NELSON MANDELA
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AN EVALUATION OF THE MANAGEMENT PERFORMANCE ASSESSMENT TOOL IN THE DEPARTMENT OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS IN THE EASTERN CAPE

BY

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Submitted in partial fulfilment of the requirements for the degree of Masters in Public Administration at the Nelson Mandela University

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DECLARATION

In accordance with Rule G5.6.3, I hereby declare that this thesis is my own work and that it has not previously been submitted for assessment to another University or for another qualification.

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SIGNATURE

10 August 2018
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DATE

DEDICATION

This entire work and its processes to the final attainment of this master's degree and its emulative preceding academia accolades are duly dedicated to the Almighty God without whom all my personal efforts would amount to nothing.

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ABSTRACT

Management Performance Assessment Tool for improving audit outcomes in the Eastern Cape Department of Cooperative Governance & Traditional Affairs steamed out of the need to possibly have a preliminary understanding of the MPAT and how its application has fared towards performance improvement and service delivery mandate of the department in review. In 2010, South African Cabinet requested the Department of Performance Monitoring and Evaluation (DPME) in the Presidency in collaboration with the Department of Public Service and Administration (DPSA) to lead the development of a comprehensive assessment tool through the nine provincial departments and offices of the Premiers as the Provincial coordinating agencies.

The aim of this empirical study was to assess how Management Performance Assessment Tool (MPAT) can be well utilised in order to improve audit outcomes of the Department of Cooperative Governance & Traditional Affairs (DCoGTA). Performance Management which is the basis for the research aims at assisting the DCoGTA in the Eastern Cape to better apply the MPAT tools to achieving better performance improvement through well informed Management decision-making which will ultimately guarantee smarter public service delivery and improved audit outcomes. The research methodology is socially driven in outlook with designed structure and plan which investigates the research aims through an introductory   platform on the research questions demanding answers towards solving the research problems emanating from the main title of the research. Data analysis which informs the research findings provides some policy lessons on the application of MPAT as a tool for performance improvement when it is appropriately applied, and adopted within the decision-making structures of the Department of Cooperative Governance & Traditional Affairs of the Eastern Cape Provincial government.

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ACRONYMS

AGSA	Auditor General South Africa
CoGTA	Cooperative Government and Traditional affairs
DCOGTA	Department of Cooperative Governance & Traditional Affairs
DPME	Department of Performance Monitoring and evaluation
DPSA	Department of Public Service and Administration
ICT	Information Communication and Technology
KPA	Key Performance Areas
MPAT	Management Performance Assessment Tool
OTP	Office of the Premier
PAIA	Promotion of Access to Information Act
PAJA	Promotion of Administrative Justice Act
PALAMA	Public Administration Leadership and Management Academy
PFMA	Public Finance Management Act
PMDS	Performance Management System

CHAPTER ONE: INTRODUCTION AND BAKCGROUND

1.1 INTRODUCTION

The Constitution of the Republic of South Africa 1996 as amended, (chapter 3 Sec 41(c) provides for effective, transparent, accountable and coherent government for the republic as a whole.

The Management Performance Assessment Tool (MPAT) is a government tool that seeks to improve management practices for improved service delivery. This tool was endorsed on the grounds that the poor service delivery is a result of poor management practices (financial management, supply chain management, asset management, human resource management, planning, monitoring, and facilities management) within the government institutions (www.dpme.gov.za/MPAT)

The MPAT is one of several initiatives to improve the performance and service delivery of national and provincial governments departments. It provides data that can inform all levels of decision making by providing a clearer understanding of rural poverty. The Constitution of the Republic of South Africa 1996, (chapter 3 Sec 41(c)) provides for effective, transparent, accountable and coherent government for the republic.

MPAT is a structured, evidence-based approach to the assessment of management practices. Underpinning MPAT is the logic that improved management practices are key to improving government performance and service delivery. In October 2010, Cabinet mandated the Department of Performance Monitoring and Evaluation (DPME) to lead the development and piloting of an assessment tool, working collaboratively with the Department of Public Administration (DPSA), the National Treasury and the Office of the Premier. Independent bodies, namely, the Auditor-General of South Africa (AGSA) and the Office of the Public Service Commission also contributed to the development of MPAT (www.dpme.gov.za/MPAT).

1.2 CLARIFICATION OF TERMS AND CONCEPTS

The following definitions feature in the study:

Public Administration: Dye (1987:324) defines public administration as a practical phenomenon whose purpose is to provide services of the society. Whereas Cloete (1998:1) defines or view public administration as a universal phenomenon which consists of the numerous activities involved in the day to day work of public functionaries employed in a public sector. He also explains the definition by mentioning that custom in which public administration is performed marks the quantity and quality of goods and services which public institutions provides to people. Van de Waldt & Helmbold (1995:1) describe Public Administration as a field of study that must educate officials and politicians to be sensitive to community values and norms.

Co-operative Government: The Constitution of Republic of South Africa chapter 3 describes co-operative government as that environment where all spheres of government must observe and adhere to the principles of this chapter and conduct their activities within the parameters that the chapter provides which some of them are to provide effective, transparent, accountable and coherent government for republic as a whole. Cooperate governance is a term that refers broadly to the rules, processes, or laws by which business are operated and controlled. The term can refer to internal factors defined by the officers, stockholders or constitution of corporation, as well as to external forces such as consumer groups, clients, and government regulations.

Section 41(1) of the Constitution of the Republic of South Africa clarifies the ground rules for cooperative government that are:
- Respect for the distinctiveness and the status of the different spheres of government.
- Loyalty to country and its inhabitants as a whole by those in charge of governing the country at all levels of government.
- The positive duty to cooperate with one another in mutual trust and good faith (Mathebula & Malan, 2012:56).

MPAT Tool: MPAT is a structured evidence-based approach to the assessment of management practices. Underpinning MPAT is the logic that improved management practices is key to improving government performance and service delivery (DPME MPAT Assessment tool 2013). The effective and efficient translation of inputs into

outputs through good management practices is important for improving service delivery. 'Management performance assessment' involves assessing the quality of these management practices. It contributes to improving government performance and service delivery by developing a culture of continuous improvement through moderated self-assessments and sharing of good practice (DPME MPAT Report 2012:7).

Audit Outcomes: Generally audit outcomes are the results presented after conducting audit on a particular area whether finance management or performance management information. In all this is a feedback that shown the management of a particular organization or institution following its legislative and compliance management issues (Auditor-General Report, 2016/17:29).

Public Financial Management: According to Mary McMahon (2015:22), Public financial management is the administration of funds used to deliver public services. Depending on the level of government and the specific nation, these can range from water and sewage service in a city to a national health plan. This is a special field within the larger discipline of financial management, focused on delivering services as effectively and efficiently as possible to maximize benefits to residents. Specialists in this subject can participate directly in agency administration as well as legislation, policy development, and enforcement of regulatory frameworks used to control public expenditures.

In the discipline of public financial management, people look at documented needs and expenditures for different public services. They can perform analysis to identify areas of greater or lesser efficiency. Some programs may be ranked by importance to prioritize spending. For example, a government may want to allocate funds to law enforcement before arts programs to ensure that social order is maintained (McMahon, 2015:29).

Supply Chain Management: The concept of Supply Chain Management is based on two core ideas. The first is that practically every product that reaches an end user represents the cumulative effort of multiple organizations. These organizations are referred to collectively as the supply chain.

The second idea is that while supply chains have existed for a long time, most organizations have only paid attention to what was happening within their "four walls." Few businesses understood, much less managed, the entire chain of activities that ultimately delivered products to the final customer. The result was disjointed and often ineffective supply chains (Supply Chain Management Tool, 2015:56).

Supply chain management, then, is the active management of supply chain activities to maximize customer value and achieve a sustainable competitive advantage. It represents a conscious effort by the supply chain firms to develop and run supply chains in the most effective & efficient ways possible. Supply chain activities cover everything from product development, sourcing, production, and logistics, as well as the information systems needed to coordinate these activities (Supply Chain Management Tool, 2015:56).

1.3   GENERAL BACKGROUND

The MPAT is a tool that encourages good management practices. MPAT assesses the quality of management practices across a comprehensive range of management areas, from supply chain management to strategic planning. In each management area, performance is assessed against the management standards established by the relevant transversal departments (e.g. National Treasury for financial management; and the DPSA for human resource management and development). MPAT was officially launched in October 2011, and 30 national government departments and 73 provincial government departments participated in this first round of self-assessment (April 2012). From 2013 financial year 100% participation from all departments. MPAT assessments were conducted in October 2012 and 2013 in all 155 national and provincial government departments (National Treasury Regulations, 2011).

The primary purpose is to improve performance using a structured standards-based approach to assessing management practice. Monitoring the quality of management practices improves management performance by creating accountability and responsibility. MPAT adds value to government that uses it to initiate organisational changes and improvements. The systematic implementation of MPAT leads to a growing understanding of the ways in which management practices contribute to and

enhance performance and service delivery in the Public Service. It monitors compliance with key prescripts namely Public Service Act, Public Finance Management Act, Protected Disclosures Act, PAIA, etc. The MPAT tool is built around four management Key Performance Areas (KPAs), namely, Strategic Management; Governance and Accountability; Human Resource Management; and Financial Management. MPAT is designed to assess compliance and the quality of management practices in these four KPAs. The four KPA's are further broken down into 17 Management Performance Areas and are measured against 31 standards across the management performance areas (www.dpme.co.za/MPAT, 2012).

Figure 1.1: MPAT Performance Areas) (MPAT Standards 2012:14

Source: DPME, 2012:14

1.3   PROBLEM STATEMENT

Bryman (2007:5) defines a research problem as "a definite or clear expression [statement] about an area of concern, condition to be improved upon, a difficulty to be eliminated, or a troubling question that exists in scholarly nature, in theory, or within existing practice that point to a need for meaningful understanding and deliberate investigation". The problem statement for this is study is the inadequate application of the MPAT within its legal framework by the DCoGTA management which has led to poor MPAT score. As result the department over the past three consecutive years has been struggling with the achievement of outcome 12 due to poor MPAT management by the department.

1.4   RESEARCH QUESTIONS

The research questions specify what intrigues and focuses what the researcher will study (Maree 2011: 3). The study prepares several questions that will serve as the engine of the study and therefore, guide the entire study to the highest potential answer/s to the main problem. The following are, amongst others, key research questions.

- What do Management from the Department of Cooperative Governance and Traditional Affairs expect from the MPAT?
- Is there a possible poor management of MPAT?
- What effect will the management processes have on the provision of services?

1.5   THE AIM OF THE STUDY

The aim of this study is to analyse and determine the extent to which CoGTA implements MPAT

1.6   RESEARCH OBJECTIVES

In line with the research problem the study will respond to the following core objective and secondary objectives; to examine and analyze the application of the MPAT Tool by CoGTA management, in relation to performance management. The secondary objectives of this study are outlined as follows;

- Measure impact of MPAT in relation to its implementation
- Suggest an integrated, applicable contextual method for full continuous implementation of the MPAT tool within the department.

1.7   SIGNIFICANCE OF THE STUDY

Creswell (1998:1) in Binza (2009:4) writes that the rationale for a study is not "the discovery of new elements, as in natural scientific study, but rather the heightening of awareness for experience which has been forgotten and overlooked". This study will assist the management of the Department of Corporative Governance and Traditional Affairs to better apply the MPAT tool for improved service delivery, within the four

parameters or pillars of MPAT. This study will also assist other departments in benchmarking with the Department for the same purpose mentioned in the latter. This will contribute in the existing body of knowledge through the development of the integrated and applicable contextual MPAT implementation tool for the Department.

1.8   RESEARCH DESIGN AND METHODOLOGY

The research parameters are set by the title of the research, research questions as well as the objectives as articulated above. Social research methodology as a process involves data collection for both quantitative and qualitative methodologies, with various techniques for data collection, such as questionnaires, which can be measured for validation purposes (Brynard and Hanekom, 1997:25). Therefore the researcher will apply a qualitative approach in conducting the study. Qualitative Research methods "produce descriptive data and no numbers are assigned" (Brynard and Hanekom, 1997: 29). Mouton and Prozesky (2001) state that qualitative research is an "inquiry process of understanding based on district methodological traditions of inquiry that explore a social or human problem such as poverty, unemployment, and economic growth". Simply stated, in this research project, qualitative research will enable the researcher to investigate the why and how of decision-making" with regards to the implementation of the MPAT in relation to   improve the departmental performance.

1.8.1   Setting and Sample

This research study was undertaken in the Republic of South Africa, the country located on the south pole of Africa named after its cordial location. South Africa is surrounded by Botswana, Namibia, Zimbabwe Swaziland and Mozambique on the north pole, and on the east side and southern coats it is surrounded by the Indian Ocean and Atlantic Ocean on the west side (ECSECC 2015, 12).

In terms of the Constitution of the Republic of South Africa (Act 108 of 1996) as amended, South Africa is pronged into nine (9) provinces with administrative functions which are: Gauteng, Eastern Cape, KwaZulu Natal, Northern Cape, Free State, Western Cape, Mpumalanga, Limpopo and North-West. At the same time, South Africa beautiful as it has three attractive capital towns which are Pretoria, the executive

capital; Cape Town, the legislative capital and Bloemfontein, the judicial capital. The adherence to policy, administrative and research requirements support provision during the undertaking of this research will be made possible by the Nelson Mandela University (NMU), which is based in Port Elizabeth.

1.8.2   Population/Target Population

Babbie (2010:390) defines population as "an aggregate or totality of all the objectives, subjects or members that conform to a set of specifications". On the other hand, Neuman (2008:457) regards target population as the set of elements that the researcher focuses upon and to which the results obtained by testing the sample should be generalize. Data will be gathered from the CoGTA in Bhisho.

In this study the target population consisted of officials in the executive management, top management and senior management.

Sample: It is imperative to describe the sample procedure. Terre Blanche and Durrheim (2002:274) state that sampling "is a process used to select cases for inclusion of participants in a research study". An information sheet requesting to undertake the study was sent to the Head of the Department of Cooperative Governance & Traditional Affairs, and consent forms were presented to the identified officials. The sample section consisted of officials in strategic management, human resource management, financial management and accountability and governance structure. A total of twenty (20) officials from these key performance areas were purposively sampled from the entire population based on their direct involvement in implementation MPAT in the department. The sample size will be limited to the officials in the following portfolios.

1.8.3   Data Collection Instruments

In social sciences there a number of data collections instruments which are briefly explained below upon which the most appropriate will be discussed thereafter:

1.8.3.1   Questionnaire

the researcher administered a structured questionnaire for the collection of data from the respondents. David and Mutton (2004:38) define a questionnaire as "a list of

written questions that can be completed in one of two basic ways. Firstly, respondents could be asked to complete the questionnaire with the researcher not present, this relates to any questionnaire that a respondent completes without the assistance of the researcher. Secondly, respondents could be asked to complete the questionnaire by verbally responding to questions in the presence of the researcher". The researcher had the structured questionnaire responded to in the presence of a field worker or the researcher to minimise the time for prompt data collection completion and analysis.

English was the only language used during the entire research data collection as a medium of communication for doing business. At least 20 questionnaires were distributed to the MPAT coordinators and in some management officials. The above sample of participants was purposefully sampled, because they were directly involved in the MPAT implementation. The participants had the relevant knowledge with regard to the performance management and MPAT standards.

1.8.3.2   Document review

The researcher reviewed relevant official reports such as MPAT reports, report analysis on MPAT improvement plans and Auditor General legal compliance report, as well as the Departmental Strategic Plans 2009-2014, Annual Performance Plan 2013/14 financial year and Annual report 2013/14 financial year.

1.8.4   Data Analysis

According to Polit and Hungler (1993), data analysis is about organising the data collected in response to the research question. The data collected was analysed using Microsoft excel and thematic application.

1.9   FEATURES OF A GOOD RESEARCH

According to Leedy and Ormrod (2005:34), a good research exercise can be referred to as one that captures the correct true data and concludes by providing correct answers to the questions and problem that necessitated the research. Generally, any good scientific research enquiry should meet the key basic requirement of reliability and validity provided that the research is based on a clearly defined and correctly

identified problem statement. Consequently, reliability and validity of research methods are some of the significant features of a good scientific research enquiry.

1.9.1   Research Method Validity

Sedisa (2008) writes that all kinds of research enquiry are fundamentally undertaken to serve a specific purpose and that ultimately translate into understanding the value attached to the research findings and the extent of the research validity. In addition, Hall and Hall (1996) write that research validity is actually a means of measuring research accuracy, meaningfulness and credibility of the data and outcomes. In essence, the validity concept may well be confined to the tools that are used in a research enquiry, which then refers to the extent to which the tool actually measures what it purposed to measure in line with established practice (Bell, 2005:66; Hall & Hall, 1996:44). In other words the research in general and research tools are crucial to have and reflect validity in order to ensure that the research results shows credibility and acceptability of research in the community (Neuman, 2007:51 *cf.* Sedisa, 2008:250).Therefore, research results need to be verifiable to ascertain validity. To ensure validity of this study, taking into account the research method applied during the undertaking of this research, adherence to ethics requirements, and by abiding to NMU's policies guiding scientific and professional studies will be maintained throughout the research enquiry.

1.9.2   Research Method Reliability

According to Bell (2005), research method and/or data collection tool reliability measures the extent to which technique produces similar results under normal circumstances on all instances. To note, this might seem rather too ambitious statement but in simple terms it basically means the consistency and trustworthiness of the results obtained during a usage of a particular method. Reliability measurement is predominantly prominent used in quantitative research method but also applicable in qualitative research method in a most valuable manner (Sedisa, 2008: 252). To ensure reliability of this study, the researcher will do pre-testing of the study by issuing five pilot structured questionnaires to the respondents in order to minimise any shortcomings. In addition, the quality of research was enhanced by taking in account the research ethical issues.

1.10   ETHICAL CONSIDERATIONS

As orthodox practice for studies at this level, the researcher first required permission from NMU's Faculty Research Committee to carry out this study. Once the permission was granted, the university's Ethics Committee was approached in order to secure ethical clearance to conduct the study. With these documents in place, a letter was written to the Department of Cooperative Governance & Traditional Affairs requesting permission to conduct research on the impact of the MPAT to service delivery. The request letter clearly stated that information obtained would only be used for the purpose of the study. Consent to that effect was granted. The researcher adhered to ethical requirements during the research period

Ethics is a branch of the field philosophy that covers morality (Polit and Beck 2004:717). The research ethics have to do with exercising of moral standards when making decisions regarding the planning execution and reporting of research result studies (McNab, 2004:55).

1.11   SCOPE AND LIMITATIONS OF THE STUDY

The scope of the study will cover how the Department of Cooperative Governance and Traditional Affairs can improve its audit outcomes through MPAT, looking from the period of 2012 to 2014, and also information to be considered will be within the MPAT planning documents of the National Department of Monitoring and Evaluation (DPME), Office of the Premier (OTP) and the Eastern Cape Department of Cooperative Governance and Traditional Affairs (ECCOGTA) and other related documents e.g. MAPT reports.

- Time of the research study and the period for completion of Post Graduate Degree poses a limitation.
- The material both secondary and primary data are not readily available.
- Checking of information from different libraries poses constraints.

1.12   OUTLINE OF THE RESEARCH STUDY

The study will consist of five chapter is frame-worked under the following chapters:

CHAPTER ONE (1): INTRODUCTION AND BACKGROUND

Study will cover the following:

- Introduction and the background of the study
- Rationale for the study
- Problem statement
- Research questions and objectives of the study
- Limitations of the study as well as delimitation with significance
- Clarification of key concepts

CHAPTER TWO (2): THEORETICAL OVERVIEW THE MANAGEMENT PERFORMANCE ASSESSEMT TOOL IN PUBLIC ADMINISTRATION AND MANAGEMENT

Reviews literature related to the study focus, discusses legal frameworks that guide and govern the Provincial Government, conceptual framework for implementing and reviewing the MPAT Tool.

CHAPTER THREE (3): RESEARCH DESIGN AND METHODOLOGY

This chapter explains in detail the research design and methodology employed in the data collection and analysis.

CHAPTER FOUR (4): DATA PRESENTATION AND ANALYSIS

This chapter constitutes the presentation and discussion of data collected and analysed in the study. The chapter also includes testing the questions of the study and the study objectives in relation to the data collected.

CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS AND LIMITATIONS OF THE STUDY

The purpose of this chapter is to reiterate the research findings and to validate them by reflecting on the findings presented in Chapter 4.

1.13   CONCLUSION

The research will endeavour to improve planning, integration, monitoring, tracking and reporting which will lead to sustainable outcomes on planned programmes and projects during and after the implementation phase. Thereafter, the evaluation would be capable of producing the desired results after the latter steps have been followed into. The motivation to this study is that it will assist departmental management, planners, implementers, monitors, evaluators and executive authorities to enhance integration, coordination and proper improvement of performance management in order to spearhead service delivery within the department of Cooperative Governance and Traditional Affairs.

CHAPTER 2: THEORETICAL OVERVIEW THE MANAGEMENT PERFORMANCE ASSESSEMT TOOL IN PUBLIC ADMINISTRATION AND MANAGEMENT

2.1   INTRODUCTION

This chapter describes the place, setting and theories performance management in the Public Administration discipline, and explains the use of the Management Performance Assessment Tool (MPAT) in managing performance and good governance for effective service delivery. Therefore, it traces and details theories shaping the implementation of MPAT within the public administration discipline. It also determines the extent to which good governance is improved through MPAT in relation to the achievement of pre-determined objectives of the department. Consequently, this chapter explicates the move from the traditional public administration theories to the new public management approaches in the practise of public administration philosophies.

In Public Administration, social research studies entirely depend on theory for organisation and as such any academic enquiry would necessitate a theoretical concept that it would be shaped by. Therefore, this study takes into account theories that provide a more scientific understanding of MPAT as a tool in managing performance of department to ensure legislative compliance and improved service delivery. The understanding of MPAT directly relates to adherence to governance principles by the DCoGTA in order to realise its mandate (Ijeoma, 2013: 16).

Kaplan (1957: xi) in (Binza, 2009: 51) writes that theory "includes a set of primitive terms, definitions and axioms" from which propositions can be inferred and proposed. It is theory that organises these logically and in a consistent framework so that they can be interpreted and have disciplinary relevance. These propositions should be logically consistent and be interpreted".

For Welman and Kruger (2001:11) theory is "part of the edifice of science". Legitimate research follows a group of logical, related statements that represent a phenomenon and include one or more hypotheses. It is clear that for any scientific enquiry in the social sciences, theory serves as the basis for the enquiry as the process of enquiry

and discovery is not always a discovering of a new phenomenon, but also needs to demonstrate a logical approach to the enquiry itself.

The concepts MPAT and governance can be traced from the discipline of Public Administration. The main founding principles of the practice of Public Administration are (1) social, economic, effectiveness, efficiency and integration towards the delivery of services. The applicable theories in this study are process theory, public choice theory, theory of change and new public management theory because these provide the basis for determining the MPAT impact on governance and service delivery by the CoGTA. Process, theory of change and public choice theories have their origins in classical and contemporary management theories (Smit, Cronje, Brevis & Vrba, 2007:31). The actual performance and impact management are the established areas in the discipline of Public Administration.

This chapter is divided into three pronged discussion areas in that it firstly provides a brief discussion of concepts of MPAT, Governance, Public Administration and Accountability in order to describe various subjects used in line with the purposes of this study. Secondly, the legislative framework for MPAT, Management and Governance for the purposes of locating the legislative requirements. Lastly, the discussion of theoretical approached relevant to MPAT, Good governance and administration and public administration environment is made. It further discusses theories in Public Administration and management that are relevant to the study in forming a basis for scientific results.

2.2 A BRIEF OVERIEW OF THE DEPARTMENT OF COOPERATIVE GOVERNANCE & TRADITIONAL AFFAIRS: SETTING

The Department of Cooperative Governance & Traditional Affairs (DCOGTA) is mandated by the Constitution of the Republic of South Africa (1996) Section 154 to support and strengthen the capacity of municipalities to be able to manage their own affairs, exercise their powers and perform their functions. In the same context, Sections 211 and 212 of the Constitution on traditional leaders deals with the recognition as well as the role of traditional leaders. Key Strategic Priorities for department are:

- Priority 1: Strengthening leadership, accountability, and clean local government.
- Priority 2: Strengthening co-operative governance and development planning in a democratic developmental state.
- Priority 3: Accelerating service delivery to support the poor and vulnerable.
- Priority 4: Supporting local economic development and rural development to create decent work and sustainable livelihoods, and
- Priority 5: Improving the developmental capacity of the Institution of Traditional Leadership (CoGTA Strategic Plan 2014-2020).

With this, the Department's performance is measured in terms of the performance management through management tools and internal controls systems.

2.3   THE CONCEPT MPAT, M&E AND PUBLIC ADMINISTRATION

Firstly, the concept of MPAT can be traced from the Public Administration and Management discipline and it is practiced within the modern and traditional public administration and management field. The existing body of knowledge shares a common ground on general terms that the Public Administration practice is as old as government itself. This based on Woodrow Wilson's official article published in 1887 where it's argued for the alignment of public administration as an academic discipline speciality. Before getting into detailed discussion of public administration and management, MPAT, Governance and related concepts relevant to the study are discussed below in order to properly contextualise their application in the study (www.dpme.co.za/MPAT).

2.3.1   Management Performance Assessment Tool (MPAT)

Both in public and private sector, improved management practices are key elements in the improvement of the entire goods and service delivery. Government has committed itself to improving the public service in order to achieve the Priority Outcomes it has set for 2009-2014. These priority outcomes are underpinned by Outcome 12: 'An Efficient, Effective and Development Orientated Public Service'.

In October 2010 the National Cabinet approved a proposal from the Department of Performance Monitoring and Evaluation (DPME) to work with transversal departments

and Offices of the Premier to develop and pilot the implementation of a management performance assessment tool, in support of achieving Outcome 12. DPME was mandated by Cabinet to lead the development of the Management Performance Assessment Tool (MPAT). DPME collaborated with transversal departments, namely, the Department of Public Service and Administration (DPSA), National Treasury (including the Office of the Accountant General), the Department of Cooperative Governance (DCOG), PALAMA and Offices of Premiers of various provinces. Independent bodies, namely, the Auditor-General and the Office of the Public Service Commission have also been involved in the development of MPAT. A Technical Committee comprising senior officials from DPME, DPSA and National Treasury has been responsible for guiding the technical inputs and processes of MPAT (www.dpme.co.za/MPAT).

The "Management Performance Framework" used in MPAT is based on reviews of similar management performance assessment methodologies used by India, Brazil, Kenya, Canada, and New Zealand. Lessons from international experiences indicated that such methodologies can make a significant contribution to improving the performance of government, particularly if the leadership of the departments being assessed takes ownership of the assessment process and the findings, if the results are made public thus encouraging competition between departments, if the management of departments implements and monitors improvement plans, and if transversal policy departments implement support programmes. The MPAT objectives are to:

- Collate benchmarks for management performance;
- Establish the baseline performance of departments
- Provide managers with useful information to inform improvements;
- Catalyse improvements in management practices;
- Develop agreed improvement strategies and provide targeted support to departments; and
- Track improvements against the baseline performance (www.dpme.co.za/MPAT).

Based on the above objectives it was necessary to determine the extent to which these were achieved by the DCoGTA. Furthermore from the MPAT objectives, the scope of work for the MPAT is outlined as:

- MPAT focuses on the management practices in the four Key Performance Areas, namely, Strategic Management; Governance and Accountability; Human Resource and Systems Management; and Financial Management.
- MPAT will be assessing these management practices, based on the existing policies, regulations and frameworks of the Public Service. It does not introduce any new or additional requirements beyond what already exists.
- MPAT focuses on the management performance of the department as an organisation. It does not focus on the performance of individuals – it is not an individual performance management and development system. However, how well a department scores in its management practices is in part a reflection of the performance of its senior managers (DPME, 2012:14).

It is envisaged that the MPAT will form part of the assessment of Heads of Departments. This is intended to overcome the problem of HoDs scoring well on their individual performance assessments while the department performs poorly, for example, receiving qualified audits. MPAT management cannot be separated from the Monitoring and Evaluation principles that form part of the performance management in the organisation (DPME, 2012:14).

2.3.2   Monitoring and Evaluation concept

According to the policy framework for Government Monitoring and Evaluation System (2007:1), M&E involves "collecting, analysing, and reporting data on inputs, activities, outputs, outcomes and impacts as well as external factors, in a way that supports effective management". The policy framework further provides that M&E may assist government institutions to assess their performance relevancy, effectiveness and efficiency in order to measure the overall impact and sustainability. This relates to the examination of underlying theories, assumptions and their validity with regards to what worked, what did not work, what improvement measures and why.

The above definition of M&E spells out that monitoring and evaluation is there and made available for doing an analysis, reporting and checking whether outputs and outcomes are realised in accordance to the predetermined goals. Again, M&E seeks to ascertain whether current tools and mechanisms for implementing the plans and policies are effective, efficient and sustainable and seeks to verify whether or not

available tools and mechanisms are effective and serves the purpose as well as spelling out what has not worked and why (RSA, 2007).

According to Ijeoma (2013:45), M&E "...is a powerful public management tool that can be used to improve the way government and organisations achieve results". And further mentions that, just as government needs financial, human resources, and accountability systems, government also needs monitoring systems. However, one should see monitoring and evaluation as a tool for SCM that should be seen as mechanism for increasing the quality of outputs. Where necessary monitoring and evaluation should be used as problem detecting tool that help in providing early warning sign so that problems can be addressed promptly.

Mackay, 2007 provides that M&E information can contribute to sound governance in support of policy making process especially budget decision making, performance budgeting and national planning however, it also assist in government departments in analyzing polices affecting various ministries, help government and its agencies to manage delivery of services and administration of programs and projects as well as enhancing transparency through revealing the extent to which government has attained its desired targets and objectives.(Mackay,2007).

2.3.3   Public Administration and Management

De Waldt and Helmbold (1996:1) write that there is a difference between Public Administration and Public Management. They believe that "Public Administration refers to the technical discipline as a field of study" (ibid) or science "of administrative processes, governmental activities and interdependent variables, whilst public administration refers to a practical phenomenon" or the actual rendering of public constitutional services to the community by a service provider. Ijeoma (2013:1) concurs with the latter from a different angle that Public Administration is basically about the management of government affairs to realise the common good of/or and for the society, which therefore suggests it to be a systematic implementation of government policies.

The concept of administration in social sciences is generally linked with the public sector. According to Baxter (1991:99), Public Administration is mostly used when

referring to the "machinery of executive government … or as reference to the executive branch of government…" However, administration refers to the highest levels of management which are responsible for formulating and implementing government policy. For Goodnow (2006:78) administration cannot be entirely separated from politics. Although the functions of these spheres are different, they are closely interlinked. In the same context, administration is both applicable to public institutions and private parties; however, for the purpose of this study a more generic view of administration is advocated.

With strong contentions Stroh and Van der Westhuizen (1994:9) write that "in terms of such views, it is recognised that administration comprises specific generic administrative functions/activities, namely policy determination and execution, organizing, financing, personnel provision and utilization, work procedures and methods, and control, and that all members of the institution are responsible for these." It is therefore clear that administration includes administering all the assigned functions which constitute the organisation's scope of operation leading to the realisation of the pre-determined goals and objectives of the organisation. Additionally, administration can be viewed as an engine of combined activities and tasks towards a desired end.

Botes, Brynard, Fourie and Roux (1998: 257), write that Public Administration, as a discipline, is mainly about government's policy implementation. This refers to all spheres and levels of government, such as national, provincial and local government. Having said that, the policy implementation of government by government is an actual reflection of a problem which previously or currently exists, yet to be addressed.

The following details theories in public administration:
Public Management: Similar to the administration concept, management has been mostly associated with private sector as a key strategic function for business stability and continuity. Botes et al, (1998: 354) believe that management is one of the six aspects that the traditional administrative model lacks. Management can be clearly differentiated and studied as a component of administration. What need to be now

determined is the extent to which various management techniques can be applied in administration.

The above authors share a strong view that management as a leadership phenomenon which is mostly found in all forms of industrial and commercial institutions. To that effect, it has become a prerequisite that in any institutional action there must be a leader who would make decisions, coordinate actions, evaluate results and take most corrective measures or actions on behalf of the institution's interest (Botes, Brynard, Fourie & Roux, 1997:354). Now the contentions raised in the former part of this section prompt the question as to whether private and public management can really be differentiated as very little has been written regarding public management; that is, management actions found in public institutions. Botes et.al, (1998:354) identifies the following differences between private and public management:

Table 2.1 Difference between Private and Public Management

Private Business Management	Public-Management
• Decisions on behalf of shareholders are aimed at maximising profit • Uses own capital or the capital of shareholders • Budgets must indicate ever growing profits. • Must comply with the stipulations of law. • Decisions are dictated by the market.	• Decisions are aimed at improving public welfare of the politically aware community • Must use tax funds to the advantage of the public • Budgets must show balanced spending. • Must apply the stipulations of the law. • Decisions are directed by the chief political authority.

Source: Botes et.al (1997:355).

Table 2.1 provides a background to the concept of management from both a private and public perspective, and against its practice in society. The identified differences in the Table provide a clear separation of functions in that the practice of management (of resources) in the private sector, is more dependent on shareholder's needs and aspirations, and to that effect, an inclusive strategy becomes key for profit-oriented operations; whilst on the other hand, the practice of management in the public sector is dependent on legal requirements of government institutions, establishment

mandates, and its constituency. Therefore, it can be stated that management, as a common factor in the above table, is broadly the utilization of an organisation's resources and members towards the achievement of long-term intended results (Straussman, 1985: 77).

Pollitt (1990:3-4) agrees that management is a critical and exclusive organisational competency and functions in resource planning, implementation, monitoring and measuring the results versus the desired standards in production. The administrative activity in government institutions is largely associated and perceived as being part of the overall scope and integral to the nature of the public sector as opposed to the actual management of the public sector (metropolitan government and government in general). Since it is so closely aligned with the people it is meant to serve it is clear as to why it forms part of the social sciences (Fox, Schwella & Wissink, 1991; Botes et.al, 1998: 257). Cox, Buck and Morgan (2011: 12) write that the development of public administration practice and academic theories plays a fundamental role in the improvement of government performance. In the context of the study the majority of what government does is within the parameters of the public administration and management discipline and its practice.

2.4   THE PUBLIC ADMINISTRATION THEORIES

The aim of providing theories of Public Administration and Management in this study is basically to locate the research subject of this study within Public Administration and its theories. Willing (2001:9) states that "without a theory there is nothing to research". In the same context, Kotze and Van Wyk (1986) concur that it is the theoretical relationships that legitimate research through it being empirically scientific. Kaplan and Norton (1992) and Binza (2012:51) agree, albeit from differing angles, that a theory "includes a set of primitive terms, definitions and axioms. From this base, systematic propositions are derived. These propositions should be logically consistent and be interpreted". Theory serves as basis for any scientific enquiry, which is also part of the continuous process of providing contributions to a body of knowledge. Therefore, the ultimate reasoning of bringing up the relevant public administration and management theories in this study is to have basic guiding parameters for the research to be

scientific because without a clear understanding of the nature and place of MPAT in public administration and management would leave the study with academic gaps. Public Administration theory links to organisational theory. Smith and Cronje (2007:30-51) identify different administrative theories, naturally split between classical and contemporary theories and briefly detailed below. Although the two classified theories are not directly linked to the study, these are used to provide primary explanatory principles of effectiveness and efficiency in modern public administration and management within which the MPAT is managed and analysed. For Bailey (1968:128-139), the objective of public administration theory is to "draw together the insights of the humanities and validated propositions of social and behavioural sciences and to apply these insights and propositions to the task of improving the processes of government aimed at achieving politically legitimized goals by constitutionally mandated means."

2.4.1   The Scientific Management Theory

Chakrabarty and Chand (2012:53) consider the origin of scientific management theory to be a major breakthrough from industrial management. With the expansion and consolidation of larger-scale industries during the Industrial Revolution, there was a resultant crisis of management which was exacerbated by the First World War. A scarcity of resources, competition, and complexity in managing business grew up relatively and that necessitated an efficient science of management. To that end, the scientific management theory became the outcome of such great need.

Taylor, Nigro & Nigro, (1990) believed that in every job there was one best way to execute any given task and the outcome for efficiency was vested in systematic and orderly management; this being the key responsibility of the manager. Taylor and his followers in the scientific management school summarised the major objectives of scientific management theory as follows:

- To gauge industrial tendencies and the market, in order to regularise tasks under operations in order to protect the investment, sustain the business as an employing agency, and assure continuous operations and employment.

- To keep the employees assured, not only of continuity with regards to operations and employment by precise gauging of the market, but also assure by planned and balance operations, a continuous earning opportunity while on the payroll;

- To instil self-confidence, self-value and self-respect among employees by affording everybody the opportunity to learn and understand one's own work especially, plans and approaches of work generally;

- To disregard environmental factors which are irritating and causing frictions in order to promote and develop common language, understanding, tolerance and the spirit of teamwork (Sapru, 1996; Chakrabarty & Chand, 2012:56).

Taylor's theory responded and reacted to the disorder he observed and found in many organisations during his time and he was committed to improving the way things were done. Taylor formulated the following basic management principles:

- *Time study:* productivity should be measured in terms of duration and standard time should be laid down for each task;

- *Performance:* payment should be related to work delivered, and work should be related to ability of the worker;

- *Planning methods of work*: managers should be trained in the scientific principles of management and control and should apply these principles;

- *Functional management:* the organisation should be designed in such a way as to co-ordinate the various activities of the industry effectively (Taylor, 1947:37; George, 1968:91; Villiers in Andoh, 2012:33).

Taylor's basic management principles clearly show that the ultimate aim and focus was a productive and effective assembly line. This is because input or raw material processing on the assembly line is measured as output or as finished product in the industrial sector. Smit and Cronje (2007) states that a focusing on individual worker performance management through performance appraisal, yet paying lesser attention on the environmental factors of the institutions hinders the proper application of the industrial performance model in public administration and management.

Public Administration and Management does not happen in a vacuum but in a specific environment. Fox, Schwella and Wissink (1991:10) state that environment is an important variable in the management of complex organisation. Public administration

and management consist of specific structured processes with a combined body of output activities that are executed beyond the organisation (Robbins, 1980:19-20).

2.4.2   New Public Management Theory

New public management refers to the introduction of the new approach for government to deliver services to the people in the most cost effective manner. Government can better do that by adopting the private sector models that they use in providing goods and services, and doing business ―unusual‖ for better service delivery. According to Hope and Choked (2000), it can be observed that the NPM conceptualisation and its development was based on the growing demand of services and government failure in meeting the demand of public services, and the need for the improvement of the service delivery environment for sustainable development. Such failures by government could lead to stagnation, poor quality of public service and fiscal crises. In actual fact, most of writers, maybe all, view that countries that modernly used the NPM approach have experienced economic and fiscal crisis (Sedisa, 2008: 68). On a different angle, Rainder (1999) argues that some international experience indicates that the main objective of NPM reform has been predominantly to overcome the current crisis in funding and public service delivery.

In essence NPM is apprehensive with costs cutting and productivity increment through adopting those essential strategies aimed at enhancing economic vibrancy for the public sector. Christensen and Laegried (2001) write that this reform theory largely depends on microeconomic theory and managerialism combination. The objective is to draw lesson from the private sector economy, efficiency and effectiveness methods and systems for the public sector by starting from private market principles and practice introduction. Ventriss (2000) provides simplicity that NPM entails "redefinition of the role and purpose of government and, concomitantly, the emerging importance of market and instrumental value in ordering our political and social affairs. The inevitable results of this trend… are that politics, at least ostensibly, is being mortgaged to economics".

In 1994, South Africa gained a membership status, and the NPM theory and its principles became a reality in SA policies right after during the beginning of a democratic government in 1994/95. To a considerable extent, the then young

democratic South Africa government coming from an extremely devastating experience had to find better and sustainable ways of rebuilding the socio-economy which was on deficit, so the NPM found its way into the policies of the government. One example in SA policy arena was the introduction of privatisation of state-owned enterprises, and municipalities engaged themselves in outsourcing some functions to the private sector, such as housing development, refuse removals, etc. This showed a shift from the inherited traditional governing and management of public resources, and focus on results and impact. However, one would argue presently that since the idea of a democratic state or government was new the current government had find ways of sustaining the support it received.

The NPM theory and its principles was introduced in South Africa by two scholars, Wissink and Schwla (1991) who first issued a book entitled *Public Management* to allow the South African Scholars to draws some lessons in order to apply NPM in the practice of the discipline. One of the key specific policies is the Batho Pele Policy of 2000 which provides for refereeing and treating of the public as customers than merely people or citizens. It is therefore notable that the NPM theory is output-driven and not input-driven. Therefore, the accountability of public managers is considered to be of paramount importance in the efficient achievement of organisational performance targets (Pollitt, 1993:8). Hulme et al., (1998); Pollitt, (1993) provides four elements of the NPM theory:

1. a much better and larger use of alternative market-line service delivery mechanisms like outsourcing, privatisation, partnerships, joint ventures, etc.;
2. intensified organisational and spatial decentralisation of the government and production of services;
3. a constant theoretical emphasis on the need to improve service quality; and
4. an equally relentless insistence on attention to the wishes of individual service

According to Horton (2003), NPM reflects "a transformation from a traditional bureaucratic system of public administration to a market-oriented results-driven system of public management." This implies a total departure from a rigid bureaucratic system into a more flexible and responsive service and performance-oriented organisation. Hughes (1998) writes that the motive behind the development and introduction of the NPM was based on the fact that "governments were faced with

declining real revenue but with political demands to maintain services at the same levels".

Now, putting the NPM in the context of South African public administration, NPM promotes effective support for free-enterprise development strategies through which government based its reconstruction and restructuring development policies. In addition, concepts such as 'suppliers, competitors, regulators and consumers' became a meaningful in the public management model (Schwella in Parker and Saal, 2003: 292; Fox et al., 1991:4). The same have now often used as orthodox public administration lexicons and are found in South African legislations and policies, increasingly (Curl, 1970:42). This gives the impression that the NPM provides for the theoretical base on which the South African public administration is based.

The nostrums of NPM are based on five elements, namely:

Managerialism refers to hands-on, professional management based on the private sector management style. The emphasis is on setting work standards, performance measurements and outputs. Pollitt (1993: 166) writes that "managerialism is a set of beliefs and practices that consider better management as a means to improving economic and social conditions".

Rational choice argues for linear or disaggregated bureaucracy; contracting out of services; development of quasi-markets such as municipal bonds to improve service delivery and local economic growth and development; strengthening discipline through valorising the rule of law; and parsimony in public spending.

Hierarchy prescriptions emphasis the value of exemplary and visionary leadership in the reform of government procurement through constant monitoring of compliance to various legislations and transcripts. The argument is that the M&E should be institutionalised through departmental strategies that aligned to that of service provider(s).

The market prescription emphasises the introduction of direct market competition to provide public services or market-like mechanisms to regulate relationships between purchasers and providers. The relationship between the government and the market

force or private party is managed and controlled through contractual means (Spier, 1986:8).

The network prescription emphasises development of a sustainable long-term and non-hierarchical relationship based on trust, mutual understanding and a shared ethical or moral commitment between the service providers and the consumers (Polidano, 2004:86; Farnharm and Horton, 1996:72; Stoker, 1999:3).

Notably, the application of market or private sector principle as suggested above in public institutions has limitations. Authors like Denhardt (1993) views that managerialism can exacerbate the problem of excessive control and regulation and that "it is most vulnerable in its ethical content…In its most extreme technical application, managerialism embraces a variety of practices that are antithetical to those democratic principles that should guide the work of the public sector." Moreover, Felts and Jos (2000) criticized the some of the unfortunate features of NPM as they maintained an argument that "the speed and scale of both academic and institutional advance of the new public management is even more disconcerting since it represents a serious of challenge to many of public administration's commitment's to values other than efficiency, including equity, constitutional stewardship, public spiritedness, and citizenship."

2.4.3 Public Choice theory

Shaw (1996) writes that public choice theory surfaced back from the early 1960s as unique subfield of Public Administration and Economics and it focused on responding to issues and problems that were considered to be limitations on service delivery and improved development. This theory is also about re-working the way which government operates in delivering services and with much emphasis on efficiency and economic utilisation of resources and suggests adoption of private sector management approaches by the public sector. Public choice theory provides constitutional approach and insight into how public decision-making are taken, and comes as a guide for collective decision-making processes. Despite government being the centre of both social and economic development, it becomes important to focus its resources on high impact projects that are able to reflect efficiency and treatment of citizens as key stakeholders and customers (Tullock, 1962:11; *White Paper on*

Improving the Public Sector (Batho Pele), 1997). The public choice theory (Buchanan and Tullock, 1962:11) replaces the romantic and illusory notions about workings of governments but with notions that embody more skepticism.

The scholars of economics and politics who study 'behavior' in the private marketplace and political institutions such as parliaments, and councils argue and assume that people are highly motivated by self-interest. In most cases people in their actions take consideration of others, and the dominant motivate behind such is the relevance to a specific market place and political organisations of power whether they are employees, employees, or consumers and that is a main concern for them. The theorists for the public choice theory share the same sentiments that the main motivate is 'self-interest' despite acting in political marketplace, or they are voters, politicians' lobbyist, or bureaucrats (Buchanan and Tullock, 1962; Shaw, 1965 cf. Binza, 2009: 77).

Although, public choice theory came as a capitalist ideological reflection by the government of the United States of America (USA), the capitalist free-market theories led to public choice to be seen as the theoretical justification for the practice. Howlet and Ramesh (2003) endorse the contention that public choice theory "applies the principles of neo-classical economics to political behaviour". They further argue that "policy and decision-makers in public administration, like economic ones, act 'rationally' …in calculating fashion, to maximize their 'utility' or 'satisfaction'. For political actors to count they must ascribe to this characteristic psychological behaviour" of self-interest (Binza, 2009:77; Ismail, 2005:24). It basically states that individual consumers should be able to choose from public or private sector suppliers what services they want and from whom they get them. They therefore should have a choice at individual level and not be compelled to consume services provided by the state if they do not want those services (Howlet & Ramesh, 2003:22).

The application of this theory as a guide and practice of public administration and management, Self (1985:51) writes that "voters can be likened to consumers; pressure groups can be seen as political consumer associations or cooperatives; political parties become entrepreneurs who offer competing packages of services and taxes in exchange for votes; political propaganda equates with commercial advertising; and government agencies are public firms dependent upon receiving or drumming up

adequate political support to cover their costs". This theory basically suggests that the private sector is better positioned to allocate and distribute goods and services. The nature, approach and business ideology makes the private sector to hold advantage than the other sector, because the sector employs quality and technical skills that have a direct effect on business operations in order to maximise profit. The trace goes far back, when Von Gierke had all the inspirations of local government but he channelled his attention to the business sector ideology which he thought it should be allowed to develop free of all arbitrary restraints within the confines of generally-accepted and broodily-defined standards in addition to voluntary associations and organised local communities.

Public choice theory due to its flexibility it enables the use of other relevant theories such as game theory which public choice theorists use to find a better understanding of how political conflicts are resolved and how to apply relevant "mathematical models of voting strategies also called social choice "(Arrow 1951 in Binza, 2012:80). Arrow (1951:153) argues that social choice "attempts to figure out through logic whether people or citizens who have different goals can use voting to make collective decisions that please everyone." He concluded that they cannot, and thus his argument is called the "impossibility theorem"(ibid.).

The Constitution of the Republic of South Africa (Act 108 of 1996) mandates accountability on state resources. The political leaders and appointed office bearers have to adhere to the provisions outlined in the Constitution as they pursue the provision of the public interests and needs. This, however, is not always reciprocated by those in office. With high level of corruptions and fraud in South Africa, social and economic development is compromised, especially at the grassroots level where the neediest of the population are. In addition, Arrow (1951) note that Public Choice Theory is easily merged with other theories, such as game theory, "which public choice theoreticians use to understand how political conflicts are resolved and the application of relevant mathematical models of voting strategies also called social choice".

2.4.4   Governance theory

The term "governance" in the context of public administration is defined as "general exercise of authority" (Schulman, et al., 1999:76; Grindle, 1997: 34; Smith et al., 1997:148). This definition is in line with the Webster's Third New International Dictionary (1986:982), which defines governance as "the act or process of governing, specifically authoritative direction and control". This act ought to be a good action which can be heightened to mean good governance (Davids, Theron and Maphunye, 2005:64). Good governance is thus central to creating and sustaining an enabling environment for development and for the quality services to be provided in an equitable, participatory and transparent manner. Good governance is "epitomized by predictable, open and enlightened policy-making, a competent bureaucracy which is imbued with a professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs" (World Bank, 1989:67).

Therefore, it can be concluded it is well important government to ensure fair collective decision-making process and management of performance information to foster accountability that can be easily translated into service delivery.

2.5   RATIONALE AND RELEVANCE OF LITERATURE REVIEW

Literature review sets the basis for the analysis of research, enabling the researcher to comprehend the structure of the research problem and presenting the justification for the research (Obenzinger, 2005:1). Brynard and Hanekom (1997:31) stated that, successful research depends on a well-planned and thorough review of the relevant literature available and such a review usually entails obtaining useful references and sources. Taylor (2001:1) and Bless, Higson-Smith & Kagee (2006:19) outline that literature review is a structured evaluation and classification of what reputable scholars previously have written on a topic; the sources and identification of a particular research problem; the analytical points of departure employed and a guiding golden tread hypothesis.

Moreover, Brynard & Hanekom (1997:31) substantiate literature review by outlining the motive behind a literature review by providing that it is meant for obtaining perspective on the most recent research findings related to the topic of the research; obtaining an indication of the best methods, instruments for measurement, and static

which can be used; in improving the interpretation of one's own research results, and helping in the determination of the actuality of research on a particular topic.

Literature review now becomes the golden thread especially in a well-planned research process. Therefore literature review is a section of a study that turn out to be the provision and foundation to the whole study, for the reason that of its aptitude to build-up onto the whole revolving study.

2.6   LEGISLATIVE FRAMEWORK FOR MPAT IN SOUTH AFRICA

Cooperative government derives its principle from chapter three of the Constitution of the Republic of South Africa (1996). According to section 40(1) in the Republic, government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated. Section 40 (2) declares that, all spheres of government must observe and adhere to the principles in chapter three of the Constitution and they must conduct their activities within the parameters that the chapter provides.

The principles of cooperative government are set-out in section 41 of chapter three, with section 41(1) that clearly states all sphere of government and all organs of the state within each other must:

(a) preserve peace, national unity and the indivisibility of the Republic;

(b) secure well-being of the people of the Republic;

(c) provide effective, transparent, accountable and coherent government for the Republic as a whole;

(d) be loyal to the Constitution, the Republic and its people;

(e) respect the constitutional status, powers and functions of government in the other spheres;

(f) not assume any power or function except those conferred on them in terms of the constitution;

(g) exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; and

(h) cooperate with one another in mutual trust and good faith by:-

(i)   foster friendly relations;

(ii) assist and supporting one another;

(iii) inform one another of, and consulting one another on, matters of common interest;

(iv) coordinate their actions and legislation with one another;

(v)   adhere to agreed procedures; and

(vi) avoid legal proceedings against one another (Constitution of RSA1996:14)

Cooperative government can be seen to be the cornerstone of the post-apartheid participative constitutional democracy, and that relations in both legislative and executive areas of government can be regarded as a practical tool which ensures that all the levels of government embrace co-operation. Also the growing need for national, provincial and local development programmes to be in harmony and work in unision for public good has increased the vitality of sound cooperation and harmonious relations (Maxwell Haurovi, 2012:30).

2.6.1   Republic of South Africa, Constitution (Act 108 of 1996)

The Constitution of the Republic of South Africa1996, emphasises the importance of effective, transparent, accountable and coherent government for the Republic as a whole, loyalty to the constitution in the republic and its people. In terms of Chapter 5, Section 85 of the Constitution 1996, the President is empowered to exercise executive authority, together with other members of the Cabinet, by coordinating the functions of state departments and administration. Section 125 of Chapter 6 of the Constitution provides for a similar role for Premiers in the provincial sphere of government. There is therefore a need for the Presidency to monitor the performance of national departments and to work with the Offices of the Premiers that have oversight responsibility for provincial departments. The President has mandated DPME to carry out this function. To achieve this effective, transparent, accountable and coherent government the National Department of Monitoring and Evaluation proposed to work with transversal administrative departments and Offices of the Premiers to develop and pilot the implementation of management performance assessment tools in support of achieving Outcome 12 which is an efficient, effective and development orientated public service.

2.6.1.1 Key legislation, regulations, policies and frameworks

MPAT draws on the existing regulatory framework. The table below shows the main regulatory documents used in MPAT. The list is not exhaustive and departments need to familiarise themselves with all the relevant regulatory documents.

Table 2.2: The main regulatory documents

Regulatory documents	Custodian
Annual Report Guideline 2013/14	Office of Accountant General
Code of Conduct for Public Service (Regulation Gazette 5947, No. R. 825, on June 10 1997).	Public Service Commission
Departmental Bargaining Chamber Agreements	Departments (Office of the Premier in the case of Provinces)
Directives of Minister for Public Service & Administration (e.g. Directive on Organisational Design, Directive on Human Resource planning)	Department of Public Service & Administration
Employment Equity Act, (55 of 1998)	Department of Labour
Gender Equality Strategic Framework 2006-2015	Department of Women, Children, Youth and People with Disabilities
Government –wide monitoring and evaluation framework, November 2007	Department of Performance Monitoring and Evaluation
Human Resource Strategy for the Public Service, November 2008	Department of Public Service & Administration
Incentive policy framework, October 2003	Department of Public Service & Administration
Inter-Governmental Relations Framework Act, 13 of 2005	Department of Cooperative Governance
Labour Relations Act, 66 of 1995	Department of Labour
Managing HIV/AIDS in the workplace, 2002	Department of Public Service & Administration
Minimum Requirements for Anti-Corruption Capacity, 2011	Department of Public Service & Administration
Policy and procedures on incapacity and ill-health, November 2005	Department of Public Service & Administration

Regulatory documents	Custodian
Prevention and Combating of Corrupt Activities Act, 2004	Department of Justice and Constitutional Development
Programme and budget structure, 2012	National Treasury
Programme Performance Information Framework	National Treasury
Public Finance Management Act, 1999	National Treasury
Public Service Act, 1994	Department of Public Service & Administration
Public Service Regulations, 2001	Department of Public Service & Administration
Sector-agreed performance measures	National Treasury
Senior Management Services Handbook and Directives, 2006	Department of Public Service & Administration
Skills Development Act 97 of 1998	Department of Higher Education and Training
Strategic Framework for Employees Health and Wellness	Department of Public Service & Administration
Strategic Planning Framework and Annual Performance Plan Framework, 2012	National Treasury
Treasury Regulations, 2007	National Treasury
White papers on public service, 1995	Department of Public Service & Administration

Source: Development Oriented Public Service

2.6.2   The Public Finance Management Act (PFMA)

The PFMA places greater emphasis on accountability for results (outputs and outcomes). The overarching aim of the PFMA is to improve the operational efficiency of government spending, referred to as the value-for-money concept. The pursuit of value-for-money is being driven by other external factors in the global economy. In a world where capital markets are becoming increasingly integrated, fiscal governance in a country is becoming a key indicator which is scrutinised by foreign investors in assessing a country's risk (Abedian, 2004:18).

The PFMA put in place a legal framework for modern public financial management, shifting the onus of managing the use of resources from central control to the managers of spending departments and agencies. This mirrors the shift in budget preparation practices from central decision-making to discretion resting with spending departments for programme choices within spending ceilings. The PFMA is one of the milestones of the government's budget and financial reform agenda. The first reform, such as Gear, and the deregulation of many areas of the economy, was aimed at attaining macroeconomic stability and aggregate fiscal discipline. Secondly, reforms such as the Medium-Term Expenditure Framework (MTEF), the emerging intergovernmental fiscal relations system and the realignment of sectoral policies placed greater emphasis on the efficiency of public resource allocation. The third generation of reforms – of which the PFMA is a part – emphasises operational efficiency (Abedian, 2004). The PFMA essentially locates budgeting and financial management within a performance management framework. Abedian (2004) summarises the main aims of this legislative reform as follows:

- "to establish an appropriate link between strategic objectives and expenditure plans;
- to ensure fiscal discipline within the constraints of what can be afforded;
- to promote the efficient use of resources, by decentralising and delegating decisions to where they are best made;
- to improve incentives and empower managers to make effective decisions while at the same time holding public sector executives accountable for their managerial decisions;
- to introduce transparency and promotion of accountability; and
- to introduce accessibility of information and budget estimates".
-

2.6.3 Outcome 9

An outcome based approach emphasizes improved coordination of all government activities across the spheres of government, towards achieving the government's strategic goals.

Outcome 9 has seven outputs:

- Output 1: Implement a differentiated approach to municipal financing, planning & support;

- Output 2: Improving access to basic services;
- Output 3: Implementation of the Community Work Programme;
- Output 5: Deepen democracy through refined ward committee model;
- Output 6: Municipalities with improved financial and administrative capabilities;
- Output 7: Single window of coordination.

Outcome 9 belongs to Local Government seeking to achieve the overarching goal or vision of a responsive, accountable, effective and efficient local government system.

2.6.4 Management Performance Assessment Tool (Mpat)

MPAT is a tool to benchmark good generic management practices. It assesses the quality of management practices across several management areas. The theory underpinning MPAT is the quality of management practices – how we plan, how we manage staff, finances and infrastructure, how we govern ourselves and how we account for our performance – has a significant influence on the quality of outputs produced, the outcomes achieved, and ultimately, the impact our services have on society (DPME, 2012:14).

MPAT provides a broader picture of the quality of management practices than AGSA audits, which focus primarily on compliance with the regulatory frameworks. Compliance is necessary, but in itself is not sufficient to lift the quality of management. MPAT therefore seeks to encourage departments to be efficient and effective in their application of these management practices. This means assessing whether departments are working smartly and continuously seeking improvement. MPAT also aims to share good practices.

In each management area, performance is assessed against the management standards established by the relevant transversal departments (e.g. National Treasury for financial management; and the DPSA for human resource management and development). MPAT was officially launched in October 2011, 30 national departments and 73 provincial departments participated in this first round of self-assessment (April 2012). 2013 saw 100% participation from all departments. MPAT assessments were conducted in October 2012 and 2013 in all 155 national and provincial departments. The primary purpose is to improve performance using a structured standards-based approach to assessing management practice. Monitoring the quality of management

practices improves management performance by creating accountability. MPAT adds value to departments that use it to initiate organisational change and improvement. The systematic implementation of MPAT leads to a growing understanding of the ways in which management practices contribute to and enhance performance and service delivery in the Public Service. It monitors compliance with key prescripts namely Public Service Act, Public Finance Management Act, Protected Disclosures Act, PAIA, etc. The MPAT tool is built around four management Key Performance Areas (KPAs), namely, Strategic Management; Governance and Accountability; Human Resource Management; and Financial Management. MPAT is designed to assess compliance and the quality of management practices in these four KPAs. The four KPA's are further broken down into 17 Management Performance Areas and is measured against 31 standards across the management performance areas (DPME, 2012:14).

Transversal administrative departments, such as National Treasury and the DPSA, as well as the Auditor-General of South Africa (AGSA) monitor compliance within their legislative frameworks, whereas MPAT focuses on more comprehensive monitoring of management practices. The annual MPAT assessments reflect the state of management practices at the time of the assessments and serve as a precursor to the findings of the AGSA.

It must however be borne in mind that MPAT only focuses on management processes related to converting inputs into outputs and does not focus on assessing whether the right outputs are been produced to achieve desired outcomes and impacts (DPME 2012 :6).

2.7   THE EVOLUTION OF LOCAL GOVERNMENT IN SOUTH AFRICA

Vyas-Doorgapersad (2010, *cf.* Ijeoma, 2013: 395) writes that the effect on human settlements and municipal institutions by the past regime left serious imprint on South Africa. The author further writes that "transformation requires a deep understanding of the historical role of local government in creating and perpetuating local separation and inequality, and the impact of apartheid at the local level/sphere and struggles against apartheid local government" (Department of Provincial and Local Government [DPLG], 2008). According to Binza (2009) the South African government evolution

shows a three-fold structure which move: "from commercial public administration (1652-1975), to 'pure' local public administration (1975-1999), and 'market-local public administration' (2000 to date)". In terms of the Local Government: Municipal Systems Act, 2000 (Act 32 of 2000) market-local public administration is necessary for the municipalities to get into partnerships with civil society and the private sector at large in order to fast-track the local and rural economic development vibrancy and the delivery of goods and services to the community.

Section 40(1) of the *RSA Constitution (1993),* refers each sphere of government (national, provincial and local) 'distinctive, interrelated and interdependent' although one government. These terms have acquired a status of being labels that define the underlying values of South Africa and its intergovernmental relations (IGR). IGR is largely a basic requirement within the government system in ensuring that local government integrates and coordinates all service delivery interventions as the gate way to the local communities. In line with the above definition by the constitution, Ismail *et* al (1997:3) defines local government as " that level of government which is commonly referred to as a decentralized representative institution with general and specific powers devolved to it by a higher tier of government within a geographic area". Categorically, local government simply refers to efficient and effective administration and management of cities, towns, villages and geographically organised communities (Coetzee, 1985: 26). Equally so, Lockhard (1968, cf. Nyagwachi, 2008:17) agrees with the above authors and defines local government as public institution with an authority to govern and play a management role in all the affairs that are within the jurisdiction of the municipality. Notably, local government refers to a sphere of government and not the single municipality in that all combined mucipalities form a sphere, called local government (Reddy, 1996:50). It is better off to provide an explanation of the South African local government system by making use of constitutional terms uttered above.

After a long rule of the past regime, a need for a democratic, legitimate and responsive local government emerged with an intent of meeting the needs of all people regardless of race orientation. In 1994, the African National Congress (ANC) became the 1st ever democratic government that took power with a huge responsibility thus turning around the then discriminatory socio-economic development and the economy which was negatively skewed

2.8   PERFORMANCE MANAGEMENT

Performance management is an ongoing process of communication between a supervisor and an employee that occurs throughout the year, in support of accomplishing the strategic objectives of the organization. Performance Management provides a link between works planning for individual staff members and overall departmental goals and objectives. It also helps staff members understand their responsibilities and improve their job performance.

That is why during recognition and reward of staff members it contributes and substitute professional growth and career development. Linking MPAT with performance management will increase productivity and correct problems or challenges that require determination of merit growths. This now illustrate why Accounting Officers are being assessed their performance through this tool.

2.8.1   Efficiency

The Public Administration Dictionary (Fox and Meyer, 1995:41) defines efficiency as the "… primary objective of administrative science. The term conjures up images of clear-cut comparisons of costs with the value of outputs, profit (or benefit) maximisation and cost minimisation (or recovery), lean and mean operations." Efficiency is one of the components of a performance audit. A performance audit broadly assesses if value-for-money has been achieved in relation to the service delivered. Gildenhuys (1997:501) defines efficiency

> *…as the relationship between goods and services rendered and the resources used for them. Efficiency shows the maximum results for any given combination of resources or uses the minimum resources for any given quantity and quality of goods and services rendered.*

Sheldon (1996:5) describes efficiency as attaining the best possible use of scarce resources to complete a job. Efficiency can therefore be defined as doing things the right way.

2.8.2   Leadership

Leadership can be defined as one's ability to get others to follow, a leader with vision has a clear vivid picture of where to go as well as a firm grasp on what success looks like and how to achieve it. Leaders share and act upon the vision, good leaders create

a vision, articulate it, passionately own the vision and relentlessly drive it to completion, (Jack Welch; 2008:43).

The management performance assessment tool was designed to promote accountability by improving performance, linking the strategic objectives to operational objectives, utilizing operational tools to achieve service delivery and using evidence to ensure accountability through a management accountability performance tool.

The MPAT tool does not duplicate existing monitoring by the National Treasury, the DPSA or the Public Service Commission, nor does it duplicate the auditing conducted by the Auditor-General. Instead, MPAT draws on secondary data of these departments and oversight bodies to moderate the self-assessments of departments.

2.9 MPAT AND SERVICE DELIVERY

One of Cooperative governance's principles is to provide effective, transparent, accountable and coherent government for the Republic as a whole. Emanating from that, government took initiatives to produce systems that will attempt to have sustainable cooperative governance such, e.g Balasela Service Delivery System which seeks to provide leadership in pursuit of service delivery excellence through good governance, and sound communication aimed at recognising our people, client satisfaction and in pursuit of the Batho Pele Principles.

In 2009 the new government introduced the system of Management Performance Assessment Tool that seeks to improve performance using a structured standards-based approach to assessing management practices. Monitoring the quality of management practices improves management performance by creating accountability. All these systems are a government initiative that seeks to promote good governance and accountability through promoting cooperative governance in South Africa. It is in this context that MPAT as a tool/ system can really promote sustainable cooperative governance if it can be implemented well.

To support this, MPAT focuses on major four key areas that are driving or that are the core in any organization or institution. Having proper good strategies that are aligned in departmental objectives and that are legally crafted with financial, human resources

and supply chain management, can be easily monitored and evaluated accordingly with good management practices.

The figure below illustrates how the MPAT fits into the systems and process through which a department provides public services. It shows how departments use resources (inputs) and management practices in the four KPAs in implementing the activities required to deliver the results (outputs). In terms of the results chain, the outputs contribute to the achievement of the outcomes that in turn have an impact on the lives of citizens.

Figure 2.1: MPAT Framework

It is through effective application of management practices that we can improve service delivery. The 'theory of change' underpinning MPAT is as follows:

The quality of management practices - how we how plan; how we manage staff, finances, and infrastructure; how we govern ourselves and how we account for our performance - has a significant influence on the quality of the outputs our department produces, the outcomes achieved, and ultimately, the impact our services have on society. Therefore, to improve the performance of a department, it is essential that the management practices of a department are assessed and strengthened. Good management practice is a precondition for effective, sustainable service delivery.

2.10 CONCLUSION

The difference about MPAT from other monitoring processes/tools is that, it provides a consolidated view of the departmental performance across several critical performance areas, making it easier to prioritise areas that are in need of significant improvement. This chapter reviewed literature related to Management Performance Assessment Tool. The chapter also reviewed and discussed the legal framework for performance management and assessment in government. The review concluded that based on the literature reviewed under Management Performance Assessment Tool (MPAT) government is facing a challenge on lack of accountability and ownership of responsibility coupled with inability to implement legal procedures by management.

CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1   INTRODUCTION

Firstly, it is worth reciting the primary purpose of this study which was to assess the implementation of MPAT by CoGTA in the Eastern Cape Province. This chapter explains the overall methodology and design of this research study. A research methodology can be defined as "a prearranged approach for undertaking a research study with consideration of the research problem, research primary question, objectives and hypothesis" (Andoh, 2012: 48). According to Philliber (2003), "in social science study there are numerous methodological paradigms whose purpose depends on the nature and setting of the research". In the same context, the methodology and design choice expands and explains data collection and analysis processes used in the research study. Naturally, people think, perceive and interpret the environment within which they find themselves in differently based on experiences, perceptions and assumptions. This narrative confirms the fact that empirical research is often accompanied by challenges in such a way that research ethics become the basis to have all parties involved to freely participate in the study.

3.2   A SOCIAL SCIENCE RESEARCH OVERIVEW

According to Leedy (2005:3), "research can be regarded as a logical process of collecting, analysing, and interpreting data in order to enhance the understanding of the phenomenon under investigation or that is being studied". At the same time, Cohen, Manion and Morrison (2000:47) agree in a slightly different matter in that research can be regarded as "the process of arriving at dependable solutions to problems through the planned and systematic collection, analysis, and interpretation of data. It is a most important tool for advancing knowledge, for promoting progress, and for enabling man to relate more effectively to his environment, to accomplish his purposes, and to resolve his conflicts." This explicitly describes and explains research and its purpose. This clearly describes and explains social research and its purpose.

Subsequently, it is important that public problems be identified and be dealt with in such a way that the social welfare of all citizens is improved. This relates to proper

identification, investigation and testing of public problems in order to better understand the nature and extent of the problems, and explore possible remedial actions. This implies that social research science enquiry results should contribute to community social and economic development (Lawton, 1998:11).

3.3   RESEARCH DESIGN

Based on an academic point of view, actually, methodology is undertaken for the purposes of discovering new knowledge with respect to a particular research design subject. Koshy (2005) and Berg (1989) share a common view that conducting a social research should not merely be about data collection but it should rather be focused on discovering the correct and relevant solutions to research questions through a systematic approach. It is necessary that the above latter views be linked with the identification and analysis of a problem in a particular environment, because the social research environment is dynamic with time. Neuman (2007) writes that conducting empirical research is associated with persistent challenges that must be dealt with constantly. The author base this view on a fact that social research is mostly characterised by challenges emanating from the participation of human beings as research subjects.

Research design is "a plan, structure and strategy of investigation so conceived as to obtain answers to research questions and problems" (Kerlinger 1986) as cited in Kumar (2005:84). The plan is the complete scheme programme of the study. Thyer (1993) defines a research design as a "blueprint or detailed plan for how a research study is to be completed, operationalizing variables so they can be measured, selecting a sample of interest to study, collecting data to be used as a basis for testing hypothesis, and analyzing results". A research design is therefore a procedural plan that is adopted by the researcher to answer questions validly, objectively, accurately and economically (Kumar, 2005:84). Hedge, (1987:135) says a research design provides the structure with which the selected variables are controlled, manipulated and measured in layman terms, research design entails the plan by the researcher on what research instruments are to be used in the study, how data is going to be gathered and possibly how it will attempt to provide logical answers and solutions to the research problem.

The approach and methods, outlines the research tactic and tools used to collect data respectively. It also permits the researcher to use data collection methods that complement the research problem. The purpose of this chapter is, therefore, to outline and simplify the research design, research paradigm adopted, target population, data collection techniques used in the collection of data in this study and rationale for choosing them.

Research design is imperious in any practical study due to its aptitude and its part to draw out the roadmap towards the attainment of the intendant objectives of the study. This encourages the researcher to collect actualities and systems which are to be active in the process of any ascertaining or contradictories in the theory or providing valid and reliable answers to the research questions. The research design encompasses the paradigm of the study, the methods which will be used to collect and collate research data, the ethical principles which guide the study, the issues surrounding how the sample was built and justification of the sampling methods used thereof as well as the survey area and all units falling inside the delimited area of this study (Van Dyke, 1960: 56).

When a research project is planned, a number of equal imperative phases are followed with the following, conceptualization stage, describing the key terms in the study; selecting the research techniques to be used; making use of questionnaires or interviews; operationalisation of the study; population and sampling; making decision about what to study; observations, data collection; data processing; coding answers to questionnaires; data analysis, drawing conclusions from the collected data, its application and communicating the findings to all stakeholders individuals and groups. Therefore it is important that each of these stages must be carefully planned in such a way as to exploit the legitimacy of the research design.

3.4   RESEARCH METHODOLOGY

Research methodology is different from methods although in some cases they are interchangeably used as if they are synonyms. As mentioned in section 3.3 above, research methods have to do with the manner in which data collected is systematically interpreted and reported. Sedisa (2008) suggests that, in the same context, research

methods should be regarded as the true practice of research exercise which is comprised of procedures or techniques and strategies applied in the process of conduction a scientific research enquiry, especially during data gathering

Methodology, on the other hand is broader than methods and yet critical in that it sets the philosophical groundwork for the research method. According to Dunne, Pryor and Yates (2005:162), methodology means "the study of, or a theory of, the way that research methods are used in undertaking a scientific study." Ultimately it entails the description and analysis of research methods and highlighting their resources as well as their limitations. Hall and Hall (1996), write that methodology should be the philosophy on which research is based. Therefore, the aim of research methodology is to describe and analyse the very same research methods, picking up their limitations and the scope of resources as well as the assumptions and possible results. It can be deduced that methodology is the science of methods that enables researchers to follow established practices in collecting valuable data within a broader understanding of the research processes involved (Sedisa, 2008: 220).

Mouton (2002) agrees with this by suggesting that research methodology takes into consideration the usage of standardised variety of methods and techniques that are aimed at increasing the likelihood of achieving validity in the scientific exertion. In fact, there is general agreement among many authors that any human related science enquiry should use qualitative and quantitative methodology (De Vos, 2002:82). This study was conducted using the following research methods. The advantages and disadvantages of choosing this approach will be provided.

Yet Mouton, (2004:35) states that research methodology involves the application of a variety of standardized methods and techniques in the pursuit of valid knowledge and its likelihood of attaining validity. Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task, with adequate consideration of the problem, objectives and hypothesis (Meiring, 2001:156).

The research design should not be confused or misunderstood when related to research methodology since the two are totally different, distinct but related concepts.

At the same time every research process should be having its research design in a bid to foster and maintain validity, objectivity and accuracy of the outcomes of the respective investigation.

It can be deduced that important extent to which the research design is, is the end-product of the research, consequence to what specific study is marking to achieve. However the methodology concerns the instruments, plans and policies which ought to be developed or utilised in the direction to arrive at the solution desired, so as to sufficiently respond to the research question, while the starting point are the specific tasks such as data gathering. Consequently, the research method used in this study is discussed below.

3.4.1 Quantitative Research Approach

The quantitative research method is concerned with measurement in comparing and analysing different variables conducted in terms of magnitude (Bless and Higson-Smith, 2000: 98). Bryman (2004) writes that the suffix -quantity connotes measurement which is, in essence, objective and quantifiable and this is the kernel of this approach to research.

Samuelson and Marks (1981:573) agrees by writing that "when [one] can measure what he/she speaks about and express it in numbers, he or she knows something about it. Otherwise his/her knowledge is of an insufficient and unsatisfactory kind". Ordinal scales are used as they enable an effective comparison to be conducted and "establish rank-order between different values of a variable to classify the feelings of the respondents" (Bless and Higson-Smith 2000: 99). The view is that respondents might disagree or agree on a matter at the heart of the questionnaire, but their degree of disagreement or agreement adds value to the research conclusions. Quantitative approaches are often highly structured and based on predetermined and detailed observation schedules.

3.5 STUDY SETTING, POPULATION AND SAMPLING

3.5.1 Study Setting

The scope of the study covers the Department of Cooperative Governance & Traditional Affairs which is situated in the Bhisho area. Therefore the study aims at exploring and assessing the outcome in the implementation of MPAT as a tool to improve audit outcomes in the whole department.

DCoGTA is comprised of five (5) programmes namely; Programme 1(Administration) Programme 2 (Local Governance), Programme 3 (Development and Planning), Programme 4 (Traditional Institution Management) and Programme 5 (House of Traditional Leaders). The units of study in this study encompass programme one since the research seeks to assess whether proper implementation of MPAT can improve and assist departmental audit outcomes. The MPAT on its own as a tool is more on programme one meaning by this study the purpose of programme one will now be clarified as to by its being implemented well it will then accelerate other programme effectively and efficiently. Below is a picture of the department's Programme one according to strategic documents.

Programme Purpose: To give effective strategic leadership and proficient administration support services to the Department of Cooperative Governance and Traditional Affairs.

Table 3.1: Programme Overview

SUB-PROGRAMME		SUB-PROGRAMME PURPOSE
1.1	**OFFICE OF THE MEC**	To provide political direction and set policy priorities for intervention and play an oversight over the department to ensure alignment to its mandate and mainstreaming the needs of vulnerable groups.
1.2	**CORPORATE SERVICES**	To provide efficient and effective corporate support services to the Department

Source: CoGTA – Annual Performance Plan 2014/17: 25

3.5.2 Target Population and Sample

3.5.2.1 Population

Babbie (2010:390) defines population as "an aggregate or totality of all the objectives, subjects or members that conform to a set of specifications". On the other hand, Neuman (2068:457) regards target population as "the set of elements that the researcher focuses upon and to which the results obtained by testing the sample should be generalized".

The study's target population was comprised of forty (40) the top, senior and middle management officials of the department namely; Head of Department, Deputy Director-Generals, Chief Directors, and Deputy Directors. The above mentioned target population enabled the researcher to realise the research objectives primarily because they have been directly responsible for the performance of the department.

3.5.2.2 Sample Size

It is vital to describe the sample procedure used by the researcher. The study used probability sampling. According to Ijeoma (2013:57) "probability sampling suggests the probability that any member of the population could be included in the sample". In other words, all members of the population stand a chance to be selected for inclusion in the study. The basis for opting for the probability sampling method was that it enabled the researcher to measure the possibility within which the sample results differ in opposite degrees from the corresponding population standards. It also allowed the researcher to estimate possible error in sampling (Mditshwa, 2012: 45; Mpengu, 2010:27).

This sample section consisted of CoGTA officials whose role directly related to MPAT. The sample size for this study was only limited to Senior Management of the department responsible for the following MPAT key performance areas (KPA) namely, Strategic Management, Governance and Accountability Human Resources Management and Financial Management. The table below displays the sampling categorisation and respondents.

Table 3.2: Composition of the research sample

CATEGORY/UNIT	NO. OF INFORMANTS
Executive Management	5
Chief Directors (MPAT Coordinators)	5
Directors	10
TOTAL	**20**

Source: Author

To gather information from the participants in the CoGTA, the researcher made use of structured questionnaires. Prior to the undertaking of this study, the permission to conduct a research enquiry in the Department of Cooperative Governance & Traditional Affairs was granted (**see Annexure A**).

3.6   DATA COLLECTION METHODS AND PROCEDURES

The data collection instruments that the researcher used in the study involved document analysis and a structured questionnaire. The data collection process began with a review and analysis of the existing documents to organisational performance management. The exercise of reviewing and analysing documents provided the basis for the research problem, questions and literature review on modern-day management performance in the provincial government sphere (Bless et.al, 2013:113). The instruments used to collect data are discussed below.

3.6.1   Document review

According to Popeneo (1995), the South African government departments are mandated to have inclusive and transparent performance management systems in order to measure the socio-economic development. This accounted for readily available documents for analysis and review. Babbie (2015:19) writes that "document analysis involves indirect observations". Consistent with the relevant theory, document analysis and review are basically about how to obtain the needed content that has the potential of contributing value to the research solution.

Holsti (1969:14) *cf.* Andoh (2012:140) describes content analysis as "any technique for making inferences by objectively and systemic ally identifying specified characteristics of messages". It originally came from the field of communication and

this procedure gained attention in different research fields, such as Public Administration and Management, and Political Science for the structured analysis of unspoken behaviour studies (Babbie, 2015:317). The researcher reviewed and analysed the following documents, among many, for the purpose of this study:

- National Treasury Framework for Managing Programme Performance Information
- White Paper on the Transformation of the Public Service of 1997
- Policy Framework for the Government-Wide Monitoring and Evaluation System
- MTEF Guidelines – National Treasury of the Republic of South Africa
- Management Performance Assessment Tool Manual
- CoGTA Annual Reports 2015-2017
- Academic Journals and Papers

The positive aspects for document review relate to cost-efficiency and effectiveness in relation to the amount of time involved when compared with larger research survey enquires. Babbie and Mouton (2007) write that "another advantage of document review is that it is modest method."

In terms of legislations and policies, the following were found to be directly relevant to the study: The Constitution of the Republic of South Africa, 1996 (Act No 108 of 1996); the White Paper on the Transformation of the Public Service, 1997; Public Finance Management Act, 1999; Performance Management and many more legislations. However, the above listed legislative documents were purposively carefully chosen based on the subject of the study.

3.6.2   Questionnaires

According to Johnson & Christensen (2000:162) researches use questionnaires to obtain information about thoughts, feelings, attitudes, beliefs, values, perceptions, personality and behavioural intentions of research participants. Bless *et al* (2006:120) define a questionnaire as an instrument of data collection consisting of standardised series of questions relating to a research topic to be answered in writing by participants. In a questionnaire, respondents read the questions, interpret what is expected and then write down the answers. This opinion does not deviate from that of

Kumar (2005:126) who asserts that it is a method used for collecting data by means of written questions which calls for responses on the part of the respondents. Brynard & Hanekom, (1997:37) define questionnaires as used to explore and expose data which lies deep within heart, mind and feelings of people. Open- ended and closed-ended questions enable the respondents to fully express their views and help in understanding the meaning of the questions better respectively, questions are answered within the same framework and responses can consequently be compared with one another.

A structured questionnaire was prepared and used for data collection from CoGTA. The questionnaire was designed in a manner that it responded to the study research problem and research question in order to reflect the MPAT contribution in the department overall performance. According to Lucey (2002:85), a questionnaire "should realise the following objectives: It should reflect accurate information regarding the research study; it should meet the aims of the research; and it should be implemented within the ambit of available time and resources". Structured questionnaires were designed and distributed by the researcher to respondents by email and personally **(see Annexure B**).

Out of 20 structured questionnaires distributed to the respondents, 15 were sent by email and 5 were distributed personally. The questionnaire was pronged into two parts: **Part 1** requested their biographical particulars, containing information on the respondents' age group, race, academic information, gender and portfolio. Questions in this section were posed for the purposes of understanding the demographic orientation of the respondents in relation to the sample. These questions helped to justify the human aspect of the respondents.

Part 2 presented the theoretical propositions aspect with respect to the implementation of the MPAT by CoGTA in measuring performance through effectiveness and efficiency of MPAT and monitoring of MPAT. Table below shows the total number of distributed and returned questionnaires.

Table 3.3: Questionnaire distribution

NAME OF DEPARTMENT	QUESTIONNARES		
	Total distributed	Total number returned	%
Cooperative Governance & Traditional Affairs	20	15	75%
TOTAL	20	15	75%

Source: Author

The questionnaire seeked to obtain practical experience from the respondents in relation to the effectiveness and importance of the MPAT in the management of the department's performance.

3.7   ANALYSIS OF DATA COLLECTED

This section forwards the process of data collection analysis. Ingham-Broomfield (2014) writes that "data analysis is about organising the data collected in response to the research question". This denotes that data on its own does not respond to the research question, therefore, the data that are collected need to be arranged in an orderly manner, systematically processed and analysed in order to realise the predetermined research objectives. Denzin and Lincoln (2011) write that quantitative data analysis "refers to a systematic search for meaning through the processing of collected data so that what has been learned can be communicated to others". Consequently, in social sciences, there are various ways of analysing data, be it qualitatively, quantitatively or statistically. Therefore, the researcher used Microsoft Excel for data analysis.

3.8   FEATURES OF GOOD RESARCH

Leedy and Ormrod (2014) writes that "a good research exercise can be referred to as one that captures the correct true data and concludes by providing correct answers to the questions and problem that necessitated the research".

3.8.1 Research Validity

Smith (1991) *cf.* Kumar (2005:153) confers that 'validity is the degree to which the researcher has measured what he or she has set out to measure'. Hence validity is associated with providing answers to whether are we measuring what we think we are measuring? It avoids scenarios whereby an instrument such as a research questionnaire or interview diverts from the intended goal and end-up measuring totally deferent phenomena. As a result, validity endeavours to ensure that there is a cordial linkage between the research hypothesis or research questions and the item in a measuring instrument. Kumar (2005:153) views validity as the ability of an instrument to measure what it is designed to measure. In addition, Hall and Hall (2011) write that "research validity is actually a means of measuring research accuracy, meaningfulness and credibility of the data and outcomes". In principle, validity is confined to the tools of measurement based on the purpose for the initial practice and research enquiry establishment (Bell, 2005:66).

Consistent with the above contentions on validity, it points to quantitative research method characteristics, so much that every scientific research enquiry, be it qualitative or quantitative, must show some degree of validity to guarantee relevance. In fact, this leads to a similar opinion that scientific research enquiry leads to in-depth enquiry for the purpose of understanding the subject phenomenon. To ensure the validity of this study, taking into account the research method applied during the undertaking of this research, adherence to ethics requirements, and by abiding to NMU's policies guiding scientific and professional studies, was maintained throughout the research enquiry.

3.8.2 Research Reliability

Reliability can be seen as the extent to which a questionnaire, test, observation or any measurement procedure is able to produce the same results on repeated trials. According to Kumar (2005:456) reliability seeks to check the consistency and sustainability as well as the predictability and accuracy of a measurement tool. Babbie et al., (2013:16) write that "research method and/or data collection tool reliability measures the extent to which technique produces similar results under normal circumstances on all instances". To ensure the reliability of this study, the researcher pretested the study by issuing five pilot structured questionnaires to the respondents in order to minimise any shortcomings. In addition, the quality of research was

enhanced by taking into account the research ethical issues that any scientific research must adhere to.

3.8.3 Research Ethical Consideration

First and foremost, every research study undertaken in social sciences often uses human beings as the subjects of that research study. In sponsoring an emphatic view, Neuman (2007) notes the importance of taking cognisance of the research ethical requirements and concerning matters associated with the research and what the researcher intends to undertake.

In any field of scientific enquiry e.g. social research, there are *ethos* which are measures to monitor the relevant practitioners on how to morally adopt a study. This includes social science researchers, who often find themselves confined in some ethical predicaments associated with the use of official's information. Reese & Fremouw (1984) as cited in Lutabingwa & Nothonzhe (2006:695) outline that there are three broad areas of ethical concern in research: the ethic of data collection and analysis; the ethics of the treatment of participants; and the ethics of responsibility to people. This incorporates such ethical reflections as informed consent, voluntary participation and participant's protection from harm, protection of privacy and dignity.

Andoh (2012:33) shares a view that any expectation from research provides evidence of ethical consideration through knowledge and consent to conduct the study. Therefore, this study adhered to predetermined ethical requirements, guidelines and practices to an extent that a consent letter was sent and approval was granted by CoGTA. The letter clearly stated that information that was obtained would only be used for the purpose of the study. Before the data collection, a research project information sheet, accompanied by a consent form, was sent to the participants. The information sheet consisted of all the information relevant to the study. Thoughtful care was taken during the data collection in ensuring that the research did not negatively impact on any respondent's privacy (Babbie & Mouton, 2013:240). In all the processes of this study, anonymity, privacy and confidentiality were maintained to guarantee the quality of the research data.

3.8.4   Distribution of Research Results

The research result of this study will be made available to the NMU library in the form of a bound document. The copyright on the thesis resides with the NMU and the university will decide on its distribution.

3.9   CHAPTER SUMMARY

The section covered research design and methodology which include, *inter alia*, the research paradigm, that is, the quantitative research approach, details on the targeted respondents, data collection techniques as well as the ethical principles considered in the study. A research design is of overriding significance to a study since it is a roadmap to be procedurally followed in a bid to achieve the set research objectives, the study triangulated both questionnaire and informal interviews meaning it adopted a research design which covers the qualitative approach. Research methodology is of equal importance to research design since it details the method. This study, therefore, sought to provide an in-depth understanding of human behaviour and circumstances. This chapter also emphasised adherence to ethical research requirements in order to protect the respondents and ensure the validity and reliability of the research. The data collected will be presented, interpreted and analysed in the next chapter.

CHAPTER FOUR: DATA ANALYSIS AND INTEPRETATION

4.1 INTRODUCTION

According to Wagner & Zaino (2013), in social sciences any data collected may well be worthless not unless it has been subjected to explicit, appropriate and systematic analysis for the purposes of translating it into meaningful knowledge. In essence, data analysis becomes the first stage in a research enquiry where the researcher seeks meaning to what has been discovered by the researcher in the research process. In addition, the researcher focuses on the analyses and interpretation of data collected in order to determine their meaning and the implications thereof. This chapter forwards the presentation and interpretation of data and findings that emanate from the gathered data during the research study process. It analyses the data collected on the extent to which MPAT can be used to measure the departments overall performance in relation to its mandate. Particularly, the data analyses was meant to respond to the research questions presented in chapter 1. The study focuses on the implementation of the MPAT by CoGTA in valour of improving accountability and performance management; the lessons and benefits that can be realised from such MPAT and the past experiences for the successful implementation of MPAT in the service delivery environment.

The study pursued to measure the impact resulting from the implementation of the Management Performance Assessment Tool in ensuring good governance and in improving audit outcomes in the department of Corporate Government and Traditional Affairs. The study took a quantitative research method. It was discovered that, despite the improvement on MPAT score achieved by the department, there is a great need for the translation of the scores into actual performance improvement.

4.2 EMPIRICAL RESEARCH AND DATA ANALYSIS

The empirical data was gathered through structured questionnaires. The data was processed, categorised and analysed in order to ensure the research output validity and reliability. Data interpretation led to the understanding of the research results presented. It further presented an opportunity to examine the consequences of adopting the MPAT as one of the performance management tools in the study and

practice of Public Administration and Management, together with underpinning theory. The responses from the purposively selected respondents from COGTA, who dealt with the implementation and coordination of MPAT are presented and discussed below in tables for ease of reference and interpretation. The following section presents an analysis of the data that was collected.

4.2.1 Data from the research questionnaire

A total of 20 officials from CoGTA were identified and targeted for this study. However, the analysis of data is based on 15 questionnaires that were received and found to be relevant and useful for the study.

4.2.1.1 Biographical data of the respondents

The number of respondents included officials in the DCoGTA directly involved in strategic management, human resource management, accountability and governance and financial management.

A. Respondents' work post/position
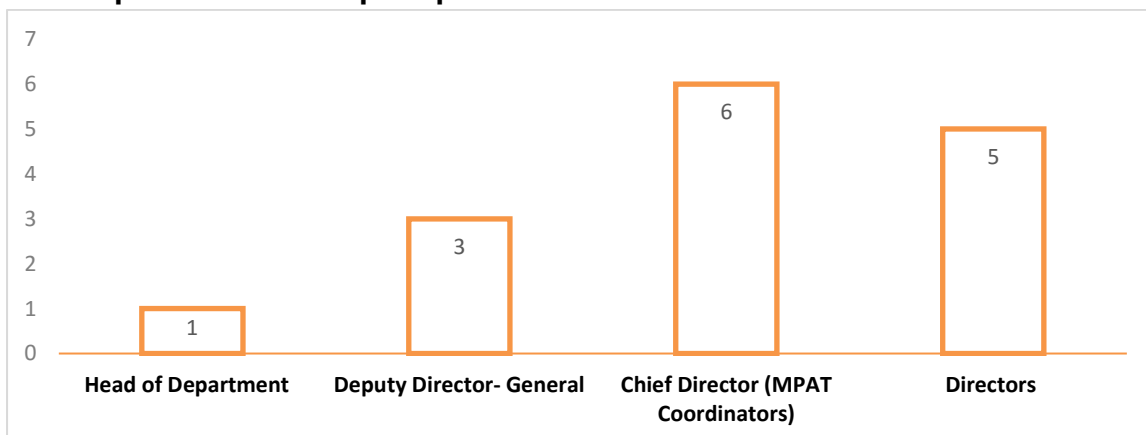
Source: Author

The structured questionnaires were administered to elected representatives. The majority of the respondents who completed the questionnaire were the chief directors managers (40%), followed directors (33%) and executive directors (26, 6%) which is inclusive of DDGs and HOD. This was also necessary to indicate that even though the DDGs and HOD responded at 26%, that percentage represents a 100% respond because there is 1 HOD and 3 DDGs in the department. It can, therefore, be said that the target sample population was reached and completed the questionnaire.

B. Respondents' ages

The majority of the respondents were those between 46-55 years of age with 33%, and those between 36-45 and 56-65 each got 26.7% and those between 18-35 received 13.3%. Based on the life span of the MPAT in government departments, the age categorisation revealed that there would be continuity in leadership and knowledge management performance management of the department.

C. Gender

The study target male and female municipal officials. Males, therefore, constituted 60% and females 40% of the sample respectively, as shown in the figure below.
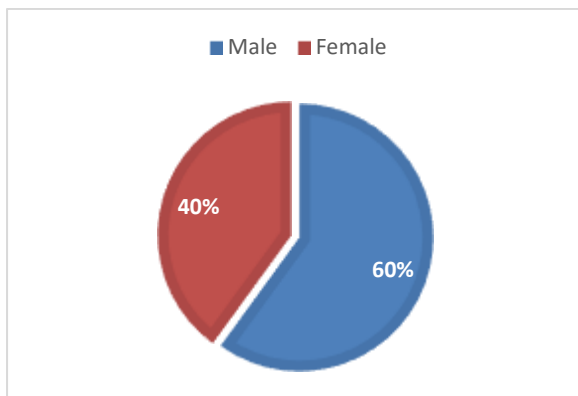
D. Race group
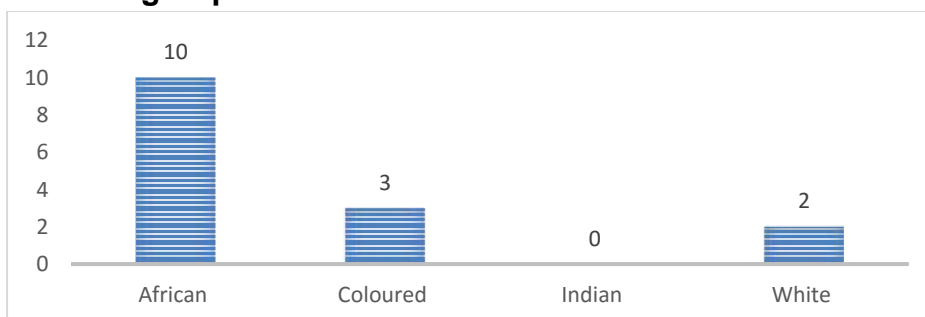
In terms of race representation, the responses revealed that black African dominated with 66,7%, 20% coloured, 13,2% and white accounted for 13.3%.

E. Level of education
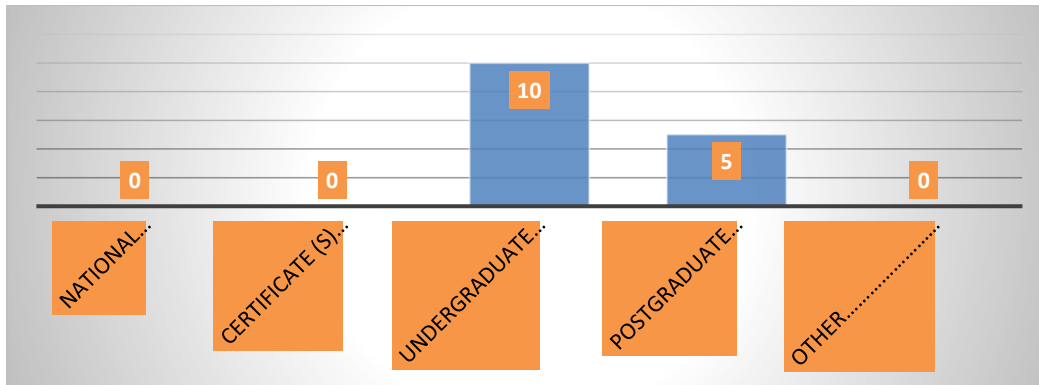
Source: Author

In terms of education levels, the results revealed that 66,7% of the respondents held underground degrees, 33,3% had completed an postgraduate degree from university.

F. MPAT Role-Players

Source: Author

The respondents' role in MPAT in the department revealed that 33,3% of the respondents were participants in the human resource management MPAT KPA, 26.7% accounted for respondents in Strategic Management KPA and 20% respectively accounted for financial management and governance & accountability KPAs each. This could be regarded as a fair representation

4.3 PART II: IMPLEMENTATION OF THE MPAT BY THE DEPARTMENT OF DEPARTMENT OF COOPERATIVE GOVERNANCE & TRADITIONAL AFFAIRS

4.3.1 Interpretation of the Questionnaires

This section presents a summary of evidence based on the questionnaire which focused on the research survey of MPAT implementation by CoGTA.

C: THEORETICAL PROPOSITION 1: EFFECIENCY & EFFECTIVNESS IMPLEMENTATION OF MPAT

FREQUENCY	RESPONSE		MEAN SCORE
	NO	%	
Strongly Agree	8	2,3	
Agree	243	71	68.4
Neutral	83	24,3	
Disagree	8	2,3	
Strongly Disagree	0	0	

Source: Author

The above summary of theoretical proposition 1 related to the efficiency and effectiveness of MPAT in the CoGTA; 68% of respondents considered that MPAT provided overall management, leadership expertise towards performance improvement of the department. At the same time the 31.6% viewed that MPAT did not enable them to work independently, and did not bridge the gap between implementation and reporting.

D: THEORETICAL PROPOSITION 2: MONITORING OF MPAT

FREQUENCY	RESPONSE		MEAN SCORE
	NO	%	
Strongly disagree	0.	0,0	
Disagree	4	1	
Neutral	98	26	76
Agree	258	68	
Strongly agree	20	5,3	

Source: Author

With regard to proposition 2, a mean score of 76% of the respondents viewed that the successful implementation of MPAT was the result of its constant monitoring by the MPAT coordinators. Whilst 24% respondents questioned the credibility of the MPAT framework in relation to its monitoring and compliance by the department. One of the key success factors that contributed to efficient and effective monitoring of MPAT was the adherence to relevant legislations and prescripts. It goes without saying that the MPAT brought rapid change in the performance of the department, and improved the MPAT level score. The impact in relation to the actual outcomes of the MPAT is positive and it is measurable

4.4   SUMMARY OF FINDINGS

The study found out that the Department of Cooperative Governance & Traditional Affairs has got functional and sound good governance mechanisms in place, because all their strategic planning documents are interlinked to each other following the mandate, missions and visions of the department and are legislative based. At the same time the department has its tools that fostered and nurtured its existence, towards the achievement the principles of cooperative government as set in the Constitution of the Republic of South Africa (1996). This findings led to the achievement of first research objective from chapter one which sought to mmeasure impact of MPAT in audit performance outcomes.

Data gathered is indicative of the fact that the department is indeed embracing principles of good governance and cooperative governance, since there is synergy between its documents and hence it is managing to provide evidence needed or required by MPAT. The researcher finds out the department is in a process of mainstreaming Monitoring Performance Assessment Tool through conduction of awareness sessions with Chief Directorates and through discussions at the Top management sessions/meetings, by doing so this will mean it operationalizing MPAT will lead towards sustainability of good and improved audit outcomes.

The department through Strategic Management Chief directorate seeks to engage with accounting officer in conduction of departmental evaluation, to evaluate support rendered by department to municipalities whether is there any impact, its effectiveness

and efficiency. At the same time the department has also establish cluster forums which seeks to engage programme one and other programmes as well as the Office of the Premier on matter concerning the implementation of MPAT. Therefore, also more still needs to be done in terms of Management Performance Assessment Tool its integration to departmental documents for easy implementation.

Findings based on the research data utilized in this study indicate that MPAT in all the 4 KPAs there are challenges e.g. in KPA 1 the departmental challenge is under 1.3.1 (Performance Area on Monitoring and Evaluation), this due to the fact that the department does not conduct performance evaluation. That alone lead to the fact that MPAT standards are not met and that leads to the department to continue to regress. Secondly the following are all the challenges that are impediment in the full implementation of MPAT, llack of buy- in from top management level and officials in the department, MPAT standards that does not form part of management's performance agreements especially the affected ones.

Thirdly, the lack of capacity and inadequate resources to implement MPAT e.g. its only one official who coordinates the MPAT processes from its initial stages to its submission stage, the person who must run around chasing people for evidence. Fourthly Information not available on time and the quality of the information submitted at the same time MPAT requirements vs demands from the political heads.

Fifthly the departmental officials take MPAT as just a compliance tool only without looking at what it seek to achieve or improve at the end, that is why one will pick up the issues of poor integration on plans, budget and coordination in order improve professionalism and accountability within the department. Outcomes-based government and evidence based decision-making (facilitated by resource pressures and changes in ICT).

Sixthly the limited performance information systems to manage performance data and credible reporting at the same time power shifts in institutional and organisational landscape causes stagnant ship during MPAT planning and its implementation. The department had major challenges with internal control systems therefore, Auditor General Report had many issues and there were cases of conflict of interest in the

Department and the leadership recognised that capacity was needed for governance in the Department.

DCoGTA has a huge mountain to climb in terms of re-moulding and redesigning the system of performance implementation and MPAT implementation system and the upholding of good governance, principles of good governance and audit outcomes. Nonetheless there are structures and policies/mechanisms in place for MPAT implementation that are in existence some needs management that is proactive, dedicated, visionary and initiative.

Findings of this study show that there is an urgent need to revise and refurbishing the legal frameworks and policies that are in place e.g. Policy on Access to information as required by PAJA, in order to achieve the mandate of Outcome 12 which is (An efficient, effective and development oriented public service). Change management and accountability, commitment, performance agreements and organisational culture, MPAT implementation should also be discussed at Top Management level.

National Department of Performance Monitoring and Evaluation does have recommended roles and responsibilities for MPAT standards implementation, at the same the value of operationalizing it within the department with proper monitoring. Engagement between DPME and DPSA for other generic structures for strategic management and M&E units, relative to the size of the department. Management need to understand the value of MPAT and provide support and resources.

Develop performance management policy and documented standard operating procedures for performance implementation and link it with MPAT, for accountability and consequence management. Develop a peer review mechanism that will entail performance review sessions that will inform the conduct of evaluation. MPAT should form an integral part of the planning process in departments.

4.5   CHAPTER SUMMARY

This chapter presented the empirical research data and the analysis thereof, which data was based on the views of the respondents from DCoGTA on the implementation of MPAT.

The application of management practices in the public service has a considerable way to go to meet the legal/regulatory requirements and to move beyond these and do things smartly. Active human resource administration is crucial to the performance of the public service and the feeble consequences of the department in this area propose that an improved effort is vital to support human resource management in the department. Continuousness in the Senior Management Service permits moral and ethical administration practices in the public service.

Numerous changes in organisational management are disrupting the promotion of good management practices. MPAT has established itself as an authentic instrument for monitoring and improving management practices in the public service including the department. There is a high level of awareness of MPAT within the department and although specifics of these challenges raised by the department in implementing MPAT, the majority in some management practises displayed a genuine interest in achieving good results. MPAT is adding value in the department and that have taken it seriously, its practice identified gaps and in some actions are taken to address these gaps. In this sense, MPAT has moved from being perceived as a compliance checklist, to a tool for initiating organisational change and improvement. MPAT also holds potential value-add for transversal department's to refine policies and target their support interventions to other departments.

According to the respondents, there is a need for improved monitoring of MPAT KPAs in order to enhance accountability towards the achievement of the predetermined objectives outlined in the APP of the department. Now that empirical and contextual studies have provided answers to the research questions in chapter, the next chapter presents the conclusion, summary and recommendations.

CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS

5.1   INTRODUCTION

In social sciences, the importance of any scientific enquiry should be reflected in the conclusions and recommendations it culminates in, and these must be equally contextualised in line with the research problem and research questions linked to the primary purpose of the study on which the research study was based. Therefore, the purpose of the last chapter of this study is to present a summary of the conclusions and recommendations based on the literature review and the empirical research findings.

Section 151 of the Constitution of the Republic of South Africa, 1996, provides for the creation of a distinctive, interdependent and interrelated local government sphere, which is the closest to the people in provincial and national spheres. According to Maserumule and Mathole (2006:220), the primary purpose of the public sector and associated public management is to improve the general welfare of citizens by providing quality public services. Be that as it may, the public sector is often under severe attack from every angle for a number of perceived service delivery deficiencies.

As a result, Hughes (1998:10) noticed that some governments were too large and, therefore, used scarce resources, albeit inefficiently. These governments were too large, because they were involved in too many service delivery commitments. Generally, in the capability of the democratic government to carry out its tasks in the most effective, efficient and responsive manner, public confidence is on the decline, causing a change in how government business is conducted. The South African government, similar to any other developing country, has limited resources at its disposal in discharging on its constitutional mandate, leading to the provision of services inadequately or even not at all (Shafritz & Hyde, 1997: ix; Try & Randor, 2007:656). Although the public sector across the globe has massive responsibility with limited resources, it is perceived to be non-responsive to the needs of the people and, therefore, jeopardises the general welfare of the population. Interestingly, on the other hand, the private sector has resources and skills that can be joined to complement those of the public sector in the provision of public services (Scharle, 2002:229).

Public service delivery is governed to a greater extant by constitutional principles aimed towards the improvement of the quality of lives for all citizens, that is only fulfilled by the improved quality of management practices – how we plan, how we manage staff, finances and infrastructure, how we govern ourselves and how we account for our performance – has a significant influence on the quality of outputs produced, the outcomes achieved, and ultimately, the impact our services have on society. One will recall that MPAT was encouraged by Government's obligation to enhanced service delivery and improved government performance and achievement of the 12 priority outcomes that Government has set for itself for the current term of office. A key requirement for government to deliver on its mandate is to ensure an efficient, effective and accountable public service. The empirical study sought to assess the role played by MPAT in improving audit outcomes and principles of good governance. Chapter one was the preliminary chapter, the second chapter revised literature, chapter three covered the research strategy and the previous chapter concentrated on the holistic analysis of data.

The objective of this chapter is to offer or presents the conclusion of the study and recommendations in line with the research topic and objectives of the study, at the same time the chapter will first present the sequential summary of all the chapters and the proceed to probe into recommendations. Chapter five is the concluding chapter of the study and it is where evidence on the accomplishment of the research objective, responding on research questions or proving of the suggestions done is presented.

5.2 GENERAL FINDINGS OF THE STUDY

The study entails five chapters, and the researcher saw it practical to present the chapter-by-chapter summary of the study sequentially.

Chapter one was the introductory section of the study and provides a general orientation of the study. As the first chapter in the study, chapter one played a very important role towards the accomplishment of the objectives of the study. Weak administration is a frequent theme across the priorities of government and is prominent to poor service delivery. Transversal administrative departments, such as National Treasury and the DPSA, as well as the Auditor-General of South Africa (AGSA) monitor compliance within their legislative frameworks, whereas MPAT focuses on

more comprehensive monitoring of management practices. The chapter established that there is not enough cooperation across the management practises, in utilisation of government systems, hence the study sought to bridge the gap by exploring what can be done in order to promote good governance, through sound management practises for sustainable good audit outcomes. Therefore the objectives of the study were to examine and analyse the application of the MPAT by the DCOGTA management, in relation to performance management, at the same time by measuring impact of MPAT in audit performance outcomes, lastly to recommend strategies to improve its implementation.

Chapter two provided a comprehensive review of literature related to MPAT and cooperative governance in government. It focused on the rationale and relevance of literature review, principles of cooperative government, and processes or importance of MPAT systems related to service delivery, legislative framework of MPAT and cooperative government in South Africa. Key deductions of chapter two was that reviewing literature helps the researcher to identify gaps in information and literature in order to exclusively focus the study into a more valid and appreciated area of experimental study. MPAT is supported by Outcome 12 of the 14 Outcomes and the system is still revolving and more needs to be done to ensure that it is fully implemented and translated into effective service delivery.

Chapter three discussed the research design and methodology used in collecting data from respondents. The study used qualitative research method and questionnaire were used for data collection with informal interviews.

Chapter four dealt with data presentation, interpretation and discussion, with qualitative analysis method was used by the researcher. The data collected showed that the department has started the application of MPAT by drafting its implementation plan at the same time the department is in a process to operationalize MPAT in its strategic documents, by crafting indicators in the Annual Performance Plan. Furthermore the chapter analysed data based on the entire questions, inter alia:

- The role played by the department in promoting MPAT and cooperative governance

- Challenges confronting the current system of MPAT in the department
- Suggested solutions on how best to minimise the effects of the identified challenges.

This chapter is the closing section of the study and it provides the, chapter conclusions, general findings of the study, recommendations on how to improve MPAT for better sustainable audit outcomes.

5.2.1 Learning's from MPAT

An accountable and consistent leadership which actively builds a committed performance monitoring culture by setting the tone and following through.

Policy and planning provides a foundation on which the department cannot build to meet their objectives. In this regard planning often drives improved practice by set targets and stick to them. Compliance is a source of innovation. Using factual evidence and data in engagements with internal and external stakeholders drives change. At the same time department the need to do more with less is a driver of innovation and improvement.

The diagram below shows or illustrate or demonstrate how MPAT seeks to improve at the same time the link in how to improve audit outcomes through simple management practices.
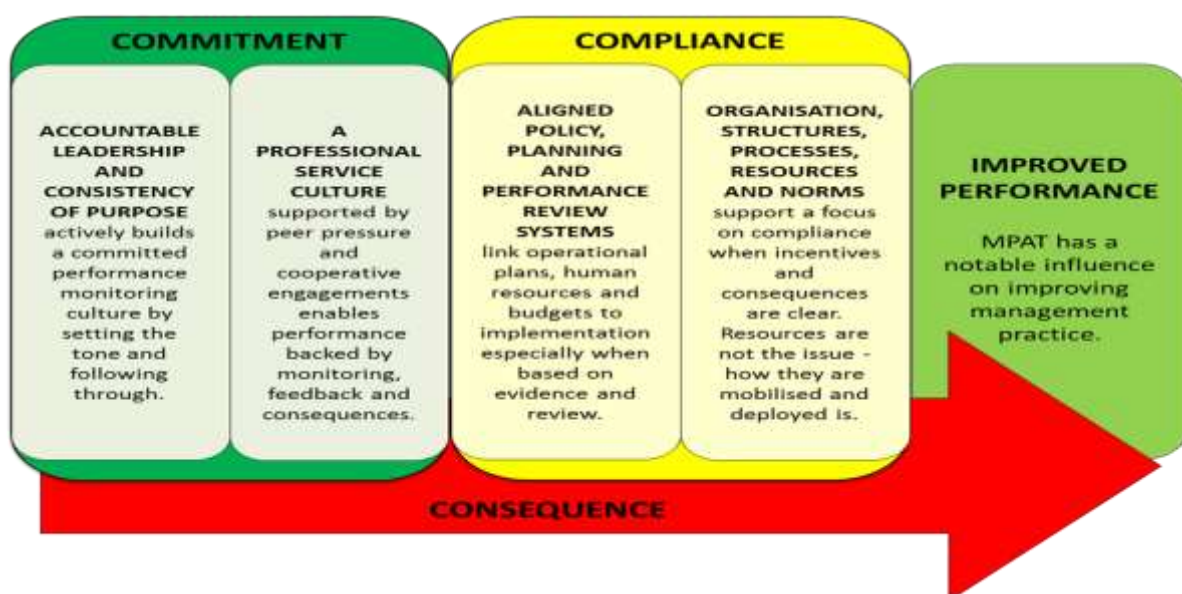

Figure 5.1: Simple management practices

5.3   SUMMARY OF FINDINGS

This section summaries the general findings of the study with a specific emphasis on the ability of the findings to answer the research questions or achieve the aims of the study as spelled-out in chapter one.

DPME also commissioned a study on the experiences of departments in implementing MPAT and the value MPAT adds to departmental management and performance. Officials from national and provincial departments were interviewed and these officials were involved in the MPAT process to varying degrees. Some were directly involved as MPAT coordinators in their department or province, while others had only indirect involvement such as providing information for the MPAT assessment.

The case study found that there were variations in how the department implemented MPAT and a number of department's experienced difficulty in uploading evidence. Concerns about interpretation of the standards and evidence documents were also raised by department.

The researcher considered the following findings from Department of Cooperative Governance & Traditional Affairs:

- Inclination is to do better at planning than operationalising strategies, meaning the average compliance for their Strategic Plan is 90%, 80% on Annual Performance Plans (APPs) and at 40% on Monitoring and Evaluation (M&E).
- It is easier for department to complete the planning templates than to link these to feasible implementation strategies and performance targets. The room for improvement in integration of strategy with resource management is crucial. Realistic target setting is a challenge due to multiple players should contribute as "critical friends" of implementing department's four areas and MPAT 12 indicators in Governance and Accountability.
- The overall improvement is from 55% to 68%, the target improvement is in some big improvements and some declines, but still some are areas of concern.
- The department has an approved service delivery charter, standards and service delivery improvement plan but it lacks to adhere (poor implementation) to these to improve services. (SDIP),

- The department has basic risk management elements in place and does implement these functions well (RISK – MANAGEMENT).

- The department is non-compliant with the standard related to the Promotion of Access to Information Act (PAIA). At the same time the of department need to improve on non-compliant for management of disciplinary cases

5.4 RECOMMENDATIONS

The establishment and publication of the Standard Operating Procedures (SOPS) for Planning and Reporting is crucial so as to achieve what the department mandated to implement. Thus formulation and implementation of policy for the management of organisational performance information is crucial.

The planning for multi-year Evaluation Plan that is supportive by management is crucial so as to check the departmental gaps, at the same time to lift up or commend issues of hard work, and commitment by officials and the departmental key stakeholders. However integration and alignment of departmental documents is important.

People's capacity, learning and communication to mainstream governance and accountability into operational actions is vital, because governance compliance is important to establish the foundation for substantive dialogue and proper management.

The department need to manage the separation of the strategic from the operational, as governance is expensive, and internal cooperation allows for efficient implementation. The department needs to also move beyond the generics however, building interest and engagements through substantive reflection can. Appropriate frameworks that are coupled with experience are essential for effective implementation, creating a culture of learning and change, building a compliance culture requires securing demonstrable senior level support. It is therefore important to have a champion who engages passionately on MPAT matters, securing dedicated capacity for engagements in workflow analysis for MPAT improvements.

A high performance culture requires 'top down' engagement, therefore team spirit at the heart of Human Resource unit can lead to successes and understanding what drives. Tools are essential in meeting organisational targets, to streamline speed up delivery. Lack of resources is not necessarily a constraint if planning is conducted thoroughly. Compliance does create an awareness of performance, and in turn improves performance and productivity, but the process behind compliance and performance has to be logical and right.

5.5 FUTURE RESEARCH

The following future research recommendations are based on the findings and conclusions of this study:

- Further systemic research should be conducted relative to the causal interrelationships for the various PPP interrelationship factors in the PPP environment.

- Research should be conducted on how often PPP performance can be done by conducting a survey that a trend analysis can inform decision-makers for an effective monitoring and control system.

- The PPP framework developed by the researcher can be enhanced by conducting further research to parameterise the framework.

- A comparative study on PPP transaction costs between South African and other countries should be conducted.

- National Treasury should develop a PPP risk management tool, which directly links with PPP planning, monitoring and evaluation in order to measure impact.

- Government departments and municipalities should invest in capacitating the PPP specialists to keep up with the service delivery environment dynamics.

Outcome 12 of the national priority outcomes institutes an efficient, effective and development oriented public service, this therefore requires improved intergovernmental relationships with the departmental management practices in making a point that MPAT is coordinated and is implemented well. The findings of the study indicate MPAT is being practised in the department although more still to be done as discussed in the preceding sections of this chapter. In a nutshell, MPAT can

play a significant role in promoting effective and efficient management practises that will lead to improved and sustained audit outcomes.

5.6   CONCLUSION

The final chapter has presented a summary of the thesis in terms of the nature and scope of the study, and the public and private sector organisations. The key points about the two PPPs in question, namely the East London IDZ and the Coega IDZ have also been summarised in this chapter. The summary further includes how the metropolitan governments can work collaboratively in terms of the PPPs, in the provision of socio-economic services in their respective areas. In addition, recommendations and proposals for municipalities and future research have been made as to how best improve local economic development through PPP arrangements. It is, therefore, possible, through PPPs in socio-economic development for the BCMM and the NMBM to have more skilled personnel to implement PPP projects.

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ANNEXURE: A

CONSENT LETTERS/AND REQUESTS

CONSENT REQUEST LETTER

MR. M. BAZA
ACTING HEAD OF DEPARTMENT
DEPARTMENT OF COOPERATIVE GOVERNANCE & TRADITIONAL AFFAIRS
PRIVATE BAG X0035
BHISHO
5605

PIMPLEMENTATION OF THE MANAGEMENT PERFORMANCE ASSESSMENT TOOL BY THE DEPARTMENT OF COOPERATIVE GOVERNANCE & TRADITIONAL AFFAIRS IN THE EASTERN CAPE PROVINCE

Dear | MR BAZA |

SUBJECT: CONSENT REQUEST TO CONDUCT RESEARCH ON MPAT IMPLEMENTATION BY DCoGTA, EASTERN CAPE PROVINCE.

I am a Masters (Public Administration) student in the Department of Public Administration, Faculty of Arts at Nelson Mandela University. As part of my degree I am conducting a research study on the Implementation of MPAT by the above mentioned department.

The purpose of this study is to contribute to the existing body of knowledge on South African Management Accountability's, with specific reference to the Department of Cooperative Governance & Traditional Affairs, gain in depth understanding of the implementation of MPAT and performance of the Department, and provide possible suggestions and solutions to the challenges experienced by the Department in implementation MPAT.

In the extreme, this to humbly request your consent as the Acting HOD to allow me to conduct this study which will target some high and middle COGTA officials for data collection. The data collection from the

officials will take approximately 15minutes to complete the simple and brief questionnaire which relates only to MPAT implementation in the Department.

The participation of the officials in this study is completely voluntary. However, it will be important to glean their opinions and perceptions relating to the MPAT implementation, and general management accountability.

The responses to the survey will be treated in the strictest confidence and data from this research will be reported on in aggregate format. Therefore, the information will remain confidential and used for academic purposes only. You will be notified of the findings of the survey through e-mail.

I hope this will find your considerable attention.

The consent is kindly requested to be forwarded to Asanda Braweni by postal, fax or e-mail at the following addresses:

_____

Asanda Braweni

Email: Asanda.Braweni@gmail.com

If you have questions at any time about the survey or procedures, please contact me **at:**

0825589173

Thank you very much for your support

PROMOTORS:

DR. S. MACLEAN

Email: sindisile.maclean@mandela.ac.za

APPROVED/NOT APPROVED

_____

MR. M. BAZA

ACTING HEAD OF DEPARTMENT

DEPARTMENT OF COOPERATIVE GOVERNANCE AND TRADITIONAL AFFAIRS

DATE:

ANNEXURE: B

QUESTIONNAIRE

R/NO. [ ][ ][ ]

IMPLEMENTATION OF THE MANAGEMENT PERFORMANCE ASSESSMENT TOOL (MPAT) BY THE DEPARTMENT OF COOPEATIVE GOVERNACE & TRADITIONAL AFFAIRS IN THE EASTERN CAPE PROVINCE, SOUTHAFRICA.

QUESTIONNAIRE

PART I: GENERAL

A. DEMOGRAPHIC INFORMATION OF RESPONDENTS (Quantitative data)

1. What office/post do you hold?	
Head of Department	1
Deputy Director- General	2
Chief Director (MPAT Coordinators)	3
Directors	4
Other? Specify	5

2. Please indicate the age group you fall into?	
18-35	1
36 – 45	2
46 – 55	3
56 – 65	4
Above 65	5

3. Please Indicate you Gender

Male	1
Female	2

4. Indicate you Race Group

African	1
Coloured	2
Indian	3
White	4
Other	5

5. Academic Qualification: Please indicate your highest level of qualification:

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National Diploma (Technikon or University)	**1**	
Certificate (s) (Technikon or University)	**2**	
Undergraduate Degree (University)	**3**	
Postgraduate Degree (University)	**4**	
Other………………………………………	**5**	

B. MPAT ROLE-PLAYERS

1. Which of the following best describes your role in the MPAT TOOL	Tick one	B1
Strategic Management	**X**	1
Human Resource Management		2
Financial Management		3
Governance and Accountability		4

PART II: IMPLEMENTATION OF THE MPAT BY THE DEPARTMENT OF DEPARTMENT OF COOPERATIVE GOVERNANCE & TRADITIONAL AFFAIRS

Use the scale 1 (never) to 5 (always) and put a check (_) to indicate the extent to which each of the following statements apply to MPAT Implementation by CoGTA, Eastern Cape.

SCALE				
1=Strongly Disagree	**2=Disagree**	**3=Neutral**	**4=Agree**	**5=Strongly Disagree**

C	THEORETICAL PROPOSITION 1: EFFECIENCY & EFFECTIVNESS IMPLEMENTATION OF MPAT	1	2	3	4	5	Code
2	MPAT provides overall management and leadership expertise towards performance improvements of the Department.				x		C2
3	MPAT enables the users to work on it independently without seeking external assistance.		x				C3
4	MPAT provides CoGTA management with opportunities for accountability in relation to department's pre-determined objectives.			x			C4
5	MPAT bridges the gap between implementation and reporting in realising the mandate of the department.			x			C5
6	MPAT contributed in bridging the time spent on evidence uploading and the actual performance impact.				x		C6
7	MPAT time saving can be measured in terms of the evidence uploaded on the system and its relevance.		x				C7
8.	Lack of or inadequate provision of MPAT awareness and training hinders the intended management performance improvement in terms of leadership and accountability.					x	C8
9	The usage of the MPAT in the Department improved management skills in terms of good governance				x		C9

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10	DCoGTA has enough skills to implement all MPAT requirements			x			C10
11.	MPAT contributed to the improvement of the department's overall performance since its introduction				x		C11

SCALE
SCALE

1=Strongly Disagree   2=Disagree   3=Neutral   4=Agree   5=Strongly Disagree

D	THEORETICAL PROPOSITION 2: MONITORING OF MPAT	1	2	3	4	5	Code
12	Constantly monitoring of the MPAT implementation means compliance and performance improvement in each MPAT pillar.				x		D12
13	DCoGTA has functional MPAT monitoring system/structure to ensure accountability and responsiveness.				x		D13
14	South Africa has a credible legal MPAT framework for the implementation of MPAT pillars			x			D14
15	DCoGTA is committed to MPAT compliance requirements as outlined by National DPME					x	D15
	Please provide any suggestion that you might have on how the Department can better implement MPAT not only for the purposes of compliance but for performance improvement of the department with specific reference to good governance. **DPME needs to train users thoroughly** --. --						

THANK YOU FOR COMPLETING AND RETURNING THE QUESTIONNAIRE