



University of Fort Hare
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**AN ASSESSMENT OF PUBLIC ACCOUNTABILITY MECHANISMS
TOWARDS ERADICATING CORRUPTION IN THE EASTERN CAPE**

BY

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DECLARATION

I, Tando Rulashe, hereby declare that this dissertation entitled: “***AN ASSESSMENT OF PUBLIC ACCOUNTABILITY MECHANISMS TOWARDS ERADICATING CORRUPTION IN THE EASTERN CAPE***”, submitted to the University of Fort Hare for the Degree of Doctor of Administration has never been previously submitted by me for a degree at this or any other university, it is entirely my own work and that all material contained therein has been duly acknowledged.

Signature

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Date

...../...../.....

DEDICATION

I dedicate this work to my late mother Ms. Roro Ronica Rulashe I truly miss you and always keep you in my heart, to my late grandmother Ms. Nomazizi Mavis Rulashe thanks for being such an inspiration and taking care of me when I lost my mother and you your daughter. I would like to also give appreciation to my grandmother's sister the late Ms Rosie Mdolomba it seems only like yesterday when I saw you. To my aunt Ms. B.L. Rulashe thanks for the support, THANK YOU MAZIZIKAZI.

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ACRONYMS

ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative in South Africa
ASGISA-EC	Accelerated and Shared Growth Initiative of South Africa – Eastern Cape
ADM	Amathole District Municipality
BBBEE	Broad Based Black Economic Empowerment
BCM	Buffalo City Municipality
CDI	City Development Index
CBOs	Community-based Organizations
GEAR	Growth, Employment and Redistribution
HUD	Housing and Urban Development
HDI	Human Development Indices
IDP	Integrated Development Plan
LED	Local economic development
MDG's	Millennium Development Goals
MFMA	Municipal Finance Management Act
MSA	Municipal Structures Act
MSA	Municipal Systems Act
NDP	National Development Plan
NSDP	National Spatial Development Perspective
NGOs	Non-governmental Organizations
PPP's	Private Public Partnerships
PGDSs	Provincial Growth and Development Strategies
RDP	Reconstruction and Development Program
RSA	Republic of South Africa
SEDA	Small Enterprise Development Agency
SMME	Small, Medium and Micro-Enterprises
UNDP	United Nations Development Program

ABSTRACT

The study critically examined the implementation of Public Accountability strategies and mechanisms: A case of Buffalo City Municipality. The problem statement gave emphases on the multiple cases drawn from stats reflected in domestic surveys that shows how corruption and maladministration have impacted the province negatively as well as the extreme poverty lines that dominate the communities in the republic and also the province. The New Public Management Theory was used to interpret the manner in which the participants were expected to give their views on leadership and accountability among others key issues. The objectives of the study were to; To assess the mechanisms implemented by Buffalo City Municipality., To explore the challenges affecting public accountability enforcement mechanisms in Buffalo City Municipality towards eradicating corruption, Determine the manner through which the Buffalo City Municipality can adopt tried and tested mechanism from Regional, national & international case studies on how to effective enforce public accountability for the sustainable management and curbing of corruption for effective and efficient service delivery and to recommend new mechanisms which Buffalo City Municipality can utilise in enforcing public accountability towards eradicating corruption in its institutions in order to encourage sustainable community development through service delivery. The study adopted a case study approach based on a mixed method paradigm where data was collected through a questionnaire, interviews and document analysis. Case studies are normally associated with qualitative research, but can also be used as a method of inquiry employing a positivist epistemology and ontology. A total sample of 50 participants was chosen through a non-probability sampling technique. The major findings of the study reflected that there is a huge break in communication between government and the citizens in the locality while also establishing that the mechanisms currently being used were only as good as the factors influencing their implementation among other issues. Major recommendations included community engagement, capacity building and skills development, retention and expansion, lack of resources, promote individual independence of the community and the enhancement the Public Participation Unit.

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CHAPTER ONE

INTRODUCTION AND GENERAL ORIENTATION OF THE STUDY

1.1 INTRODUCTION

South African prides itself in having one of the most democratic societies in the world. This democracy is harbored in a constitutional system of government which became effective on the 27th of April 1994 when the first ever democratic elections ended a prolonged apartheid system of colonial suppression, oppression and dispossession. The Constitution of the Republic of South Africa Act of 1996 is one of the few statutes which promote a wide range of fundamental human rights which include the basic right to housing and education. Chapter II of the Constitution (1996) contains the rights which all the citizens of the republic are entitled to equally enjoy. These rights are fundamental and their enjoyment by citizens should be progressively promoted by the state, within the available resources through a sector-wide community development process.

Further community development takes the shape of service rendering by state institutions and entities spread throughout the entire republic through a system of decentralised government. Services are financed mainly through taxpayers' money, which should be spent efficiently, economically and effectively. Such expenditure should be enforced through public accountability. Public accountability is spelled-out in various policy prescripts in South Africa; inter alia, the White Paper on the transformation of the public service (Batho Pele) which outlines 'transparency and accountability' as one of the fundamental pillars which should be sustained in service delivery, and also, section 195 of the Constitution (1996) states that 'public administration must be accountable' as a basic value and principle guiding the South African democracy. Public accountability refers to the responsibilities of people or entities trusted with the keeping and/or expenditure of public funds to be answerable and account for the decisions (fiscal, economic or managerial) related to such resources. Such decisions will be related to the keeping or expenditure of such funds. Structurally, the phrase 'public accountability' is a combination of two cardinaly important terms, public and accountability.

Firstly, accountability is more linked to the art of being answerable for one's actions. Bovens (2005) identifies two aspects of the public accountability, firstly that the account is given in public (so a concern for instilling transparency) and secondly, that the accountability relationship is situated within the public sector. Whereas public

accountability as a phrase relates to the answerability of public officials and government entities to the actions aligned to the expenditure and keeping of public funds, which mostly come as taxpayers money. Smyth (2007:30) defines accountability as 'giving and demanding of reasons for conduct'. They further set out some of the key elements of accountability as, 'a relationship, an account, an underlying power basis' but note that accountability is essentially limited to the issue of answerability. Krishnan (2008:3) mentions that, 'the word "accountability" is synonymous with the words "responsibility, liability, culpability, answerability, and chargeability". "Thus public accountability can be defined as, obligation to explain and justify conduct and decisions to a stakeholder" (Krishnan, 2008:4).

Public sector funds are mainly pooled through a system of state taxation charged on both individuals and corporates in the economy. Furthermore, these funds are paid by citizens who are voters-cum-taxpayers. Thus public accountability should be enforced in order to retain the trust between the people and their government. A lack of public accountability is more likely to cause broken down relationship between the government and its citizens, thereby leading to civil unrest which can manifest itself through service delivery protests, low voter turnout in elections and the existence of low confidence in the government from the side of the citizens. The rule of thumb is therefore that a government which prioritises and promotes sustainable public accountability retains voter-cum-taxpayers confidence and thus more tranquil socio-economic environment in the short, medium and long term.

Corruption and maladministration has been the Achilles heel of the government of the Republic of South Africa since the dawn of democracy. Cases of rampant corruption, fruitless public expenditure, luxurious and wasteful public expenditure and the embezzlement of public funds are reported on each and every corner of the republic. Such corruption has covered almost every system inked to public sector service rendering from the procurement processes and administrative/managerial processes linked to public funds. By definition, corruption is any intentional and unlawful conduct or behaviour by any person trusted with duties in public office, which disrupts the duties of such a public official, and which is aimed at obtaining undue gratification of any kind for self or for others (Basopu, 2010:23). "It is 'the abuse of public power for private benefit" (Tanzi, 1995:2). Corruption is also characterised by the use of public office for private gain. Tanzi (1995:2) further expounds that, "corruption is the intentional non-compliance with the arm's-length principle aimed at deriving some advantage for oneself or for related individuals from this behaviour."

“Corruption manifests itself in various forms including bribery, embezzlement, fraud, extortion, abuse of power, nepotism, conflict of interest, cronyism, influence peddling, extortion, graft, speed money, pilferage, theft, falsification of records, kickbacks, influence peddling, and campaign contributions, appropriation of public funds, assets and property for private use and the abuse of privileged information and favoritism” (Basopu, 2010:23). According to the Prevention and Combating of Corrupt Activities Act (No. 12 of 2004) corruption occurs when one party gives another party anything of value with the purpose of influencing them to abuse their power.

Maladministration is defined as administrative action (or inaction) based on or influenced by improper considerations or conduct (Wheare, 1973:5). Deductively therefore, maladministration usually leads to a biased decisions being made and consequently leads to inappropriate action being taken. Maladministration also cause a lot of financial mismanagement since financial decisions will be far from rationality and the three Es (effectiveness, economy and efficiency).

The study seeked to find sustainable solution to the utilisation of public accountability in the fight against corruption and maladministration in the public sector of South Africa, particularly premised in the Eastern Cape Province. The province has for years been regarded as the poorest and has also seen its provincial department and entities dismally performing especially in the aspect of financial management. This research has also helped to recommend new strategies to the public sector on how to best enforce public accountability for better community development and sustainable service rendering. These recommendations would help reduce financial wastages and give the voter-cum-taxpayers a greater value for money as well as sustainably improving the quality of their lives epically to the citizens domiciled in the Eastern Cape Province. The study seeked to investigate the challenges experienced by the citizens of South Africa concerning implementing public accountability in the fight against corruption in the public sector focusing on the Eastern Cape Province.

The study is quite feasible especially given recent media reports on financial mismanagement across the entire republic of South Africa, ministers chartering private jets at the expense of taxpayers, municipalities such as the Buffalo City Metropolitan which misspent funds allocated for transporting mourners to Nelson Mandela’s funeral in December 2013.

The study comes at a critical time where the country will be going through its national elections and many changes in administration will happen that will give an opportunity for the study to evaluate the patterns of change pre and post the election. The researcher hence makes a daring attempt to find sustainable ways of curbing public sector corruption.

1.2 STATEMENT OF THE PROBLEM

Twenty years, after the historic year of 1994 when the country witnessed the birth of a much-needed era of democratic governance, poverty still characterises the daily living of a majority of the people in South Africa, especially in the Eastern Cape Province. This historic year of 1994, saw the demise of the apartheid government that had caused disparities between whites and blacks through its policies of separate development. These disparities have left the government of today with a 'huge mountain to climb' towards the eradication of service delivery backlogs, poverty alleviation and the promotion of a better life for all the citizens. The Human Development Report [South Africa] (UNDP, 2003:81) established that:

- "About 1.13 million households with children under 7 years went hungry due to lack of money to buy food. This is about 11% of all households".
- "The situation is even worse in rural areas, where 16% of households with children under 7 years of age went hungry as their families could not afford to purchase food".
- "Another 2.3 million households with people aged 7 years and older could not afford to purchase food and thus went hungry".

Further, at the turn of the millennium in 2000, about 33% of all households in South Africa in total went hungry. As expected, the ratio is relatively higher in rural areas where 26% of households with people aged 7 years and older went hungry because of lack of money for food (UNDP, 2003:81). Such poverty needs to be addressed in a sustainable manner and for the government to engage all relevant stakeholders in this cause.

Stakeholders in the fight against poverty include, inter alia, community based organisations, private sector organisations, charities, and non-governmental organisations. The United Nations Organisation (UNO) has also made efforts to collectively fight global poverty, most of which is domiciled in Africa and some parts of Asia. The first Millennium Development Goal (MDG) is to halve the proportion of people living on less than a dollar a day and to achieve productive employment for all (Lukhele-Olorunju, 2012:92).

The Millennium Development Goals (MDGs) adopted by world leaders in 2000 had specific targets to be achieved by 2015. Whilst the 2008 mid-term United Nations Development Programme (UNDP) reports from most African countries indicate some progress, there are difficulties in meeting pointers such as full and productive employment. The UNDP 2010 report indicates that most African countries are lagging behind Asian countries, and that governance-related issues are obstacles in meeting these targets (Lukhele-Olorunju, 2012:92). The Eastern Cape Province, on the southernmost coast of Africa, is the second largest of South Africa's nine provinces, covering around 14% of the country's land mass (ECDC, 2013:1). The province is made up of six district municipalities and two metros (Amathole District Municipality IDP, 2012/2017:31).

The Eastern Cape Province often labelled both by scholars and public officials as the country's poorest province. This is further compounded by the rampant skills scarcity and corruption prevailing through the province's public sector. Implicitly therefore, it shows that there is abject poverty and destitution in and around the provinces. "The Eastern Cape NGO Coalition (2013:2) writes that, with a population of 6.9-million, the Eastern Cape has around 15% of the national population but contributes only 7.5% to South Africa's GDP. Predominantly a rural province, unemployment figures for ethnic groups are, 60.6% black, 7.3% white, 37.1% coloured, 16.3% Asian. This distribution results in vast inequalities between the different race groupings" (ECNGOC, 2013:3). A total of 64% of the population earn less than R9600 per annum (that's less than US\$25 per week). Households are most likely to invest in funerals, reflecting HIV & AIDS prevalence (2013:3).

In the rural areas, especially former Ciskei and Transkei, a third of households are headed by women over 65 years (ECNGOC, 2013:2). There is a lack of productive economic activity in the Province, which leads to the dependence of a majority of the population on social grants and remittances. A total of 22% of households receive social grants (the most common one being the child support grant).

While 87.3% of households have access to primary schools, 78.2% access to junior secondary schools and 63.2% access to senior secondary schools. The most common reason for non-attendance in schools is an inability to afford school fees. Many schools exceed the required ratio of 40 learners per teacher. In the Mthatha District, numbers reach 152 learners per teacher (ECSECC, 2012:44). There is a huge gap between rural and urban levels of development with the Nelson Mandela Metropolitan accounting for nearly

half of the provincial GDP, and the Metropolitan and Buffalo City (East London area) accounting for two thirds of the provinces Gross Domestic Product (GDP).

The HIV/AIDS pandemic pose the greatest development challenge for the Province. The CADRE report for the Eastern Cape AIDS Council (ECAC) estimates the HIV prevalence rate in the Eastern Cape Province to be ranging from 8% to 11%). In 2006, AIDS accounted for 64% of all deaths in the age band of 15-49 years (ECSECC, 2012:45). The national and provincial governments are still grappling with challenges to eradicate the unfair distribution of economic resources which have been harbored on the people by the previous government which ruled pre-1994. The extraordinary level of unemployment and illiteracy in some parts of the province has increased the burden on the resources of the government because most people are living under the poverty yardstick, the poverty datum line.

“The issue which Africans and their governments have had to face since independence have, very largely, been the product of their history. This is not to suggest that the misdirection, corruption or incompetence of some African leaders or even ecological factors have not been partly to blame for Africa’s continuing underdevelopment. But the roots of many of Africa’s recurrent problems in the final decades of the twentieth century are to be found in the period of colonial rule of the previous eighty years or more” (Shillington 1995: 406).The main problem which has caused the fight against poverty and economic distribution in the province is the existence and escalation of corruption and maladministration. Most departments in the province as well as municipalities such as the Mngquma local municipality have been unstable for quite long. Service rendering and community development stagnated long back because of too much maladministration practices manifesting itself through corruption, nepotism, political interference and embezzlement of public funds. “Outside the continent, it is emphasised that “...public administration has been about elimination of corruption, improvement of efficiency, and enhancement of service delivery in pursuit of the public interest” (Cooper et al 1998: 1).

“Corruption not only plagues the private sector but is also rife in the public sector. In fact there is a greater interest in public sector corruption than in that found in the private sector. This is due to the moral ethical culture prevailing in society and the expansion and complexities of governments and public administration” (Gildenhys, 2004:5). In 2004/2005 the South African Special Investigations Unit (SIU) allegedly saved the South African government an amount of R3,5 billion calculated on projected future losses over a 10 year period (Department for International Development (DFID), 2007:23–24). The effect of corruption on government and the people of the republic, also on local and foreign investors, has caused the Republic to apply anti-corruption strategies (National Anti-Corruption Forum, 2009:1–7). “Engagement and co-operation between government, national enforcement agencies and the private sector as well as international organisations have also become the order of the day” (DPSA & UNODC, 2003:26, 44, 75, 80). According to SAPS statistics to date they have reported that contact Crime has been reduced by 8.3% during the past 5 years (2009/10-2013/14) which translates to 56 079 cases to 620 366 to date . Contact-related crime has been reduced by 9.6% during the past 5 years (2009/10-2013/14) which translates to 13 291 cases to 125 544 to date. Property-related crime increased by 1.7% during the past 5 years (2009/10- 2013/14) which translates to 9 400 cases to 562 768 Other serious crime has been reduced by 4.2% during the past 5 years (2009/10-2013/14) which translates to 115 819 cases to 518 289.

Chapter 14 of the National Development Plan echoes the promotion of accountability and fighting corruption. Under this Chapter, the NDP identified proposals within the judicial system that will enable the country to effectively fight corruption and promote accountability. In line with this chapter, the Department will continue with the three-pronged strategy of fighting corruption and include indicators on number of staff awareness sessions on fraud and corruption, improved finalisation of forensic investigations, vetting of key staff members and finalisation of bilateral agreement with the G20 countries. South Africa ranked 67th out of 175 countries with Denmark claiming top spot as the least corrupt country and Somalia and North Korea having the dubious honour of sharing the 174th position (International Corruption Index 2013/ 2014). In 2013, Corruption Watch declared local government to be the most corrupt institution in the country. Between its launch at the beginning of 2012 and January 2013, a quarter of all tip-offs to this watchdog involved corruption at municipal level.

“The Auditor-General's latest round of audits (2013- 14) revealed alarming levels of supply chain management (SCM) irregularities, a primary driver of irregular spending and a common form of corruption in South Africa. For instance, more than two-thirds of the municipalities and over 40% of the municipal entities had material SCM findings. Moreover, 304 awards were made to suppliers at 72 auditees (22%), totalling R60 million in which employees and councillors had an interest. A total of 189 employees, 21 councillors and 198 suppliers benefitted. This is a regression from the previous year's 55 auditees. The AG adds the following: “At 113 auditees (35%), the municipal manager and council did not investigate the irregular expenditure of the previous year to determine if any person was liable for the expenditure. Consequently, it was not determined whether the irregularities constituted fraud or whether any money had been wasted”, (Auditor General Report 2013)

Public accountability enforcement can be a working solution to the huge problems which the province currently faces. Public accountability can help guard against corruption and maladministration and ensure that various policies and regulations are sustainably followed to help provide services to the people in a sustainable manner.

It is therefore, from this problem orientation that the study seeks to find suitable mechanisms which can be useful in the enforcement of public accountability, in order to restore dignity in the public sector of the Eastern Cape Province. **The study sought to probe various questions related to the utilisation of public accountability to eradicate corruption and maladministration in the Eastern Cape Province in a bid to significantly improve community development through sustainable service delivery.**

1.3 OBJECTIVES OF THE STUDY

- To assess the mechanisms implemented by Buffalo City Municipality.
- To explore the challenges affecting public accountability enforcement mechanisms in Buffalo City Municipality towards eradicating corruption.
- Determine the manner through which the Buffalo City Municipality can adopt tried and tested mechanism from Regional, national & international case studies on how to effectively enforce public accountability for the sustainable management and curbing of corruption for effective and efficient service delivery.
- To recommend new mechanisms which Buffalo City Municipality can utilise in enforcing public accountability towards eradicating corruption in its institutions in order to encourage sustainable community development through service delivery.

1.4 RESEARCH QUESTIONS

- How is Buffalo City Municipality currently enforcing public accountability as a means of combating corruption for sustainable community development through service delivery?
- What are the weaknesses and challenges to the public accountability enforcement mechanisms which are currently being utilised by the province to help eradicate corruption and maladministration?
- Which other stakeholders can cooperate with Buffalo City Municipality in the enforcement of public accountability for the sake of combating corruption and maladministration?
- How can Buffalo City Municipality borrow lessons from national and international best practices on public accountability to help enforce public accountability and drastically reduce incidences of corruption and maladministration for sustainable community development through service rendering?

1.5 SIGNIFICANCE OF THE STUDY

The study will be quite useful in nature to various stakeholders. Above all, the study will benefit the study area (Eastern Cape Province) which can consider the findings and recommendations attached thereto as a starting point to eradicate corruption in order to help cleanse the public sector of the ills and evils inhibiting sustainable community development through service delivery.

Secondly, parts of the nation of South Africa who the study will be relevant to will also benefit in possibly shaping the public accountability enforcement policies based on the findings of the study, this will indeed help reduce the prevalence (and possibly eradicate) the rampant corruption and maladministration. Thirdly, the communities of the Eastern Cape province will also benefit in the long run through a more efficient and effective system of government, corrupt free and economic thereby prioritising community development hence improving the quality of lives of the people. Lastly, the findings of the study can help policymakers to rethink the manner in which corruption and maladministration can be managed and public accountability can be enforced through the development of various policies and regulatory frameworks in the future. Such policies will help criminalise corruption and put hefty punishments on those guilty of maladministration of abuse of power.

1.6 LITERATURE REVIEW

Bless, Higson-Smith & Kagee (2006:19) define a literature review as 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 thread hypothesis. A literature review sets the foundation for the analysis of research, enabling the researcher to comprehend the structure of the research problem and presenting the justification for the research. For Wellington et al (2005:72), however, a literature review relates only to the formulating of research questions, the framing and design of the research as well as the methodology to be used (Majan & Theron, 2006:605). For Brynard & Hanekom (1997:31), “a 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”.

Brynard and Hanekom (1997:31), justify a 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. The literature review links, through the research process and the end product the philosophical; theoretical; strategic; managerial and policy outcomes of the research. A literature review becomes the golden thread in a well planned and executed research process. Thus, the literature review section of a study becomes the pillar and cornerstone to the whole study because of its ability to build-up onto the whole revolving study (Majam& Theron, 2006: 605).

1.6.1 Theoretical Framework of the study

“New Public Management represents “an approach in public administration that employs knowledge and experiences acquired in business management and other disciplines to improve efficiency, effectiveness, and general performance of public services in modern bureaucracies.” Despite contradictory views about the meaning and implications of this doctrine, there is no doubt that it has become extremely influential in public administration theory and practice since the 1980s. New Public Management (NPM) purports to be designed to “fix the problems of government” such as low public confidence in bureaucracy,

waste, poor program design, and performance deficiencies” (Pollitt, 2003: and Hood, 1991:10).

“Due to the robust commitment to individual liberty and freedom, the ongoing doubts that exist concerning government power are not surprising” (King and Stivers, 1998:8). King and Stivers’ (1998:9) statement “anger at, and discontent with, the government is also related to people’s perceptions of the ineffectiveness and inefficiency of government policies and services” assists us comprehend how the NPM drive and its bid of private sector techniques and principles have taken hold.

“The notions of user choice, incentive structures, and transparency define institutional economics and are in contrast to the more traditional understanding of bureaucracy based on hierarchy and the elimination of duplication” (Hood, 1991: 11). To easier understand these theoretical and applied conflicts concerning the influence of NPM to public administration, one must become acquainted with a number of important concepts. The most basic indication of NPM arises from the distinction between two immediate terms or fields of research in administration and management. Based on the increasing alienation of citizens, the ineffective performance of bureaucracy, and the growing demands for a real change in public policy and activity, NPM flourished. But what is the essence of NPM and the best way to define it?

In the early 1980s, Garson and Overman (1983: 276) defined it as an “interdisciplinary study of the generic aspects of administration, a blend of the planning, organizing, and controlling functions of management with the management of human, financial, physical, information and political resources”. Hood(1991: 6) identified seven doctrinal components of NPM: 1) “hands on” professional management in the public sector; 2) explicit standards and measures of performance, which were later defined as PIs (Performance Indicators); 3) greater emphasis on output control; 4) a shift to the disaggregation of unit; 5) a shift to greater competition; 6) a stress on private sector styles of management practice; and 7) a stress on greater discipline and parsimony in resource use. This definition implies that NPM relies heavily on the theory of the marketplace and on a business-like culture in public organizations.

New Public Management which has since seen the public sector borrow economics and other related policies from the private sector in order to help manage and expend public funds. NPM also calls for a more professional, ethical and accountable human capital in the

public sector since it is the one tasked with managing and spending taxpayers' money. The NPM theory contains management of an institution in this setting, an international organization by introducing private-sector management methods and incentive structures into the particular organization. Supporters of this theory trust that bringing in private-sector ways and incentive structures into international institutions will increase the efficiency of these organizations.

According to Hood(1991: 6), "they derive their inspiration from market economics, rather than democratic theory. Applying the new public management theory to international organizations would require running the organizations like a private business. This involves two aspects. First, international organizations may apply traditional private sector management techniques such as: (1) clear standards and measures of performance, (2) results-based management techniques, and (3), a focus on the bottom-line. Second, international organizations may adopt portions of the corporate governance theory that structures private businesses".

Certainly, the NPM method proposes a different type of contact between the citizens and government. Weikert (2001: 362) asserted that "the ideas behind NPM are not new and that NPM builds on a long history of using business practices in government and reflects a resurgence of old ideas about the form and functions of government". During the first years of the twentieth century, reformers and business leaders demanded greater accountability in local government, and many politicians, as well as public officials, turned to business principles to improve governmental activities, invigorate performance, and reduce corruption. However, the vision of NPM is also far different from the old business-guided governance in that it looks to decrease government size and minimize its involvement in citizens' lives. As is evident from the above principles, NPM advocates that governments and public administrative bodies view citizens as clients/customers of the public sector, while governments and the public sector are perceived as managers of large bureaucracies.

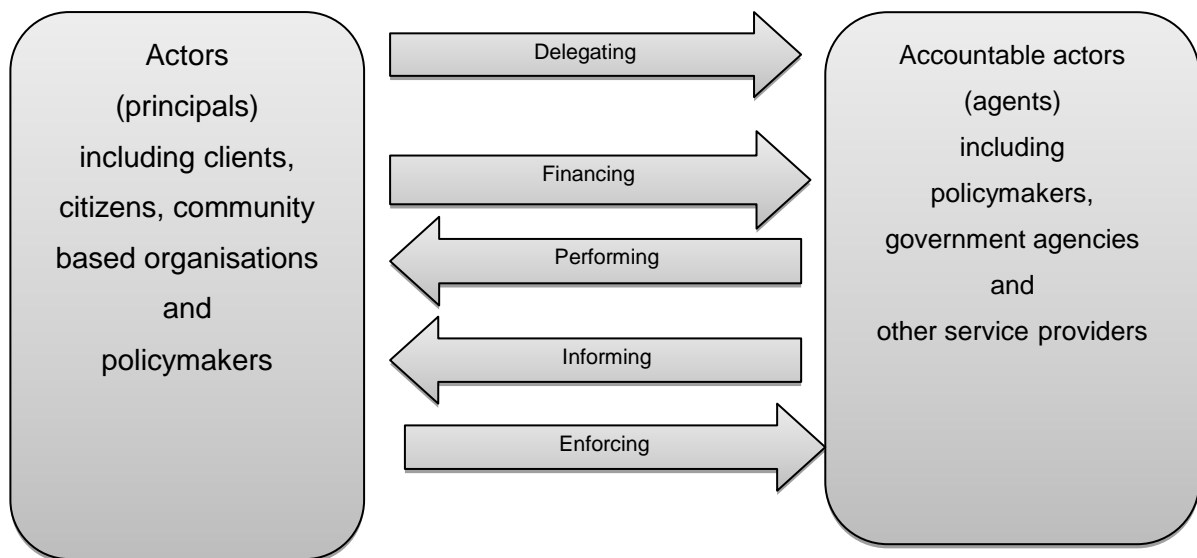
This theory should not be seen as a socialist ideology as adopted by China under Mao Tse Tung or the Union of Soviet and Socialist republics (USSR) but in a modern scenario where the state has to take an oversight role to ensure that its people receive un-paralleled access to services and welfare. In this statehood existence, the state through the government of the day enforces its authority towards promoting public accountability over its institutions and

entities (including departments, municipalities and parastatals). The study adopts a New Public Management approach in understanding how the state can have a more direct approach to manage public expenditure and reducing wastages and corruptions.

1.6.2 Conceptualisation of public accountability

The study will adopted the accountability model as adapted from the World Bank (2003) which shows the various relationships and functions of various actors which should cooperatively function together towards sustainable public accountability as outlined in figure 1.

Figure 1: Accountability relationships and functions



Source: Adapted from World Bank (2003)

1.6.1 The South African public administration

Section 195 of the Constitution of the Republic of South Africa (1996) can be seen as the manual for the South African model of public administration. In this section we find the basic values and principles governing public administration towards a transparent and accountable government. Of particular interest is section 195(1) (f) which states that 'public administration must be accountable'. The researcher will use this section to build on how the government can best transform the public sector through enforcing public accountability. The study will also use other related pieces of legislation to interrogate the legal standing of public accountability in South Africa.

Such a holistic probing of the policy and regulatory framework will be conducted under a statutory and regulatory framework section in the dissertation to help explore and expose loopholes and grey areas which have led to the Eastern Cape Province experiencing rampant and ever recurring cases of corruption and maladministration.

1.6.2 Corruption and maladministration in the South African public sector

The study will be premised on the escalating problem of corruption and maladministration in the Eastern Cape Province. Additionally the study will look at the problem of corruption and maladministration based on the historical reports of the Auditor-General, the financial reports of the public entities, the service delivery reports for various entities and departments in the province. The study looked at the Buffalo City Municipality.

1.6.3 Global perspectives on the war against corruption and maladministration

Literature will also be reviewed on global cases studied on how public accountability has been instrumental in transforming the fortunes and lives of people in the developed world. Such case studies will explore the ways through which the Great Britain, the United States of America and France have managed to effectively deal with the problem of corruption and maladministration. The global best practices of public accountability can serve as leading example for the South African public sector to adopt lessons aimed at revamping the public sector service rendering. Further, such lessons might be in the manner in which those culprits found to be guilty of corruption and maladministration can be dealt with.

1.7 DELIMITATION OF THE STUDY

Delimiting a study helps to attach bounds to the researcher, in order to focus on the area which best suits the researcher. According to Tlhoalele *et al* (2007:560) delimitations address the issue of how a study will be narrowed in scope. How will the study be bounded? Therefore this study was conducted in the Eastern Cape Province. This included Buffalo City Municipality. The sample and data collection was based on the geographical bounds of the Eastern Cape Province.

The study had financial limitations, time limitations and resources limitations. The study was conducted over a period of three years. The researcher made efforts to ensure that these limitations do not compromise on the reliability and validity of the findings of the study.

1.8 ETHICAL CONSIDERATION

Hedge (1987:414) defines ethics as, a set of principles which guide the scientific field of enquiry. Social scientists consider research to be an ethical activity. Research seeks knowledge; solve problems and design new methods of treating diseases and disorders, but researchers have the responsibility of doing all of this in an honest, responsible, open and ethically justifiable manner.

Lutabingwa & Nethonzhe (2006:695), outline that there are three broad areas of ethical concern in research; the ethics of data collection and analysis; the ethics of the treatment of participants; and the ethics of responsibility to the society. Ethical considerations which usually apply when a researcher is working with human subjects are those of, informed consent, de-briefing, deception, voluntary participation, and participant's protection from harm, protection of privacy and dignity and privacy of participants.

The study will be guided by a strict code of ethics for social science research and GMRDC policies on ethical considerations, whereby the study will be presented to the University of Fort Hare Research Ethics Committee (UFHREC) for ethical clearance since it will be a study using human participants. Further the researcher will ensure that participation is strictly voluntary and there is no harm (be it physiological, psychological or social) inflicted on the participants during any stage of the study. Lastly, due to the nature of the study, the researcher will ensure that the results and findings are kept confidential to guard against victimisation and possible reprisal of participants.

1.9 PRELIMINARY FRAMEWORK FOR THE RESEARCH

1.9.1 Chapter 1: Introduction and general orientation of the study

This chapter will cover the introduction, background of the study, the orientation and problem statement, research questions and objectives, significance of the study, limitations and delimitation of the study, rationale of the study, the definition of key concepts and terms as well as the structure outline of the study. Chapter one will help the study in building a firm foundation for the investigation into how public accountability can be utilised to curb and manage corruption and maladministration.

1.9.2 Chapter 2: Public accountability in South Africa

Chapter two is going to cover the accountability framework in South Africa with a view of getting a clear understanding of how the current system of public accountability functions. Further, this section of the dissertation helps in exploring and exposing the flaws in the current manner of public accountability enforce in the Eastern Cape Province with a view of coming up with possible remedies to corruption and maladministration in the public sector.

1.9.3 Chapter 3: Theoretical, statutory and regulatory framework for corruption in South Africa

This section covers three main aspects; viz, the theoretical framework adopted by the study, the legislative alongside the regulatory framework in the local context in relation to the contribution of the law and regulations to eradicate corruption. Chapter three will discuss New Public Management as the theory which the researcher bases the study on, together with such useful sections of the Constitution (1996) as section 195 which provides the basic values and principles governing the South African public administration.

1.9.4 Chapter 4: Conceptualisation of corruption and maladministration

The main conceptual of the study revolves around corruption and maladministration in global context. This chapter will exclusively cover the conceptualisation of corruption and maladministration. It will cover the scope and extent of corruption in the global society, with possible international case studies. Chapter four will make great strides in constructing the meaning of the key concepts of the study thereby improving on the achievement of the research objectives.

1.9.5 Chapter 5: Corruption and maladministration in South Africa

Chapter five cover the local picture of corruption and maladministration with specific reference to the Eastern Cape Province. This section will explore the extent of corruption in the province. The researcher will provide a synopsis of each of the public institutions or entities selected for the study, their financial, performance and audit reports towards fully proving that indeed corruption and maladministration exists in these public sector entities. Lastly, this chapter will cover the normative criteria for the effective management of corruption and maladministration in the Eastern Cape Province and the Republic of South Africa at large.

1.9.6 Chapter 6: Research design and methodology

Research design and methodology detail the study blueprint, which outlines how the researcher will achieve the objectives of the study and validly as well as reliably answer the research questions. Chapter six will discuss the research paradigm, the data gathering technique, the sampling procedure, the target population and ethical compliance of the study. This is the most vital component of the study due to its purpose of acting as the manual through which the study is going to be executed from the statement of the study problem till the concluding comments in the last chapter.

1.9.7 Chapter 7: Data analysis

For the sake of making data readable through useful information, chapter seven will cover the analysis, interpretation and presentation of research data. Data analysis will be done through the Statistical Package of Social Sciences (SPSS). The relative importance of this chapter in this study will be its ability to make data consumable by the various stakeholders identified in the 'significance of the study' section of this proposal. Analysed data will be open for consideration in the reshaping and transformation of public sector organisation and entities in the enforcement of public accountability for the cubing and management of corruption and maladministration towards sustainable community development through service delivery.

1.9.8 Chapter 8: Summary, conclusion and recommendations

Chapter eight concludes the study through a summary and the recommendations of the study aimed at improving public accountability in the fight against corruption and maladministration. It will be in this chapter that the researcher will exclusively reveal to the reader that all the researcher objectives have been achieved. The closing chapter also gives recommendations to future researchers on possible areas of further study.

1.10 CONCLUSION

This proposal outlines the intention by the researcher to tackle one of the escalating public sector ills in South Africa. Corruption and maladministration has led to a crippled service delivery model whereby public funds have either been misspent or embezzled by those entrusted to them. The Eastern Cape Province has become synonymous with poverty and maladministration in recent years. Such a characteristic has harbour unbearable poverty on the province's inhabitants most of whom have become destitute. Compounded by a huge

prevalence of skill scarcity on financial management and lax public accountability enforcement mechanism, the province requires a fresh input on how public accountability can be the key apparatus for fighting corruption and maladministration. The researcher is therefore quite optimistic that the study will make great strides in the addressing of the public sector problem of corruption.

