africa, 2021).

Performance management fulfils various vital tasks in the public sector to safeguard sound governance and administration of state services, including pledges of system performance, transformation, and aptitude. This can be done on various levels, from individual to meritocratic. To enhance its effectiveness, more excellent performance control mechanisms must be used in conjunction with theories of self-survey frameworks and performance maintenance prerequisites. According to Ndevu and Muller (2017), performance measurement is critical for providing better services. The anticipation of performance management to guarantee that targets are accomplished stems from the founding concept that leadership and management should rely on their ability to integrate various individuals within organisations and inflame them to collaborate to realise goals and achieve common targets (Balogun, 2003). Breakfast, Bradshaw, and Nomarwayi (2019) illustrated that corruption scandals and mismanagement of funds in Limpopo provincial departments are rising. The study aims to assess the impact of cadre deployment policy on the increasing cases of poor performance and lack of effectiveness as well as efficiency in such departments.

Effective and efficient public services are dependent on competent and skilled public officials. There is a need to check whether cadre deployment weakens this vital need since it is perceived as one that prioritises party loyalty over adherence to good governance and the rule of law. According to Pretorius (2017), it is evident that the proper execution of the post-apartheid state's reoriented public service would necessitate public workers who are professional, skilled, and adequately

compensated. However, public employees, particularly those in developing countries, must recognise that they are ultimately servants of the people, and they must be imaginative and quick in responding to fundamental public requests/issues. Nomarwayi et al. (2020) clarified that cadre deployment has a detrimental and positive influence on provincial departments' financial performance and audit outcomes since those in crucial positions are often incompetent to hold those positions but are just politically connected.

According to Khambule (2018), corruption has grown in South Africa, and cadre deployment has been identified as playing a role directly and indirectly in this. Cadre deployment requires political appointees to be chosen based on their abilities, experiences, or academic credentials. To address this, provincial departments are focusing on implementing checks and balances in the public sector that would serve as a deterrent to possible political abuse. Moreover, cadre deployment has been adopted in political parties. The challenge is that the policy has no legislation grounds that have been identified that will determine the skills, experiences, and qualifications one needs to hold particular positions in the public sector; however, for such legislation to take effect, it will depend on the amount of political support it can garner. Cadre deployment imposes a strain on government resources by necessitating the creation of new vacancies to satisfy service delivery. In the process, political parties abuse the policy. The mandate of the provincial government to achieve good governance free from irregular, fruitless, and wasteful expenditure remains a crucial issue towards a total turnaround as the Limpopo provincial treasury achieved a clean audit for the financial year 2021/22. This implies that cadre deployment is at a particular point in achieving the standards set by political parties such as the ANC in the Limpopo provincial government, where the policy, directly and indirectly, influences the financial performance and audit outcomes of departments.

Dlamini (2017) expounds that the ANC's cadre deployment strategy, which supports the idea that people should be hired based on their devotion and lengthy service to the organisation, has gained much negative attention. The argument is that the policy influences poor audit outcomes and underperformance in financial management since it employs inept and unqualified workers who must execute their jobs. According to Soreide and Rose-Ackerman (2017), communities in South Africa are unsatisfied with provincial government services due to the appointment of untrained, unqualified, and

inexperienced cadres to managerial and strategic posts, which has harmed provincial departments. The deployment of cadres in provincial government has been associated with and labelled as a process that fosters corruption and maladministration, which have harmed the image of the provincial government, as seen by the numerous service delivery demonstrations in South African communities.

Rust (2017) indicates that citizens have been upset by the poor service delivery and corrupt practices that have grown endemic in some provincial departments, which has increased the frequency of violent service delivery demonstrations around the country in recent years. According to Pithouse (2009), poor service delivery, corruption, favouritism, mismanagement, and low productivity have been blamed for violent service delivery demonstrations at the provincial level. Hoffman (2016) illustrated that poor service delivery and a lack of responsibility for politicians and provincial authorities at the provincial level exacerbate demonstrations and violent protests. According to Bolivar and Galera (2016), corruption, bad financial management, and cadre deployment, particularly among those associated with the ruling party (the ANC), aggravate the poor's suffering or the absence of service delivery in disadvantaged communities. Hunter (2015) notes that South Africa now holds many commissions on corruption and poor governance in response to the government's failure to provide essential services to the people. Chapter 9 institutions such as the Auditor-General of South Africa are raising concerns on the rising issue of irregular, fruitless and wasteful expenditure, which results in poor audit outcomes by the provincial departments as well as how the officials in such institutions are managing finances in delivering constitutional mandate (Hungwe, 2017).

Chamisa and Chava (2018) argue that cadre deployment reduces the effectiveness of the public sector as those deployed tend to focus on the party's mandate rather than ensuring effective governance and good performance. Hoffman (2013) asserted that if the haphazard way cadre deployment is implemented needs to be more closely scrutinised and monitored, it can affect the financial performance and the efforts of public officials to achieve clean audits within the public sector. A study by Chamisa and Chava (2018) reinforces the notion that cadre deployment affects the audit outcomes, governance, financial performance, and the credibility of public sector institutions directly and indirectly (Schoburgh & Ryan, 2017; Viljoen, 2017).

4.3 CONCLUSION

The chapter addressed empirical literature, and the researcher used the objectives to outline the policy's challenges and successes across the selected departments in Limpopo province. To further relate the study, the chapter addressed the relevance of cadre deployment and the policy's criticism. The chapter indicated that cadre deployment has received criticism from administrators while political parties such as the ANC continue to defend the implementation of the policy in government institutions. The implementation of cadre deployment has done more harm than good as it continues to cripple the state. The next chapter of the study focuses on the research design and methodology used to collect data from the three selected departments. The research design and methodology in the following chapter outline assisted the researcher in collecting and analysing data on the impact of cadre deployment in the Limpopo Treasury Department, COGHSTA and the Health Department.

CHAPTER FIVE: RESEARCH DESIGN AND METHODOLOGY

5.1 INTRODUCTION

The purpose of this section of the research was to present the research design and methods used to conduct this study. The discussion includes, amongst others, research design, study area, population sampling, data collection and analysis. To outline this, the study argued that in any scientific study, researchers rely on information and evidence collected through research instruments outlined in the

methodology to resolve a particular issue. The study employed the field of governance as an issue critical for research. Governance is extensive and has a bearing on various fields of administration (business, public and private sectors). These disciplines and sectors are concerned with the efficient and effective provision of public services. In the area of business administration, field researchers and public officials need to know the number of people to be provided for, where they are located, and the means to be used to deliver services to allow sound administrative decisions to be made (de Coning & Aoi & Karlsrud 2017).

This study followed the same convention of using research methods to gather relevant data and information to determine the subject and to draw specific conclusions. This chapter, therefore, discussed the methods for obtaining data to complete the research project successfully. Moreover, the study's topical essence determines the approach used (William, 2017; & Dlamini, 2010). William (2017) argues that the amount of philosophical information is not crucial. However, it is essential to reflect on the philosophical choices and defences that the researcher might have made concerning alternative decisions (Babbie, 2010). Therefore, the unique qualities of the subject or objects of the study (Blumberg et al., 2011, p. 36) determine the methodological approach and design.

5.2 RESEARCH DESIGN

Academic research involves choosing and using an appropriate research design to ensure the study is conducted and completed successfully. Within the context of this study, a research design refers to a methodical approach and the methods used by the researcher to collect data to consider perspectives on the issue under investigation (William, 2017). A research design, according to Kumar (2014:122), is a comprehensive plan that elucidates how different methods and procedures should be implemented as accurately, objectively, validly, and economically as possible during a research process to find answers to the research questions. A research design is intended to explain the approach used to test the thesis' problem statement (Babbie, 2011). This is essential because it provides the basis for the research techniques to be used in the study.

The research design, therefore, provides a framework for the choice of the research methods to be followed and used in this research. There are fundamental differences between qualitative and quantitative research methods. De Vos and Strydom (2011:15), in their definition of qualitative research, explain that “Qualitative researchers are interested in capturing the individual’s point of view through multiple strategies such as interviewing and observation” In contrast, a quantitative approach enables the researcher to gather data from several sources that are relevant to a wide range of field practitioners. Since the purpose of this study is to examine the impact of cadre deployment on the audit and financial performance of provincial departments at the Limpopo provincial level, the qualitative approach was deemed most appropriate. The purpose of the study should be closely related to the researcher’s epistemological view. De Vos, Strydom, Fouche, and Delport (2011:4) recommend, “Choosing a study design requires understanding the philosophical foundations underlying the type of research”. Where reality is considered observable and measurable, qualitative research generally follows a positivist paradigm. As such, this study has adopted the positivism paradigm and inductive reasoning. To achieve this, the study has outlined the research design strategy aimed at achieving the objectives.

Research design is the strategy to meet the study's objectives and answer the research questions that emanate from the objectives. The research design has set out how research will be conducted. This study adopted qualitative research methods and the philosophy of Interpretivism, where induction as an approach to theory development has also been adopted. A multimethod qualitative research design was used in this study as the selected methodological choice. The study also employed case studies to underpin the argument and notion of the strategy. For this reason, the study used a cross-sectional approach to the time horizon.

5.2.1 Qualitative Research Method

Qualitative analysis in research is used to understand words, ideas, and experiences. Qualitative research is expressed in words. It is used to understand concepts, thoughts, or experiences. This type of research enables the researcher to gather in-depth insights on poorly understood topics. Standard qualitative methods include interviews with open-ended questions, observations described in words, and literature

reviews that explore concepts and theories. Qualitative research is also at risk for certain research biases, including the Hawthorne effect, observer bias, recall bias, and social desirability bias. To avoid the above research biases, this study employed a semi-structured interview guide as a research collection tool under qualitative research design. The researcher administered research interview guides to the sample population through emails.

5.3 INTERPRETIVISM PARADIGM

Interpretivism, also known as interpretivist, involves researchers interpreting elements of the study; thus, Interpretivism integrates human interest into a study. Accordingly, “interpretive researchers assume that access to reality (given or socially constructed) is only through social constructions such as language, consciousness, shared meanings, and instruments”. The development of interpretivist philosophy is based on the critique of social sciences. Accordingly, this philosophy emphasises qualitative analysis over quantitative analysis.

Myers (2008) outlined that Interpretivism is “associated with the philosophical position of idealism and is used to group diverse approaches, including social constructivism, phenomenology and hermeneutics; approaches that reject the objectivist view that meaning resides within the world independently of consciousness”. According to the interpretivist approach, it is essential for the researcher as a social actor to appreciate differences between people (Collins, 2010). Moreover, interpretivism studies usually focus on meaning and may employ multiple methods to reflect different aspects of the issue.

The researcher in this study adopted Interpretivism because, on the positive side, thanks to the adoption of Interpretivism, qualitative research areas such as cross-cultural differences in organisations, issues of ethics, leadership and analysis of factors impacting leadership on financial management and auditing, were studied in an excellent level of depth. Primary data generated via Interpretivism in this study was associated with a high level of validity because data in this study is deemed trustworthy and honest.

5.4 STUDY AREA

The study focused on the following departments in Limpopo province: the Department of Health, Treasury and COGHSTA. These departments are situated in Limpopo province, between Gauteng province and the borders of Zimbabwe and Botswana. The province has eleven departments and one capital; the largest city is Polokwane. The province consists of two universities, the University of Limpopo and Venda, which have paved the way for more significant developments and economic growth while increasing demand for services. The province is estimated to have a population of 5.7 million who contribute to the Limpopo Gross Domestic Product (Mlambo, 2020).

The LGDP has declined since 2018, from 2.1% in 2017 to 0.6% in 2018. The provincial GDP declined to negative 0.2% in 2019 and 7.2% in 2020 (Mlambo, 2020). The study focused on the Limpopo Provincial Health Department, which is situated at Church Street in Polokwane, Limpopo. The department provides health care services to the public in Limpopo province. At the same time, the cooperative governance, human settlement and traditional affairs department is situated at Hensa Towers Building, 28 Market Street and 20 Rabe Street in Polokwane, Limpopo. The study also focused on the Limpopo provincial treasury at 46 Hans Van Rensburg Street, Polokwane in Limpopo.

5.5 TARGET POPULATION

Bless and Higson-Smith (2004; 79) define a population as the complete set that includes events, people, or things to which research findings are to be applied. This study focused on positions that needs political decisions within the following portfolios in Limpopo treasury department (corporate service, supply chain, information management, security services, enterprise risk management, assets and liabilities management, financial management, internal control and transversal risk management accounting services and financial systems), department of cooperative governance, human settlement, and traditional affairs (human settlement, risk and internal audit, security and investigation, strategic planning, provincial house of traditional leaders) and the department of health department (supply chain management, HIV, AIDS, Sexually Transmitted Infections, and TB (HAST), budget and revenue, strategic planning, infrastructure management, Government Information

Technology Officer (GITO), Human Resource Planning (HRP) and Organisational Development (OD) efficiency and human resource management and development) and sought to assess the impact of cadre deployment policy on the audit outcomes and financial performance in such provincial departments. Therefore, the target population interviewed for this study were 19 participants from the Limpopo Provincial Department of Health, Treasury, and COGHSTA.

5.6 SAMPLING

Sampling refers to selecting a subset of the population of interest in a research study (Thornhill, 2012). In most research endeavours, the participation of an entire population of interest is impossible, so a smaller group is relied upon for data collection. For this reason, this study employed a purposive sampling procedure for participants. This is because purposive sampling in this study has enabled the researcher to squeeze much information out of the collected data. This procedure allowed the researcher to describe in detail the significant impact of the findings on the population. This procedure was relevant because it focused on selecting participants possessing characteristics associated with the research study. The target sample size of this study was nineteen, and it was comprised of employees at the managerial level within Limpopo Treasury, Health and COGHSTA departments.

5.7 DATA COLLECTION TOOLS

Data collection is comprised of several data collection instruments. The study adopted two different instruments, namely interviews and Documentation.

5.7.1 Documentation

Documents and records are valuable sources of data collection for research purposes. The analysis of these sources enables the collection of data without interfering with individuals. It is a time-efficient process since documents are typically organised and readily available. Furthermore, they can offer a historical perspective and a timeline of events, which can help recognise patterns and changes over time (Collins, 2010). This

study used scientific writings, including articles, journal publications, policy frameworks, dissertations, and newspapers.

5.7.2 Semi-structured Interviews

Kothari (2004) describes an interview schedule as the presentation of questions through verbal interaction, and the terms of reply are through oral-verbal responses. Thus, the interview schedule involved a direct personal interaction between the researcher and the participants, who were asked to answer systematic questions that helped to close a research gap or to answer research questions (Bless et al., 2013). The direct interaction with the participants allowed the researcher to gain in-depth knowledge about the participant's perceptions of the study. This is because an interview schedule is a qualitative data collection instrument. A critical feature of the interview is that the researcher may intercede to request clarification in cases where there is a lack of understanding and clarity, thus ensuring that the context is understood and the meaning is kept. However, while the interviewer's presence can enhance the comprehensiveness and objectivity of the answers, it may limit the participants' ability to express their true feelings. A structured interview was administered to the targeted population. Semi-structured interview guides were administered through emails to participants. The researcher further went to make follow-up on the questions through face-to-face interviews to supplement the responses. A total number of nineteen participants were interviewed for the study.

5.8 DATA ANALYSIS

According to Fraenkel & Wallen (2009; 26), data analysis in a qualitative study entails analysing and contextualising the relevant data obtained from various sources into a coherent description of what the researcher has observed or otherwise encountered. According to McMillan (2012; 297), data analysis aims to find trends, concepts, descriptions, and conceptions. Data analysis entails analysing and interpreting the collected and acquired data. In this study, the researcher used thematic analysis to analyse data using the Microsoft Word tool through qualitative coding. The researcher

employed a descriptive analysis approach to analyse the collected data further. Microsoft Excel was employed to draw pie charts to present biographical information.

5.9 TRUSTWORTHINESS IN A QUALITATIVE APPROACH

Qualitative research is a methodological approach that explores the intricate details of human behavior, attitudes, and experiences. Qualitative research diverges from quantitative research by exploring the nuances, context, and underlying significance of observed occurrences rather than relying on numerical data. Qualitative research always prioritises rigor and truth. Ensuring trustworthiness is crucial in establishing the credibility and reliability of qualitative findings, given their subjective nature. The concept of trustworthiness in qualitative research comprises various essential elements, such as credibility, transferability, dependability, and confirmability. For this study, the researcher followed the components of trustworthiness which include, dependability, transferability, credibility, and confirmability.

5.9.1 Transferability

Transferability pertains to the degree to which the research findings can be extrapolated to alternative contexts or situations. Qualitative researchers aim to offer comprehensive and intricate depictions of the study's environment, participants, and procedures to enhance the potential for transferability (Noble & Smith, 2015). This study employed this component to provide detailed and comprehensive explanations, allowing readers to evaluate how applicable the findings are to similar situations, thus improving the study's transferability.

5.9.2 Dependability

Dependability pertains to the enduring and unwavering nature of the research findings across time. In order to assure reliability, the researcher rigorously documented their approaches, techniques for data gathering, and procedures for analysis. Creating and preserving an audit trail, which consists of a comprehensive log documenting the decisions made throughout the research process, allows other researchers to

reproduce the study, therefore guaranteeing the dependability of the results (Patten & Newhart, 2017).

5.9.3 Confirmability

Confirmability pertains to the impartiality and objectivity of the findings, guaranteeing that they remain unaffected by any biases or preferences of the researchers. The researcher in this study used different approaches to improve the confirmability of the findings, including peer debriefing, member checking, and reflexive journaling. Peer debriefing entails soliciting input from colleagues or experts to authenticate interpretations and mitigate researcher bias (Patten & Newhart, 2017). Member checking, a process in which participants thoroughly examine and validate the accuracy of the findings, enhances the level of confirmability. In addition, reflexive journaling enables researchers to record their thoughts, biases, and reflections, promoting transparency and reducing subjectivity (Walliman, 2017). This study demonstrated the meticulous guarantee of trustworthiness by employing essential measures. Extended interaction fostered a strong connection with participants, resulting in a subtle and profound understanding. Reflexivity helped to reduce biases, ensuring objectivity was maintained throughout. The credibility was strengthened by triangulating data from other sources. The importance of transparent contextual descriptions and sampling procedures was highlighted to enhance transferability. The methodological documentation and audit trails ensured the dependability of the data (Daniel & Cross, 2018). Finally, the correctness and objectivity were confirmed through peer debriefing, member verification, and reflexive journaling. These measures together strengthened the trustworthiness of the research, ensuring robust qualitative rigor.

5.10 ETHICAL CONSIDERATION

Permission to conduct the study.

Brynard, Hanekon, and Brynard (2014) declare that research ethics encompass daily duty requirements, protecting subjects' dignity, and publishing information in the

research. As a result, this study's ethical consideration attempts to acknowledge and defend the rights of all individuals serving as sources for this study.

The researcher in this study was granted ethical clearance to conduct the study from the University of Limpopo's Ethics Committee (TREC). The same procedure was followed to seek permission from the Limpopo health department, Treasury department and cooperative governance, human settlement, and traditional affairs to assure participants in the study that the researcher will subject data to confidentiality and their names will not be in any document. The researcher has considered, among others, volunteering, confidentiality of information, avoidance of harm, and anonymity, some of the ethics to be adhered to.

Voluntary Participation

In this study, no one was forced to participate at any cost if they did not feel like it; the participants were allowed to decide whether to continue or withdraw from participating at any time with no restrictions.

Confidentiality/Right to privacy

Confidentiality is critical, and everyone should be informed of the level of confidentiality of their information before they begin participating in the study. Some materials are so sensitive that some people may lose their employment. Confidentiality should be prioritised in every study. As a result, in this study, issues of information confidentiality were adhered to, and such information was used solely for academic purposes.

Anonymity

Respondents in this study were assured that their names would not be divulged for any purpose or interest, ensuring their safety while participating and freely responding to the researcher's questions.

Avoidance of harm

A researcher must safeguard the physical, emotional, and psychological well-being of those participating in the study and state that the researcher has ensured that no psychological, bodily, or emotional harm occurs during the interview. The participants were assured that participating in this study would not hurt them. Before the completion of interviews, the risk of harm was assessed. Participants' names were not

mentioned in this study to avoid the possibility of victimisation. They were informed they could withdraw from the study if they felt unsafe.

Informed Consent

In research, it is paramount to have people or respondents who will assist in providing information relevant to the study to ensure accuracy based on facts. Individuals purposively chosen to engage in a research project should be told of its aim and given the option to join or not. Individuals should also be notified that if they agree to participate in the study, they have the right to withdraw if they believe the study or the researcher has violated or exploited them in any way. Participants in the study were informed that they had a choice about whether to participate.

Respect

To preserve trust with participants when conducting human research, the researcher must ensure that the dignity of people is well thought out. Respect is an important aspect when conducting human research. Pieper and Thomson (2014) confirm that issues to consider in human research include valid consent from participants, the protection of participants, and the impact the research will have on cultures and communities. They further indicate that researchers must strive to defend the participants' self-sufficiency. The researcher treated the participants with the utmost respect. The participants were informed that they should not feel forced to participate if they felt uncomfortable. In addition, the researcher also alerted them that they are allowed to discontinue participating in the study if they are uncomfortable; they will not suffer any consequences by doing so and that they are allowed to ask questions regarding the research and they can skip some questions if they feel like answering them.

5.11 CONCLUSION

Chapter five provides an overview of the methods and techniques used to address the research questions formulated for this study. It explains the research methods used to generate and analyse data for the study. The qualitative research approach was adopted. The study used thematic analysis to analyse the data. The researcher adopted purposive sampling for this study. The next chapter outlines the research

findings, analysis, and interpretation of the data collected from the research design and methodology instruments outlined in Chapter 5.

CHAPTER SIX: RESEARCH FINDINGS, ANALYSIS AND INTERPRETATION OF DATA

6.1 INTRODUCTION

This chapter provides an analysis of primary data collected through the interview schedule. The study used the interview schedule, which solicited qualitative data from the departmental officials of the selected three departments in the Limpopo province. The interview schedule was constructed in an unstructured manner to collect comprehensive qualitative data about the impact of cadre deployment policy on the audit outcomes and financial performance of Limpopo provincial departments.

Chapter 6 established various themes to examine the role of cadre deployment policy on the appointment of staff and further examine the effectiveness of cadre deployment policy on audit outcomes and financial performance. The first section of this chapter provides the respondents' biographical information. This section presents the composition of the respondents in terms of their gender, race, marital status, educational level, age, and employment status, which are essential in integrating public participation in financial performance and audit outcomes. The themes examined the practical methods used to ensure the effectiveness of the cadre deployment policy in addressing the audit and financial performance within the three selected provincial departments in Limpopo. It was essential to explore the impact of cadre deployment policy on the audit and financial performance to recommend

efficient approaches to the cadre deployment policy implementation process to the three selected departments.

This chapter presents results on the role of cadre deployment policy on the appointment of staff and the impact on the audit and financial performance of the Department of Treasury, Department of Health, Department of Co-operative Governance, human settlement, and traditional affairs in the Limpopo province. The study results demonstrated that cadre deployment interferes with the merit system of appointment in Limpopo provincial departments, negatively affecting the audit and financial performance in departments such as Coghsta. The study results demonstrated that departments such as Coghsta and treasury face financial underperformance. Therefore, the themes are essential to inform comprehensive debates about the effectiveness of cadre deployment in addressing audit outcomes and financial performance in the three selected provincial departments in Limpopo province.

6.2 PRESENTATION OF FINDINGS

The end of Apartheid in South Africa and the subsequent emergence of the African National Congress (ANC) as the ruling party brought with it four major objectives. First, there was a need to uplift the socio-economic status of the previously disadvantaged groups (Indians, Blacks, and Coloureds) who were sidelined by the apartheid regime. Second, there was a need to reinvent South Africa's global image, which would resemble tolerance, healing, and inclusivity. Third, significant efforts needed to be undertaken to position South Africa as a critical partner for Africa; in essence, South Africa had a role to play in ensuring the collective development of the continent (Miller et al., 2008). Finally, there was a need for incoming leaders to forge internal unity in the country, heal past wounds, and ensure that the country's diversity contributes toward its development. Achieving these objectives would be easier said than done, as there were considerable challenges that the incoming government had to overcome. For example, forging unity was always going to be a challenge, and eliminating racist and xenophobic sentiments was always going to prove difficult due to the socio-economic alienation experienced by Black people under the apartheid regime (Resane, 2021).

Nonetheless, the ANC was determined to consolidate the concept of togetherness so that the term Rainbow Nation, coined by Anglican bishop Desmond Tutu, became a crucial ingredient in the ANC's drive to forge unity (Bouckaert, 1997). The end of apartheid and subsequent rule of the ANC was met with jubilation, and it was hoped that a black-led government would better understand the plight of Black people and would be ideal in the quest to emancipate them from poverty. Positive and negative observations have characterised governance in post-apartheid South Africa. On the positive, the South African government says that 3.2 million homes were built from 1994 to 2018 (BBC News, 2019), and the Department of Education has built 153 primary schools and 128 secondary schools (South African Government, 2014). Since 1994, university enrolment has almost doubled, increasing from 495,356 in 1994 in universities, including Technikons and teacher training colleges – to 938,201 in 2011 in public universities and universities of technology (South African News, 2014). Finally, to address the past economic injustices and reduce poverty, social grants have been seen as an ideal policy, and thus, the number of social grants in South Africa has increased exponentially over the past 23 years: From an estimated 4 million in 1994 to 17,443,994 by October 2017 (Brown & Roman, 2019). However, despite such positives, the ANC's rule has not all been positive; issues of corruption have become the norm and well entrenched in the public sector (Bauer, 2000 & Mantzaris, 2017), the difficulty in diversifying economic development and creating employment, internal politics within the ANC, the lack of concrete policies to address crime, the decay of provincial departments as the one under scrutiny in this study (Mavuso, 2020), the disintegration of the provincial government, and failure to address the unsustainable public sector wage bill are issues which have become an impediment to development post-1994. The ANC's cadre deployment policy (later findings discussed in this study) has been vital, especially in placing loyal individuals in key public sector positions, consolidating power, and controlling critical decisions made in the public sector. However, critics of this policy argue that deployed individuals tend to be more loyal to the party rather than to consider the interest of the public. However, the ANC has argued that the policy is essential in ensuring that deployed individuals perform optimally and under the watchful eye of the party. It has been argued in academia and the political spectrum that the shortcomings demonstrated in the government departments and state-owned enterprises result from the ANC's cadre deployment programme, where incompetent and unqualified individuals are primarily

deployed to strategic positions, if not mainly based on loyalty to the party. Hoffman (2013) argues that the policy creates room for corruption, nepotism, underperformance, lack of accountability, and transparency, and it also reduces the effectiveness and impartiality of the public sector. While ANC has defended the policy, from a public point of view, cadre deployment breeds corruption and the abuse of power. With the above, this study has collected data by interviewing public officials within the three selected Limpopo provincial departments. The presentation of findings will, therefore, follow a format of data collected through interviews.

6.2.1 SECTION A: DATA COLLECTED THROUGH SEMI-STRUCTURED INTERVIEW

The interview guide was divided into five sections - Section A, Section B, Section C, Section D, and Section E. The main aim of employing the interview guide was to gather statistical information from participants. Section A presents the biographical information regarding gender, age groups, the average educational level, and employment status. Section B presents information from participants concerning their perspectives on the impact of cadre deployment on the audit outcomes. Section C presents information from participants concerning their perspectives on the role of cadre deployment in staff appointments. Section D presents information from participants concerning the effectiveness of cadre deployment in addressing audit outcomes of the selected Limpopo provincial departments. At the same time, Section E focuses on the recommendations made by participants.

6.2.1.1 Biographical information

The researcher considers it imperative to include biographical data because it characterises the people who participated in the research. The researcher used the biographical information of the respondents to probe the following biographical factors: gender, age, marital status, ethnic group, academic qualification, and employment status.

6.2.1.1.1 Gender

Gender as a perspective implies that biological and social gender is reflected in research content. In this study, gender was probed to show that diversity, including gender balance and gender perspectives, helps to enhance the scientific quality and social relevance of research.

Results on gender participation in this study are indicated in Figure 2 below.

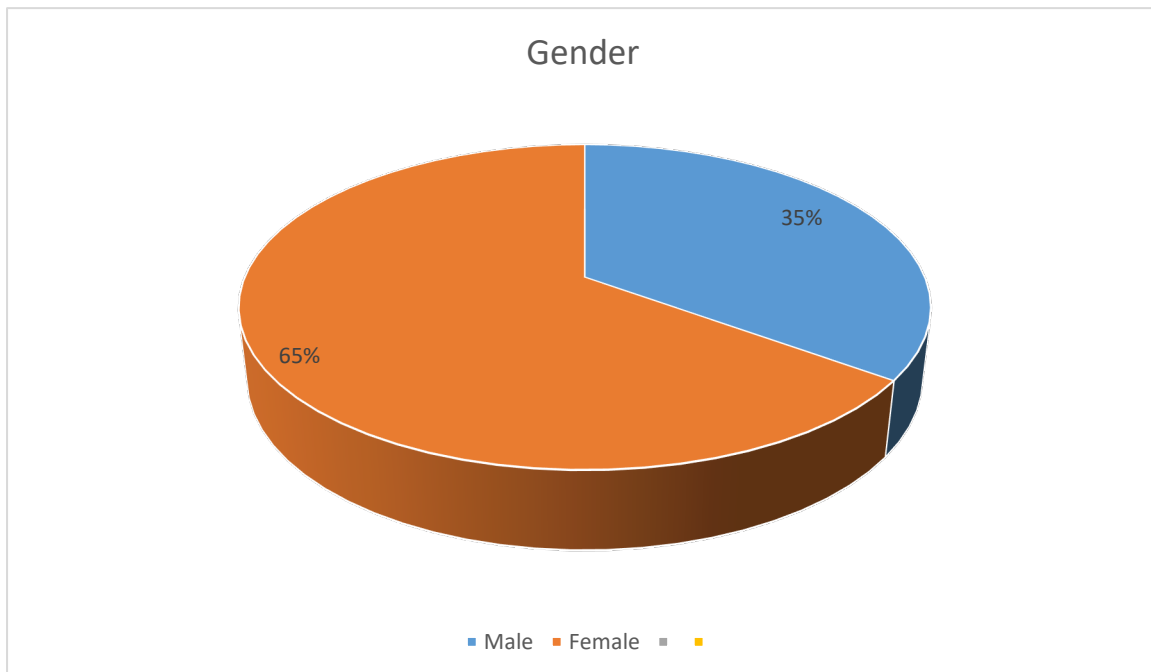


Figure 2: Gender

The number of participants in the study was 19. This gender participation indicates a high percentage of female participation at 65% and low participation of males at 35%. The low percentage of men was because they were not interested in participating by being interviewed. It is essential to include people when conducting research regardless of gender, and this will show that there was no bias involved when the study was conducted. Therefore, the results in the above figure indicated that the researcher was not biased and did not exclude any gender when collecting data.

6.2.1.1.2 Race

The researcher did not exclude anyone from the study, regardless of race, and participants were asked to participate regardless of skin colour. This was done to make all participants feel welcome in the study, and the researcher needed to get the perceptions of all participants targeted in the study.

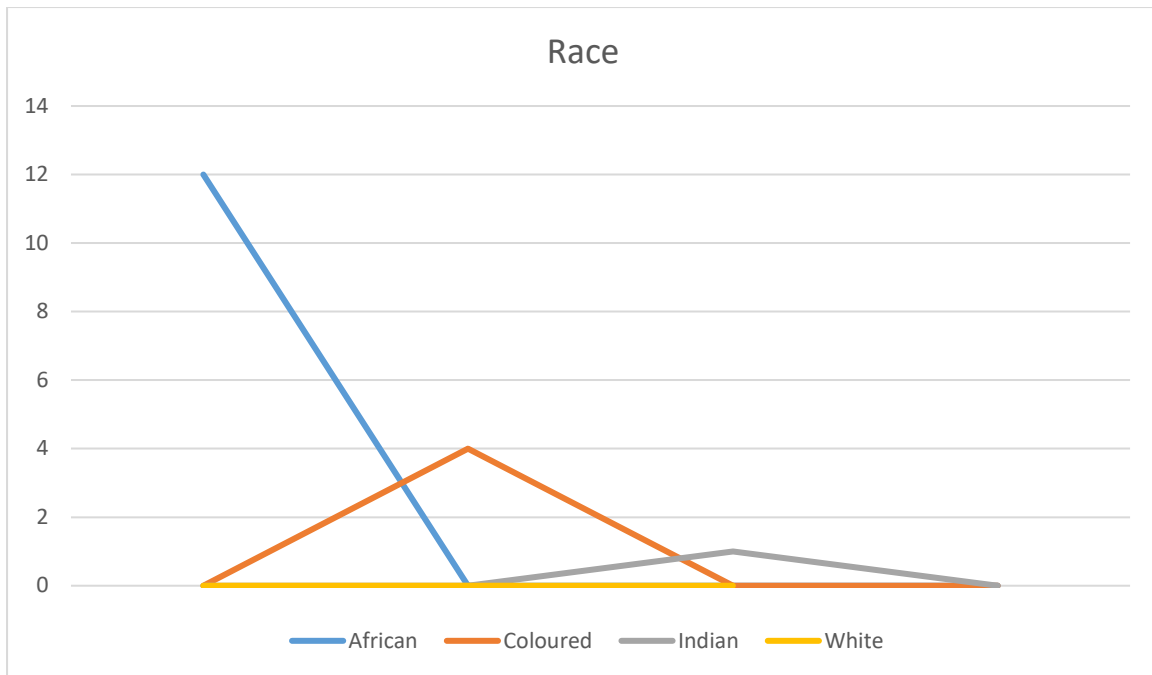


Figure 3: Race

Figure 3 presents data on race status: 63% of participants were African, 21% were coloured, 5% were Indian, and 11% were white. The results indicate that all people of different races were included in the study.

6.2.1.1.3 Marital Status

Marital status in this study was probed to collect data on the number of officials within the three selected Limpopo provincial departments and determine their marital status. The researcher probed this question to understand the participants with whom the researcher will correspond during the data collection process. All participants in this study provided data on their marital status. According to causation theory, marriage has a health-promoting or a health-protective effect, whereas a single or divorced state has adverse health effects on employees.

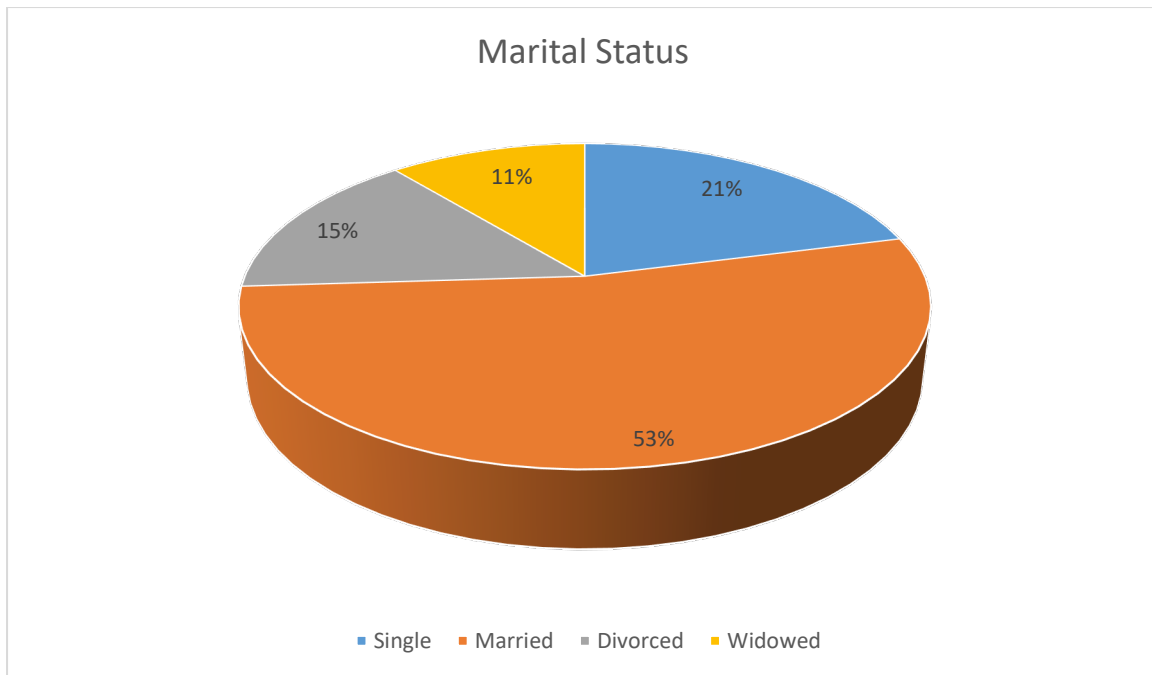


Figure 4: Marital status

Figure 4 presents data on the participants and their current marital status. The results indicate that 15% of the participants are divorced, 21% are single, and 11% are widowed. Additionally, 53% of participants indicated that they are married. The researcher wanted to get the marital status information from participants to ensure that all participants were included regardless of their marriage status.

6.2.1.1.4 Age Group

The researcher surveyed different age groups. The researcher focused on prime working-age participants from 35 years to get different perceptions about the impact of cadre deployment on the audit and financial performance across the three selected Limpopo provincial departments. Choosing people above 35 helps secure insightful information and is often relevant based on their years of experience in the institution. They are involved in the affairs of their departments. In South Africa, 35 is considered prime working age, and citizens are considered fully responsible.

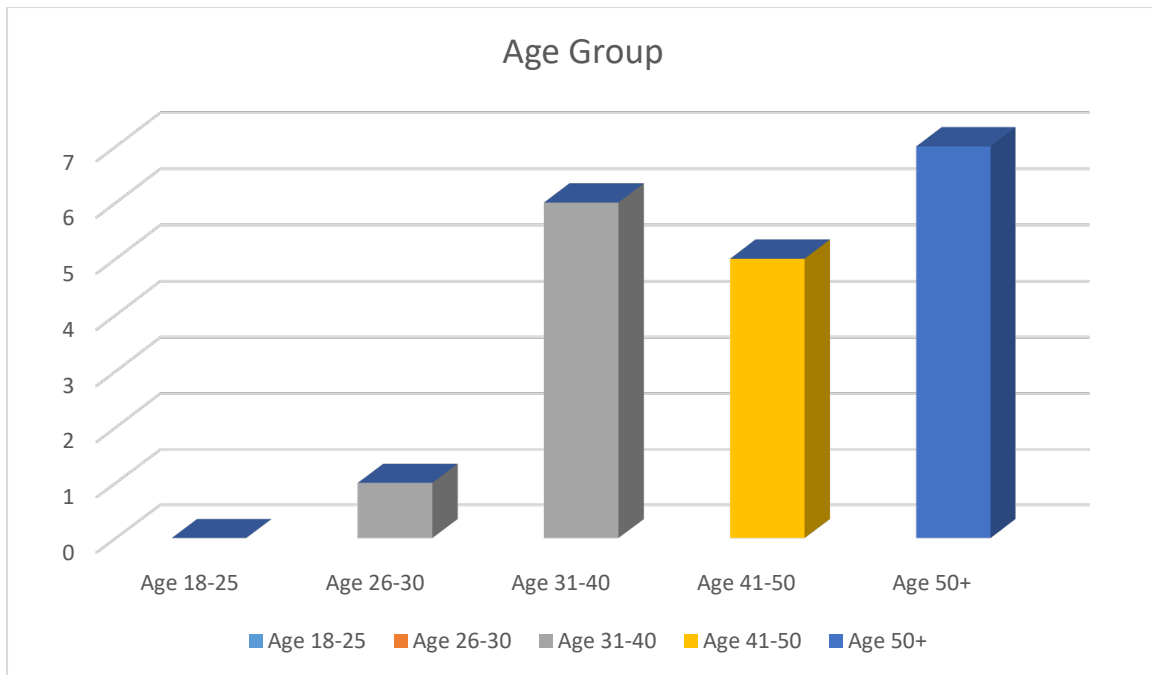


Figure 5: Age

Figure 5 outlines the age groups of participants in the study. With the total number of participants in this study being 19, the results are as follows: 37% of the participants were of the age 50 and above; 26% between the ages of 41 and 50; 32% between the ages of 31 and 40; and 5% between 26 and 30. From the findings, the lowest percentage was between 18 and 25. From the study's conclusions, a higher percentage of participants ranges between 37% and 26%, and a lower percentage ranges between 18-25 and above, with 5% between 26-30.

6.2.1.1.5 Educational Qualifications

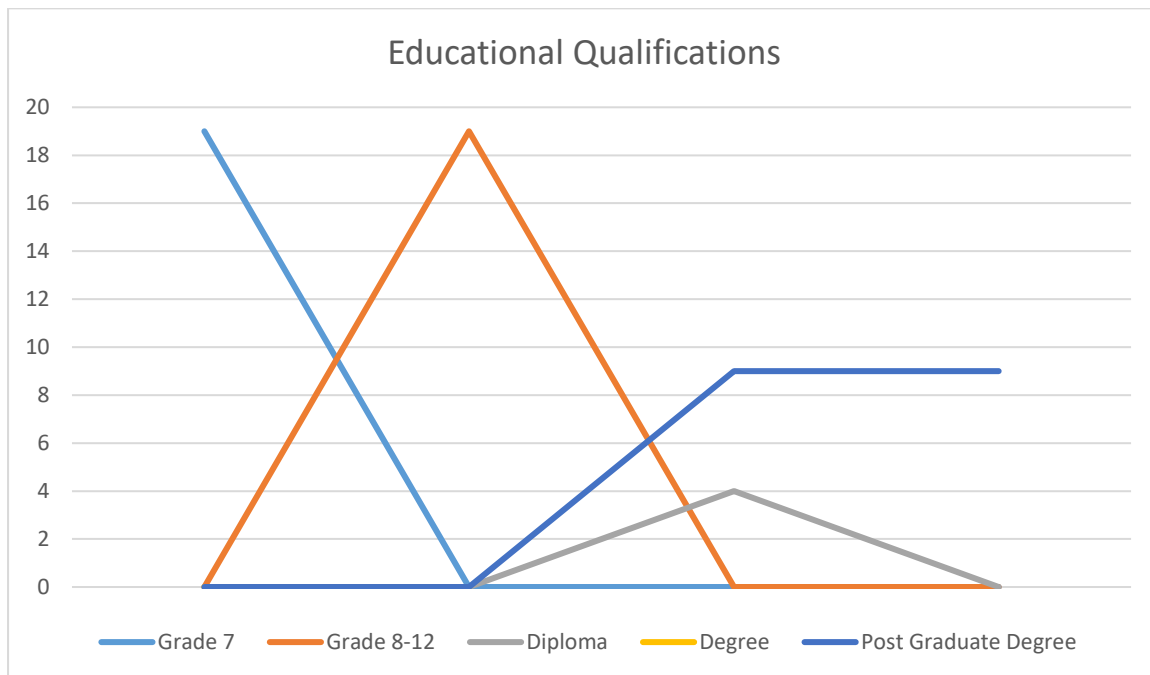


Figure 6: Educational Qualifications

Figure 6 above indicates that minorities are not in the position of privilege in terms of education accumulation because the results indicate that 100% of the participants have grade 7 and matric, 21% of participants have Diplomas, 47% of the participants have degrees, and a higher percentage is 47% who obtained postgraduate degree education. Public officials with tertiary education include those who attended universities, colleges, and Technikons. The result on the educational status of participants is satisfactory.

6.2.1.1.6 Employment status

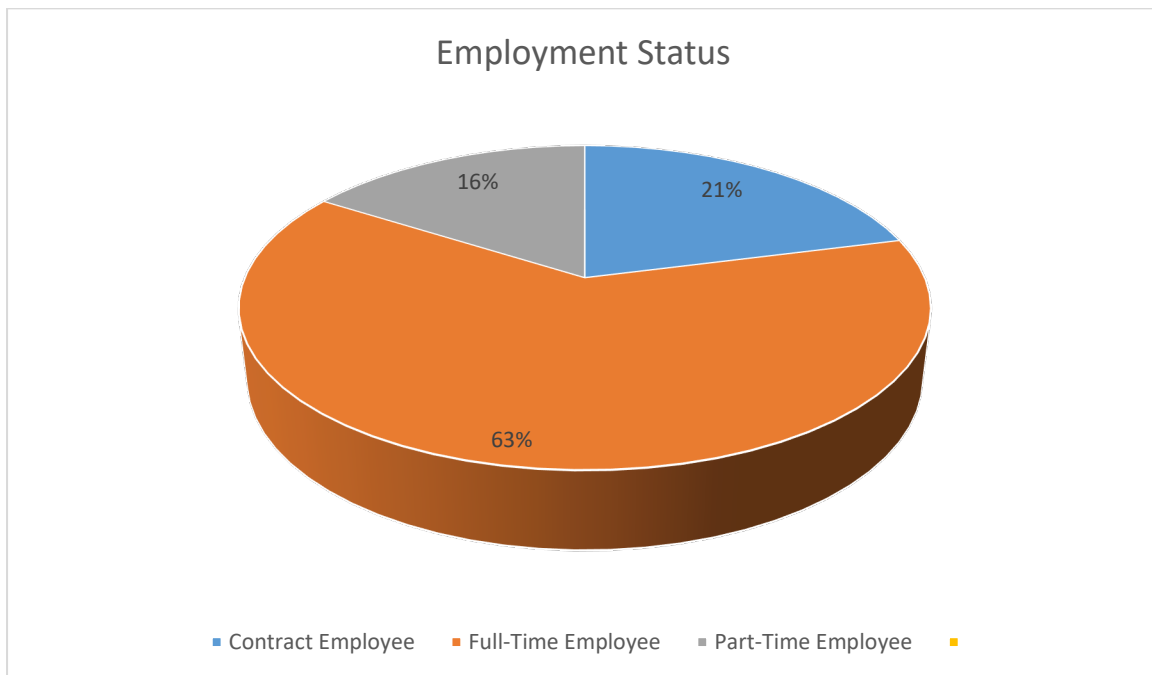


Figure 7: Employment Status

In Figure 7 above, 21% of the participants are contract employees, 16% are part-time employees, and a higher percentage of 63 are full-time employees. The employment status results show that many people are employed full-time.

6.2.1.1 Cadre deployment policy on the merit system of appointment of staff

The impact of cadre deployment policy on staff appointment was necessary to be asked. This assisted the researcher in understanding how cadre deployment policy within the three selected departments affects staff appointment through the merit system. The responses of participants are presented below:

Participants in the selected provincial departments in Limpopo indicated that deploying cadres to strategic positions of provincial departments has affected the government's processes to answer the call for good governance and a merit system. Participants further indicated that the deployment is slowly eroding the merit system, making it difficult for departments to appoint relevant people with the requisite skills, knowledge and expertise to assist in financial management issues and achieve sound governance. The Department of Treasury in Limpopo indicated that financial underperformance problems are piling up with often no measures in place as

politicians continue to fail to contribute towards good governance, which encapsulates merit system appointment to strategic positions which often see institutions able to achieve clean audits due to involvement and engagement as well as contribution of staff. Department of Health further argues that political parties need to be held accountable for these deployments as administrators fail to strike a good working relationship with cadres due to skills and, in rare cases, a mismatch. The following was the response from Participant 7 from the Limpopo Province Department of COGHSTA to the probed question:

“With our recruitment, selection, and placement plan, the targets of relevant and qualified candidates on the managerial level have declined. The department is doing badly, and we are currently at 24% of the set improvement target to skills mismatch, which is far worse than other departments regarding appointing qualified staff through the merit system” (LPDCOGHSTA P19).

“The evidence is there when we look at our reports, the stats that we report on quarterly, bi-annually, or annually, you can see that there is an upward swing and to be frank, if you look at our statistics or the employment recruitment plans or the targets that we have, we almost got 30% for all senior management and middle management filled with staff without relevant skills. When filling positions on a 100% qualifications and skills relevance basis level, we give to the cadres on all the other levels, specifically on Middle management and senior management opportunities. We are already below the target as we continue failing our targets to make sure we satisfy the politicians and convince the public that there is parity and equal opportunity. At some point, we are even doing over and above, so we continuously evaluate and monitor” (LPDCOGHSTA P19).

The study argues that service delivery in South Africa is the responsibility of all spheres of government, from national to local government. Post-democratic elections in 1994, the ruling party adopted the theme of good governance to the people by the people. To ensure this happens, the government was responsible for ensuring that all employees in the three spheres of government heed the call. This became a challenge as political parties also had the responsibility to their loyalty and often campaigned on

behalf of the party to be in government. Therefore, for government to implement its policies effectively and efficiently, it requires personnel with expertise and knowledge about the policies. The concept of cadre deployment came into the picture as a means for political parties to ensure that they deploy cadres with an in-depth understanding of the policies to be executed. To effectively carry out this function, the principal agent theory argues that to avoid underperformance, principals need to monitor agents. This means that the ANC, as the principal, needs to monitor cadres' appointments and performance when placed in the public sector. The Public Service Charter of 2013 calls for appointing professionals and further enhancing performance. Therefore, this study concludes that based on the findings, cadre deployment practice by ANC in the three selected departments has failed to adhere to the PAT and PSC 2013. The cadre deployment has overridden the merit recruitment and placement process as cadres were deployed mainly on loyalty and party association.

6.2.1.2 Cadre deployment on qualification and skills mismatch

Cadre deployment and political appointments impact the qualification, and skills mismatch was deemed necessary to be asked. This allowed the researcher to understand the levels of political appointment of cadres with no qualifications and skills match within the three selected Limpopo provincial departments. The participants provided their perspectives, and responses are presented below:

Participants indicated that the province's irregular expenditure continues to increase rapidly with no signs of containment. COGHSTA department incurred an irregular expenditure of over R844M. This comes after the release of the Auditor-General's (AG) PFMA 2019-20 report showed a significant increase in irregular expenditure and non-compliance to the Supply Chain Management legislation. COGHSTA participants outlined a blatant disregard for legislation, and deployed officials are not being held accountable for their transgressions. Cadre deployment policy continues to undermine the concept of good and sound governance with selected Limpopo provincial departments. This is mainly because the ruling party continues to deploy cadres with irrelevant skills, knowledge, and qualifications to exercise oversight and managerial functions within these institutions, making it challenging to ensure effective and

efficient use of resources, ultimately leading to sound financial management and efficient skills development practices.

One participant expressed that skills mismatches due to cadre deployment did not originate internally from administrators but from the cadre deployment policy of the ruling party; the department has external sector targets that they need to abide by, including international lessons and guidelines. Limpopo Province Department of Treasury P2 explained the following:

"Internally, we are still trying to align ourselves with the affirmative action and other merit recruitment policies, and internally, we also have our merit recruitment, selection, and placement policy, which we still have challenges with in terms of implementation. For example, internally, we have an employment equity plan; externally, in terms of the sector, we have a gender strategy in the environment. However, we are failing to make sure that we align ourselves with the work that the Gender Commission is doing. We are looking at all government policies driven by the Department of Labour. We also have failed to align ourselves with international conventions holistically. We hope to see those strategies utilised" to ensure that we afford equal opportunities and attract candidates with relevant skills and qualifications (LPDT P2).

Within this narrative, the majority of the participants believe that the department of Cogesta lacks no little of an affirmative action and merit employment approach plan, which is one of the strategies for achieving the belief that the employment equity plan is one of the strategies for achieving the set employment standards and ensuring the employment of employees who are in possession of the relevant skills and knowledge. The study argues that South Africa faces a high unemployment rate, and the majority of the affected group is the youth (Pretorius, 2017). This mainly influences South Africa's education system and produces qualifications often irrelevant to the job market (Franks, 2014). Adding to the unemployment is the cadre deployment policy. Public officials run South African institutions with qualifications relevant to the positions they are deployed to. Provincial departments, in particular treasury, are run by cadres with no finance management certificate to make them suitable people to turn around situations within the departments. This remains a challenge as the CAT is concerned with the financial performance of institutions. The theory requires that employees

within an institution must share a common vision of good financial performance, and employees with scarce skills and who need more achieve this.

On the other hand, the SDL Act 9 of 1999 promulgated employers to ensure that employee skills are developed and improved to ensure sound financial performance. Based on the two mentioned compared to the required versus the practised in the Limpopo treasury department, the study concludes that there has been negligence in skills development and scarce skills identification when cadres are deployed. This has led to unskilled and skills mismatches in the department and poor financial performance.

6.2.1.3 Cadre deployment production of party loyalists as opposed to ethical Leadership

The study aimed to establish whether cadre deployment plays a significant role in appointing ethical leaders. This was necessary as the researcher was able to note that cadre deployment produces party loyalists as opposed to ethical leaders. This was supported by Participant 1's response, which is presented below. Participant 1 from the Limpopo Province Department of Health responded as follows:

"I think, in terms of currently where the department is, I would say, they are effective as I've indicated to you that the top senior management is mostly cadres, the Deputy Director-General levels, the Director-General is a qualified administrator, and most of the positions as we fill them, we are targeting qualified candidates to make sure that we balance the targets in both administration and politics. It is effective because, in every recruitment activity at senior management, middle management focuses on qualified candidates to ensure a balance in both arenas" (LPHD P1).

In the same breath, a participant indicated that although there was an improvement in the appointment within the health department, some of the programmes that advanced the merit system and ethical leadership mainstreaming were no longer seen in the department. The Ethical Leadership mainstreaming concept is rare.

Ethical Leadership is defined as Leadership directed by respect for ethical beliefs and values and the dignity and rights of others (Robbins 1997:138). Leadership literature

is voluminous, and much of it is confusing and contradictory. The theories, models, and philosophies on leadership state that Leadership is not about the positions people occupy but about bringing a difference in the lives of others at any level of the organisation. The political philosophies regarding leadership demand sacrifices to serve humanity with commitment. This calls for future-oriented transformational Leadership, which should want to change and be innovative for organisational performance and effectiveness. Ethical Leadership is needed for better organisational performance to swiftly manifest within public sector institutions.

Therefore, this study argues that the provincial government in South Africa, mainly Limpopo province, still needs elements of ethical Leadership displaying characteristics of decisiveness as far as the implementation of cadre deployment policy to provincial departments is concerned. Participants indicated that cadre deployment-related issues start at political structure levels of management and are cascaded to provincial and local governments, leading to all government spheres facing similar problems. This study argues that cadre deployment promotes the production of party loyalists and overrides the system of ethical Leadership free from corruption, nepotism, and misappropriation of funds within Limpopo provincial departments, particularly the treasury department. The findings indicate that there needs to be more adherence to the Codes of Conduct and Ethics, which emphasise that public office bearers and functionaries must act ethically and be transparent and accountable. It further seeks to promote morality, which, in other words, means doing the right things.

The Treasury department in Limpopo has failed to uphold ethics in the appointment of staff many times. Adherence to the set ethics has led to the department facing ethical challenges. The study further outlines that the challenges confronting the three selected departments result from poor and unethical Leadership from political structures that have penetrated the administration, leading to underperformance and poor audit outcomes. The study also denoted the excellent performance of cadres within the health department under the Leadership of MEC Dr Ramathuba, who is influential and determined to achieve good governance and promote ethical Leadership within the Limpopo provincial health department. Following the comments

above, the study concludes that there is still a need to represent and appoint qualified and ethical senior and top management employees.

6.2.1.4 Cadre deployment policy on irregular expenditure and compliance in provincial departments

The impact of the cadre deployment policy on the financial performance of the three selected Limpopo provincial departments was necessary. The researcher understood how cadre deployment contributes to the financial performance and compliance of the departments.

In 2021–2022, the auditor general financial (Tsakane Maluleke) indicated that decisive Leadership must be sustained in the Limpopo provincial government to reduce irregular expenditure further and eliminate repeat findings to improve audit outcomes. The province improved its audit outcomes over the three years since the previous administration. However, the 2021-22 audit outcomes regressed from the last year because the provincial transport and community safety department could not sustain its clean audit status due to material findings on performance reporting and compliance with legislation. The AGSA general report messages consistently emphasise the need to implement a strong and sustainable control environment. Although auditees develop action plans to address internal control weaknesses that lead to repeat findings, accounting officers, internal audit units, and audit committees do not consistently monitor the implementation of these plans. Oversight structures must be more prominent in ensuring that accounting officers take responsibility for implementing sound financial management disciplines.

The provincial treasury, the premier's office, the provincial economic development, environment, and tourism department, and the Limpopo Gambling Board could sustain their clean audit outcomes because they had embedded a culture of basic accounting disciplines. AGSA office commended the provincial treasury for maintaining its clean audit status over the three years since the previous administration. Participants indicated that the health department outlined that the department is still facing challenges regarding financial management and consolidation of annual financial statements. In her report, Maluleke indicated they remain concerned that the provincial

health department, which shares the bulk of the provincial budget, is still receiving qualified audit opinions.

The provincial health department, one of the critical service delivery departments, faces medical negligence and malpractice claims amounting to R14,29 billion. If these claims translate into actual liabilities, funds earmarked for strategic and service delivery objectives must be used to settle them. AGSA indicated that the premier must enforce robust strategies to generate revenue and curb expenditure to prevent much-needed resources from being wasted and to ensure their efficient use. This will place the province in a better position to achieve its service delivery and financial management objectives and positively impact its people's lived realities.

This study, therefore, denotes that despite the challenges in the health department, the deployed cadres improved the administration and audit outcomes of many departments in the Limpopo provincial government. The study employed the AGSA report of the financial year 2021/22, which is commendable in that irregular expenditure in the province decreased over the administration term. Over the previous two years, the irregular expenditure incurred averaged R3,38 billion. In 2021-22, this declined by almost R1,26 billion to R2,12 billion. The decrease is primarily due to non-complying contracts that came to an end in the previous year at the provincial departments of public works, roads, and infrastructure, and of co-operative governance, human settlements, and traditional affairs, as well as the Roads Agency Limpopo managing to reduce the approval of standing-time variation orders relating to delayed projects. The culture of non-compliance with supply chain management regulations is still prevalent at some auditees, and participants in the three selected departments indicated that intervention measures must be put in place to ensure consistent compliance with the regulations in their respective departments. Decisive Leadership must be sustained to reduce irregular expenditure and eliminate repeat findings to improve audit outcomes. The study further denotes that auditees must also develop processes to ensure that implementing agents are held accountable as per their service level agreements and must promptly impose sanctions for non-justifiable deviations. The provincial treasury must provide proper and timely investigations, and disciplinary actions are taken against officials before it approves any requests to condone irregular expenditure. The participants felt that the reasons behind non-compliance and irregular expenditure within the health department are not because of

cadre deployment appointments to strategic positions but rather lack of oversight. In his view, Participant 7 from the Limpopo Province Department of Health said:

"I think our department is striving to achieve a good, clean audit opinion free from irregular expenditures compared to the previous years. I have noticed that more appointments have been made on the senior management level, including executive. Qualified cadres and administrators have filled those positions, so we have partially implemented employment equity for administration and politicians. However, in the past, there was more awareness and initiatives on the department's irregular expenditure mainstreaming, which I see as very high. For example, previously, there were no initiatives to ensure that administrators and cadres channel the department towards good and sound financial management" (LPHD P7).

From the response above, the initiatives and strategies of financial management for qualified cadres and administrators that enhance gender mainstreaming are implemented minimally, which may contribute to the broader implementation of good audit and financial performance mainstreaming programmes in the department. The study employs PFMA 1 OF 1999, which is critical to the professionalisation agenda and is the responsible use of public funds. The Act advocates for the efficient and effective utilisation of public funds, critical to basic economic governance and essential in establishing functional entities' performance, legitimacy, and accountability (PFMA, 1999). Therefore, to ensure that departments achieve this mandate, there is a need to ensure the deployment of competent cadres. This means that recruitment, selection, and placement also need to consider the centre's competency and capability as target approaches to achieve high performance, free from irregular expenditure and clean audits. Although targeted recruitment is essential to ensure sound governance and financial performance, some elements of awareness and initiative programmes become critical in the battle against irregular expenditure, clean audit outcomes, and financial performance mainstreaming space.

6.2.1.5 Cadre deployment policy and capacity building

The question of cadre deployment's impact on capacity building was necessary for this study. This allowed the researcher to understand how cadre deployment policy affects public officials' capacity building and how it impacts the transformation of the selected Limpopo provincial departments.

Thebe (2003:11-12) defines transformation as a change in form or appearance, metamorphosis, and is a fundamental, deep-rooted restructuring and new political space to promote the struggle for participation and empowerment. Thebe (2003) further indicates that effective political Leadership should embrace productivity with improved service delivery, cost-effectiveness, participation, communication, transparency, and accountability. Charismatic or transformational leaders should demonstrate the traits of self-confidence, have a vision, possess a firm conviction in what they are doing, possess extraordinary behaviour, and have a vision and good image as a change agent, as Robbins (1997:151) indicated. Leadership should be disassociated from power. Power is a dirty word. power is defined as the capacity another person has to influence or the behaviour of another person to do something that they would otherwise not do (Robbins 1997:154). This means the potential to create a dependency relationship and have discretion over the leader behaviour of that leader. These results have no alternatives. The power can be a function of dependency to control someone.

This study reflects upon certain aspects and experiences associated with good governance. The lack of education and training poses suggestions for practical maladministration, corruption, fraud (unethical conduct), and others. The study argues that good governance is associated with the knowledge of the impact of responsiveness, accountability, professionalism, and ethical conduct in any democratic government, such as South Africa. Therefore, this study employs the views of participants who argued that cadre deployment without education and training is a serious challenge to good governance and often admonishes the efforts towards effective and efficient use of public funds within the Limpopo provincial government. Participants in treasury indicated that the concept of training and political education requires commitment from political parties as it is difficult for the administration to involve and influence politicians in the affairs of education and training. Therefore, this

study outlines that cadre deployment must be accompanied by proper training and political education to build capacity and strengthen government departments' operations. The researcher acknowledges the political deployment of cadres based on loyalty and patronage but also reflects on the importance and positive effects of political education and training in a democratic dispensation. This shows the value that could be added by knowledgeable politicians and the positive impact on communities served by the government. The participants view a financial management programme as an empowerment contributor to financial performance awareness and a strategy to achieve clean audit outcomes and financial performance mainstreaming through capacity building as significant. Participant 7 from the Limpopo Province Department of COGHSTA responded as follows:

“What is critical is to create awareness on financial underperformance and poor audit outcome mainstreaming due to no capacitation of cadres deployed, recommendations to provide the necessary training and empowerment of those leaders that are critical in implementing programmes aimed at clean audit outcomes and projects in line with our core business. It becomes imperative that DGs, DDGs, HODs, and senior managers are trained and capacitated in financial performance and clean audit outcome mainstreaming. The other thing is that in terms of the planning of strategies and the annual plans of the department, at least those programmes must be financial management driven” (LPDCOGHSTA P7).

Based on the above response, several awareness and training sessions are minimally offered within the departments to enhance capacity building. This contradicts the SDL Act of 1999, which imposes a levy to encourage learning and development in South Africa. The Act is concerned with skills development, capacity building, and employee learning so that they can continue to respond effectively to the needs of communities and be relevant to public service. This has been slightly sidelined as there have been several training development programmes, yet the public service is moving towards the 4IR. Therefore, several awareness and training sessions need to be provided in the department for information sharing to sensitise the employees better and help them understand financial performance mainstreaming and financial management programmes. Financial underperformance and poor audit outcome achievement

awareness should not be a once-off event but a part of the organisation's practice, policies, and procedures. Raletsemo (2020) argues that organisations need to understand this context.

6.2.1.6 Cadre deployment policy and political accountability

The relationship between cadre deployment and political accountability is significant in ensuring that the three selected Limpopo provincial departments achieve clean audits and sound financial performance. The researcher asked the question to probe the relationship between deployed cadres and accountability from political structures. The notion of good governance is reliant on accountability and the deployment of capacitated cadres.

The study argues that effective and efficient public service delivery depends on competent and skilled public officials. Cadre deployment weakens this vital need since it prefers party loyalty over adherence to good governance and the rule of law. According to Fakir (2007), it is evident that the proper execution of the post-apartheid State's reoriented public service would necessitate public workers who are professional, skilled, and adequately compensated. However, public employees, particularly those in developing countries, must recognise that they are ultimately servants of the people, and they must be imaginative and quick in responding to fundamental public requests/issues. This becomes a challenge in all spheres of government as the Limpopo health department faces accountability challenges.

Section 195 of the Constitution of the Republic of South Africa of 1996 indicates that public administration must be accountable and transparent. This is an exercise in public institutions, mainly provincial government, where cadres must often be held accountable. The notion arose in the Limpopo provincial health department, where participants indicated that it has become challenging to hold the directors-general deployed accountable and the MEC due to cadre deployment. The participants indicated that cadre deployment erodes the prescripts of accountability within the institution and their political parties. The management and political Leadership need to buy into clear prescripts of accountability for public officials, including the deployed cadres. Participant 5 from the Limpopo Province Department of Health outlined that:

"I think buy-in from the top management is critical. I know how things are done, especially if the instructions are from the top, but I think even if this target is not being achieved, I feel like somebody at the top of both administration and politics needs to address the issue of this cadre deployment and its impact to the department in terms of holding public officials accountable and not rely on the hope that things will happen. But without any action plan, I think nothing will happen. An action plan must cascade down regarding what needs to be done to achieve this target of clear accountability, which is often eroded by cadres. The action plan is essential, and all they must put in place are grounds and a legislative framework within which this accountability must take place. That is possible if political and administrative office bearers are on board" (LPDP P5).

Based on the above response, cadres are under the protection of the politicians in the higher structure who interfere with the administrative structures within the department and influence the decisions made within the department. Meanwhile, the participants in the treasury department argue that political structures have failed the administration in terms of good governance. Maladministration and poor financial management are manifesting within the departments, and political structures need to play an active role in political accountability to their deployed cadres, leading to poor governance, poor audit outcomes, and poor financial performance within the department. Political parties must ensure that the deployed cadres are accountable to the political structure for the decisions taken in the departments. This is supported by the South African Code of Conduct for Public Servants (1999). This code requires the political arena and administration to develop acceptable ethics and accountability within which the two will operate. The Code of Conduct and Code of Ethics guide political office bearers and public officials on the prescripts of accountability to ensure good governance free from irregularities and findings when audited. The two further combat ethical dilemmas such as nepotism and corruption, which are the core contributors to poor governance. Both dilemmas emanate from cadre deployment and lack of accountability by political parties. Therefore, there is a need to overemphasise political accountability through the Code of Ethics and Code of Conduct. This will ensure that departments achieve clean audits and sound financial performance.

6.2.1.7 Cadre deployment policy on the audit function

De Jager and Steenkamp (2016) aver that the early elites of the ANC embraced values of individual accountability, ethics, and a sense of social consciousness. However, modern ANC elites are leading through different principles. This stems from the increased rates of corruption, and as Desai (2018) noted, political trust is an essential factor for a healthy democratic rule, and without such, any state will find the going tough. Under the administration of Mandela and Thabo Mbeki, the ANC elites were focused on how to build a democratic state robustly and firmly articulated most values laid out in the country's Constitution, that of human dignity, the achievement of equality, the advancement of human rights, non-racialism, and non-sexism. Nevertheless, the ANC cadres no longer see these sentiments as a policy statement. Issues of poor administration dominate South African governance, and both the administration and political landscape are subject to hidden corruption. Reports by the Office of Auditor-General South Africa indicate the decline in good governance and administration characterised by clean audit outcomes and officials who are accountable for how public funds are being used. Limpopo provincial departments are still in the "not know how to achieve sound financial management free from misappropriation of funds and maladministration" era. The study participants indicated that much blame is on cadre deployment.

Most provincial departments in South Africa have been criticised for their poor administration; corruption, fraud, and cadre deployment remain a considerable challenge. Manyaka and Nkuna (2014) admit that corruption is very harmful in developing countries such as South Africa because these countries possess fewer resources and need to utilise such resources most effectively. The consequences of corruption are drawn from spheres that include political and social. In terms of the former, corruption may lead to political instability as unrest may occur driven by individuals who have had enough of corruption. From a social perspective, corruption allows individuals to loot state resources for self-enrichment (see Mlambo et al., 2019). This is even though South Africa has some of the continent's best anti-corruption agencies. Participants indicated that corruption is one factor, with nepotism and irregular expenditure at the top leading to Limpopo provincial departments failing to get clean audit outcomes, and this has become a norm as political parties have failed to play an oversight role despite the anti-corruption agencies, which are in place. They

further indicated that acting against political structures within the ANC threatens the livelihoods and lives of those determined within the departments to combat corruption and pursue good financial performance, giving rise to clean audit outcomes within departments. In the response, the participant from the Limpopo Province Department of Health said the following:

“Capacity development, including training and anti-corruption awareness programmes, plays a positive role in employees for higher-level positions with more responsibility, such as financial accounting and financial management. When cadres and administrators do not receive training in the environmental sector, it can contribute to poor audit outcome alleviation in departments. The success of capacity development programmes lies in ensuring the equal participation of cadres and administrators at all levels. Implementing and enforcing consequence management plans can yield positive outcomes if there are no gaps in implementation and everyone interprets and understands the plan and the consequences thereof in the same way. (LPDH P3).

Based on the above response, administrators and political office bearers have been sidelined in receiving training to contribute to good financial performance and clean audits in the departments. Strengthening the internal audit function and capacitation of political office bearers is the responsibility of both administration and political office bearers to ensure that departments achieve the concept of sound governance and avoid misuse of state funds. Also, based on the above narrative, it is clear that the three departments are having problems as far as ensuring that political office bearers who are deployed ensure that they play their oversight role in ensuring that departments are free from abuse of state resources that can lead to departments achieving good governance. To argue this, the study employed the PAT based on two elements: the principal and the agent, individuals, or groups of the principal. The theory emphasises that to achieve excellent and sound performance; principals must monitor agents' appointments to avoid sideline information that results in poor appointments. Failure by principals to monitor results in incompetent appointments, which leads to underperformance. As such, political parties as principals must ensure that deployed cadres are competent to promote good performance that yields sound governance. The three selected departments must also align with the SDL Act of 1999 to ensure training and development of the audit function unit and also training of the

deployed cadres to ensure that they contribute effectively towards clean audits and sound financial performance.

6.2.1.8 Cadre deployment on administrative support

Cadre deployment policy impacts the administration of the selected Limpopo provincial departments. The researcher probed into the impact of cadre deployment on the administration to understand the level of support cadres provide to the administration in Limpopo treasury, COGHSTA, and the health department. This is mainly because cadre deployment resulted in deployed cadres who influence service delivery decisions and hold positions of power in the departments.

Nomarwayi (2020) and Kondlo (2017) clarified that cadre deployment has a detrimental influence on service delivery since those in crucial positions are not competent to hold those positions but are just politically connected. Corruption has grown in South Africa, and cadre deployment has contributed directly and indirectly. Political appointees are not chosen based on their abilities, experiences, or academic credentials. To address this, there is a need to implement checks and balances in the public sector that would serve as a possible deterrent to possible abuse by politicians to the administration. Moreover, there is a need for legislation that will determine the skills, experiences, and qualifications one needs to hold particular positions in the public sector to provide support to administrative staff and knowledge comprehension; however, for such legislation to be effective, it will depend on the amount of political support it can garner.

Cadre deployment strains government resources by creating new vacancies to satisfy “comrades,” using funds that could be allocated for service delivery. Mngomezulu (2020) expounds that the ANC’s cadre deployment strategy, which supports the idea that people should be hired based on their devotion and lengthy service to the organisation, has a negative influence on service delivery since it employs inept and unqualified workers who fail to execute their jobs. According to Ngcamu (2019), taxpayers in South Africa are unsatisfied with government services due to the appointment of untrained, unqualified, and inexperienced cadres to provincial managerial posts, which has harmed the provincial government. In the discussions, the participants highlighted that the deployment of cadres in the provincial government

fosters corruption and maladministration, which have harmed the image of the provincial government, as seen by the numerous service delivery demonstrations in South African communities. Participant 6 from the Limpopo Department of COGHSTA expressed her view as follows:

“We come far from where there has been service delivery demonstration mainstreaming due to underperforming provincial departments, particularly in Limpopo. The deployment of cadres in this province has seen the COGHSTA department being subjected to irregular expenditure and corruption cases due to political interference that has sidelined and undermined the efforts of administrators. There is little to no support for administration in the department. Cadres do not consult and consider administrators' opinions in the department but rather intervene in departments such as HR and supply chain for mainly self-serving interests. Therefore, I think creating awareness and establishing the framework for the relationship between politicians and administrators will play a key role, especially in COGHSTA, to ensure that the department improves on financial performance and support politicians to mandate of administrators with little monitored interference” (LPDCOGHSTA P6).

Based on the above argument, the support administrators need from politicians concerning legislation enforcement and compliance is minimally provided. Support and oversight by politicians and administrators on the grounds of legislation are needed to strengthen the departments. For these selected departments to be grounded on good financial performance and audits free from findings, both arenas have a role to play in ensuring the effective use of state resources and safeguarding public funds from misuse.

6.2.1.9 Cadre deployment impact ethical dilemmas

Cadre deployment, directly and indirectly, correlates with ethical dilemmas in administration and politics. This question was necessary as it allowed the researcher to determine which ethical dilemmas are attached to cadre deployment. This is because the three selected Limpopo provincial departments have cadres, and of note is the fact that the policy needs to be practised with pieces of legislation and often

erodes various principles, such as section 195 of the Constitution of the Republic of South Africa of 1996.

The Constitution, 1996 echoes commitment to accountability, responsiveness, openness, transparency, and principles and values. The principles of administrative justice should be linked to a democratic government system in South Africa in all three spheres. In achieving the constitutional mandate by municipalities, cadre deployment for good governance needs a thorough reconsideration. What is the impact of, e.g., public service protests, maladministration, corruption, and fraud (unethical conduct)? As a result of lack of political education and education? There is no suggestion that all of these result from a lack of education. The researcher acknowledges the political deployment of cadres based on loyalty and patronage but also reflects on the importance and positive effects of political education and training in a democratic dispensation. The ideas in this article stimulate further debates, which may lead to critical rethinking of cadre deployment without compromising the need for financial and administrative capacity and good governance. The political deployment without proper political education and training defeats the good intentions of human resource management, financial administration and management, and analytical skills. The human resource management and development functions include recruitment and selection, job evaluation, job analysis (description and specification), performance management and development system, and training. The financial administration and management functions include budget (expenditure and income), audit, and cash flow.

Mdlongwa (2014) indicated that citizens have been upset by the poor service delivery and corrupt practices that have grown endemic in some municipalities, which has increased the frequency of violent service delivery demonstrations around the country in recent years. According to Pithouse (2009), poor service delivery, corruption, favouritism, mismanagement, and low productivity have been blamed for violent service delivery demonstrations at the municipal level. Breakfast et al. (2019) illustrated that poor service delivery and a lack of responsibility by local politicians and municipal authorities exacerbate demonstrations and violent protests. Corruption, bad financial management, and cadre deployment, particularly among those associated with the ruling party (the ANC), aggravate the poor's suffering or the absence of service delivery in disadvantaged communities. South Africa now holds many commissions on corruption and poor governance in response to the government's

failure to provide essential services to the people. A study by Chamisa and Chava (2018) found that cadre deployment reduces the effectiveness of the public sector as those deployed tend to focus on the parties' mandate rather than ensuring effective governance and service delivery. Hoffman (2013) asserted that if the haphazard way cadre deployment is implemented needs to be addressed, it risks affecting the competitiveness of the public sector. These studies reinforce the notion that cadre deployment affects governance and the credibility of the public sector, leading to ethical dilemmas.

This is supported by participants in the Limpopo provincial treasury who argue that since the inception of cadre deployment by the ruling party ANC into the department, this has led to inefficiency and ineffectiveness. The participants further indicated that there is a misuse of public funds with no accountability to serve personal interests as opposed to public service. The transgressions and ethical dilemmas continue to increase in the COGHSTA department in Limpopo, where participants outlined that the policy within the department has seen a significant increase in cases of corruption and nepotism. As far as the department is concerned, the political party structures in this province need to look into pieces of legislation in several instances in which compliance was supposed to dominate. This saw the department wasting R15.3M to construct 192 transitional residential areas, popularly known as Talana shacks, and this was an ethical dilemma.

The Special Investigating Unit (SIU) was appointed to this case and has concluded its investigation into the R15.3 million tender awarded by the Limpopo Provincial Government for constructing 192 transitional residential areas, popularly known as Talana shacks.

The SIU investigation has revealed that the tender was fraudulently obtained. The appointed service provider, Aventine Group CC, made misrepresentations and forged documents of industry experts with no links to the company to influence the direction of the bid. In July 2020, Premier Stanley Mathabatha referred allegations to the SIU concerning the construction of shacks for hostel dwellers during the national State of disaster by the Limpopo Co-operative Governance, Human Settlements & Traditional Affairs (COGHSTA). The SIU was, in terms of Proclamation R23 of 2020, directed by President Cyril Ramaphosa to investigate allegations of corruption, malpractice,

maladministration, and irregularities in the procurement of goods and services during the COVID-19 state of disaster. Limpopo COGHSTA identified several densely populated informal settlements in Limpopo Province, making it challenging to observe social distancing per Covid-19 regulations. Priority was given to two settlements, Talana Hostel in Tzaneen and Burgersfort Ext 10, which required urgent attention in the form of a partial relocation.

The investigation has brought to light a shocking mismanagement of funds and resources. COGHSTA appointed an implementing agent, the Housing Development Agency (“HDA”), to establish transitional residential areas. HDA then appointed a service provider, Aventino, to construct 192 units for R12.3 million. An extension of scope was approved to include the construction of 152 pit toilets and the installation of three water tanks (10,000 litres) for an additional fee of R3 million, taking the contract value to R15.3 million. The service provider, however, only managed to construct 40 shacks at Talana Hostel and submitted two invoices totalling over R2.5 million, which were paid between April and October 2020. No structure was completed in the Burgersfort Ext.10 site, as only half-built ones existed. This is a clear indication of the significant financial and resource wastage that has occurred. In line with SIU Act 74 of 1996, the SIU has referred evidence pointing to criminal action against the Aventine Ms Constance Mohlala director to the National Prosecuting Authority for further action. As a result, Ms Mohlala was arrested by the Hawks in December 2020 -Polokwane Case: 384/12/2020- and she is facing criminal charges for submitting fraudulent documents to influence the direction of a tender.

Furthermore, the SIU referred to HDA, recommending that the service provider be restricted from doing business with the government. HDA has escalated the matter to the National Treasury for consideration. In addition to the referrals mentioned above, the participants indicated that the SIU is instituting civil proceedings in the Special Tribunal to review and set aside the R15.3 million contract and recover financial losses suffered by the State. Participants indicated that the expenditure and costs could have been prevented if the ANC had deployed cadres with knowledge and skills to the provincial government. Therefore, the department still battles the issue of incapacitated cadres in managerial positions affecting the audit and financial performance of the department. In her response, Participant 2 from the Limpopo Department of COGHSTA indicated the following:

“The department has challenges of ethical leadership programmes. There is a challenge of producing leaders who are upright in both administrations. The department still has a long way to go to ensure that we have leaders who are driven by the interest to serve the public as opposed to self-serving interest leaders who are involved in corruption scandals. Therefore, we need good approaches towards grooming leaders free from ethical dilemmas and achieving our set goal of clean audit opinions and financial performance free from misappropriation” (LPDCOGHSTA P2).

Based on the above response, cadre deployment has caused severe catastrophes in the department. Findings indicate that mismanagement of funds with no consequence management is still a problem. Therefore, there is still a need for ethical Leadership in the department to ensure that the department is free from challenges and that there is consequence management. This requisition, supported by Articles 6 and 7 of the Public Service Charter of 2013, argues that Public Service must strengthen processes and initiatives that prevent and combat corruption. The Charter further presents prescripts that public servants act against fraud, corruption, nepotism, maladministration, and any other misdemeanour that constitutes an offence or is prejudicial to the public interest. Based on the findings, it is evident that the COGHSTA department still needs to adhere to the prescripts presented by the PSC of 2013.

6.2.1.10 Cadre deployment and educational and experiential criteria for appointments

The impact of cadre deployment on staff appointments in the Limpopo provincial government is a significant concern. This issue has allowed the researcher to delve into the educational and experiential criteria that guide cadre appointments. It is crucial to understand that good governance is not solely dependent on administrative capacity but also on cadres' political education and experience. To achieve good governance, characterised by clean audits and sound financial performance, political education and experience must be underscored in the context of the three selected Limpopo provincial departments.

Political education and good governance emphasise the need to liberate mental capacity, which contributes to the significant significance of power. The old saying that

knowledge is power embodies education, training development, and professionalism. These can be obtained through formal education. The South African government and the African National Congress (ANC) have embarked on initiatives intended for political education in its constituencies and branches. The National School of Government (NSG) was established to set the norms and standards for public service education and development, while the political school is intended for political education. Maserumule and Mathebula (2015) contend that broad-based education, training, and development approaches should be used in teaching methodologies and content. This is from the observation and experience made by Vil-Nkomo in conversation with Maserumule and Mathebula (2015) that the world has become littered with failures in governance, public services, and policy. Political deployment produces relatively inexperienced and uneducated political leaders and public officials. The cadre deployment has created party leadership structures and has given political leaders enormous dominance, producing situations in which such leaders are unwilling or unable to hold public office bearers to account (Olum 2014:612). An example is the Government of Uganda (GoU) with the Minister of Ethics and Integrity, which encourages various civil formations and the private sector to promote integrity, accountability, professionalism, and good ethics (Olum 2014:613). Uneducated and inexperienced political leaders resulted in the collapse of service delivery, economic crises, and human suffering due to the demanding environment, which is multifaceted and multidimensional with unique characteristics and diverse perspectives that need different approaches and strategies.

These characteristics include but are not limited to, for example, socio-economic factors, political differences, sensitivity to culture, gender issues, and religion. These phenomena require municipalities to use their administrative and financial capacity to achieve the highest possible performance. Examples include Greece, Spain, and the Middle East, which were confronted with a collapse in service delivery, economic crises, and human suffering due to the demanding environment. The unresponsiveness, lack of accountability, professionalism, and good ethics could be more conducive to good governance. To hold political office bearers and public officials accountable is a technical process of policy monitoring based on reliable statistics and a political process of empowering both politicians with full accounting from authorities. Improving responsiveness, accountability, professionalism, and good

ethics requires public sector oversight at the highest political echelon, such as a minister and its agencies, and the government's governance infrastructure (national, provincial, and local). A responsive, transparent, and accountable department will develop a strategy taking advantage of its proximity to the community to provide service with the primary objective of eradicating poverty within community development and empowerment. Developing a responsive, transparent, and accountable strategy will require good transformative and pragmatic Leadership within the department. Political education should be deeply rooted in humanitarianism, which means that it should be taught in a way that has value based on professionalism and ethics. This calls for exemplary Leadership with transformative, pragmatic, and praxis principles. In his view, Participant 5 from the Limpopo Department of Treasury said the following:

“They can make it effective by ensuring that there are set criteria for deployment of cadres. Monitoring, evaluation, and the important part is, getting buy-in from political parties because, so far, working in silos and you are working in one faction of a political party is not going to assist. That is why it goes back to that point: administrators in this department are busy and performance-driven. Everyone is looking at the KPA and the quarters that need to be achieved. So that is why that part of buy-in from political parties is important so cadres can still understand that performance is important and political structures can also set standards for cadre deployment and ensure that such standards and criteria are monitored” (LPDT P5).

This participant's view made it clear that political structure buy-in is particularly significant when dealing with cadre deployment standards and criteria issues. If political structures support it, it becomes easy to implement from the grassroots and administrative levels, resulting in departments led by capacitated administrators and political office bearers. Therefore, political parties ought to set standards and criteria for the deployment of cadres to the provincial government and ensure compliance with such standards and criteria.

6.2.1.11 Cadre deployment and merit recruitment, selection, and placement of staff

Cadre deployment impacts the merit recruitment, selection, and placement of staff within provincial government departments. The researcher probed into this question to establish the impact of the cadre deployment policy on the merit HR policies of the selected Limpopo provincial departments regarding staff appointment. This is mainly because the departments have faced challenges in achieving good governance. Therefore, the researcher provided the relationship between merit systems, good governance, and cadre deployment policy.

The cadre deployment approach has detrimentally influenced governance and service delivery. The ANC's cadre deployment policy has filled the government entities and departments with inexperienced political office bearers who are more concerned with personal interests than public service delivery. The cadre deployment of the ANC is a well-written document that requires ethical Leadership in execution and implementation to avoid policy manipulation. The ANC must ensure that the political office-bearers have the necessary competencies and are academically deserving of these positions. As it is, the South African government, which includes local government in Kwazulu-Natal, is dominated by illiterate councillors. Limpopo is characterised by skills and qualifications mismatch to a point where mayors possess irrelevant qualifications. The concept is no island to local government but has overstretched to provincial government. This has threatened the human resources policy of the merit system of recruitment, selection, and placement of public officials. To foster good governance and remove corruption and maladministration, the ANC government must implement a monitoring and assessment method for its cadre deployment policy implementation to ensure that relevant people are deployed to appropriate positions.

This study reflects on the ongoing debate around cadre deployment and governance in South Africa. The study compared and contrasted the different viewpoints on the execution of cadre deployment across different provincial departments to assess further the impact of cadre deployment and its application to recruitment, selection, and placement of staff in the Limpopo provincial government. The participants in this study outlined and consolidated the view that while there is a need to separate politics from administrative decisions, without proper checks and balances in the public sector,

politicians will continue to influence administrative decisions, in particular in the human resource departments, and this will have broader implications on the performance of provincial departments. The following was a response from Participant 2 from the Limpopo Province Department of Treasury:

“The department is faced with maladministration, corruption, and irregular expenditure, which cannot be accounted for due to the shifting blame between administration and political office bearers—the challenges associated with political interference cut across most sections of the department, including the HR department. There is an effort to try to minimise political interference in the recruitment, selection, and placement processes of the department, and this is a challenge as the ruling party gets to have the final say through influence and coercive efforts. Moreover, we are committed to appointing qualified people to improve the department's performance. So those are some of the interventions and approaches towards merit mainstreaming and achieving our quality and qualified targets about candidates' appointment eligibility” (LPDT P2).

Based on the above response, political interference exists in these departments' merit HR policies of recruitment, selection, and staff appointment. This has led to departments such as COGHSTA appointing personnel who need to be capacitated due to political interference. Therefore, this study argues that going forward, it is essential that the public sector and governance processes are protected from political interference; this can be done by improving the current checks and balances and through legislation to ensure that cadre deployment doesn't threaten the concept of merit system to employment and placement of staff within the department of treasury.

6.2.1.12 Screening, benchmark tests, and cadre deployment on appointment of staff

Merit systems often include screening and benchmark tests to ensure that the appointed personnel are qualified and experts in their area of specialisation. Therefore, this question was necessary as it allowed the researcher to determine if cadre deployment policy contextualises and conceptualises screening and benchmark tests to ensure the deployment of experienced and qualified cadre. The provincial

government faces financial underperformance and maladministration issues, and to avoid these, qualified and experienced officials are needed.

This study has explained the drivers of cadre deployment and financial underperformance in South Africa and the provincial government post-1994. It shows that the deployment of individuals loyal to a party has brought about corruption, nepotism, mismanagement of funds and derailed service delivery at all levels of government. The study argues that the issue of cadre deployment has ruined the capacity of the selected provincial departments in Limpopo, particularly health departments, to function better and offer better service delivery. Similarly, the increasing financial mismanagement levels at the health department in Limpopo under the ruling ANC have also hampered this department's ability to function, leading to a decline in the standard of performance management driven by incompetent individuals.

This study argues that, whereas the policy of cadre deployment is justifiable for maintaining party interests in public entities, it has ruined the capacity of human resources departments to function effectively due to political manipulation and interference with the hiring and firing of public officials. The increasing levels of corruption in local municipalities, provincial governments, and national governments under the supervision of the ANC hamper the ability of the three spheres of government to deliver services. It has become evident that the cadre deployment policy initiated declining standards in the performance management of provincial departments because of the incompetence of public officials. Government programmes, such as Economic Development, often become ineffective as the deployed cadres need more vision and skills to implement development programmes, worsened by their unwillingness to exercise transparency and accountability.

The existing legal frameworks attempt to curb corruption; hence, the policy of cadre deployment needs to be revisited to enable the provincial government to fulfil its obligations to society without political interference, even though, in reality, it may be difficult to separate politics from administrative routines. In any circumstance, the ANC-led government needs to revise the cadre deployment policy that has caused severe skills shortages and poor service deliveries in various departments across the country – a situation caused by overt politicisation, nepotism, and hiring unqualified

labour. Department of Health in Limpopo indicated that there is a need for the department, through political structures and the cadre deployment, to promote screening of cadres to be deployed and ensure that shortlisted cadres undergo benchmark tests before they are deployed to test their abilities. The participants further argued that this is the best shot political parties have towards good governance and institutions achieving clean audits. In their views, one of the participants from the Limpopo Department of Health said:

“In my view, like recently, we have had a new appointment in top management, and the fulfilment of this post was influenced by the ANC. The appointment saw many department policies being disregarded to cater for political interests. Despite awareness and efforts by the department to ensure that qualified DGs are brought into the department, this becomes a challenge as many who have come before also were not subjected to benchmark tests and screening processes. Nevertheless, it is an approach that the minister and top management have adopted. It will also contribute to resistance to benchmark test mainstreaming and merit.” (LPDP P2)

Based on the above response, this study argues that much as the policy receives negative comments and is criticised, political parties still have their rights reserved to practice the culture. Therefore, to ensure that sound financial performance manifests in public sector institutions, legislation to enforce training of deployed cadres through Municipal Finance Management Programmes (MFMP) needs to be seriously enforced and set as criteria requirement for political office bearers with no qualifications. Cadre screening and benchmark tests need to be introduced through the politics-administration dichotomy.

6.2.1.13 Cadre deployment and screening recruitment process and probation for appointment of staff

The merit system includes the concept of probation for newly appointed employees to determine the appointed employee's contribution to the institution's strategic planning and vision. The researcher asked this question as it was necessary to assess whether cadres are subjected to probation upon deployment to provincial departments. This is because the three spheres of government have an obligation to Millennium

Development goals and to realise their mandates as set out in the Constitution of the Republic of South Africa of 1996 since democracy.

South Africa has come a long way since its democratisation. Despite the current sombre national mood, There is much to be thankful for, particularly constitutionally entrenched rights, such as the right to freedom of speech, the independent judiciary, and an increasingly vibrant civil society. However, the country faces serious obstacles. South Africa is challenged by a moral deficit, which manifests in conduct that flies in the face of the guarantees of the constitutional order. To ANC and national President Cyril Ramaphosa's credit, there are some signs that accountability and transparency are being restored. Participants in the Department of Treasury in Limpopo indicated they were convinced that the long-awaited report of the Zondo Commission, thanks to a brave and objective report by our former Public Protector in 2016, which revealed the nature, extent and causes of State capture, has mapped the rise of the shadow State. It has revealed the shadowy network in both the public and private sectors that has blurred the lines between the constitutional State and the ruling party and, in many instances, has resulted in plain mobsterism.

Despite the vehement political opposition from certain quarters against the publication of Thuli Madonsela's State capture report shortly before the last national election, and despite current efforts by specific groupings to discredit Justice Raymond Zondo and his Commission, truth and justice are slowly prevailing. They always have, albeit sometimes painfully slowly, in the South African context. When it appears, the Zondo report was made to be publicly and widely used, not only in constitutional/philosophy and jurisprudence modules at universities but at the most basic level of community interaction, to inform and educate members of the public on the dangers of blurred party-State lines. Cadre deployment, at least in how the ANC has applied it, is an enabler of much of South Africa's current woes. The problem with outright condemnation of cadre deployment is that the line between an acceptable form of deployment and the point where it becomes immoral and illegal is unclear. It is common practice in many countries across the globe for political parties to appoint their members to powerful State positions. That, in itself, is not contentious. What happens after the appointment is what tips the scales from acceptable to unacceptable. If a position involves exercising public power, it must be exercised in the public's best interests. Moreover, the primary duty to do so emanates not from

party policy but from the enabling legislative framework that creates the position in the public service and sets the expectations inherent to the position.

In Mlokoti (2009), Pickering J compellingly conveyed this in explaining that even though the appointment under scrutiny in that matter may have been facilitated by membership of a political party, the functions attached to the position needed to be performed in the public interest. The second challenge with a sweeping condemnation of all cadre deployment as morally wrong is that, as Twala points out, many appointed cadres are capable, qualified, and equipped for their positions. There is, therefore, a risk in generalising. Nevertheless, the country and our law expect such cadres to advance the cause of objectivity and the rule of law, as many have done when the whistle was blown on those intent on advancing only their narrow interest. What is the way forward for South Africa? Qobo proposes that the ANC undertake “reform to uproot corruption and promote good financial performance”. In this regard, he recommends that law enforcement agencies be reformed and that “high standards” be set for appointing Directors-General in State departments, heads of State-owned enterprises and “other key government agencies”. The President, Qobo, says, “will need to stand firm against cadre deployment traditions in the ruling party and draw talent for the state from across the country”.

In consolidating a study of this nature, it is easy to generalise when one speaks of “moral compasses” or “moral standards”. A valid question may be: whose morals are we talking about in light of our South African diversity? Space here does not allow for a conversation of this nature, and this study would propose as a possible starting point the convening of a bipartisan national convention on the philosophical approaches to fighting corruption and promoting good financial performance of provincial departments. Such convention should reconsider South Africa’s anti-corruption strategies, financial management training, and strengthening of human resource practices in both administration and politics, paying particular attention to the ethical causes of corruption, financial mismanagement, and the role which cadre deployment and cadre employment may play in corruption, poor financial performance, and disclaimer audit outcomes.

Vorster is correct in saying that the ethical causes of corruption, nepotism, and poor financial management are often mentioned only in passing, if at all. However, the battle

against unlawful cadre deployment and its consequences is, at its core, a struggle for sound ethics and moral values. As Spence *et al.* (2017) have stated: “The successful combating of crime and corruption presupposes a moral community: a community of people who, for the most part, try to do what is morally right and to avoid doing what is morally wrong because they desire or believe that they ought to do what is right and to avoid doing what is wrong.” COGHSTA and treasury department participants indicated that South Africa still has ethical leaders who must be courageous in doing the right things. Participant 3 from the Limpopo Department of Treasury had the following to say:

Political parties are responsible for educating and training their party loyalists, who are potential candidates for the deployment of strategic positions in the public sector. They have the authority and the power. The ruling political party must assist administrators in ensuring that all cadres deployed are qualified, that they go through screening, and that the appointed cadres are subjected to probation. Due to this, the treasury department still needs help in screening and probation concepts regarding appointments as political leaders infiltrate this process. The department has no ethical, political leadership" (LPDT P3).

From the response above, this study also argues that there is no monitoring of the cadre deployment policy implementation process. There are no grounds for introducing probation measures for cadres to be deployed. This study further argues that issues of cadre deployment require ethical Leadership to ensure compliance and monitoring. The implementation and application of cadre deployment must be done within the confines of legislation. The study suggests that the deployment of cadres should be subject to probation periods to monitor the performance and contribution of deployed cadres towards realising organisations' objectives.

6.3 CONCLUSION

The chapter outlined the findings of the data collected in this study and also presented the significance of data collection, interpretation, and analysis. Semi-structured interview guides were circulated to assess the impact of cadre deployment on the audit

and financial performance of the three selected government departments. This study found that cadre deployment negatively impacts audit and financial performance by appointing cadres with no relevant and requisite skills, knowledge, qualifications, and expertise.

Therefore, this study concludes that cadre deployment negatively impacts the performance of institutions as political parties fail to monitor the policy's implementation, leading to its abuse. The next chapter of this study outlines and summarises the research chapters, providing recommendations and a conclusion to the findings. Chapter 6 gives recommendations and a conclusion to the findings in chapter 6 of the study. The chapter further recommends further research.

CHAPTER SEVEN: SUMMARY OF CHAPTERS, RECOMMENDATIONS AND CONCLUSION

7.1 INTRODUCTION

The study's main conclusions are based on the findings drawn from the data collected within the three selected provincial departments in Limpopo. The conclusion provides a clear picture of the role of cadre deployment policy on the appointment of staff and the effectiveness of the policy in addressing audit outcomes and financial performance. This is because the cadre deployment policy has affected the audit and financial performance of the Department of Health and Coghsta. This is due to the notion that cadre deployment has interred with the merit system of appointments in these departments, leading to the appointment of cadres who must be qualified and have irrelevant skills, knowledge, and expertise required by these departments. Furthermore, the study's recommendations are drawn from the findings. The following section presents the summary of the study, the main conclusions, and the study's recommendations.

7.2 SUMMARY OF THE CHAPTERS

This study investigated the impact of cadre deployment on the audit and financial performance of the selected provincial departments in Limpopo province. This study outlined cadre deployment as a challenge in the three chosen departments in Limpopo. The findings revealed that the departments face financial underperformance due to political interference by deploying incapacitated cadres. This has led to financial underperformance and failure to achieve clean audits. The study further outlined that the Limpopo provincial government was at some point under administration as failure to comply with legislation. Based on the previous reports by AGSA, there has been a significant improvement in irregular expenditure and audit outcomes in the province, with few departments, such as health, still needing help to come on board. This study has proved that poor monitoring and evaluation regarding the implementation and application of cadre deployment is a concern among Limpopo provincial departments, particularly the health department. Political parties like the ANC have abused the policy to pursue and push personal agendas and interests. The study has also

indicated that cadre deployment has yielded positive results within the Limpopo provincial treasury. Therefore, much as the policy is on the receiving end of critique and criticism, it is also necessary to note that it yields results and contributes towards good financial performance and clean audit outcomes in certain instances. The findings in this study designated that challenges facing COGHSTA and the health department in terms of the cadre deployment application go more profound than the media reflects and reports, as many administrators are still afraid to confront issues associated with the policy. The challenges and problems of transparency with COGHSTA and the health department and political interference within departments are weakening and destroying hope for good governance free from corruption and other ethical dilemmas. The findings also contend with the researcher that there needs to be better oversight in these departments by political office bearers to administrators in pursuit of clean audits and sound financial performance, as employees have little knowledge, skills, and expertise to comprehend governance issues. The study also indicated various causes of failure of sound financial performance and clean audit outcomes within these departments that led to poor performance: lack of commitment and efforts by politicians and administrators to set political education, municipal finance, and training as minimum criteria requirements for deployment of cadres.

Chapter One

The chapter outlined the introduction and background of the study, as well as the research design and methodology. The problem statement, research aim, objectives, questions, and definition of key concepts used in conducting this research were also explained.

Chapter two

This chapter of the study focused on the audit and financial performance literature. The chapter consists of 2 segments: theoretical literature and legislative framework. Under theoretical literature, this study introduced the principal-agent theory, collective action theory, and control theory as the grounding theory to establish and assess the impact of cadre deployment policy in provincial departments. It is appropriate to use the control theory as the theoretical lens to study the implications of cadre deployment policy and practices thereof of the policy within selected provincial departments in the Limpopo province and the performance implications thereof. The theory focuses on

control mechanisms that should be imposed at all levels of government. The theory has three control systems: behavioural, output, and input, and it gives feedback on performance. The theory is relevant as cadre deployment policy affects performance and often has limited or no feedback mechanism on such performance. While on the issue of the legislative framework, the study outlined that professionalising the Public Service to deliver good performance and clean audit outcomes in the selected provincial departments must involve engendering a credible system in all practices, including the appointments and filling of posts. The study indicated that measures have been put in place with various pieces of legislation, which includes the Public Service Regulations (2016), the constitution, and the Public Finance Management Act, to ensure that the imperatives of sets of legislation are realised.

Chapter 3

This chapter of the study focused on cadre deployment in South Africa and from an African point of view. The study argued that from an Afrocentric perspective, the phenomenon of cadre deployment is believed to induce a mediocre institutional quality or to cause poor execution of policies by the State. Numerous agencies, writers, and researchers with the notion of providing solutions and strategies to combat it have examined cadre deployment in the South African public sector and Zimbabwean public sector; hence, the political discussion on corruption, financial underperformance, and municipal poor audit outcomes and service delivery backlogs remains relevant and significant in today's academic discourse at both national and international space.

Chapter 4

This chapter focused on the empirical literature. Under empirical literature, this study has investigated the impact of cadre deployment policy on the audit outcomes and financial performance, the role of cadre deployment policy on the appointment of staff, and examined the effectiveness of cadre deployment policy in addressing audit outcomes development and financial performance in the treasury, cooperative governance, human settlement and traditional affairs, and health department in the Limpopo province.

Chapter 5

This chapter of this study focused on research design methodology. The study employed an interview guide for qualitative data collection within the three selected Limpopo provincial departments. The study introduced purposive sampling as a sampling method to ground the study. The study used an interview guide to collect data from the target population within the selected provincial departments in Limpopo. Nineteen officials were sent interview guides, and nineteen participants participated and answered questions in the interview guide. The findings in this study were subject to validity and reliability. The study employed thematic analysis as the ground for data analysis.

Chapter 6

This chapter focused on analysing the collected data from the respondents in Limpopo within the three selected departments. The researcher in this chapter interrogated the application of cadre deployment policy and its impact on the audit and financial performance. The challenges of implementing the concept within these institutions are based on the understanding displayed by participants on the idea; the researcher concluded that issues of audit outcomes and financial performance are directly and indirectly affected by the appointment of cadres. The study revealed that irregular health department expenditures are still challenging, and the blame is on politics. Various shortfalls were also identified throughout the study, which indicated that as much as the officials understand the concept of cadre deployment and its applicability, the most critical part is the application of the idea in practice and its practical implications, as well as the lack of criteria for application. Therefore, it is clear that the practicality of the concept of cadre deployment and its application thereof remains a more significant challenge within these institutions as political parties continue to abuse the policy and deploy cadres with no requisite skills, knowledge, expertise, and qualifications to strategic positions of Limpopo provincial departments and this harms the financial performance of these departments.

7.3 SUMMARY AND CONCLUSION OF THE FINDINGS

By implementing the cadre deployment policy within the three departments in Limpopo, the ANC cadres were meant to infiltrate every aspect of society, not merely the public service. As a remedy to the challenges of cadre deployment, arguments

were expressed outside the ANC that the policy should be scrapped in favour of transparent selection processes and merit appointments. The study highlighted that attempts to stigmatise cadre deployment are sometimes informed by mistrust of the expertise possessed by Black professionals and Afro-pessimism. The study argues that cadre deployment affects departments' audit and financial performance.

There is much negligence across the province as far as the policy application is concerned, and participants indicated that there needs to be more accountability from political structures on the issues of misuse of the policy. Drafting the 54-page document on the recommendations from the ANC's Fourth National Unity Conference in 2012 indicated that the party was destined to address the challenges posed by the cadre deployment policy. Thus, after this conference, the ANC pronounced that the next ten years from 2012 would be the Decade of the Cadre. Whatever success the cadre deployment policy may have had, it has also led to cronyism, nepotism, and corruption. To a certain extent, this has led to a paralysis of authority, with cadres inevitably torn between the needs of their jobs and the dictates of the party. This study has proved that cadre deployment has received criticism and justification from political structures. As such, this study concludes that cadre deployment is slowly eroding the merit system of appointment within Limpopo provincial departments. This is an issue and a call for concern as this move by the current ruling party is affecting the financial performance of provincial departments as many of the deployed cadres still need MFMP certificates or financial literacy skills.

7.4 RESEARCH FINDINGS

The study investigated the impact of cadre deployment on the audit and financial performance of the three selected departments in Limpopo province. The section outlined the findings as follows:

7.4.1 Cadre deployment policy affects the merit system of appointment of staff

The study outlined a problem of political interference in these departments, which leads to HR policies being disregarded and compromised. The findings revealed that through this political interference in HR functions, departments are filled with

incapacitated employees. This is because cadre deployment has ushered in candidates who need more relevant skills, knowledge, expertise, or qualifications in the departments. The policy has proven unrelenting to the merit system of staff appointment. The lack of parity and equal opportunity due to the cadre deployment policy is of a high note to the above challenges.

7.4.2 The policy of cadre deployment produces party loyalists

As opposed to producing ethical employees who are transparent and accountable, cadre deployment policy produces political parties' loyalists. The study outlined that cadres only serve their masters in political parties instead of being loyal to the public service. Participants indicated that this has led to deployed cadres in these departments needing to be held accountable by public service as they are protected by the political parties they serve.

7.4.3 Qualifications and requisite skills are not taken into consideration when implementing cadre deployment

The study's findings established that the treasury department in Limpopo is run by cadres who must possess finance management-related qualifications. Participants indicated that the province's irregular expenditure continues to increase rapidly with no signs of containment. Additionally, deployed cadres possess irrelevant qualifications, and skill mismatch is challenging.

7.4.4 Cadre deployment policy contributes to irregular expenditure

In 2021-2022, the Auditor General (Tsakane Maluleke) indicated that decisive leadership must be sustained in the Limpopo provincial government to further reduce irregular expenditures and eliminate repeat findings to improve audit outcomes. The findings supported this notion, as participants indicated in the health department that much work still needs to be done to deal with irregular expenditures and qualified audit opinions. Participants indicated that challenges are emerging more from cadres who need help to do their work effectively.

7.4.5 Capacity building is not promoted in the Cadre deployment policy

The findings indicate that no programmes aim to create awareness of financial underperformance and mainstreaming of poor audit outcomes. Due to this, deployed cadres are not afforded an opportunity for training and empowerment from both their place of work and their political parties before being deployed to departments. As such, departments continue to be run by senior management who need to be financially management-capacitated and driven.

7.4.6 Political accountability is disregarded through cadre deployment policy

Cadre deployment is being practised without an action plan and legislation, making it easily manipulated. The findings in the study indicated that deployed cadres are not being held accountable as the administration has no grounds to hold them accountable, while political structures are also failing to hold them accountable. Participants indicated that deployed cadres are under the protection of their higher political structures, which ensures that there is no room for accountability.

7.4.7 The policy of cadre deployment affects the audit function

Political office bearers and administrators are responsible for achieving clean audit opinions. Participants indicated that departments such as health are failing to attain clean audits because of a lack of oversight by political office bearers, who must ensure compliance and safeguard state resources to be used effectively and efficiently. This is a challenge as cadres must be capacity-developed and trained to carry out the mandate.

7.4.8 The implementation of cadre deployment results in ethical dilemmas in departments

Findings in this study indicated that ethical leadership is challenged. Participants further suggested that officials are challenged by the interest of self-serving instead of serving the public. Corruption is still a problem, and cases go unsolved. There needs to be more consequence management.

7.5 RECOMMENDATION OF THE STUDY

For the cadre deployment to be productive and not be viewed as another form of job reservation, members of the ANC and society at large should demand that it (ANC) ensure that in deploying cadres, there be a systematic, rational, and coherent way in which these cadres are deployed. However, in implementing the cadre deployment policy, the ANC should guard against what could be interpreted as a 'State within a State', which could lead to authoritarianism and the emergence of secret elites within the party. While cadre deployment could be acknowledged as a sound strategy by the ANC to be 'hands-on' concerning issues about governance in South Africa, if the policy is not adequately managed and monitored, it could become a source of patronage.

One agrees with the ANC that to overcome the obstacles of bad governance and possible sabotage efforts, the people's representatives must implement mechanisms to fulfil their mandate. Such mechanisms include the strategic deployment of individuals who will ensure that the democratically determined vision of the party is attained. It should be noted that the ANC members are also South Africans. They have the right to opportunities like any other South African in all sectors of society. Therefore, this study proposes the following recommendations:

7.5.1 Parity and Equality

Post-democratic elections in 1994, the ruling party adopted the theme of good governance to the people by the people. To ensure this happens, the government was responsible for ensuring that all employees in the three spheres of government heed the call. This became a challenge as political parties also had the responsibility to their loyalty and often campaigned on behalf of the party to be in government. Therefore, for government to implement its policies effectively and efficiently, it requires personnel with expertise and knowledge about the policies. The concept of cadre deployment came into the picture as a means for political parties to ensure that they deploy cadres with an in-depth understanding of the policies to be executed. The cadre deployment overrides the merit recruitment and placement process concept, as cadres are deployed mainly on loyalty and party association. Therefore, to prevent this, the merit system and cadre deployment policy must co-exist with legislation to promote parity and equality in appointing staff with knowledge and expertise.

7.5.2 Professionalisation of cadre deployment policy

Due to a lack of grounds and pieces of legislation to safeguard the policy from misuse by politicians, the policy has been abused to serve personal interests. The findings established that this policy produces party loyalists and erodes the grounds of accountability. Therefore, cadre deployment must be professionalised to ensure this policy becomes relevant and achieves its intended goal. Political parties such as the ruling party and ANC must set standards, criteria, strategies to implement and legislation for accountability to ensure that capable cadres are deployed and operate within the confines of legislation.

7.5.3 Relevant minimum educational and skills requirements

The findings in this study indicated that cadre deployment policies have been practised with no minimum standards in terms of qualification and skills. As such, this study recommends that political parties review their cadre deployment policies to set educational criteria for cadres to be deployed and ensure the relevancy of such qualifications to the critical position to be deployed.

7.5.4 Consequence management

Officials ensure that departments achieve clean audits and are free from financial misconduct. Public sector institutions operate with limited resources to meet the unlimited demands of citizens, and therefore, resources must be used effectively and efficiently. This is not happening due to the cadre deployment policy. Politicians appoint their loyal friends to key government positions, leading to deployed cadres serving their masters and protecting them in cases of misconduct such as corruption. Therefore, this study recommends that cadre deployment policy be attached to consequence management for every decision taken and action against cadres to safeguard public funds and ensure good governance and financial performance manifest in provincial departments.

7.6 CONCLUSION

The study investigated the impact of cadre deployment on the audit and financial performance in selected provincial departments in Limpopo. The study aimed to assess and understand the role cadre deployment plays in how departments financially perform and how it affects the audit outcomes of such departments. The study's findings outlined that political parties are responsible for ensuring that implementing this policy does not continue to be detrimental to these departments. Political parties have the responsibility to ensure that they deploy cadres who have the requisite skills and knowledge. The study further outlined that in provincial departments, political parties are using the policy to erode the merit system of staff appointments. Therefore, to remedy this, there should be minimum criteria of skills and qualifications required for cadres to be deployed to departments, and failure to achieve this should be followed by consequence management for those who wrongfully implement the policy. As such, all the questions probed in the research questions section in Chapter 1 have been answered in the context of the data collected in this study.”

7.7 LIMITATIONS AND RECOMMENDATION FOR FURTHER STUDY

The researcher was confronted with various limitations during data collection around the three selected departments in Polokwane, Limpopo. This section will unpack some of the limitations of the study:

Firstly, due to safety compromise, some citizens did not allow the researcher to enter their offices to conduct interviews in contact. Therefore, the crime rate around Polokwane in Limpopo became a hindrance during data collection, preventing citizens from participating in the study.

The second limitation of the study is that the financial constraints to undertake data collection could only enable the researcher to solicit data from some of the departments in the Limpopo Province. It is significant to extend the study throughout the Limpopo Province.

Various issues could not be covered in the study. It is, therefore, essential for further research to cover the following matters to adequately address cadre deployment and its impact on the audit and financial performance:

During the investigation, it was found that cadre deployment policy affects staff appointments, audits, and financial performance. This is based on the study's findings and several theories and frameworks employed in the study. There is also political interference in the administration when appointing staff to provincial departments in the Limpopo province. The study outlined that if not adequately monitored, cadre deployment will affect all provincial departments and threaten the concept of good governance. Therefore, further research should explore the impact of cadre deployment on provincial departments to understand further the deep end to which the policy influences decisions in the appointment of staff. This is based on the notion that collaboration between all stakeholders can help circumvent some challenges, such as poor appointment of cadres with no requisite skills to mitigate the impact on the audit and financial performance.

Due to the country's challenges, further research needs to assess some institutional barriers that hinder provincial departments from implementing strategies to mitigate the impact of appointed cadres with no requisite skills on provincial departments' audit and financial performance.

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