

**We are Building a Province: An Evaluation of the  
Performance of Eastern Cape Province's 5th  
Administration**

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**Abstract**

The aim of this paper is to report the progress of the Eastern Cape's fifth administration in the implementation of the Provincial Medium Term Strategic Framework and Provincial Programme of Action. The paper further gives an insight on the performance update for sixth administration and a review of progress in implementation of the PMTSF 2014-2019. The report also serves as a building block towards the sixth administration as well as to shape the inputs for the new members of the Executive Council who will be carrying the ruling party's mandate for the next five years. This paper therefore provides a clear baseline for the incoming government and also provides best practices for them in order to fully focus their energies on the short comings of their fifth administration colleagues without duplicating and wasting resources that are always in short supply.

**Key words:** *Planning, Performance, Service Delivery, Transformation, Developmental State, Accountability, Good Governance;*

## **Introduction**

At the heart of the strategic priorities in the period to 2019, is the strengthening of the developmental state to more effectively serve the needs of the people and act as a driving force for socio-economic transformation. The key priority in this regard is the strengthening of partnerships for development and ensuring more efficient and caring service delivery. Over the term, the province prioritises service delivery renewal, cooperative governance, shared services & organogram, reorganisation of the state, provision of access to broadband networks and building an activist local government. Province's efforts to build a democratic developmental state have not been without challenges, and many of our well-intentioned strategies have been hamstrung by inertia and the absence of agility in our government bureaucracy. Instrengthening the developmental state and good governance, the Provincial Medium Term Strategic framework (PMTSF) objectives were monitored through the Programme of Action under the following key focus areas:

- Improving Local Government Performance
- Provincial Financial Performance
- Planning, Monitoring and Evaluation
- Public Sector Transformation

## **Study Area**

Eastern Cape Province is one of the nine Provinces of South Africa. The Eastern Cape is frequently measured as the poorest Province in South Africa. Eastern Cape could not be reduced without significant structural transformation, and that project and separate interventions would not be enough. Poverty, inequality and unemployment in the Province are the result of deliberate separate development policy of the past. Historically, the Eastern Cape functioned on the margins of the national economy, largely serving as a reserve of cheap labour and for the reproduction thereof. Within the Province, poverty is widespread. Eastern Cape's economic activity is concentrated in two Provincial metros, Port Elizabeth and East London. Notwithstanding economic growth, high levels of unemployment and poverty persist particularly in the rural areas where two thirds of the population resides.

## **Ethical Considerations**

There are several reasons why adhering to ethical standards in the research is important, for example the norms advance research goals such as knowledge, truth, and error avoidance. According to Redman (2013) importantly, ethics protects researchers against fabrication, falsification or misrepresentation of research data upholding the facts and preventing mistake. In addition, Redman argues that ethics is a promotion of values that are essential to collaborative work, such as trust, accountability, mutual respect, and fairness in collaborative institutional projects. This involves the authorship, copy rights, data sharing and confidentiality of both studied and studied topics. The permission to collect data was given by the provincial administration and the departments agreed on verbal consent since the paper will be based on the reports

## **Methodology**

The research was conducted using the literature-study qualitative method. A broad literature review was undertaken, enabling the author to assess and evaluate the fifth administration's performance in the South African Eastern Cape Province. Documentary data analysis was used to investigate the problem. Method of document analysis as per Bowen, G. A. (2009) is a systematic procedure for analysing or assessing both printed and electronic (computer-based and internet-based) documents, such as other qualitative research analytical methods; document analysis requires that data be analysed and interpreted in order to obtain significance, understanding and scientific information creation. (Corbin & Strauss, 2008; see also Rapley, 2007). According to this method of research as mentioned by Bowen (2009), documents contain text (words) and images which were recorded without the intervention of a researcher. The study is primarily descriptive and analytical in nature, as relevant publications (books, academic journals, and papers) have been consulted to investigate the issue more closely. The methodology further used for this paper analysed the annual performance plans, annual operational plans, quarterly performance reports, Provincial Programme of Action Report and the 25 year progress review of the fifth administration as well as the fifth term close out report by the office of the premier's performance monitoring and evaluation unit of the Eastern

Cape Province. The main method for carrying out this research was the analysis of secondary qualitative and quantitative data. Secondary analysis is "a research strategy that uses pre-existing quantitative data or pre-existing qualitative research data to investigate new questions or to verify previous studies" (Heaton, 2004:16). Thus, as a source of raw and processed data, various sources of secondary data available on the web pages of national and international organisations, governmental organisations, and non-governmental organisations dealing with capable state and good governance were used. Also used were electronic and non-electronic, published and unpublished newspapers, books, reports, conference proceedings, as well the expectations on governance and administration. The experts were used to close the gaps that the secondary literature cannot exhaust.

### **3. Theoretical Considerations**

This paper is anchored on the good governance theory. The theoretical framework serves as the structure and support for the study rationale, the statement of the problem, purpose, meaning and research questions. The theoretical framework provides the literature review, methods and analysis with a grounding, or anchor (Grant & Azadeh, 2014). The theory of good governance, as used in this study, serves as an adequate basis for building on the study. Good governance means that processes and institutions produce results that meet society's needs, while making the best use of resources available to them. In the context of good governance, the concept of efficiency also covers the sustainable use of natural resources, and environmental protection. Good governance ensures that political, social and economic priorities are based on broad social consensus and that the voices of the poorest and most vulnerable are heard in decision-making on resource allocation. There are three legs to governance: economic, political, and administrative. Governance has been defined as the rules of the political system for resolving and implementing decisions (legality) between actors. It was also used to define "the proper functioning of institutions and the public's recognition of them" (legitimacy). Good governance also has eight important characteristics. The eight features are participatory, consensus-oriented, accountable, transparent, responsive, effective, efficient, equitable and inclusive as well as the rule of law.

## 4. Findings and Discussions

### 4.1 Improving local government performance

#### *Provision of Basic Services*

According to the Eastern Cape Department of Co-Operative Governance and Traditional Affairs (2019/20), over 1.5 million households have access to basic water which is translating to 89% access from 58.7% at the beginning of the term. Just over 1.3 million households with basic sanitation which is translating to 80% access from 69.1% at the beginning of the term and finally over 1.4 million households have access to basic electricity which is translating to 85.4% access from 77.8% at the beginning of the term. The Eastern Cape Department of Co-Operative Governance and Traditional Affairs (EC COGTA) in the first quarter of 2018/19 recorded that 1,886 households had access to basic sanitation (in ADM and CHDM); 2 289 households connected to basic water (in ANDM & ORT) and total of 470 toilet structures were erected for rural sanitation out of a target of 855 from 2017/18.

#### **Back to Basics**

The national government's Back to Basics (National Department of Cooperative Governance and Traditional Affairs, 2018/19) approach identified five key result areas that should underpin the work of building a responsive, caring and accountable local government and these are the same with the local government KPAs, with the exception of one outlier from the KPAs namely, the Integrated Development Planning.

*Table 1 Articulation between National Municipal KPAs and B2B:*

<b>Local Government KPAs</b>	<b>B2B</b>
Service delivery	Basic Services: Creating decent living conditions through delivering quality services.
Governance	Good Governance: Effective functioning of municipalities.

Community engagement	Public Participation: Municipalities engage their communities – putting people first.
Financial management	Financial Management: Sound financial management and accounting.
Human resource management	Institutional Capacity: Building and maintaining sound institutional capabilities.

Progress has been recorded under Pillar 1 (*Putting people at the centre of development through effective public participation and citizen activism*) with 505 War rooms established under the Eastern Cape’s Operation Masiphathisane model (2017) and 318 of these are reported active but Buffalo City Metro, Nelson Mandela Metro and Kouga have no ward war rooms yet. However, there are complaints from communities with regards to their participation and issues raised which sometimes are not taken seriously or totally ignored as well as low levels of confidence and dissatisfaction by communities in the way municipalities are managed.

In respect of pillar 2 (Basic service delivery), there has been a decline in municipalities. According to the AG report 2018, “Infrastructure projects were not delivered as a result of poor planning and poor project management”.

The inability of majority of Municipalities to spend their MIG for infrastructure delivery in turn leads to service delivery protests in most of the affected municipalities. As at the end of the municipal financial year in June 2018, total spent from MIG by municipalities was 90% (R2, 810,947 billion out of R 3 109 796 billion total allocation).

Municipal Ratings on Expenditure as at June 2018 is as follows:

Number of MIG receiving municipalities: 36

- Municipalities in Green Rating (100%): 12 (33%)
- Municipalities in Red Rating (<100%): 24 (67%)

Number of Municipalities affected by Stopping and Reallocation are as follows:

- Stopping: 11 (Eleven) municipalities (R 95,264 million).
- Reallocation: 9 (Nine) municipalities (R 107,264 million).
- Additional Funding was R 12,000 million.

As reported in the twenty five years review of the Eastern Cape Province by the National Department of Policy Monitoring and Evaluation, it seems that the inability to utilise MIG by municipalities in the Eastern Cape which is leading to stoppage is a concern. This has affected close to a third of the municipalities receiving the grants. This therefore suggests that quality of service that is to be provided was hindered and possibly led to service delivery protests in some of these municipalities. According to the service delivery barometer, most communities are up in arms due to poor or no access roads, no water in installed taps and other similar services that are meant to improve the conditions of their living. For example, according to the report from the department of Water and Sanitation (DWAS: 2018), the water in Makana is not treated with chlorine as a result of no funds and this poses a health risk to the community. Poor infrastructure maintenance also leads to water loss in the province. A case in hand is that of the Dam that is being filled with municipal water supply in Ngqushwa. Some of these water losses are also attributed to illegal connections. This imparts on the sustainability of the municipalities. This municipality is currently not collecting revenue in the area and the wastage will continue to be billed thereby increasing the debt owed by the municipality to the water board.

Slow implementation of infrastructure projects led to the intervention by OTP through the Special Projects Unit in the facilitation of some projects. These include the electrification of hotspot areas such as Ntabankulu which has been completed and the revitalisation of small towns like Alice, Ngqeleni, Nyandeni, Libode, Port St Johns and Mount Fletcher where progress has been recorded in respect of roads, water and sanitation infrastructure. The Small Town Revitalisation programme has also created job opportunities in the respective Towns. The other areas of intervention requested by the province are in relation to the drought condition. Eastern Cape had serious water constraints where declarations were made by Amathole and Sarah Baartman District municipalities. The drought challenge is more on the western part of the province whilst the eastern part is becoming better and with the little rain experienced it has improved the Amathole system. The effect of the drought in the Algoa as according to Nelson Mandela Bay Municipality (2018) systems

coupled with no forecast of rain according to the weather bureau is forcing the department of water and sanitation to look at imposing restrictions on domestic use and irrigation. The drought intervention provided in terms of funds to the municipalities came with an unrealistic condition of spending within three months. Knowing the state of capacity in the municipalities and the time needed for water infrastructure projects, this has become a risk towards getting more funding since the one provided is not likely to be exhausted within the time frame provided. Existing water services infrastructure in the province needs attention as 21% of total number in the province have reached their useful life; 42% are in need of refurbishment with R11, 5 billion required to replace the ageing infrastructure.

Under good governance pillar 3, section 79 committees are functional and meet regularly according to their schedule. Also municipalities are being supported to improve revenue management and debt collection, but this has not yield good results in the municipalities as majority are still struggling to collect revenue.

During the term under pillar 4, (Financial Viability) there is increase for the past 3 years in the number of municipalities with unqualified audit opinion which is a movement from twelve (12) municipalities in 2013 to twenty-one (25) municipalities in 2016. However, according to the South African Auditor General's office the trend of improvements in the past few years in audit outcome did not continue in the last audit assessment of 2016/17. See table below:

**Table 2: Audit Outcomes**

<b>Audit Opinion</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Unqualified - clean		5	7	
	2			2
Unqualified		16	18	
	13			22
Qualified		19	14	
	17			11
Adverse		-	2	-



	1		
Disclaimer	4	4	
	12		4
Total number of reports reported on	45	45	
	45		39

*Source: Auditor General Report 2019*

Reasons provided for these are instability in administration, non-filling of vacant positions, complexities of the merger and above all is the accountability failures in the areas of supply chain management and infrastructural development.

AG report 2018 reveals an irregular expenditure of R13.55-billion (nation-wide). 48% of the total, was incurred by municipalities in the Eastern Cape. This represents 35% of the provincial local government expenditure budget.” In the report, the Nelson Mandela Bay Metro in the Eastern Cape incurred R8.18-billion in irregular expenditure, topping all the municipalities in the country. Second on the list was another Eastern Cape municipality, OR Tambo District, with R3-billion of irregular expenditure.

The financial viability of municipalities remained challenging. There are 12 municipalities that were assessed by the AG as requiring intervention and 19 assessed as concerning. Main challenges include collection of receivables, payment of suppliers within 30 days and slow spending of the capital budgets. 34% had a deficit; 79% took longer than 90 days to collect debt, 53% took longer than 90 days to pay their creditors, 4 municipalities had arrear Eskom debts totaling R303 million and 24 (62%) in a vulnerable financial position. Also the fruitless and wasteful expenditure of R179 million is part of the challenge. The Non-compliance by 77% of municipalities can potentially lead to a financial loss.

In respect of Pillar 5 (Building capable Local Government Institutions), the province had 82% (223/269) of S54 and S56 posts filled at the beginning of term (April 2015). This has since dropped even though a reduction is seen in the vacancy rate of MM’s from 44% in

2016/17 year end to 33% by Q1 of 2018 and CFOs from 36% to 15% in same period. There are still few legal challenges to the regulations governing the appointment of S 54 and S 56 managers. The total number of posts in the approved staff establishments in the 39 municipalities in the province is 245 with 196 posts (80%) currently filled whilst 44 posts are vacant thus constituting (20%) vacancy rate in the province. however, there is a need to enhance the capacity building strategy of the province to address the critical skills gap in the province.

## **2.3 Provincial financial performance**

### *Audit Outcomes Improvement*

Provincial Audit Intervention Plan (PAIP) was adopted as a strategy to improve audit outcomes in the Province. This has resulted in improved audit outcomes in departments from eight (8) departments receiving unqualified audit opinion at beginning of the term to thirteen (13) departments with unqualified audit opinion for 2016/17 financial year. However, the Preliminary Audit Outcomes report (*by AG's report*) for 2017/18 shows a regressed performance with only two (2) departments including five (5) public entities receiving unqualified with no findings; three (3) departments including two (2) entities receiving unqualified with findings with one (1) department and an entity regressed from unqualified with no findings; seven departments (7) regressed including three (3) entities to qualified with findings and one department regressed to adverse opinion.

### *Revenue Collection*

Government revenue is affected by the implications of weaker than anticipated economic growth and as part of broader fiscal strategy, the Provincial Revenue Generation Strategy is being implemented by the key revenue generating departments to ensure an increase of own revenue. By end of quarter one, the Province collected an amount of R389.713 million against the projected amount of R186.997.

### *Implementation of Local Economic Development (LED) procurement framework*

As part of developing the local economy by achieving 50% of the Provincial Procurement spending benefiting the Eastern Cape based

suppliers, the Local Development Procurement Framework (LEDPF) was developed. Eleven (11) departments are currently implementing the framework with the percentage of local spend at 46% by the end of the first quarter.

*Expenditure on Conditional and Municipal Infrastructure Grants (MIG)*

The province has spent 97.6% of conditional grant as of June this year and this was due to the payments of 2017/18 accruals as well as spending on first quarter projections. There has been improvement of 90% spend on infrastructure develop through MIG grant which forms 57% by end of 2017/18 financial year.

*Compliance to 30 day payment to suppliers*

The Province has been battling with paying suppliers within 30 days. However there is notable improvement from 2015/16 with 13 494 unpaid invoices older than 30 days at a value of R492 3mil to 4 311 at a value of R432 2mil during the first quarter of 2018/19 financial year. Furthermore 16 954 invoices at a value of R855mil were not paid within 30 days at the end of 2016/17 financial to 2 174 invoices at a value of R159mil during the first quarter of 2018/19 financial year.

Comparing the 2017/18 financial year and 2018/19 first quarter, there is a constant trend of the Department of Health leading with the most invoices not paid within 30 days. DRDAR which was the second department has improved from 8488 during 17/18 to 150 invoices paid after 30 days.

Table3: Number of invoices paid after 30 days during 2017/18 financial year

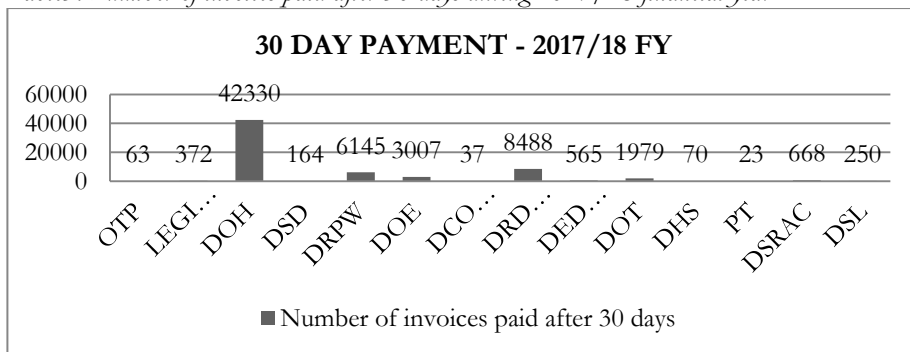
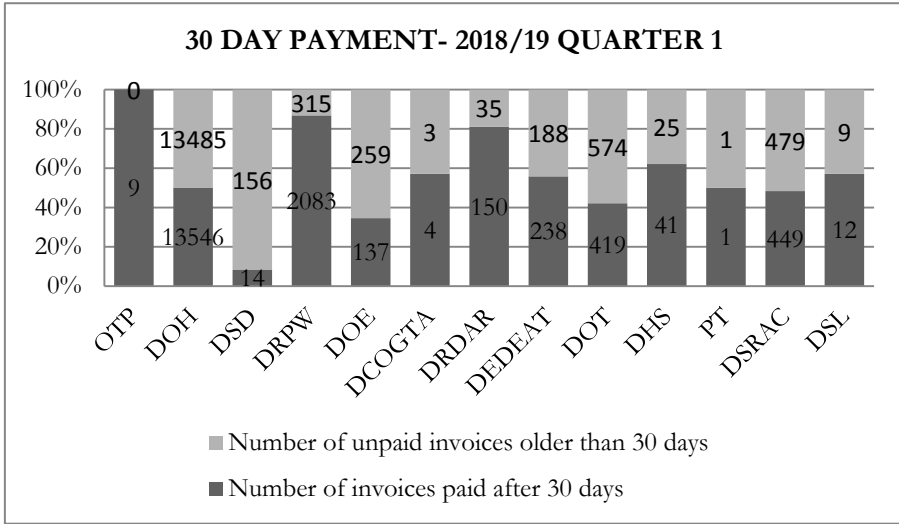


Table4: First quarter performance on 30 day payment



The above performance was the motive behind the OTP, PSC and Treasury jointly visiting the ailing departments and successful department before the end of July in order to enlighten EXCO of the challenges they are facing and also provide recommendations. Table 4 is a verification report on a 30-day payment conducted on four departments (Health, Transport, Public Works and Education).

### 5. Planning, monitoring & evaluation

Towards achieving long term planning for improved service delivery, the province is finalising the revised Provincial spatial development framework (PSDF) that will guide planning for resource allocation within the province. The review of the PSDF is in line with Spatial Planning and Land Use Management Act 2013, that seeks to project a Provincial development trajectory, to ensure amongst other things –

- Adopting an approach within the Province that enables sustainable development.
- Promote integrated infrastructure development planning responding to long term goals of the Province;
- Ensuring Pro-active planning which integrates aspiring economic activities (peoples economy) into the mainstream economies;

- Safeguarding existing resources and creating opportunities for renewable energy development;
- Connecting the spatial frameworks to catalytic programmes of the Vision 2030, PEDS and Infrastructure Master Plan;
- Creating opportunities for increased international and national connectivity.
- Achieving the improved quality of life in our settlements through the promotion of sustainable development options.

The province has over the term, adopted the Integrated Service Delivery model (ISDM); Masiphathisane, to place people at the centre of their own development, enhance integrated planning and alignment, achieve active partnership and involvement in and around service delivery programmes to ensure that communities are consulted and involved in government services and hold government accountable.

In order to resolve social infrastructure challenges, the Province has adopted a Provincial Infrastructure Master plan in April 2017 to guide delivery of infrastructure, also, the Provincial Water Master Plan is at the advanced stage and is ready for implementation roll out whilst the Provincial Human settlements master plan is at 25% completion stage. An integrated planning framework is being developed for the purpose of aligning all the plans in the province with the objective to facilitate, coordinate and achieve integrated provincial planning for effective and efficient use of scarce resources in order to achieve prioritised needs.

## **6. Public sector transformation**

The Public Sector Transformation Strategy was adopted in 2010 and is driven by six pillars: Transforming Organizational Culture, Strengthening Human Capital and Talent Management Practices, Service Delivery Improvement; Good Governance and Accountability; Effective use of Communication as a key level for change and Leverage ICTs for improved connectivity in the province.

### *Progress in implementation*

*Transforming organizational culture:* Implementation declined although guidelines were developed. There was also no culture change and Batho Pele programmes in departments embedded in departmental plans.

Wellness policies and programmes, though well established, are compliance and not productivity driven.

By end of 2015/16 closure rate of fraud cases was 76% and by 2017/18 stands at 79% with 96 cases pending. The majority of fraud cases can be attributed to Supply Chain Management irregularities.

Security audit over the term for the province shows an improvement 57% in 2013 to 84% in 2017; however, all departments do not have security control rooms that are compliant to required standard.

*Strengthening human capital and talent management practices:* Departments focused more on compliance this term and very little attention was given to advance human capital management and capacity building. This was a necessary enabling platform for effective change and institution building but there was little focus on implementation of policies and HCTM strategies. Though HR planning has been strengthened and firmly embedded, departments have not developed comprehensive HRM strategies. Through the PCMT, the provincial recruitment processes have been improved from 30% of approved posts filled in 2016/17 to 69% in 2017/18. There has been reduced turnaround time in recruitment process from 207 days at beginning of term to 183 days by the first quarter. In addition, there has been a continuous drive to reduce ratio of compensation of Employees (CoE) to total budget expenditure, the province was at 65% at the beginning of the term and we are currently at 61% reduction although this might be attributed to non-filling of all funded vacant posts.

The implementation of transformation programmes to attain equity has been a challenge during the term with only two departments (DSD & DHS) achieving 50% SMS. There has been a decline in achievement of departments for 2017/18 financial year, with DSD declining from 52% and to 51% during first quarter of 2018/19 and in turn DHS declining from 57% attained during 2017/18 to 52%. Some improvement is noted with DPW increasing from 40% to 45%. Only two departments (DSL and COGTA) are achieving 2% disability target.

Implementation of the Youth Strategy resulted to Maritime skills being acquired under Maritime Youth Development Programme, the roll-out of Youth in Infrastructure Development Programme and its launch thereof and finally Financial Education day for the Youth. Province is making slow progress in implementing this strategy; four departments (OTP, DRDAR, DSL & DHS) have customized the Provincial Youth Strategy in line with their departmental mandate. Youth

in agriculture development programme has been implemented in the province with 101 beneficiaries to date.

*Service delivery improvement:* The focus was on implementation of Operations Management Framework and building Business Process Management capacity and strengthening the Service Delivery Improvement Plans. All departments have Service Delivery Models with the exception of Social Development. All departments have SDIPs but are not linked to the services and outcomes so as to service delivery improvement in the province. Shared services and efficiencies were not explored. Innovation and Knowledge management needs to be reactivated and service excellence and Batho Pele Balasela Awards programme to be resuscitated.

*Leverage ICTs to improve service delivery:* As part of leveraging ICT to improve service delivery in the province, a Provincial ICT Shared Services Model was developed and approved. However, it was never implemented due to Heads of Departments not availing funds for implementation. This in turn negatively affected the implementation of video conferencing, VOIP, cloud based Disaster Recovery, e-submission and e-leave. However, e-recruitment has been attained with training to be conducted during the month of August 2018. Bhisho Campus revamp phase 1 has been completed and phase 2 is underway towards improving connectivity in the province. There is not much movement on Broadband as only 3 sites have been connected.

*Effective use of communication as a key lever for change:* Implementation of the Provincial Communication Strategy has been slow in progress and done in a fragmented manner. Provincial brand (Home of Legends Campaign) has not yet firmly been established as a result this affected the finalisation of Conceptualisation of HoL campaign. Marketing and branding strategy was not implemented with Marketing and profiling of the image of provincial government limited to events.

*Inculcating a culture of good corporate governance and accountability,* Provincial Ethics policy is in place, however, employees are still trading without approval. Financial disclosures are at 96% which is an improvement from 85%. The weak procurement processes result in the province having high irregular and wasteful expenditure indicating weak procurement processes and internal controls.

The province has improved its response to issues of service delivery. Through the consolidated approach in handling petitions by the service delivery monitors and other mechanisms there has been an increase in the resolution rate to 91%. This is way above the national target of 80%. This has contributed to improved quality service delivery and access.

Management practices through the Management performance assessment tool (MPAT) which was approved by Cabinet have raised awareness in departments on minimum standards for governance and accountability. The province has maintained level 2.4 provincial average during 2017/18 financial year as was attained at the beginning of term.

The term has witnessed Transformation in the area of Human resource effectiveness and functionality. There has been reduction in the turnaround time of recruitment processes from 207 days at beginning of term to 183 days by the first quarter. This has been made possible through the centralised recruitment process in the province. In addition, there has been a continuous drive to reduce ratio of compensation of Employees (CoE) to total budget expenditure. This is currently at 63% as at end of August 2017.

## **7. Considerations for sixth Administration and Beyond**

*Potential areas of focus for the next term:*

- The proper implementation of the Provincial B2B Ten Point Plan should continue with an aim of improving performance under the various pillars of the programme.
- Municipal debt: Financial support should be provided to municipalities, especially the newly established ones in order to clear debt, including Eskom debt.
- Infrastructure delivery: A funding model aimed at speedily addressing the infrastructure backlogs with regards to basic services in the province, needs to be developed. Capacity to deliver on infrastructure requires urgent attention so as ensure speedy delivery hence reducing the number of protests experienced.
- Capacity of the state: which include issues of CoE reduction sustainability of audit status at local and provincial government, anti-corruption initiatives, and implementation of the holistic back to basic programme that aims to revitalise local government.
- Revenue generation capacity developed and strategies to be implemented.
- 30 day payment of service providers



- Employment Equity targets – 2% disability
- Turnaround times on filling of vacancies (through introduction of e-recruitment system)
- Broadband connectivity to improve ICT at all levels of operations especially at this day and age of fourth industrial revolution.

## 8. Conclusion

It is very important, as the Eastern Cape Provincial administration has already alluded to the 1997 Batho Pele principles, seemingly managed to run as an open book so far. Public service is there to serve the people and they are entitled to the services it provides. However, many people, mostly poor people, often do not have access to things like free basic care or social grants, simply because they do not have the resources to access it as demonstrated by numerous legislative provincial reports. Even here in the Eastern Cape Province people as well as in the spirit of good governance reported by Ryan, E. S. (2012) as she wrote about good governance in the context of Rwanda, she also has the right to know how decisions are made, how the department works, who is responsible and what its plans and budgets are. The 5th administration has witnessed slight improvement in the areas of good governance as reflected in the municipal and audit outcomes, provision of basic services, skills development, reduction of compensation of employees and citizen participation to mention a few. Indeed the Eastern Cape Province has managed to perform as promised to the electorate in the spirit of Batho Pele (1997). Batho Pele is a Sesotho word, meaning "People First," an initiative that was launched in 1997 to transform all levels of the public service. Batho Pele was launched because democratic South Africa inherited a non-people-friendly public service that lacked the skills and attitudes needed to meet the country's developmental challenges. In the effort to reform the Public Sector, the old culture needs to be modified to ensure our people are well served, that all workers work to their full potential, and respectfully treat state resources. However, the challenge remains largely in the ability of the cluster to positively influence the province towards strong revenue generation and maintain healthy financial management practices. It has been noted that lack of consequence management is a contributing factor to the regression in public sector transformation in the province. Hence this Paper concludes that there is a need to revisit and fully develop the consequence

management framework to maximise service delivery backlogs and challenges in the Province based on the available resources and fully capacitate service delivery structures like Back to basics which supports service delivery in the local space of the second sphere of government if government serious about service delivery right from the ward level and drive away the service delivery protests that are bedevilling the province on a daily basis. To sum up, good governance connotes a lot of things, from rebirth and unity from past apartheid to decentralisation and economic growth. Good governance is enacted in forums as diverse as the workshops for donor partners and the participation of citizens. As the nation continues to pursue a "[an]indigenous definition [of good governance] that the Eastern Cape Province should adopt," contextual understanding of capable statehood will be shaped by issues of population control, villaging, class, and the desire of the Eastern Cape Province to be a model for South Africa.

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### **Acknowledgements**

The author would like to extend my appreciation and profound gratitude to all those who participated and contributed to this study.

### **Competing interests**

The author declares that he does not have any financial or personal relationship/s that may have inappropriately influenced him in writing this article.

### **Authors' contribution**

The investigation on which the Paper reports was carried out by X. G. N as the main writer of the manuscript, performed data analysis, did the field survey and prepared and reviewed the Paper for publication.

### **Funding Information**

The research received no specific grant from any funding agency in the public, commercial or not for profit sectors.

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