A Governance Model for Government Broadband Projects: Critical Considerations for the Implementation of the Broadband Project in the Eastern Cape Province

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Abstract

This article reflects on an empirical study undertaken to investigate challenges associated with the design, implementation and monitoring and evaluation of government Broadband projects with the view to design a more appropriate and comprehensive project governance model. The key purpose of the study was to remedy the general lack of an overall coordination, authorization, and decision-support mechanism to successfully oversee the design and implementation of the Broadband Project in the Eastern Cape Province. A qualitative, case study design was followed which used a single case, namely the Broadband Project in the Eastern Cape Province, South Africa. Purposive sampling was used to select 44 participants from key stakeholder groupings namely, Heads of Department including the Premier and the Provincial Director-General; Provincial Broadband Steering Committee members; Provincial ICT Working Group members; senior officials from the nine district municipalities; representatives of the four Provincial Universities; and senior officials from two metropolitan municipalities. An interview schedule was designed and piloted to conduct semi-structured interviews with participants.
The Eastern Cape Provincial Administration developed a Provincial Broadband Master Plan (2015) through the Department of Economic Development, Environment Affairs and Tourism (DEDEAT) that is aligned to the National Broadband Policy (2013) for the implementation of this Broadband project. This project is aimed at providing high-speed Internet access to various clients in the Province by combining data, voice and video over one cable. The findings indicate that various political, technical and administrative challenges exist which significantly hamper the overall success of the project. These challenges include limited decision support systems and structures, problems with political oversight, hampered performance monitoring and evaluation, and poor stakeholder management. This led to the design of a comprehensive and integrated governance model for government-led Broadband projects. Although the study was limited to the institutions and stakeholders involved in the Eastern Cape Broadband Project, the principles of project governance as well as the content of the model are generic in nature and add significant value to the effective governance of government projects.

Key words: *Project governance, e-Government, National Broadband Project, Information and Communication Technology (ICT), governance model*

Introduction and Background

South Africa has set an ambitious target of nation-wide broadband coverage by 2020 through the development of the National Broadband Policy (2013) called *South Africa Connect: Creating Opportunities, Ensuring Inclusion*. This Policy focuses on four streams, namely Digital Readiness, Digital Development,

Digital Future, and Digital Opportunity. Additionally, this Policy gives effect to Section 7(3) of the Constitution of the Republic of South Africa, 1996 by creating the conditions "to improve the quality of life of all citizens and free the potential of each person". This stipulation also aligns with the declaration of the Human Rights Council of the United Nations General Assembly which stipulates that access to the Internet is a basic human right which enables individuals to "exercise their right to freedom of opinion and expression" (National Broadband Policy, 2013). The National Broadband Policy (2013) and its associated strategy and plan, gave an expression to South Africa's vision of "*a seamless information infrastructure by 2020 that will underpin a dynamic and connected vibrant information society and a knowledge economy that is more inclusive, equitable and prosperous*". The National Broadband Advisory Council was also launched in 2014 with the role of including independent experts to support and advise the government on the implementation of the policy. This Council acts as a governance structure on a national scale for the entire implementation process reporting directly to the Minister of Communications.

The Eastern Cape Provincial Administration developed a Provincial Broadband Master Plan (2015) through the Department of Economic Development, Environment Affairs and Tourism (DEDEAT) that is aligned to the National Broadband Policy (2013) for the implementation of the Broadband Project in the Eastern Cape. The Eastern Cape Broadband Master Plan was drafted as a "*plan of plans*" whose main objective is to ensure that the Eastern Cape has broadband infrastructure covering all priority areas and that this infrastructure is effectively utilised for socio-economic development. The Plan excludes the two metropolitan municipalities in the province, namely Nelson Mandela Bay and Buffalo City as they have adequate capacity to develop their own plans and manage the roll-out of broadband. In so doing, the metros, however, have to ensure alignment with the National Broadband Policy and other provincial policy imperatives. To facilitate the effective and efficient implementation of the Broadband Master Plan, it is prudent that the province establishes a formal coordination or governance structure, which amongst others, will –

- engage all relevant role-players and stakeholders;
- ensure alignment of access priorities and activities;
- guide resource mobilisation and allocation;
- facilitate accountability, responsiveness and transparency; and
- act as central coordinating mechanism for Broadband project roll-out in the province.

This coordination or governance structure is referred to as the Broadband Implementation and Coordination Support (BICS) Office. An inter-departmental structure, the Provincial Broadband Steering Committee (PBSC), has further been established to support and coordinate the Broadband Project and assist in the prioritization of the project management process. Inasmuch as there was widespread consultation amongst government departments during the formulation of this Provincial Broadband Master Plan, it would be critical to raising awareness amongst communities, the business sector, non-governmental organisations, and traditional leaders about the benefits of the Broadband Project.

The Eastern Cape is the second-largest of South Africa's nine provinces by surface area and has the third-largest population. The Eastern Cape is divided into two metropolitan municipalities, namely the Buffalo City Metropolitan Municipality and Nelson Mandela Bay Metropolitan Municipality and have six district municipalities. The district municipalities further comprise 31 local municipalities. It is largely a rural province characterised by poverty, poor service delivery and socio-economic underdevelopment. Uneven spatial development has generally led to a so-called "*digital divide*" with limited access to Internet technology. Rural areas and poor communities in the province often lack sufficient information and communication infrastructure and other resources to meet a range of development goals (May, 1998, p. 7). The province has one of the most underdeveloped Information and Communication Technology (ICT)

sectors in the country although there are significant development potential and opportunities (Goldstuck, 2012, p. 17). As such, the provision of access to Broadband connectivity can drive the Internet economy of rural communities in the province.

The purpose of this article is to reflect on findings of an empirical investigation to ascertain the challenges associated with the implementation of the Broadband project. The main contribution is the design of a project governance model that not only supports the successful implementation of this particular project, but also similar government projects.

Literature Review

According to Van der Waldt (2009, p. 733), project governance is essential to act as authorization, decision-support, and coordination mechanism during the life cycle of projects. Governance is also important to ensure that all project endeavours are aligned with existing organisational objectives, systems, structures and arrangements (Van der Waldt, 2007, p. 242; Bekker & Steyn, 2009, p. 83). Chien (2004:429), Bresnen, Goussevskaia and Swan (2004, p. 1538), and Garland (2009, p. 38) further explain that project governance is a subset of corporate governance focusing on core business areas including portfolio and programme management, project sponsorship, performance monitoring, quality control, disclosure, and reporting. For Muller (2009, p. 23) and Abu Hassim, Kajewski, and Trigunarsyah (2011, p. 1930) project governance entails a framework around project selection and oversight for continued adherence to organisation objectives.

In organisations that have relatively mature project applications and methodologies in place, governance mechanisms are established on a more permanent basis (Van der Waldt, 2009, p. 734). This is essential for continuity, accountability, recording of best practice, and project oversight. Dai and Wells (2004, p. 528), Garland (2009, p. 5), Van der Waldt (2009, p. 735), and Müller, Glückler and Aubry (2013, p. 73) tabulate the governance requirements for successful projects as follows:

- a steering committee should serve as single point of accountability and have overall responsibility for the governance of the project;
- the terms of reference, roles, responsibilities and performance criteria for the governance of project management should be clearly defined;
- disciplined governance arrangements, supported by appropriate methods and controls should be applied throughout the project life cycle;
- all projects should have an approved plan containing authorization or decision points at which the schedule is reviewed and approved;
- active stakeholder collaboration and engagement and members of delegated authorization bodies should have sufficient representation, competence, authority and resources to enable them to make appropriate decisions; and
- there should be clearly defined criteria for reporting project status and for the escalation of risks and issues to the levels required by the host organisation.

Deloitte (2015) also specifies that a governance structure such as a steering committee, project support office (PSO) or project management office (PMO) should be established early in the project life cycle to maximize the likelihood of success in its adoption and delivery. Arguably the most significant challenge in developing an effective governance structure and the model for the implementation of the Eastern Cape Provincial Broadband Project is the establishing of ownership within government and agreeing to certain roles, responsibilities and terms of engagement with all parties involved. Currently, the capacity to govern the implementation of the Broadband Project, and similar ICT projects, is fragmented within various departments of the Eastern Cape Provincial Government.

There is also no guiding project governance model that has been formally approved by the leadership of the Provincial Administration. Five of these project governance concerns are:

- lack of a clear link between the Broadband Project and the provincial administration's key strategic priorities, including agreed metrics of success;
- lack of senior management and ministerial ownership and leadership;
- lack of effective engagement with stakeholders;
- lack of understanding of and contact with the supply industry at senior levels; and
- inadequate resources and skills to successfully deliver the overall Broadband Project.

The development of a project governance model should thus detail the key roles and responsibilities to oversee, monitor, deliver, evaluate, control and approval of responsibilities, including:

- a steering committee with clearly defined and communicated role and terms of reference to oversee the implementation of the Broadband Project;
- a central Project Management Office (PMO) to monitor the progress of the Broadband Project; and
- work groups led by workgroup champions (i.e. key stakeholders) who are responsible for implementing and delivering the assigned project tasks. This includes project charters to govern the implementation of the assigned tasks with clear milestones and key performance indicators.

The research problem thus was to design a project governance model for the effective implementation of the Broadband Project in the Eastern Cape.

Methodology

For this study, a qualitative research design in an interpretivist paradigm was used focusing on a project governance model for the Broadband implementation in the Eastern Cape as a case study. Project management and governance theory guided the research. The survey made use of semi-structured interviews for primary data collection as well as secondary data obtained from various databases and official documentation. A literature review served as a tool to explore typical governance issues involved in the field of Broadband. Document analysis was used to analyse the National Broadband Policy framework (2013), Electronic Government: The Digital Future: A Public Service IT Policy Framework (2001), the e-Governance Strategy (2010), Provincial Broadband Master Plan (2015), and the National Broadband Policies from International Telecommunications Union (ITU) (2010) in order to obtain a broad conceptual basis regarding the guidelines, prescripts and best practice associated with the governing of the Broadband Project in the Eastern Cape.

An interview schedule was designed and pre-tested to conduct semi-structured interviews with key role-players and stakeholders involved in the Broadband Project. This data collection instrument was selected due to the nature of engagement with the participants, the constructed conceptual framework and ethical compliance matters. To ensure the validity and reliability of data collected, cross-verification questions were asked and compared with the responses of other participants. Ethical clearance was obtained and a confidentiality and non-disclosure agreement was entered into before conducting the interviews with the participants. Non-probability purposive sampling was used to collect data from three stakeholder groups responsible for the Broadband Project.

The first sample group was the Accounting Officers (AO) from the following provincial departments:

- Office of the Premier;
- Cooperative Governance and Traditional Affairs (CoGTA);
- Provincial Treasury;
- Education;
- Health;
- Economic Development;
- Environmental Affairs and Tourism;
- Public Works;
- Provincial SAPS; and
- The State Information Technology Agency (SITA).

The second group consisted of Heads of ICT from the same strategic departments who are also participating in the Provincial Broadband Steering Committee. The third and the last group was sampled from the Provincial ICT Working Group which comprises representatives from the four Universities in the province (Walter Sisulu, Rhodes, Fort Hare, and the Nelson Mandela Metropolitan Universities), as well as senior officials from the nine district municipalities and the two metros (Nelson Mandela Metropolitan Municipality and Buffalo City Municipality). The participants were therefore purposefully selected as follows:

Sampled participants	**Sample size**
Heads of Department including the Premier and the Provincial Director-General	
Provincial Broadband Steering Committee members	10
Provincial ICT Working Group members	9
Senior officials from the 9 District Municipalities	9
Representatives of the 4 Provincial Universities	4
Senior officials from the 2 Metros	2
Total sampled population	**n=44**

The interviews were recorded, transcribed and reviewed by the researchers. The three groups made comparative analyses and thick descriptions possible. Data analysis was done by means of content analysis and thematic analysis. Content analysis was conducted by coding the data for certain words or content, identifying their patterns, and interpreting their meanings.

Discussion

Below, some of the most significant findings per research question (RQ) are briefly highlighted.

RQ1: General understanding and application of project governance principles

Although participants from the three groups differed as far as their general understanding of project governance is concerned, they generally concur that project governance is imperative to set management "rules" to govern and control effective project delivery including project management methodology, accountability, monitoring and reporting. As far as the application of its principles in this Broadband Project is concerned, 60% of participants (26) highlighted the following two major challenges:

- The governance of projects is only discussed within the top layers of management and ICT projects are only classified on an operational or support level with no buy-in from the senior executive. All the ICT Managers are not part of the strategic echelon, hence the decisions to implement ICT projects is at a relative low seniority level within the organisation. This top-down approach tends to affect the project deliverables as not everyone within these organisations fully understand what must be performed to deliver project outcomes. This fact also diffuses accountability and responsibility.
- Policy imperatives such as the DPSA Corporate Governance of ICT Policy Framework (CGICTPF) to institutionalize the governance of ICT, are not properly followed or implemented.

RQ2: Project governance structures

All participants responded that they had some form of project governance structures and methodologies in practice. However, these structures and methodologies vary in terms of its level of maturity and practical implementation. The majority of participants (63%) indicated that project governance is focusing more on organisational control and management structures such as Risk Management Committee, Audit Committee, ICT Governance Steering Committee, Budget Committee, and not on the structures or methodologies of particular projects. Participants from the two metros and the four tertiary institutions do have Project Management Offices (PMO) that are operational and have developed PMO Charters and Project Frameworks, but both generally lack adequate human resource capacity to fully utilise the PMOs.

RQ3: Project governance effectiveness

Responses vary significantly among participants from the respective institutions. Some institutions utilise measures such as costs and scheduled timelines, while others focus only on strategic objectives as derived from the overall mandates and goals of the institution. Figure 1 illustrates that 16.4% of the participants are adequately aligning project governance to the strategic objectives, while 12.3% only base their project governance on costs and budget allocation controls. Nine percent base project governance on the monitoring and adherence to scheduled timelines, while 4.1% are not sure about the overall effectiveness of their project governance arrangements.

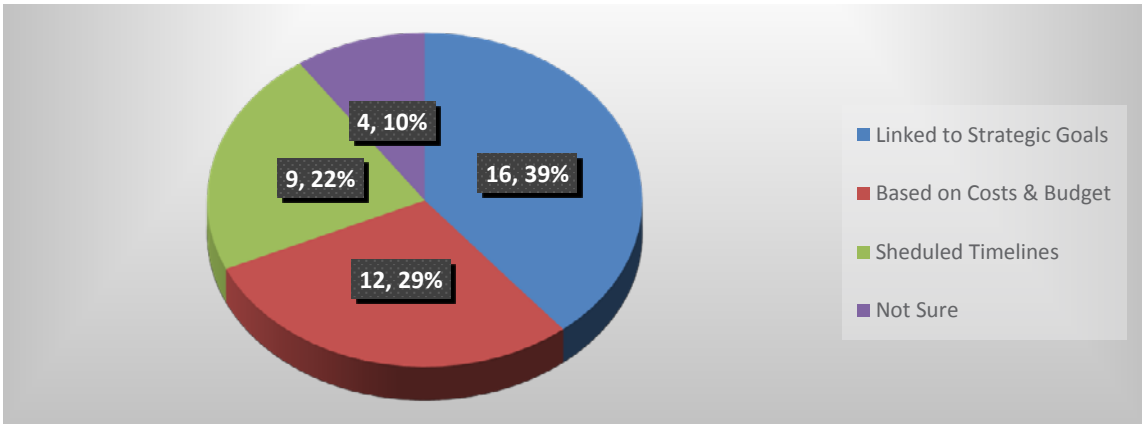

Fig. 1. Project governance effectiveness

It is evident that project governance should shift from simply managing operational dimensions such as time, cost, schedule and quality (i.e. delivery focus) to a more strategic focus (i.e. alignment with corporate strategy and delivering expected value). Fifty one percent of the participants are measuring project governance against the scope, costs and schedule (operational dimensions), while 34% measured it based on performance against strategic objectives.

Seven percent of participants indicated that they base project governance on quarterly reports; 5% is measured against a projected plan and 3% are based on business units' Key Performance Indicators (KPIs). This finding confirms the fact that successes are limited to single projects. Furthermore, it is evident that most institutions only focus on the lifecycle of projects and do not consider the general results or strategic outcomes of projects. This is possibly the reason why these institutions generally struggle to operationalise their Key Performance Areas (KPA).

RQ 4: Governance oversight mechanisms and processes

Most participants linked the project governance processes to PMO in a set of standards, policies, procedures, and monitoring and control mechanism during project implementation. Figure 2 indicates that 59% of participants rely on PMO operational measures; 19% focus on project audits undertaken by Internal Audit Units; 12% use risk management committees; and 10% conduct site visits for purposes of project oversight.

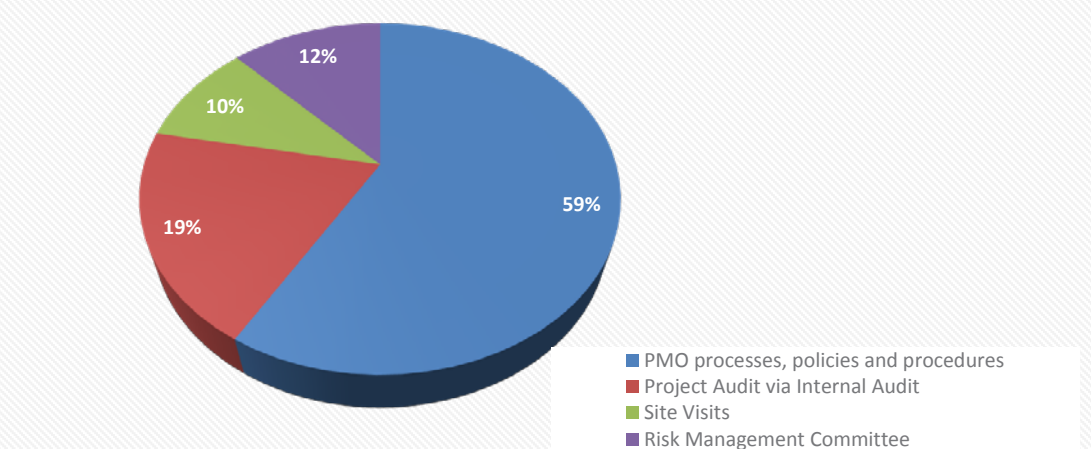

Fig. 2. Project governance oversight mechanisms

It should be noted that the majority of the Provincial Broadband Steering Committee members are not using in-house PMOs but rather rely on outsourced PMO functions from various services providers. These service providers are contracted for various projects other than ICT-related projects within Provincial Departments. Municipalities preferred the use of site visits as the main oversight mechanisms for the governance of their projects. As far as the improvement of these oversight mechanisms is concerned, the participants highlighted the following issues that need to be urgently addressed:

- buy-in from key stakeholders such as Municipal Managers, Heads of Department, and the Executive Authority;
- ability to secure the committed allocation of required financial and people resources to deliver the project scope on time;
- ability to get those issues, actions and risks addressed which escalated beyond the authority level of the project team;
- most participants (85%) stated that they do not have any accountability mechanism in use due to the fact that most departments do not follow a project-based approach;
- sufficient visibility of the project's importance at executive levels to secure sustained funding and perceived priority; and
- establish clear terms of reference for each governance body detailing the types and level of activities each is responsible for as well as the overall mandate of the group.

Based on the literature review, an analysis of international best practice, and the responses from the participants, a project governance model for the implementation of the Provincial Broadband Project for the Eastern Cape Province was designed. As far as international best practice is concerned, the governance models of similar Broadband projects abroad were scrutinized. However, the context and scope of this project and the nature of stakeholders involved in this particular case are quite unique. It was, however, possible to uncover generic project governance principles and arrangements of similar projects undertaken in Tanzania, Kenya, New Zealand, India, and Brazil. Figure 3 below illustrates this model. It should be noted that the scope of the study was limited to the institutions and role-players involved in the Eastern Cape Broadband Project. Therefore, the findings cannot be generalized to other provinces. However, the principles of project governance as well as the content design of the proposed governance model are generic in nature.

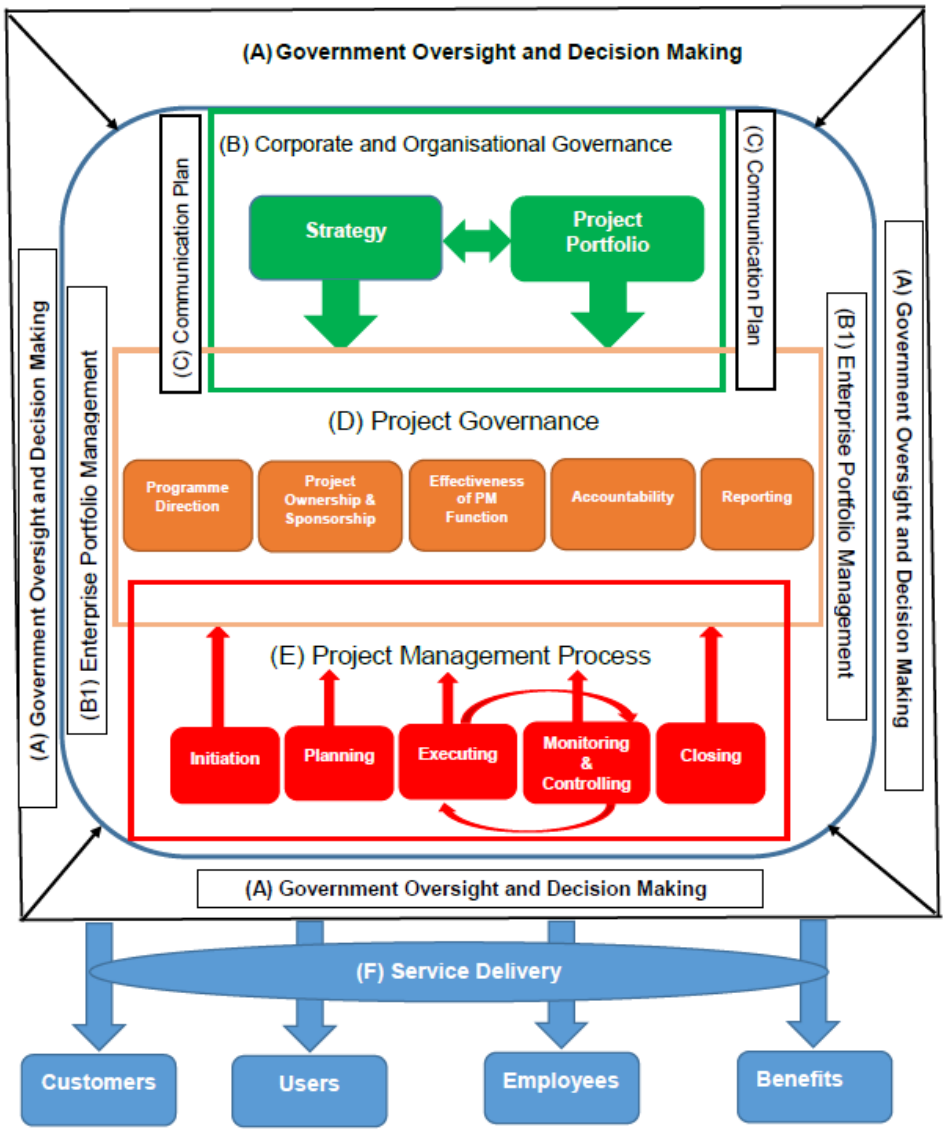

Fig. 3. A project governance model for broadband projects

Government Oversight and Decision-making (marked as "A" in the model) should be assumed by the Provincial Portfolio Committee on the Office of the Premier (OTP). The Strategy Plan 2015-2020 of the Office of the Premier has five strategic objectives that directly links to the Provincial Broadband Project. The strategic planning and project portfolio alignment relates directly to the (B) Corporate and Organisational Governance component of the model. The Provincial Broadband Project should be registered at a centralised business function under (B1) Enterprise Portfolio Management Office (EPMO), which operates at a strategic level with the Office of the Premier Executives and provides enterprise-wide support on governance, project portfolio management best practices, mentoring, tools and standardized processes.

Once the strategic alignment has been completed the next step should be to develop a Strategic (C) Communication Plan for reaching target audience using marketing communication channels such as advertising, public relations, experiences or direct mail. It is concerned with deciding who to target, when, with what message and how. In execution, the communication plan would serve as a guide to the communication and sponsorship efforts throughout the duration of the Broadband Project. It is generally a dynamic and working document and should be updated periodically as target population needs change. It should explain how to convey the right message, from the right communicator to the right audience, through the right channel, at the right time. It should address the six basic elements of communications, namely the communicator, message, communication channel, a feedback mechanism (monitoring and evaluation), receiver/audience, and time frame. This document should be endorsed and approved by the project sponsor, in this case, the Premier.

(*D*) Project governance is a critical element for the Broadband Project since while the accountabilities and responsibilities associated with OTP's usual business activities are laid down in their organisational governance arrangements, seldom does an equivalent model exist to govern the development of its projects. Programme direction is for identifying the needs of policymakers, shaping objectives and plans to meet those needs, and implementing the department's programmes either through their own professional efforts or by guiding or directing the work of others. Currently, at the Office of the Premier, there are three existing Programme Structures (Programme 1 – Administration, Programme 2 – Planning, Policy Coordination, Monitoring and Evaluation, and Programme 3 – Institutional Development and Organisational Support (IDOS)).

The purpose of Programme 3 (IDOS) is to manage and administer the public service system and promotes accountable governance by providing institutional development and organisational support services to ensure that the Provincial Government has sufficient skills capacity efficiently and effectively deliver on its mandate. The Provincial Broadband Project is administered within this programme under Sub-Programme 3.5: Transversal / Provincial ICT, with the purpose of providing an integrated information and communication technology services across the Provincial Administration.

The proven mechanism for ensuring that the Broadband Project meet customer and stakeholder needs, while optimizing value for money, is to allocate project ownership to the Project Management Office (PMO). The PMO is co-sourced between the State Information Technology Agency (SITA) and the Provincial Broadband Task Team (BBTT) headed by the Chief Director: Broadband from the OTP and the project sponsor to be the Premier of the Province.

The Broadband Project consumes resources such as budget, people and technology. It only produces a return on investment when successfully and effectively implemented. Therefore, the goal of any project management function should be to transfer projects into stable operations that will eventually generate fluidity. This entails project planning, scope management, scheduling, and control in order to achieve the

established goals objectives of the Broadband Project. Time and cost management will typically play two key critical roles in the project management function as the success factor in the Broadband Project. In the case of this particular project, the cost will be around ZAR 9.4 billion over a 10-year period.

As amplified by the participants, the most fundamental project governance aspect for the Broadband Project is accountability. A project without a clear understanding of who assumes accountability for its success has no clear leadership. With no clear accountability for project success, there is no one person driving the solution of the difficult issues that affected the project life cycle. It also slows the project during the crucial project initiation phase since there is no one person to take the important decisions necessary to place the project on a firm footing. The concept of a single point of accountability is the first principle of effective project governance. For the Provincial Broadband Project, the accountability lies with the Provincial Director-General.

The last aspect of project governance for the Broadband Project concerns the information that informs decision makers and consists of regular reporting on the project, issues and risks that have been escalated by the Project Manager and certain key documents that describe the project, foremost of which is the business case. The reporting should be done on a weekly, monthly and quarterly basis with matters of escalation to the Executive done monthly.

Every (*E*) Project Management Process life cycle contains five steps: Initiation, Planning, Executing, Monitoring & Controlling and Closing. No one step is more important than the other and each step plays a crucial role in getting the Broadband Project off the ground, through the entire life cycle. In the initiation stage, the first step is to provide an overview of the project in addition to the strategy plan to be used in order to achieve the desired results. During the Initiation phase, a project manager should be appointed who in turn - based on his or her experience and skills - will select the required team members. Planning should include a detailed breakdown and assignment of each task of the project from beginning to end. The planning phase will also include a risk assessment in addition to defining the criteria needed for the successful completion of each task. In short, the working process is defined, stakeholders are identified and reporting frequency and channels explained. Execution will ensure project activities are properly executed and the planned solution is implemented to solve the problem specified in the project's requirements. Monitoring and controlling are sometimes combined with execution hence the arrows linking the two phases *(see figure 3*) because they often occur simultaneously. As teams execute their project plan, they should constantly monitor their progress. The project manager should be tweaking operational activities to ensure that the project is brought to its proper conclusion.

The Closure phase is typically highlighted by a written formal project review report which contains the following elements: a formal acceptance of the final product (by the client), Weighted Critical Measurements (a match between the initial requirements laid out by the client against the final delivered product), lessons learned, project resources, and a formal project closure notification to the Premier as the project sponsor.

(*F*) Service delivery as a component of business impact, defines the interaction between government and citizens where the state offers basic resources like water, electricity, land and housing will be greatly improved by the effective implementation of the Broadband Project. The beneficiaries will be users, government employees and other customers.

The application of the project governance model to the Provincial Broadband Project as outlined above clearly shows that the Provincial Government is ultimately responsible for all public sector resource investments. Its governance role, therefore, spans all public sector activities including project delivery and investment benefit realization, which is usually through ongoing services. Appropriate and timely project reporting is an important contribution to the government's governance monitoring role.

Broader public sector issues in the Eastern Cape need to be brought within the project governance model to be managed effectively. Although generally they are intended to ensure value for money, fairness, transparency and accountability and to provide a sound audit trail, these issues can have a significant impact on timely project delivery if they are not handled correctly. The value of managing these within the project governance model is that it enables analysis at the right level at the right time, allows any conflicts with stakeholder interests to be resolved and enables access to expert advice and best practice, such as legal, accounting, policy and financial expertise. An effective project governance model will help ensure that public sector requirements are addressed fully and in good time, avoiding unnecessary pressures from individual stakeholders, and hence minimize the potential for delaying or disrupting the project.

Conclusion and Recommendations

The overall analysis is that there is conceptual, methodological and structural variances as far as project governance is concerned. Associated operational guidelines are activities are not uniformly applied leading to general misunderstanding and confusion as to the successful operationalization of project milestones and outcomes. It is further evident that stakeholder institutions primarily focus on project controls to monitor costs and budget rather than following an integrated and holistic management approach to project governance. Due to the absence of a central coordinating and steering mechanism there seems to be duplication of efforts and limited learning since best practice and lessons learnt are not captured. A uniform governance model will significantly contribute to the coordination of design, planning and implementation efforts among multiple stakeholders. It will also facilitate a learning curve for institutions responsible for similar projects.

The application of the project governance model to the Provincial Broadband Project as outlined above clearly shows that the Provincial Government is ultimately responsible for all public sector resource investments. Its governance role, therefore, spans all public sector activities including project delivery and investment benefit realization, which is usually through ongoing services. Appropriate and timely project reporting is an important contribution to the government's governance monitoring role. Furthermore, broader public sector issues in the Eastern Cape need to be brought within the ambits of the project governance model. These issues include project prioritization, resource allocation, principles of value for money, equity, transparency, and accountability, as well as a sound audit trail. The value of managing these issues within the project governance model is that it enables analysis at the right level at the right time, and it could facilitate conflict resolution between stakeholder interests. The project governance model can further ensure that public sector obligations and requirements are addressed fully and in good time, avoiding unnecessary pressures from individual stakeholders, and hence minimizing the potential for delaying or disrupting projects.

The effective operationalisation of this project governance model relies on the commitment of all stakeholders, including private sector partners, senior management, political heads, and project steering committees, to follow due process. Their involvement should be facilitated by clear terms of references, operational policies and guidelines, process-mapping as per the governance model, and reporting arrangements.

Endnote

Mr Madyibi is attached to the Office of the Premier, Eastern Cape Province as the Provincial Chief Information Officer (CIO) and currently a Doctor of Philosophy in Information Systems candidate at the University of Fort Hare, South Africa. This article is based on his Master dissertation under the supervision of Prof Gerrit van der Waldt entitled "*A Project Governance Model for the Provincial Broadband Project: The case of the Eastern Cape Province*".

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