

**AN EXPLORATORY STUDY OF UNDERSTANDING ELECTRONIC
GOVERNMENT IN FACILITATING INTERGOVERNMENTAL
RELATIONS TO ENCOURAGE COOPERATIVE GOVERNANCE IN
SOUTH AFRICA**

BY

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Information communication and technologies

Public Policy

Information Technology

Cooperative governance



ABSTRACT

The study seeks to investigate the perceived lack of coordination, integration, and coherence among units of government as related to eGovernment. The nature of the study is qualitative with a focus on the use of eGovernment in the public sector and whether it can facilitate intergovernmental forums business processes in an effective and efficient manner. The scope of the study is confined to the intergovernmental fiscal system but focused on eGovernment, intergovernmental relations, and cooperative governance.

The primary objective of the study is to explore the use of eGovernment whether it can facilitate, coordinate, and integrate intergovernmental relations. Some studies portray that there are challenges in the coordination of intergovernmental forums which have resulted into a disintegration of services. The study further investigates options that could mitigate these challenges through acknowledging the effective application of ICTs (eGovernment) in government services. The study has found that South Africa has a functioning system of intergovernmental which are not effectively coordinated in terms of engaging each other in matters of mutual interest. On the other hand, eGovernment promised to bring about cohesion and transparency when they are effectively employed.

The study revealed that the application of eGovernment in the intergovernmental forums has the capability to improve their operations, respond to its ineffective coordination and improve delivery of services. In a nutshell, the study has found that there is a need for a radical planning outlook that recognises proper utilization of eGovernment in the intergovernmental forums to promote cooperative governance.

ABBREVIATIONS

ALA	American Library Association
ASALGP	Australia South Africa Local Government Partnership
DPLG	Department of Provincial and Local Government
DPSA	Department of Public Service and Administration
DIGFs	District Intergovernmental forums
“E”	Electronic
ECTA	Electronic Communications and Transactions Act
G2B	Government-to-Business
G2C	Government-to-Citizen
G2G	Government-to-Government
GITOC	Government of IT Officers Council
ICTs	Information and Communication Technologies
IT	Information Technology
IGFs	Intergovernmental Forums
IGRs	Intergovernmental Relations
IGRFA	Intergovernmental Relation Framework Act
IT	Information Technology
LIGFs	Local Intergovernmental Forums
MIOS	Minimum Information Interoperability Standards
MISS	Minimum Information Security Standards
NIGFs	National Intergovernmental Forums
PGWC	Provincial Government of the Western Cape
PIGFs	Provincial Intergovernmental Forums
SA	South Africa
UNCDP	United Nations Committee for Development Planning
UNDESA	United Nations Department of Economic and Social Affairs
UNESCAP	United Nations Economic and Social Commission for Asia and Pacific

DECLARATION

I declare that an exploratory study of understanding electronic government in facilitating intergovernmental relations to encourage cooperative governance in South Africa is my own unaided work, that it has not been submitted for any degree or examination in any other university, and that all the resources I have used or quoted have been indicated and acknowledged as complete references.

Mziwoxolo Mayedwa

September 2010



DEDICATION

Eliphepha ndingathanda ukubulela abazali bam uTata uMatambo Mayedwa, kunye no Mama uNonasile Mayedwa ngothando lwabo olungazenzisiyo. Kumahla ndenyuka, ndithi eliphepha lenzelwe bona. Ndingathando ukubulela, endizalwa kunye nabo uLubabalo, uMsindisi, uNosiphiwo kunye noNoma-Afrika ngayo yonke inxaso yabo ebomini bam ngaphadle kwabo ubomi ngebunzima kakhulu kodwa nje ngokwazi ukuba kukho abantu abakuthandayo lonto yenza izinto zibelula. Ndiyabulela!

English translation

I would like to dedicate this thesis to both my parents starting with my Father, Matambo Mayedwa and my Mother, Nonasile Mayedwa for their undying love. They have shared my ups and downs without having any doubt about me. I would like to also dedicate my thesis to my siblings namely, Lubabalo, Msindisi, Nosiphiwo and Noma-Afrika with all their support in my life and without them it was going to be so hard but knowing that they are people who are praying for you it makes things simple. Thank you guys!

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Translation

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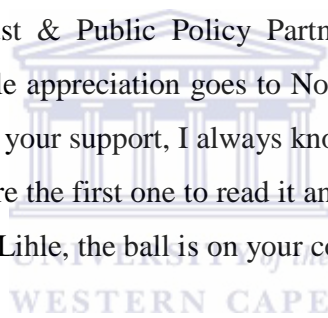


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CHAPTER 1

AN OVERVIEW AND RATIONALE OF THE RESEARCH

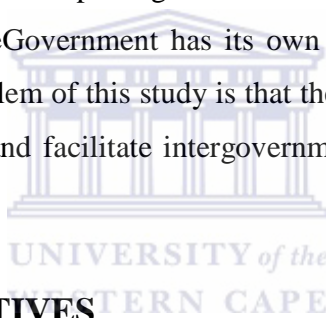
1.1. INTRODUCTION

E-government is an emerging technological tool that has contributed a great deal in government organisations. The eGovernment concept forms part of the 'digital revolution' in the 21st century and many governments around the world has taken advantage of this revolution to improve their systems of governing. The eGovernment is utilized both in developed and developing countries to "...move away from the bureaucratic organisations and streamline their functions according to the needs of the citizens" (DPSA, 2001: 4). The South African Government has not lagged behind it has embarked on utilization of information and communication technologies (ICTs) to enhance its electronic service delivery. Since 2001, South Africa has made meaningful strides toward moving away from paper-based operation to electronic operation. The Department of Public Service and Administration (DPSA) believes that utilization of ICT will improve the effectiveness and efficiency interaction between government and citizens whether at the national, provincial or local level and the eGovernment would achieve the most innovative way of addressing service delivery.

On the other hand intergovernmental relations seek to unify government departments to encourage or foster interdepartmental coordination that will promote cooperative governance. On several occasions intergovernmental forums seem to fail to unify government departments in order to fulfil their constitutional mandate stated in chapter 3 of the RSA constitution. The present study seeks to explore the application of ICTs that could provide adequate interventions and strengthen intergovernmental relations to bring about effective cooperative government.

1.2. PROBLEM STATEMENT

The problem being investigated in this study is lack of coordination among intergovernmental relations in South Africa. The intergovernmental structures operate in silos, they do not consult each other on matters of mutual interest. According to Mutahaba (1993, 53) the problem of coordination is compounded by the existence of poor channels communications within the administrative system. The channels of communications are not structured in a manner that ensures quick, precise, and existence delivery of decision inputs and outputs". The lack of coordination has led to poor intergration and support within the intergovernmental structures and poor cooperative governance. The coordination problem is the consequence of insufficient human capital, financial constraints, misalignment of services and poor infrastructural tools in place. It is important to note that the study is also exploring the use of eGovernment in trying to mitigate the coordination problem. However, eGovernment has its own shortcomings (See Chapter 4) that would be explored. The other problem of this study is that the use of ICTs has been has not been effectively utilised to coordinate and facilitate intergovernmental structures in their day to day business processes.



1.3. RESEARCH OBJECTIVES

The primary aim of the study is to explore the use of eGovernment in facilitating intergovernmental relations in order to encourage cooperative governance in South Africa. Studies indicate that there are challenges in coordinating the intergovernmental forums across government which lead to disintegrated services delivery. The secondary objective of the study is to:

- find options that can mitigate challenges that confront intergovernmental relations;
- investigate the possible ways of ensuring intergovernmental relation structures are coordinated in the proper manner through the application of eGovernment;
- find options of integrating government services, and promote effectiveness and efficiency within government departments;

- review key legislative framework and assess the extent to which it has facilitated or hindered effective service delivery; and
- to draw conclusions and to make recommendations of the topics being investigated in this study

1.4. RESEARCH METHODOLOGY

In order to conduct proper research it is crucial for one to follow a correct methodology that will direct the research to the right direction. Bailey (1987: 32-33) defines methodology as the philosophy of the research process. Research methodology is the structure that is used to instigate a procedure that will be employed during study. Brynard & Hanekom, (1997:28) state that “...research methodology, or methods of collecting data, necessitates a reflection on the planning, structuring and execution of the research in order to comply with the demands of truth, objectivity and validity”. For the study to be reliable, and valid it must not only have the research approach but the researcher should act in accordance with the research principles (Bailey 1987:32). This study abides by with the above definitions and principles of research, the research method applied in this study falls within the framework of qualitative and quantitative research.

1.4.1. Qualitative research

This study applies a qualitative methodology as it is an investigation into the exploratory study of understanding electronic government in facilitating intergovernmental relations to encourage cooperative governance in South Africa. Brynard & Hanekom (1997:29) postulate that qualitative research paradigm concerns itself with generating a descriptive data. The description of data results from “...a detailed, in-depth data collection, and involve multiple sources of information that are rich in context” (Creswell, 1998:61) which will be analyzed. Brynard and Hanekon (1997:29) point out that qualitative methodology refers to research which produces descriptive data. Qualitative research methodology involves methods of data collection and analysis that are non-quantitative (Lofland & Lofland 1995). The qualitative researcher is

therefore concerned with understanding rather than explanation; naturalistic observation rather than controlled measurement; and the subjective exploration of reality from the perspective of an insider as opposed to the outsider perspective that is predominant in the quantitative paradigm (Fouche & Delpont, 2005: 74). The premise of qualitative research is vested in the inquiry of phenomena; here the inquirer's viewpoint is the point of departure (Brynard & Hanekom, 1997:29). Furthermore, a qualitative approach is one in which the inquirer often makes knowledgeable claims based primarily on constructivist perspectives (i.e. meanings socially and historically constructed, with an intent of developing a theory or pattern) or advocacy/participatory perspectives (i.e. political, issue orientated, collaborative, or change orientated) or both (Creswell, 2003:18).

1.4.2. Quantitative research

According to Layder (2004: 19), the aim of quantitative research is to classify features, count them, and construct statistical models in an attempt to explain what is observed. Implicitly expressed, quantitative data is measurable while qualitative data cannot be put into a context that can be graphed or displayed as a mathematical term. Quantitative approach is that it measures the reactions of a great many people to a limited set of questions, thus facilitating comparison and statistical aggregation of data (Patton, 1990: 9). Part of this study, quantitative research methodology is going to be applied to gather numerical and statistical data that would then be interpreted into qualitative material and findings.

1.4.3. Data Collection instruments

Data collection instruments refer to the tools that will be employed in the collection of relevant information to address the research study questions (Mapuva, 2007: 61). Primarily, two data collection instruments will be used in this study namely, participants/ interviews and documentary analysis.

1.4.3.1. Participants/ interviews

“Data is produced or generated through social interaction between the researcher and the informant, so that research itself becomes a creative process which the researcher becomes part of, as he/she designs and negotiates the research, frame research instruments and carry out fieldwork (Patton 1997:67). For purposes of this Study, the aim is to select ‘a sample that will be representative of the population about which the research aims to draw conclusion’. The following were selected:

- The Director of the Directorate of ICT Policy and Strategy in the Provincial Government of the Western Cape, the researcher is interested in finding out the ICT strategies that are in place that supports the use of eGovernment. The ICT creates a platform for eGovernment to be possible, for the sake of this research it important to consider the ICT strategies has been formed in support of eGovernment,
- The Directors of the State Information Technology Agency (SITA), Department of Public Service and Administration (DPSA), and Cape Gateway Directorate. These institutions would be conducted to understand what is happening in the field of eGovernment, the current eGovernment projects would be viewed and analysed, as well as eGovernment practitioners would be interviewed,
- Panel interview consist of the Chief Director of Directorate of Policy development of intergovernmental relations, representative of Legislation Directorate, and Research Directorate and Local government in the Western Cape Provincial Government. The researcher would like to determine the coordination among the intergovernmental structures which is perceived to be minimal in all three spheres of government. The purpose of this sample is to find the most common problems that qualify the perceived lack of coordination among intergovernmental structures.
- Members of the public in Khayelitsha would also be interviewed to document their views and their use eGovernment, the purpose was to determine what people who are using or thinking about using eGovernment in difference fields in government perceive it at the personal, organisational and environmental level.

The total overall of the interviews was to determine how the benefits of eGovernment can assist the perceived lack of coordination in IGRs to bring about cooperative governance. The study is exploratory nature in the sense that it tries to understand the importance of eGovernment in supporting IGRs that seem to have problems in streamlining their services. A total of 26 participants will be identified from the three selected government departments and 15 of the 26 are from the members of the public. The sample was chosen because it has different participants who have expertise in different fields.

1.4.3.2. Documentary analysis

Hall and Hall (1996, cited in Mapuva 2007, 75) stated that "...a fruitful source of available data comes from documents". The data would be extracted from the policy framework of different fields i.e. Information Technology, Intergovernmental Relations and Cooperative Governance. The Researcher will visit the targeted government units and review relevant documentation pertaining to their core functions and objectives, and conduct interviews with the relevant participants as highlighted above. The analysis of documents can provide insights into important social and political issues (Denzin, 2005:119).

1.4.4. Research design

According to Miles and Huberman (1994: 40) research design provides the glue that holds the research together. Grinnell (1984, cited in Twala 2005, 14) defines research design as the plans, structures and strategies of investigation that seek to obtain answers to various research questions. De Vos (2000 in Twala 2005, 14) research design is the plan that offers the framework according to which data are to be collected to investigate research hypothesis". For the purposes of this study, as much as quantitative research has been used but the qualitative research design was predominantly used because it was able to facilitate the investigation, understanding and assessment of the context within which the eGovernment in South Africa can be employed in the intergovernmental structures to coordinate cooperative governance.

1.5. CLARIFICATION OF TERMS

A thorough review of literature is discussed in Chapter 2, and the key terms used in the study are clarified as follows:

1.5.1. EGovernment

E-government refers to the application of Information and Communication Technology (ICT) within public administration to optimize its internal and external functions, provides government, the citizen and business with a set of tools that can potentially transform the way in which interactions take place, services are delivered, knowledge is utilized, policy is developed and implemented, citizens participate in governance, and public administration reform and good governance goals are met (UNDESA, n.d.). The use of eGovernment is believe to act as an enabler to make the public sector more effective, increase government transparency in order to reduce corruption and accountability in government functions and allowing for cost savings in government administration.

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1.5.2. Intergovernmental relations

Intergovernmental relations is about different governmental levels interact with one another. In the South African context it would refer to the interaction of the three different spheres of government namely National, Provincial & Local It is the way in which government works together to achieve sustainable development and enhance service delivery in the developmental state. It involves integration of actions of different government spheres for the sake of service provision (DPLG, 2007)

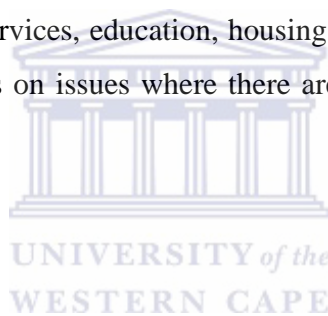
1.5.3. National government

The national sphere of government is exclusively responsible for several functions that affect the country as a whole and/or require uniformity, such as safety and security, foreign affairs, defence

and home affairs. The national sphere further has the responsibility to develop policies that guide service delivery in other spheres. For example, broad education policies – such as the school curriculum and school admissions age - are developed at national level for implementation at provincial level. National government has the task of monitoring and supporting the implementation of these policies. It also has the duty to deal with issues arising between provinces (Idasa, n.d).

1.5.4. Provincial government

The provincial sphere of government has the primary responsibility for social service delivery. As such, provincial governments have the task of planning, budgeting for and implementing programmes to deliver a broad range of services directly to their populations. These include, for example the provision of health services, education, housing and social development. Provincial governments also develop policies on issues where there are considerable regional differences. (Idasa: n.d.)



1.5.5. Local government

According to Ismail, Bayat & Meyer (1997: 3), local government is “...that level of government which is commonly defined as a decentralised representative institution with general and specific powers devolved to it by a higher tier of government within a geographical area”. The local sphere of government is responsible for the delivery of basic services, such as water, electricity and sanitation services. Local governments are also responsible for a variety of municipal functions, some of which may be shared with provincial government. These typically include municipal planning, building regulations, municipal public transport, local tourism, the regulation of harbours and airports, fire-fighting services, amongst others. (Idasa, n.d.) Local government could be described as public organisations authorised to manage and govern the affairs of a given territory or area of jurisdiction (Nyamukachi 2004: 17).

1.5.6. Theory

A theory is a comprehensive, systematic, consistent and reliable explanation and prediction of relationships among specific variables. It is built on a combination of various concepts and models, and attempts to present a full explanation and even prediction of future events. (De Coning & Cloete: 2006)

1.5.7. Coordination

According to Malan (2005: 238) coordination is the process that ensures that activities and functions of the three spheres of government do not overlap and that no duplication of functions occurs. Coordination is a major criterion for an effective system of government consisting of decentralized units. Section 85(2c) of the Constitution of the Republic of South Africa implies that national government should coordinate its functions and legislation with the other spheres of government while the national executive authority should coordinate the functions of state departments with provincial departments and administrations, while the same is true for provincial and local departments. In this study, lack of coordination is viewed as one of the issues that have resulted in misalignment of government structures.

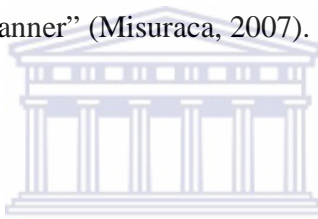
1.5.8. Governance

It is the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance. (UNESCAP: 2009). Hyden (1992:7, 19) define governance as "...the conscious management of regime structures with a view to enhancing the legitimacy of the public realm". Hyden (1992:19) views governance as "...the formation and stewardship of the formal and informal rules that regulate the public realm, the arena in which state as well as economic and social actors interact to make decisions. Hyden and Brato (1993:7) argue that governance can be judged as either good or bad based on the degree of trust in government, the degree of responsiveness in the relationship between

government and civil society, the government's degree of accountability to the electorate as well as the nature of authority that the government exercises over its society.

1.5.9. Information communication and technologies (ICTs)

ICT is an umbrella term for a range of technological applications such as "...computer hardware and software; digital broadcast technologies; telecommunications technologies such as mobile phones as well as electronic information resources such as the World Wide Web and CD-ROMs" (Selwyn, n.d. cited on Kebede, 2004) as highlighted in some studies that contain the use of electronic data, information, and so forth. Most important ICTs is the 'digital revolution' which is "used for minimising transaction costs and streamlining the bureaucratic procedures; making the operations more efficient, freeing up resources that enable them to deliver services in a better-organised and economical manner" (Misuraca, 2007).



1.5.10. Digital divide

The term describes the fact that the world can be divided into people who do and people who don't have access to - and the capability to use - modern information technology, such as the telephone, television, or the Internet.¹

1.5.11. Public Policy

According to Thornhill & Hanekom (1995) public policy refers to the desired course of action and interaction which is to serve as a guideline in the allocation of resources necessary to realize societal goals and objectives, decided upon by the legislator and made known either in writing or verbally.

¹ Digital divide was cited at 21h42 on 12 Feb 2009 at available online http://searchcio-midmarket.techtarget.com/sDefinition/0,,sid183_gci214062,00.html

1.5.12. Human capital

Human capital presents human factor in the organisation; the combined intelligent, skills and expertise that gives an organisation its distinctive character. The human elements of the organisation are those that are capable of learning, changing, innovating and providing the creative thrust which if properly motivated can ensure the long-term survival of the organisation' (Bontis et al 1999, pg 391-402)

1.6. DELIMITATION OF THE STUDY

The study focuses on the provision or use of eGovernment by the intergovernmental relation structures to facilitate effective coordination which will result to the enhancement of service delivery and cooperative government in South Africa. In the study, the author's interest includes how the public officials perceive ICT in terms facilitating their day-to-day business processes, and at what level have they integrated their activities with the ICT. The study will zoom-in on different phases of eGovernment such as information sharing, interaction, transactional and total transformation of government through the application electronic tools as well as the effectiveness of intergovernmental relation structures. The study is does not focus on intergovernmental fiscal system which is based on a revenue-sharing model. The technical side of electronic Government is also not covered such Java script, coding, hardware, and software etc.

1.7. PURPOSE AND SIGNIFICANCE OF THE STUDY

The study will aim to contribute by finding options that would lessen the gap between the state and civil society which operates in silos without assisting one another. Thought this research study, the researcher intends to contribute to the body of knowledge of information communication and technology in promoting service integration with information technology. As the study is exploratory in nature, the researcher aim to contribute on enhancing service delivery, and encourage cooperative governance through the proper utilization of ICTs. The study also intends to established proper platform of engagement among intergovernmental

structures in order to speed up service delivery. Lastly, the study seeks to contribute in the shortage human capital in the ICTs sector by establishing ways of dealing with addressing this scarcity.

1.8. LAYOUT OF THE STUDY

Chapter One concerns the introduction, problem statement, research objectives, methodology, literature review/framework of the research, delimitation of the study, and significance of the study, composition of the study, and conclusion and recommendations.

Chapter Two provides a theoretical overview of electronic government and intergovernmental relations. The historical background of eGovernment systems are identified, types of eGovernment initiative in the South African context, benefits of eGovernment, and the study also reviews the establishment of IGR, their usefulness in impacting change in the whole democratic system.

Chapter Three reviews the legal framework that supports eGovernment including the intergovernmental relations and cooperative government.

Chapter Four provides fieldwork data which include interviews with different experts in the field of eGovernment who make use of eGovernment and those who are thinking about it, experts in the field of intergovernmental relation and cooperative governance in South Africa.

Chapter Five presents research findings which are based on the interviews conducted and the theory that is reviewed in the second chapter. And chapter Six provides conclusion and recommendations of the whole study.

1.9. CONCLUSION

This chapter introduced the study and indicated an overview and the nature of the study, the problem statement of the study was tabled out, as well as the research objectives are also outlined to assist the researcher to be remain relevant and avoid detoured. The qualitative research methodology has been chosen as the method which will be used throughout the study. This chapter also clarified some of the terms that are used in the study assist the reader to understand the meaning of these terms and relate them in the study. The delimitation of the study identifies what the reader must expect in the study as well as what is the study do not consider relevant. The purpose and significance of the study will indicate the contribution that the study will make in the field of electronic government, intergovernmental relations and cooperative governance in addressing its less recognized interrelatedness. The next chapter would review the relevant literature on eGovernment, IGRs and cooperative governance.



CHAPTER 2

THEORETICAL OVERVIEW OF ELECTRONIC GOVERNMENT, INTERGOVERNMENTAL RELATIONS AND COOPERATIVE GOVERNMENT

2.1. INTRODUCTION

This chapter focuses on the relevant literature to the study; it reviews previous studies from various scholars who have written about the same subject. A detailed discussion eGovernment, intergovernmental relations and cooperative governance is reviewed throughout this chapter. In outlining the theoretical backdrop the study is divided into two parts; the first part gives clarity on the explanatory framework of eGovernment, whereas the second part investigates the literature of IGRs and cooperative government. It is then crucial for the study to bring forth a balance and relevant theory that will assist the reader in the crux of the study. The study seeks to explore some understanding on the role of eGovernment in facilitating intergovernmental relation and bringing about a coherent cooperative government.

2.2. PURPOSE OF THEORETICAL REVIEW

A theoretical review is one of the most important parts in any research; it gives clarity to what is being researched by reviewing the existing literature. The reason of collecting the literature is to “attain perspective on the most current findings related to the study, as well as to obtain an indication of the best methods, the instruments for measurement that can be used, to improve the interpretation of one’s own research results and help determine the actuality of research on a particular topic... and for the successful research depends on the well planned and thorough review of relevant literature available and such a review usually entails obtaining useful references. (Brynard and Hanekom 1997:31)

2.3. ELECTRONIC GOVERNMENT LITERATURE REVIEW

The term eGovernment is known worldwide and is used specifically by the government departments. The term is drawn from the Information and Communication Technologies (ICTs) (see chapter 1), and the prefix ‘e’ stands for electronic which relates to ‘technology which contains electrical, digital, wireless, or similar capabilities’. An eGovernment can be defined broadly as “the use of information and communication technologies (ICTs) in the public sector to improve its operations and delivery of services. It is increasingly being seen as the answer to a plethora of problems that the governments or public agencies in general face in serving their constituencies effectively” (PGWC, 2007:5).

For the purpose of the study it is important to note that the inception of internet and ICTs has given birth to all electronic related activities such as eGovernment, eCommerce, eAdministration and other forms of communication known as synchronous and asynchronous communication tools. These communication tools provide an efficient flow of communication without distraction. For instance in government context the synchronous communication tool will involve public servants and electorates interacting at the same time using electronic devices. For example electorates can login to the government website and find a just-in-time service (online chat, telephone, voice over internet protocol (VOIP)) without travelling to government departments. Of course synchronous communication also involves government to government (G2G) interaction meaning intergovernmental/ intragovernmental coordination can also take place in a more easy and fast way.

The asynchronous communication does not require participants to participate at the same time. For example sending an email or replying to the online discussion forum. This is a common tool in government structures where interaction is through the email. The synchronous and asynchronous communication in my opinion forms part of eGovernment even though this area is not widely recognised beside the provision of information into the government website.

2.3.1. Other eGovernment definition

E-government is a form of e-business in governance and refers to the processes and structures needed to deliver electronic services to the public (citizens and businesses), collaborate with business partners and to conduct electronic transactions within an organisational entity. (Backus, 2001)

The eGovernment has so much to offer particularly because it is not confined by distance for example, the use of eGovernment across all departments means not only that government or public services and information can be disseminated to citizens but also public officials can access any relevant information that they might need to speed up the services that they offer.

2.4. COMPONENTS OF E-GOVERNMENT

The primary delivery components of eGovernment are Government-to-Government (G2G) known as eGovernance, Government-to-Citizen (G2C) known as eService, and Government-to-Business (G2B) known as eBusiness.

2.4.1. Government-to-Government

The eGovernance is the public sector's use of information and communication technologies with the aim of improving information and service delivery, encouraging citizen participation in the decision-making process and making government more accountable, transparent and effective".² The eGovernance is applied by all government departments to ensure that the aspects of democracy, and government processes are improved through efficient interaction among government departments. The application of ICTs to government departments includes the interaction between central, provincial and local government. This includes electronic messaging

²Relevant definition of eGovernance cited on http://portal.unesco.org/ci/en/ev.php-URL_ID=3038&URL_DO=DO_TOPIC&URL_SECTION=201.html 06/05/2008

and reporting, electronic document management and archiving, integrated systems for finance, asset and human resource management (including training), as well as systems for real-time collaboration and project management, conferencing, decision support and executive information. The focus is on functionality, processes, attainment of goals, performance, coordination and quality of outcomes (DPSA, 2001).

The government products and services; exchange of information, communication, transactions and system integration should be easily accessible by the relevant stakeholders. For instance all eGovernance operations that are supported by the back-office processes within the total government body should ensure that there is no public servant that is unable to render his/her duties just because there is lack or inadequate exchange of information, communication or systems are disintegrated. The Department of Justice is the ideal example where they have 'electronic content management system in court to combat problem of 'lost' case dockets & provide management information to Attorneys' (Kyama, 2005).

The objective of G2G is to establish links between government departments and institutions in all three tiers i.e. National , Provincial and local and this will involve achievement and integration of system, networks, applications, software and databases. Lastly, G2G component is said to enhance good governance and Batho Pele principles in the sense that, it acts as an enabler in terms of making easy and possible the issue of consultation, service standards, access to information, courtesy, encourage openness and transparency.

2.4.2. Electronic Service

eService initiatives focus mainly on improving the relationship between government and its citizens by increasing information flow between them – which, notably, involves two-way communication (synchronous or asynchronous) – and improving the service levels of government towards its citizens. (Jager & Reijswoud, 2008). This component comprises of talking to citizens, listening to citizens and improving public services. This means application of ICTs to transform the delivery of public services from 'standing in line' to online: anytime,

anywhere, by any means, and in interactive mode. The services affected include general information and regulations, education and culture, health consulting and telemedicine, benefits, taxation etc.

One of the eService examples will include the multi-purpose community centres where government is taking services to the people through e-Centres using Public Information Terminals (PITs) such as post office, banking, and immigration service etc. This new delivery vehicle also offers the opportunity to let people participate in government, by collecting direct and immediate public input in respect of policy issues, specific projects, service delivery problems, cases of corruption etc. Public service institutes offering citizens the opportunity to apply for business licenses through a government website is one example of e-services. Lastly, the main objective of eService is to provide opportunities to transform the relationship between governments and citizens in a new way, bringing forth new concepts of citizenship, both in terms of citizen needs and responsibilities.

2.4.3. Electronic Business

This is the application of IT to operations performed by government in the manner of business-to-business transactions and other contractual relations. It deals with the procurement of goods and services by government which is known as e-procurement that covers the steps from electronic tender to electronic payment. More cases become available for IT application with the spread of outsourcing and the development of public-private partnerships (DPSA: 2001). An eBusiness may be defined as the utilization of information and communication technologies (ICTs) in support of all the activities of business³. For example, businesses can submit their tax return via electronic filing which is provided by the South African Revenue Service (SARS).

³ Retrieved at http://en.wikipedia.org/wiki/Electronic_business on 23 September 2008 at 01h01 am

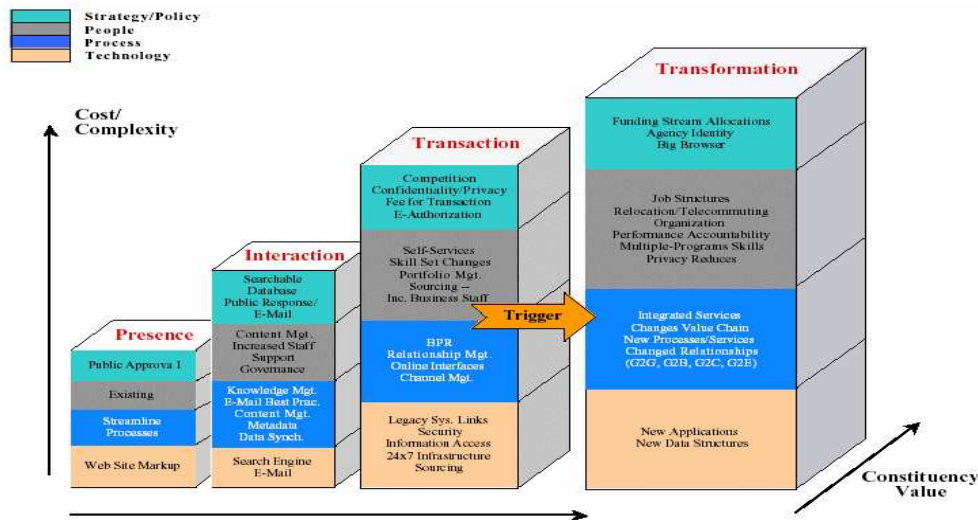
2.4.4. Other components of eGovernment

According to DPSA website while e-government is often thought of as "online government" or "Internet-based government," many non-Internet "electronic government" technologies can be used in this context. Some non-internet forms include telephone, fax, SMS text messaging, MMS, wireless networks and services, Bluetooth, CCTV, tracking systems, RFID, biometric identification, road traffic management and regulatory enforcement, identity cards, smart cards and other NFC applications; polling station technology (where non-online e-voting is being considered), TV and radio-based delivery of government services, email, online community facilities, newsgroups and electronic mailing lists, online chat, and instant messaging technologies. There are also some technology-specific sub-categories of e-government, such as m-government (mobile government), u-government (ubiquitous government), and g-government (GIS/GPS applications for e-government)⁴.

2.5 PHASES OF eGOVERNMENT

According to Gartner Group survey (2000: 5) the transition from government to eGovernment is characterized by four stages. First, there is the presence of government on the Internet. After the presence stage, government will be able to interact with its citizen via the Internet. The interaction stage will be succeeded by a transactional stage. In this stage, the communication between government and its citizens via Internet is connected with public service delivery. Finally, because of electronic service delivery, government will transform its organisations and institutions. The first three stages focus on improving the form of government and establishing much of the electronic infrastructure. The fourth stage focuses on designing a new form of government (See findings on Chapter 5).

⁴Other eGovernment components that are not electronic (not using internet) were found at http://www.dpsa.gov.za/egov_documents.asp Accessed on 10/03/2009 at 11h45pm



Gatner (2000) extracted from PGWC (2007): Phases of eGovernment

2.6. PURPOSES AND BENEFITS OF eGOVERNMENT

According to PGWC eGovernment strategy formulated in 2007 (version 1) that that eGovernment is deployed in order to make the public sector more effective, increase government transparency in order to reduce corruption and accountability in government functions and allowing for cost savings in government administration. It is also useful because it can enable effective intergovernmental relationship and consolidation of government systems; and it can streamline government services to enhance government productivity. E-Government is also useful in the sense that it facilitates better information and service delivery and promotes democratic practices through public participation and consultation. In a nutshell the purpose of eGovernment is to transform government departments by making them more accessible, effective and accountable through application of ICTs (PGWC, 2007). Kyama (2005) stipulates on his presentation in East Africa Regional eGovernment Consultative Workshop in Kenya that the Department of Public Service & Administration has introduced Batho Pele (people first) to enable e-Government transform public service at provincial and national level through:

- Consultation – about level & quality of public service;
- Service Standards – benchmark and communicate to citizens;
- Access – ensure all citizens have access to basic services;

- Courtesy – treat citizens with courtesy and consideration;
- Information – provide accurate information about available service;
- Transparency – ensure integrity about the provision of public services at provincial and national levels;
- Redress – accurately and with courtesy remedy mistake & errors;
- Value for money – ensure efficiency and economies of scale;

The most important anticipated benefits of e-government include improved efficiency, convenience, and better accessibility of public services. In elucidating further the cost effectiveness will simply mean that eGovernment will seek to minimise government expenses without compromising the output. It also seeks to produce more output without increase in total cost and produce the same outputs at the same total cost in less time. When it comes to increase in productivity eGovernment will seek to producing the same outputs at the same total cost in the same time, but to a higher quality standard. The final output will be to improve service delivery.

The PGWC (2007: 8) highlights the following benefits of eGovernment in the context of government:

- The ability to provide better service through increased efficiency arising from redesigning front and back office processes
- Reduced costs of transactions through better use of sources of information and contact points
- Improved coordination between service providers across the province
- Improved coordination with external partners
- Improved management information leading to better performance measurement and more informed decisions
- The ability to consult quickly and easily with PGWC's citizens and to analyze quickly the results of the consultation, thereby promoting its community leadership role and encouraging citizens to contribute powerfully to local democracy
- Improved quality of services and efficiency
- Better business planning information

- More opportunities for higher skilled jobs by making mundane transactions more electronically based

2.7. ROLE PLAYERS FOR EGOVERNMENT

Even though all government departments are mandated to implement eGovernment according to services they delivery in the public, SITA and GITOC remain the most key drivers or task teams of eGovernment in South Africa. SITA was established in 1999 to consolidate and coordinate the State's information technology resources in order to achieve cost savings through scale, increase delivery capabilities and enhance interoperability. SITA is committed to leveraging Information Technology (IT) as a strategic resource for government, managing the IT procurement and delivery process to ensure that the Government gets value for money, and using IT to support the delivery of e-Government services to all citizens. In short, SITA is the IT business for the largest employer and consumer of IT products and services in South Africa – the Government⁵.

The Government of IT Officers Council (GITOC) was also created under the Department of Public Service and Administration in order to:

- Coordinate and consolidate IT initiatives in the whole of government, with the purpose of improving service delivery;
- Help to get rid of unnecessary IT duplications, share practical knowledge on government IT initiatives, recommend useful IT policy, and effective IT strategy;
- Lead in determining IT skills required to improve government service delivery on the medium and long term;
- Help in shaping IT research to improve service delivery;
- Have a communication strategy to promote awareness and implementation of IT initiatives.

⁵ SITA's mandate accessed on 12 September 2008 on <http://www.sita.co.za/>

2.8. INTERGOVERNMENTAL RELATIONS (IGR)

According to Fox & Meyer (1995: 66) intergovernmental relations encompass all the complex and interdependent relations among various spheres of government as well as the coordination of public policies among national, provincial and local governments through policy alignment, reporting requirements, fiscal grants and transfers, the planning and budgetary process and informal knowledge sharing and communication among officials.

The White Paper on Local Government (1998:38) defines intergovernmental relations as a set of formal and informal processes as well as institutional arrangements and structures for bilateral and multilateral cooperation within and between the three spheres of government.

Anderson (1960:3) elaborates further that IGRs are important interactions occurring among governmental institutions in all spheres. Intergovernmental relations in the South African context concern the interaction of national, provincial and local spheres of government and its institutions known as intergovernmental relations forums. Lastly, Ismail, Bayat & Meyer (1997: 137) state that intergovernmental relations are an important means through which coordination and cooperation among the different spheres of government can be developed. Furthermore, an intergovernmental relation implies that each sphere of government has its own functions and responsibilities, but interacts with other sphere to ensure effective and efficient implementation of policies and programs.

These IGRs descriptions share some similarities; most scholars agreed that IGRs are meant to facilitate coordination between three spheres of government. The coordination can be vertical or horizontal in nature, the vertical coordination involves bottom-up or top-down approaches. For instance, national and provincial governments are obliged by the constitution to render support or assist local government, of which this is a top-down approach when it comes to assisting the local government. National government gives direction to provincial government and local government even though the spheres are distinctive, interdependent and interrelated. Local government can also request for assistance by approaching the provincial and national

government for policy related issues. The vertical approach is within each sphere of government, for instance local government has district intergovernmental relations where they can engage each other in matters of achieving their common goals.

Scholars also highlight the issues of service delivery which simply means that the intergovernmental structure's key goal is to render a smoothly facilitated service to the electorates. That will happen when "national government, provinces and municipalities share their information, developmental agendas and concerns in such a manner that better implementation of laws, policies and efficient service delivery follow" (Seedat, 2005) as well as sharing their expertise with one another, and if that does not happen service delivery will be hampered.

2.9. THE ROLE OF INTERGOVERNMENTAL STRUCTURES IN SOUTH AFRICA

The intergovernmental relation comprises of national, provincial and local forums that oversee the operation of cooperative government are taking place. This means that intergovernmental forums (IGFs) from different spheres facilitate the cooperative government. In South Africa IGFs are the forum of South Africa Directors-General (FOSAD); National Council of Provinces (NCOP); Ministers and Members of the Executive Councils (MinMECs) forum and President's coordinating councils (PCC), Provincial Intergovernmental Forums (PIF) include Premier's IGF and interprovincial forum; the Municipal Intergovernmental Forums (MIF) include district IGF and inter-municipal forums.

As highlighted above there is a diverse range of intergovernmental relations in South Africa, and mostly these intergovernmental agencies share some similarities in terms of their functions which are mainly to promote and facilitate intergovernmental relations among one another to "strengthen the arms of government in service delivery" (Mavuso, 2005).

2.9.1. The President's Coordinating Council (PCC)

Of all the intergovernmental structures, the President's Coordinating Council (PCC) is the most influential forum. It is a consultative forum for the President; it is attended by senior representatives from all spheres of government. It allows the President to raise matters of national interest with provincial and local representatives regarding the implementation of national legislation and policy, as well as the coordination of strategies. It comprises the President, the Minister of Provincial and Local Government, and the nine premiers. Effective service delivery is a key item on the agenda and the PCC may recommend corrective action in the delivery of effective services. (DPLG 2005: 37)

2.9.2. National intergovernmental forums

The National IGFs consist of the cabinet members, deputy ministers, and members of the executive council, and municipal councillors. It acts as an executive IGFs, and its role is to "raise matters of national interest within that functional area with provincial governments and, if appropriate, organised local government and to hear their views on those matters" (IGR Act, 2005). The national intergovernmental forum (NIGF) is a consultative forum for the Cabinet members to raise matters of national interest within that functional area with provincial governments and, if appropriate, organised local government and to hear their views on those matters; to consult provincial governments and, if appropriate, organised local government on

- The development of national policy and legislation relating to matters;
- Affecting that functional area;
- The implementation of national policy and legislation with respect to that functional area;
- The coordination and alignment within that functional area of strategic and performance plans; and priorities, objectives and strategies across national, provincial and local governments.

2.9.3. Premier's IGFs and Intergovernmental forums

Premier's Intergovernmental Forum's main role is implementation in the province of national policy and legislation affecting local government interests; matters arising in the President's Coordinating Council and other national intergovernmental forums affecting local government interests in the province; and draft national policy and legislation relating to matters affecting local government interests in the province (IGR Act, 2005).

The interprovincial forums main role involves province-to-province consultation on matters of mutual interest and the consultation take place between two or more Premiers to share information, best practices and capacity building. The provincial intragovernmental forums were established to promote and facilitate intragovernmental relations between the province and local governments in the province. It is also a consultative forum for the Premier of a province and local governments in the province. Its role as stated in IGR Act (2005) section 18 (a) to discuss and consult on matters of mutual interest, including

- the implementation in the province of national policy and legislation affecting local government interests;
- matters arising in the President's Coordinating Council and other national intergovernmental forums affecting local government interests in the province;
- draft national policy and legislation relating to matters affecting local government interests in the province;
- the implementation of national policy and legislation with respect to such matters;
- the development of provincial policy and legislation relating to such matters;
- the implementation of provincial policy and legislation with respect to such matters;
- the coordination of provincial and municipal development planning to facilitate coherent planning in the province as a whole;
- the coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the provincial government and local governments in the province; and

- any other matters of strategic importance that affect the interests of local governments in the province;

2.9.4. Ministers and Members of the Executive Councils (MinMECs)

Ministerial forums (MinMECs) are committees of Ministers and members of provincial executive councils and the South African Local Government Association (SALGA). The purpose of this forum is to improve coordination of activities within all spheres of government, and it is responsible for the alignment and coordination within specific sectors. Therefore, each MinMEC focuses on a specific field, for instance, education, health, welfare, agriculture or the development of local government. Through MinMECs the Provincial Councils have an opportunity to interact with the relevant Ministers. Active participation at MinMECs has significant advantages, for instance provinces have greater influence if they engage at the earliest stage of the legislative process. (DPLG 2005: 66)

2.9.5. The National Council of Provinces (NCOP)

As a chamber of Parliament, the National Council of Provinces (NCOPs) is a key intergovernmental relations forum – it has to coordinate and oversee that provincial interest are taken into account by the national sphere of government. Members of this forum participate in the national legislative process, and by providing a national forum for public consideration of issues affecting the provinces members also participate in constitutional amendments. Amendments affecting the provinces require the support of six of the nine provinces. The provincial premier is the head of the provincial delegation which also consists of six permanent delegates selected by legislature and three special delegates. The powers of the NCOPs vary according to the impact of the legislation in question (as regards provincial matters). The ‘Taking parliament to the people’ schedule is an example of the NCOP where the forum strives to bring together political and executive members with the public for discussions and debates on key development issues. (DPLG 2005: 9)

2.9.6. The Forum of South African Directors-General (FOSAD)

This forum promotes programme integration at national and provincial level, as it includes national and provincial director generals. It is chaired by the Director General of the President's office. Through this forum the provincial directors general bring valuable experience to intergovernmental issues – it improves the coordination of policy making and implementation across the spheres (DPLG 2005: 72). It is important to note that the Forum of South African Directors-General also has a number of smaller forums that report to it, akin to the cabinet clusters, to focus on specific problem areas (for instance social welfare, governance and administration, the economy, security and justice).

2.9.7. District IGF and inter-municipal forums

When it comes to the District intergovernmental forums (DIFs), it is not far apart in terms of its role as compared to the PIFs the only distinction it serves as a consultative forum in the local level, of course for matters that it cannot handle the DIFs can always refer them to PIFs using the bottom-up approach. The inter-municipal forum refers to municipality-municipality consultation on matters of mutual interest. The municipal intragovernmental forums in Section 24 of IGR Act (2005) stipulate that the district intergovernmental forum is to promote and facilitate intergovernmental relations between the district municipality and the local municipalities in the district its role is to serve as a consultative forum for the district municipality and the local municipalities in the district to discuss and consult each other on matters of mutual interest, including:

- draft national and provincial policy and legislation relating to matters affecting local government interests in the district;
- the implementation of national and provincial policy and legislation with respect to such matters in the district;
- matters arising in the Premier's intergovernmental forum affecting the district
- coherent planning and development in the district; and

- the coordination and alignment of the strategic and performance plans and priorities, objectives and strategies of the municipalities in the district

2.10. COOPERATIVE GOVERNANCE

Cooperative governance requires three spheres of government national, provincial and local government, although the spheres are seen as distinctive and interdependent, they are interrelated. Malan (2005: 299) states that it may, therefore, be evident that governmental institutions are dependent upon other institutions and officials for resources required to enable the institutions to formulate policy, render services and promote general welfare and sustainable development through the actions, attitudes and behaviour of officials and office-bearers.

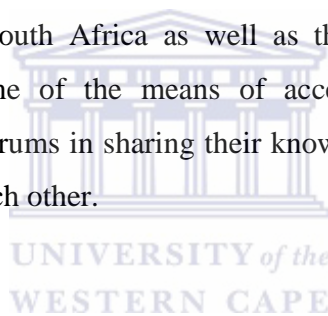
The cooperative governance implies that sub-national and national jurisdictions have certain political and legal obligations to support and consult one another on matters of common concern, to cooperate and maintain friendly relations (Edwards, 2008). It is important to note that the IGRs were established to facilitate cooperative governance, and if IGRs are ineffective it affects the cooperative governance. Edwards (2008) further elucidates that the system of cooperative governance is a philosophy that governs all aspects and activities of government. Cooperative governance is a partnership between the three spheres of government as well as civil society.

First and foremost, governance "...is a product of human agency, and an activity that helps to define the relations and interactions between state (national, provincial and local) and society (NGO, universities, labour movements, and the church etc), and involves the framework within which citizens and [the] state act and politics" (March and Olsen 1998, 6). It is a process through which links values and interests of citizens, legislative choice, executive and organizational structures and roles, and judicial oversight in a way that suggests interrelationships among them that can have significant consequences for performance" (Lynn, Heinrich, and Hill 1999, 17). Therefore, the relationship and interaction between the state and civil society can be "judged as either good or bad based on the degree of trust in government, the degree of responsiveness in the relationship between government and civil society, the government's degree of accountability

to the electorate as well as the nature of authority that the government exercises over its society” (Hyden and Brato 1993, 7).

2.11. CONCLUSION

This Chapter has reviewed the relevant and applicable cited theories on eGovernment, Intergovernmental relations, and cooperative governance. The chapter has identified the phases, components, and benefits of eGovernment which plays an integral role in making up eGovernment. The concluded that eGovernment is not meant to be the ‘morning shining armour’ of government institution rather than the enabler of government services. The literature also reviews the involvement of intergovernmental relations in facilitating and coordinating the matters of mutual interest in all the participating agencies. It has table forward the intergovernmental structures in South Africa as well as their role. The literature noted that intergovernmental relations is one of the means of accelerating service delivery through engagement of the participating forums in sharing their knowledge by consulting one another to respond to the issues that affect each other.



CHAPTER 3

REVIEW OF POLICIES AND THE LEGISLATIVE FRAMEWORK FOR eGOVERNMENT, INTERGOVERNMENTAL RELATIONS AND COOPERATIVE GOVERNANCE

3.1. INTRODUCTION

A number of African countries have experienced major changes in governance ever since they regained their independence from autocratic governments of the past. These changes have necessitated every government to compete globally with other nationalities without overlooking challenges that are brought by the modern government transition. These challenges need to be coordinated and facilitated in the proper manner that will enhance good governance. This chapter focuses on legal framework that are relevant for better understand of the role of eGovernment in facilitating intergovernmental coordination which will bring about cooperative governance. The eGovernment legal framework will be accessed and analysed in order to bring the supportive information that will blend with the literature of eGovernment reviewed in the previous chapter. Furthermore, the legal framework of intergovernmental relations as well as cooperative governance will also be assessed and analysed in order to generate some understanding of South African government policies that supports the IGRs and cooperative governance.

3.2. POLICY FRAMEWORK THAT SUPPORT eGOVERNMENT AND INTERGOVERNMENTAL RELATIONS

It is important to understand the theoretical aspects of policy prior reviewing the legal framework that supports the study. According to De Coning (2006) defines policy “...as a statement of intent...which specifies the basic principles to be pursued in order to attain the specific goal”. Thornhill & Hanekom (1995 cited in Sokhela (2006) state that “a policy refers to the desired

course of action and interaction which serves as a guideline in the allocation of resources necessary to realize societal goals and objectives, decided upon by the legislator and made known either in writing or verbally”. Therefore, policy is goal orientated, and without any formulated activities that are based on achieving certain outcomes the policy is worthless. Policy is important in establishing the parameters and direction of actions” (Brynard & De Coning, 2006) and which simply means that without policy there will be no directions in terms of what needs to be done or achieved.

The literature illustrates that policies are ‘formulated to achieve desire outcome’. Formulation of policy is the most vital activity in government structures so that there can be a coherent business processes and some models must also be developed or identified to achieve the formulated policies. The scholars concurred that for the policy to be effective there are other components that are vital in achieve a policy namely resource allocation i.e. human and financial resources plays a pivotal role throughout implementation of the policy. There is no point for creating a policy that is not implementable.

3.3. ELECTRONIC GOVERNMENT

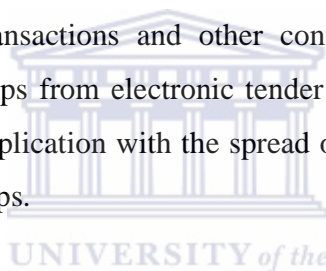
According to the IT policy framework (2001: 4) states that “governments are moving away from the bureaucratic organisations, around agencies that operate like ‘stove pipes’, and streamline their functions according to the needs of the citizens. At the same time, governments strive to dramatically improve their internal efficiency and effectiveness - the costs and quality of governance.”

The IT policy framework (2001: 4) further emphasises that eGovernment seek must achieve the following:

- EGovernance – IT application to intragovernmental operation – interaction between central, provincial & local government. This includes paperless messaging and reporting, electronic document management and archiving, integrated systems for finance, asset and human resource management (including training), as well as systems for real-time

collaboration and project management, conferencing, decision support and executive information.

- E-service delivery - the application of IT to transform the delivery of public services from 'standing in line' to online: anytime, anywhere, by any means, and in interactive mode. The services affected include general information and regulations, education and culture, health consulting and telemedicine, benefits, taxation etc. The new delivery vehicles also offer the opportunity to let people participate in government, by collecting direct and immediate public input in respect of policy issues, specific projects, service delivery problems, cases of corruption etc.
- E-Business - the application of IT to operations performed by government in the manner of business-to-business transactions and other contractual relations where electronic procurement covers the steps from electronic tender to electronic payment. More cases become available for IT application with the spread of outsourcing and the development of public-private partnerships.

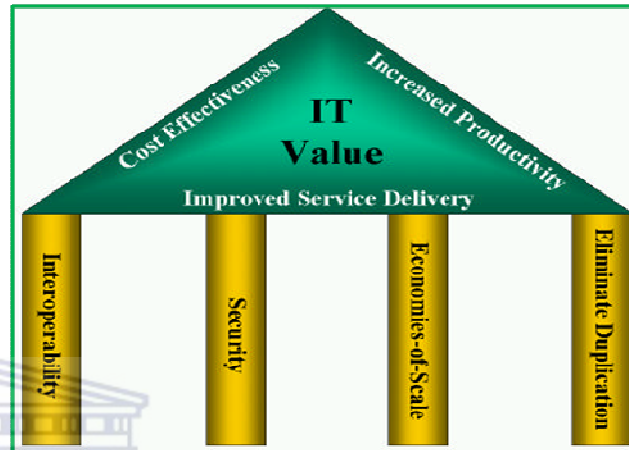


The eGovernance, eService and eBusiness display what eGovernment hopes to achieve. These three initiatives are regarded as the key goals of eGovernment that present 'a plan of action', with the major emphasis of applying information technology in order to achieve the efficiency and effectiveness of government (national, provincial & local) operation. The IT policy also stipulates that the IT House of Values (revised in GovTech Magazine 2008) which seek to:

- Reduce duplication – ensure reuse and sharing of existing solutions;
- Leverage on economies of scale – use government buying power to produce ICT products and service for government centrally;
- Ensure that all products and services are secure;
- Ensure that all ICT solutions within government can integrate/ interoperate; and
- Ensure that government empower the previously disadvantaged by:
 1. Providing them with access to economic opportunities;

2. Providing with a cost effective way of accessing government services via different channels – anywhere, anytime, anyhow; and
3. Providing them with training and overall skills development to understand and use the different channels available to them to access government services

The IT house of value put forward the mission of eGovernment which concentrate of cost effectiveness, increase productivity and improve service delivery. Provincial Government of the Western Cape (PGWC) formulated an eGovernment strategy (version 1 of 2007) which states that “employing the goals and principles of e-government is about changing the way all agencies and government departments approach their core business.



IT Value: Extracted from IT policy framework: 2001

It is about a shift in thinking in the public sector from a ‘silo’ or single-agency focused mentality towards a more collaborative, integrated and innovative understanding of the business of government. In order to meet the increasing service demands of the community, agencies will need to focus more on working in partnership, rather than in parallel, with their fellow public sector service providers.

National eGovernment IT policy is also supported by various policies, including the Minimum Interoperability Standards (MIOS), which is perceived to be “fundamental in supporting the eGovernment policy because of the government policies and standards which are set out to achieve interoperability and seamless flow of information across go all the tiers of government (National, Provincial and Local) as well as the wider public sector” According to the eGovernment IT framework (2001, 8) state that Interoperability has to do with “government IT systems (including networks, platforms, applications and data) that must ‘talk’ to each other, allowing for automatic sharing and exchange of electronic messages and documents,

collaborative applications, distributed data processing and report generation, seamless transaction services, ‘whole-of government’ search and queries, integrated IT systems management” etc. The MOIS is concerned with providing consistent policies and standards that will strengthen information systems in order to make it possible for working together to deliver collaborative services. “The scope of the MOIS comprises of the exchange of data and information access between South African Government system covering interactions between government and itself; government and citizens; government and employee; and government and external entities” (MOIS version 4.1: 2002, 5).

MIOS sets out Government’s technical policies and standards for achieving interoperability and information systems coherence across the public sector. The MIOS defines essential pre-requisite for joined-up and web enabled government. The policies and standards in the MIOS cover Interconnectivity, Data Interoperability and Information Access of technical policy, which are essential for interoperability. Interoperability has to do with providing some measure to keep systems in a functioning and operating condition across government. It is one of the key focus areas of eGovernment. The MIOS provides a corridor through which eGovernment policy is supported by identifying the need of ensuring consistency and standards. This stipulates a roadmap of eGovernment, how eGovernment must be carried out, by providing an automated platform of engagement where IT systems are used as the ‘medium of exchange’ in order to respond on issues pertaining to service delivery as well as to unifying intergovernmental structures.

When it comes to the Minimum Information Security Standards (MISS), the recognition of information sharing in South Africa dates back as early as in 1996, Bill of Rights, Constitution of South Africa (1996) section 32 (1) (a) states that “Everyone has the right to access to any information held by the state”. Anyone represents individuals, groups, government departments, civil societies and private institutions just to mention a few, and information can exist in many forms, it can be spoken, written, printed, stored physically and electronically, and transmitted by post or electronically. It can be shown on films and broadcast in all sorts of multimedia that are increasingly becoming easily available and accessible” (Information Security presented by

DPSA 2001). However, the available information must be secured. The IT policy framework (2001: 8) states that government operates in an environment, where both electronic documents/data and IT systems must be protected from unauthorized access, malicious code and denial-of-service attacks". The MISS seeks to safeguard government information system. Therefore MISS it is about preserving the availability, integrity and confidentiality of information systems and information according to affordable security practices; eGovernment security will assist profoundly in the bridging of the chasm of the digital and knowledge divide that exist within our country, as well as encourage the average citizen to participate more in the public domain thereby bringing the benefits of democracy to the people (MISS, undated). One of the issues that most people are reluctant to make use of eGovernment is that they tend to be anxious about the safety measures around internet, and of course in most cases fraud also takes place through internet, so the MISS document assures people that safety measures are taken into consideration. For example the DPSA proposed adoption of the ISO 17799 Information Security framework, for Public Service. ISO 17799 deals with the following aspects,

- Securing Hardware, Peripherals and equipment
- Controlling access to Information
- Processing Information and Documents
- Purchasing and Maintaining Commercial Software
- Developing and Maintaining in-house software
- Combating Cyber Crime
- Complying with Legal and Policy Requirements
- Planning for Business Continuity
- Addressing Personnel Issues relating to security
- Controlling e-Transaction Information Security
- Delivering Training and Staff Awareness
- Dealing with Premises Related Considerations
- Detecting and Responding to Information Security Incidents
- Classifying Information and Data

According to chapter 3 of MISS document state that the effective practice of security will include raising security consciousness; drawing up rules of procedure; the updating of relevant knowledge through self-study, attending symposia, etc; training personnel to know, understand and apply security procedures and measures; constant liaison, co-operation and co-ordination with, and reporting to, the controlling institutions.

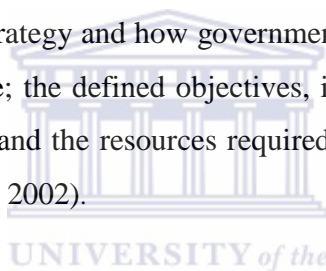
When it comes to Electronic Communications and Transactions Act (ECT) No. 25, 2002, it is meant to provide for the facilitation and regulation of electronic communications and transactions; and to provide for the development of a national e-strategy for the State, promote universal access to electronic communications and transactions and the use of electronic transactions by SMMEs; provide for human resource development in electronic transactions; prevent abuse of information systems; and encourage the use of e-government services; and provide for matters connected therewith. (ECT, 2002: 1)

Chapter 2 of Electronic Communications and Transactions Act No. 25, 2002 further encourages Ministers to formulate the national electronic strategy which:

- must determine all matters involving e-government services in consultation with the Minister for the Public Service and Administration;
- must determine the roles of each person, entity or sector in the implementation of the national e-strategy;
- must act as the responsible Minister for coordinating and monitoring the implementation of the national e-strategy;
- may make such investigations as he or she may consider necessary;
- may conduct research into and keep abreast of developments relevant to electronic communications and transactions in the Republic and internationally;
- must continually survey and evaluate the extent to which the objectives of the national e-strategy have been achieved;
- may liaise, consult and cooperate with public bodies, the private sector or any other person; and

- may, in consultation with the Minister of Finance, appoint experts and other consultants on such conditions as the Minister may determine.

The national e-strategy must, amongst others, set out- the electronic transactions strategy of the Republic, distinguishing between regional, national, continental and international strategies; programmes and means to achieve universal access, human resource development and development of SMMEs as provided for in this Part; programmes and means to promote the overall readiness of the Republic in respect of electronic transactions; ways to promote the Republic as a preferred provider and user of electronic transactions in the international market; existing government initiatives directly or indirectly relevant to or impacting on the national eStrategy and, if applicable, how such initiatives are to be utilised in attaining the objectives of the national eStrategy; the role expected to be performed by the private sector in the implementation of the national eStrategy and how government can solicit the participation of the private sector to perform such role; the defined objectives, including time frames within which the objectives are to be achieved; and the resources required to achieve the objectives provided for in the national e-strategy (ECT: 2002).



3.4. INTERGOVERNMENTAL RELATIONS

The intergovernmental relations are obliged by the constitution to support, monitor and intervene on each other. In order for spheres of government to perform adequately, they are constitutionally mandated to support each other.

- The section 41 (1) (h) of the Constitution instructs all three spheres to support one another.
- Section 125 (3) of the Constitution instructs the national government to support provinces.
- Section 154 (1) of the Constitution instructs the national and provincial governments to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and perform their functions.

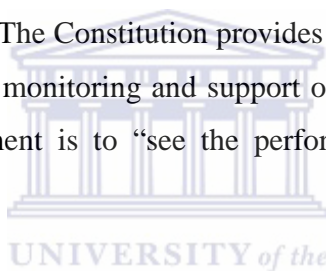
Provincial support and national support to local government comes in various forms, it is meant to strengthen the capacity of municipalities to manage their own affairs, exercise their powers and perform their function.

- Section 155 (6) obliges provincial government by legislative or other measures to promote the development of local capacity to enable municipalities to perform their functions and to manage their affairs.

These responsibilities give provinces an important role in the institutional development of municipalities, which will be pivotal in ensuring the success of the local government system.

The constitutional duty to support can be fulfilled in a number of ways (DLGP: undated).

When it comes to monitoring one sphere is expected to measure the compliance of another sphere with legislative directives. Both national and provincial governments have a constitutional duty to monitor local government. The Constitution provides in section 155(6) (a) that provincial governments must provide for the monitoring and support of local government in the province. The monitoring of local government is to “see the performance of municipalities” (Section 155(7) of the Constitution).



Lastly, intervention has to do with interference by one sphere into the affairs of another sphere in order to remedy an unacceptable situation. Any sphere of government that is unable to carry out its functions or meet its obligations, there should be intervention. In most of the time, national and provincial government are expected to intervene on local government affairs as they are mandated by the constitution. For instance

- Section 100 of the Constitution provides for national intervention in provincial government.
- Section 139 of the Constitution provides for provincial intervention into a municipality

The national and provincial are required to intervene to local government when there are budgetary problems and crisis in financial affairs. The supporting, monitoring and intervention among tiers of government are there to improve service delivery, provide mechanisms to resolve disputes when they occurred, capacitate one another and progress IGR as equal partners, and enhance inclusive participation within the spheres. According to the White Paper of Local

Government, (1998) the system of intergovernmental relations is meant to achieve strategic purposes in order:

- to promote and facilitate cooperative decision-making;
- to coordinate and align priorities, budgets, policies and activities across interrelated functions and sectors; and
- to ensure a smooth flow of information within government, and between government and communities, with a view to enhancing the implementation of policy and programmes and the prevention and resolution of conflicts and disputes

The intergovernmental relation framework Act (13 of 2005) also acknowledge the support of spheres, the Act was promulgated to provide a framework for the national, provincials, and local governments, and all organs of state within those governments to promote and facilitate the intergovernmental relations, as well as to facilitate coordination in the implementation of policy and legislation. This is also supported by the constitution section 41 (2)

- (a) to establish or provide for structures and institutions to promote and facilitate intergovernmental relations; and
- (b) to provide for appropriate mechanisms and procedures to facilitate the settlement of intergovernmental disputes;

Cooperation and coordination among intergovernmental relations is one of the key drivers that can facilitate intergovernmental relation, the new department emphasizes on community participation which was more silent throughout the implementation process of IGRFA. Chapter 3 of the Constitution section 41 (1) (d) provides the Principles of cooperative government and intergovernmental relations that all spheres of government and all organs of state within each sphere must cooperate with one another in mutual trust and good faith by:

- (i) fostering friendly relations;
- (ii) assisting and supporting one another;
- (iii) informing one another of, and consulting one another on, matters of common interest;
- (iv) coordinating their actions and legislation with one another;
- (v) adhering to agreed procedures; and

(vi) Avoiding legal proceedings against one another

The principles of IGR and cooperative government are set out to necessitate each sphere of government to perform the functions that are allocated to it. According to the section 40 (1) of the Constitution of Republic of South Africa (1996) states that each spheres of government is distinctive, interdependent and interrelated. The distinctiveness of each sphere means that each sphere has its own way of doing business which is different from the other spheres and each sphere of government have its own legislative authority. e.g. Section 44 of the constitution of 1996 states that in the Republic, the legislative authority of the national sphere of government is vested in Parliament, as set out in section 44; of the provincial sphere of government is vested in the provincial legislatures, as set out in section 104; and of the local sphere of government is vested in the Municipal Councils, as set out in section 156. These legislative authorities oblige the national spheres to act according to their mandate. Interdependence means that the spheres need to work together, recognize each other and acknowledge one another's area of jurisdiction. When it comes to interrelation, it means that there should be 'a system of cooperative governance and intergovernmental relations among the three spheres' and in the end one cannot alienate IGRs from cooperative government vice versa.

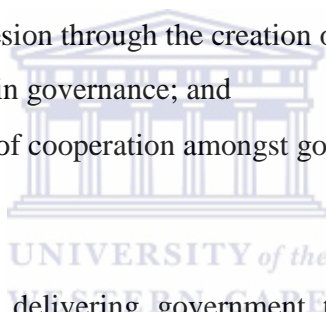
3.5. COOPERATIVE GOVERNANCE

Cooperative governance is a fundamental philosophy of government that governs all aspects and activities of government and includes the deconcentration of power to other spheres of government and encompasses the structures of government as well as the organisation and exercising of political power (Department of constitutional development, 1999). It is specifically concerned with the institutional, political and financial arrangements for interaction among the different spheres of government and society. Cooperative government is thus about partnership government as well as the values associated with it which may include national unity, peace, proper cooperation and coordination, effective communication and avoiding conflict (Malan, 2005). The cooperative governance is not far apart from intergovernmental relations, for instance the functions of intergovernmental structures is one of the tools for encouraging cooperative

government. For instance the Organised Local Government Act 52 of 1997 seeks to determine procedures by which local government may consult with national and provincial government”. The consultation is meant “to promote cooperation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters; to prescribe a process for the determination of an equitable sharing and allocation of revenue raised nationally” (Intergovernmental Fiscal Relations Act 97 of 1997).

The strategic plan document (2009: 15) formulated by the newly established Department of Cooperative Governance and Traditional Affairs state that its mission is to “facilitate cooperative governance and support all spheres of government through:

- Development and implementation of appropriate policies and regulatory mechanisms to promote integration of government development programmes.
- Achievement of social cohesion through the creation of enabling mechanisms for communities to participate in governance; and
- Monitoring and evaluation of cooperation amongst government stakeholders to achieve improved service delivery”.



According to Layman (2003) in delivering government to the nation through cooperative government, the Constitution sets four requirements in section 41(1) (c): provide effective, transparent, accountable and coherent government for the State as a whole. Layman (2003) explains further these principles that:

- Effective government must entail the effective and efficient use of resources, not wastage and duplication, but the unlocking of synergy of collective effort.
- Transparent government should not be an entangled web of committee and consultations, making it difficult to determine who is responsible for what task.
- Accountable government - the system and processes of cooperative government should not impede holding executives accountable for their decisions and actions.
- Coherent government should be rational, informed by best information with due regard to consultation between spheres of government. Contradictory or overlapping policies should not arise by oversight, the absence of consultation or poorly informed decisions.

It is important to note that as much as cooperative government is about the unification of government departments to work together, the intergovernmental relation is one of the means through which the values of cooperative government may be given both institutional and statutory expression and may include executive or legislative functions of government (DPLG 1999, 12 cited in Malan, 2005). This simply suggests that for cooperative government to be effective there is a need to establish some structures that would work in partnership with each other. Intergovernmental relations structures in the three spheres and civil society are then the cornerstone of cooperative government because they provide a platform where the institutional, political and financial arrangements can share their values through mutual inclusive cooperation.

3.6. CONCLUSION

The previous chapter provided a theoretical perspective of eGovernment, IGRs and cooperative government. However, chapter 3 dealt with legal framework that are aligned with these three key issues, in the review of policies the researcher has noticed that there is some correlation between these terms, for instance eGovernment goes beyond the application of ICTs, it brings forth the issue of increasing productivity, aligning government business processes etc. On the hand IGRs is concerned with unifying government departments to bring about cooperation government. Indeed this clearly depicts a link that binds these terms only if those who are in the driving seat of IGRs are able to recognize how eGovernment can be applied in their structures. The following two chapters will investigate whether or not eGovernment is effectively employed by government structures; furthermore it attempts to investigate the relevance of IGRs in achieving cooperative government. E-Government has a number of policies and they were promulgated to assist the implementation of eGovernment. These policies differ and have their own distinct objectives; they cover some of the critical issues that may hinder the adoption of eGovernment, such as security standards, interoperability are always questioned when it comes to the use of technology.

CHAPTER 4

FIELDWORK RESULTS FOR eGOVERNMENT AND INTERGOVERNMENTAL RELATIONS

4.1. INTRODUCTION

This chapter presents the fieldwork conducted during the research. The study focuses on the utilization of eGovernment in facilitation of intergovernmental relations in order to encourage cooperative governance in South Africa. It also looks at the extent of information sharing among government departments, the promotion of proper interaction within government departments as well as identifies factors that hinder the intergovernmental structures to coordinate effectively in order to elevate service delivery. The opinion of the experts in the field of eGovernment were gained to ascertain what the limitations exists since its inception. It is understood that eGovernment is the newer version which was introduced through an eGovernment policy in 2001 to delivering government services online, increase productivity and bring forth effective and efficient business processes in South Africa through the application of ICTs. The fieldwork results will be shared regarding the opinions of the experts concerning the application of eGovernment in the government structures by public servants not the members of the public.

The other focus is based on the relevance of IGRs and its attempts to bring about coordination among government structures that will translate to cooperative governance. I must say this is the sensible area to deal with because IGRs is one of the ways of connecting the three spheres of government and it was not easy to investigate because arranging interviews with the key drivers in three sphere of government remained a challenge and a limitation on the outcome of the research. However, the author has managed to secure a panel interview with both provincial and local experts in the field.

4.2. THE VIEWS OF eGOVERNMENT

The fieldwork results of eGovernment are based on interviewed respondents which include government employees, residents and experts. Respondents refer to general government employees (office administrators, officials) and Khayelitsha residents as well as eGovernment experts. This sample group is chosen because the author wants to investigate what people on the ground perceive of eGovernment and projects related to eGovernment.

4.2.1. The respondent's perception on eGovernment

The fieldwork has outlined number predicaments pertain the utilisation of eGovernment by both members of the public as well as the departmental level (officials understanding of eGovernment). The fieldwork shows that people or officials who are familiar about eGovernment is mostly those who are working in eGovernment portals such as Thusong, Cape Gateway, Gauteng online or in IT department, others perceive eGovernment as the tool that can be utilise only by the members of the public when they seek information concerning their needs, and some officials are not familiar about eGovernment at all whereas others perceive it as a storage tool were government departments can archive data on. Others disassociate themselves with eGovernment because of they believe it is meant for the IT departments and all those people who are working in the IT to ensure services are provided online.

These perceptions about eGovernment certainly depicts that there is some misinterpretation of eGovernment, there is a limited knowledge of what it can actually do for the entire department and its importance seems to be diminished by the lack of conceptual understanding. The four stages of eGovernment or Key IT Focus Areas stipulated in eGovernment policy of 2001 is not known by some officials, which simply qualifies the fact that eGovernment is indeed perceived as the IT department issues, and it does not affect the entire departments as respondents perceives it.

Respondents also noted that eGovernment has been less prioritised to a certain extent that the institutional buy-in (management level in three spheres of government) of eGovernment is not vividly clear so as its departmental based process are not yet successfully implemented by most government departments. There is not much that is laid out about the use of eGovernment by the officials, which means the inputs and feedbacks on eGovernment, is minimal. The success of eGovernment is only placed upon government departments to initiate and take ownership the whole process of ensuring services are delivered in the efficient manner. However, the interviews showed that there is still a less 'usage', recognition and promotion of eGovernment among departments. As much as eGovernment is now implemented at the departmental level, the respondents did not show enthusiasm concerning the use of eGovernment to enable their internal/ external processes. Lack of human capital was also highlighted as one of the hindering factor of eGovernment, which is followed by the lack of financial support within departments.

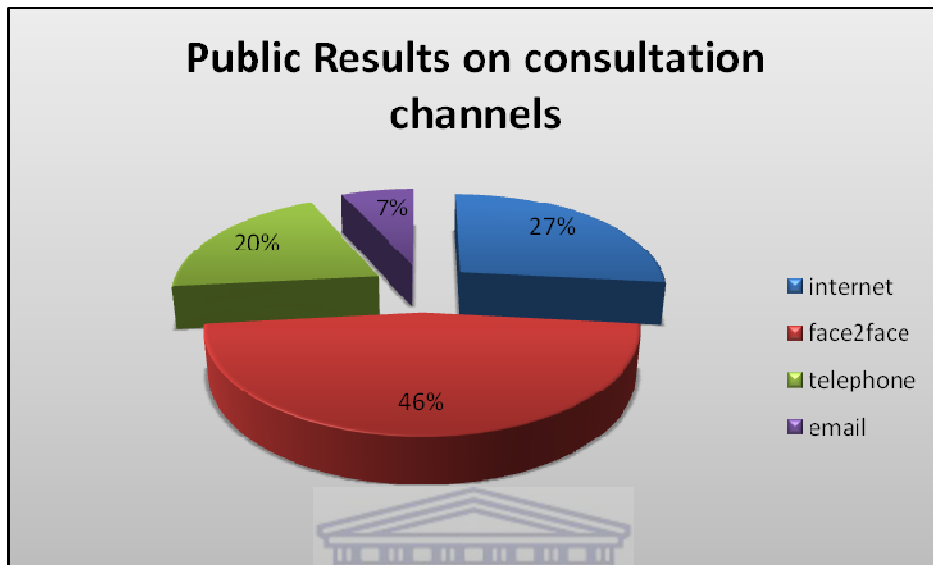
The respondents also feel that departments are not doing enough in terms of ensuring the eGovernment projects are continuously monitored and reviewed. There is no effective monitoring measure in place rather than money would be spent on unnecessary things. For instance the IT policy (2001:8) government has promised to abolish unnecessary duplication of similar IT functions, projects and resources. This has not taken full effect because departments creates projects without taking into consideration that some of these projects were left unattended or they are just the replica of other projects. Some of these projects include e-skill or e-Literacy training project. The prefix 'e' is used in some terms and that has lessens or confused essence eGovernment.

4.2.2. The members of the public views on eGovernment

As highlighted above that interview also included the perception of people in terms of how they perceive eGovernment services. Fifteen of Khayelitsha⁶ residents were selected for interviews and a number of questions were asked to them. The interviewees were asked to comment on

⁶ Khayelitsha is a partially informal township in South Africa, on the outskirts of Cape Town in the Cape Flats and is the home to 2 million people. Accessed on 27 Aug. 09 on <http://en.wikipedia.org/wiki/Khayelitsha> at 20h56

what medium of communication they prefer to use when consulting with government department choosing between face-face (walk-in/ office visits) or telephone or emails or search for the information in the internet.

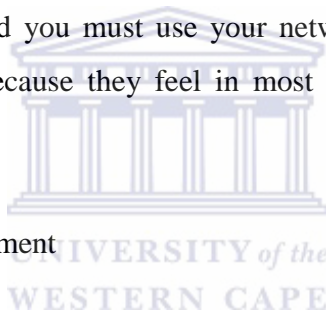


Interviewed Respondants

Most respondents revealed that face to face consultation is what they prefer, even though face-face has its own disadvantages such as long queues, offices closing and opening times. The reason they prefer face-face is because of personal accountability, and being able to express themselves without any hindrances unlike when you have to phone or use internet or email. Respondents feel that the use of internet is also better, because in most cases some information that you may need is available on the internet but due to limited availability of internet it makes it impossible for them to access government information. Some feels that due their level of education, they do not know how to use computers and they do not bother to search for information on the internet.

The digital divide is still prevalent among communities especially those that are disadvantaged, communities are still having unequal opportunities and their involvement in decision-making are only over the ballot paper and it ends there said other respondent. Those who make use of internet they mostly search for jobs, and enquire on about general information pertaining social

grants, disability grants, family support services, banking, admission to old age, home affairs general queries, and mentioning the few. Some respondents prefer to consult using telephone because of just-in-time response especially when one has found a relevant person. The respondent elucidated further, at times its better to use a telephone hoping there will a relevant person to speak with. The only identified disadvantage was in some cases when you contact the helpdesk or servicedesk you will be transferred from division to division, it is like some public servant do not want to take ownership of their responsibility and sometimes it is like you are either being avoided or people are not interested or not available”. These comments suggest that the degree of responsiveness among officials is questionable; so as the degree of accountability, efficiency and effectiveness is lack to some public servants. . One respondent said “if ever you have inquired about something you must make sure you phone week after week to check the progress of you inquiry... firstly, it is difficult to find the suitable person for your inquiry, its like people are dodging their work and you must use your networks”. There was little number of people who preferred emailing because they feel in most cases responses delay or you wait forever.



4.2.3. Experts' views on eGovernment

Interestingly enough, interviews showed that respondents were of the view that there are a number of key issues and challenges that should be addressed to ensure eGovernment is utilised effectively. The major key issues and challenges were cited to be the shortage of skills and the retaining the current staff because of the demand of ICT skill in the global market and government is unable to keep up with the economies of scale which leads to the brain drain of ICTs sector. For example, if the country does not have software developers, the websites would not be created, maintained and communication through email will be affected. Therefore, investments on human capacity must be reconsidered before government considered the infrastructural problems. What is interesting is the fact that citizens feels that making use of eGovernment services has been hamstrung by their lack of knowledge/ skill in terms of accessing these service, and again those who provide the eGovernment services are also not

capacitated enough to implement eGovernment successfully. The other eGovernment projects are lagging behind because of lack of capacity. Some of projects include:

- National Electronic Health (e-Health), Telemedicine for remote diagnosis between rural clinics and district hospitals;
- National Integrated Social Information System (NISIS)
- Disbursement of Integrated Poverty Service Information System (DIPSIS)
- An Employment Service system making provision for the matching of a work seeker with a job opportunity that is registered on the portal.

Respondent also feels it is not about the lack of capacity alone but also showed government does not have proper incentives to retain its staff members. The available skilled individuals are on the verge to leave anytime if greener pastures prevail elsewhere. One of the public servants stated that “...up until government start providing proper incentives for its employees the problem of brain drain can be mitigated; ...people who are working for government especially in the management are not there necessary for money or networks but they are working for government simply because they want to bring about change in South Africa or in their provinces, of course there are exceptions. But what happened when these people are not recognised in term of their skills, or there are no measures in place to retain them, they will simply leave with their skills and competencies and by doing so government will suffer or public services will remain undelivered. There is a need for human capacity as well as to provide measures to retain the available human resource”. The respondents feels skill shortages must be address as well as the transfer of skill by the current staff should be encourage. It would be inappropriate if skilful or resourceful individuals leave with their skill without impact others or those who left behind. This has happened in number of times where government must constantly recruit for new people and thereafter not train other people when the skill has been acquired. The pressing need for skill has grown globally to capacitate organisations so that they can meet their demands.

Lastly, the respondents asked to comment on recruitment criterion. The respondent revealed that the issue of government recruitments should be look at, sometimes government is under-staff simply because government does not employ the people immediately. They take ages to employ

people, positions are there but the recruitment takes forever. The issues of government for not having enough manpower at times the fault is within, people are called for interview or job assessment and they would be employed after eight months at times people have moved on and look elsewhere, and the costs of recruitment were all in vain because the interviews must be set up again. This is a national problem”.

When it comes to the infrastructure the respondent reveal that “if one speaks of availability of infrastructure on management point of view, most managers do have the necessary access to infrastructure such as connected computers to network, ...it is the matter of knowing how to utilised them, where the issue of training and development comes in of which training is what is lacking”. There only problem is rolling out ICTs to departments is expensive, even though eGovernment is believed is able to cut the cost but at this point in time there is still more that needs to be done to ensure government is able to cut its cost.

The respondent still believes that eGovernment has the ability to improve the quality of service and increase convenience and interaction but only if all the involved parties understands the eGovernment initiative, and there is a lot that still needs to be done such as provide training for those who are in charge so that everyone carries the vision of eGovernment within their own business and how it works. Some respondent feels that government has to make everybody understand the possibilities and benefits of eGovernment and internal campaign needs to be done because if officials do not understand eGovernment, government would be heading for major problem ahead.

According to the researcher the respondent’s views do not necessary mean there is nothing that is happening at all concerning the application of eGovernment rather than illustrating the need to priorities eGovernment initiative. To illustrate this further recently, on the 22 April 2009 South Africa held national and provincial elections were eGovernment was experienced to be at work, the use of electronic tools eliminated the long queues prior and during voting, people were able to check whether they are registered online and were sending short message services (SMS). The results were displayed online throughout the counting time of ballot paper to ensure transparency

and efficiency. Four days later the former President Montlante (2009) thanked the Independent Electoral Commission (IEC) saying "The fact that we had a demanding but successful Election Day, which was followed by a normal working day without any interruption to our daily life, shows that our electoral system is intact and improving." The electoral process was accepted by all stakeholders which include the IEC, voters, political parties, observers and the international community that were free and fair.

4.3. FIELDWORK RESULTS ON THE INTERGOVERNMENTAL RELATIONS AND COOPERATIVE GOVERNANCE

The study is about the role of eGovernment in facilitating the intergovernmental relations to encourage cooperative governance. The study has contacted the relevant people concerning both eGovernment and IGRs as stated above. However, the essence of this study is to establish the channels of engagement that can facilitate coordination between units of government in order to meet the needs of the electorate. So the use of eGovernment has been identified as an enabler of government related problems. However, the fieldwork on intergovernmental relations has been isolated from the eGovernment fieldwork because the author seeks to identify challenges that affect both the use of IT as well as the IGRs challenges and then form some recommendations that will respond to the relevance of the study.

The fieldwork results on this study were not easy to conduct because of different layers that are involved and only the experts that were interviewed concerning IGRs and the follow-up research were conducted telephonically and by email as well as the group of 15 resident members of Khayelitsha. South Africa has acknowledged that "cooperative government requires the three spheres of government to function as a whole, although the spheres are seen as distinctive and interdependent, they are interrelated. It accepts the integrity of each sphere of government, and recognizes the complex nature of government in a modern society" (Edwards 2008, 65). The chapter 2 of this study has defined IGRs and chapter 3 reviewed some of the policies that relate to IGRs. In this chapter, fieldwork results are based on the combination of what is happening in

the field as well as what the literature and policies are saying which will produce the researching findings of chapter 5.

4.3.1. Expert's views on IGRs and cooperative governance

Section 41 of the Constitution encourages the three spheres of government to cooperate with one another in mutual trust and good faith, and to promote effective intergovernmental relations, ensure effective communication and coordination, respect the constitutional status, institutions, powers and functions of government, and avoid taking their disputes to court. However, the fieldwork shows that there are a number of challenges that still persist to ensure what section 41 of the constitution is effectively achieved. Some of the challenges include the lack of skill but beside that the IGRs operate in silos, they do not contact one another and within a certain structure and their business processes are fragmented. For instance the National department of home affairs together with the nine provincial governments of home affairs has the misaligned processes instead of having a 'seamless delivery machine'. The respondents feel that if government can be able to align homogenous services accordingly IGRs would improve drastically. This alignment should start with the policy formulation where national, provincial and local policies do not sing different chorus because they will disturb the delivery of services.

The respondents also feel that there is a lack of effective communication among IGRs structures due to improper channels of communication which has a different reporting and accountability measures that are in place. The line of authority in some districts is not vividly clear because of the responsibilities that are not well defined and executed. The respondents elucidated further that the IGRs has not been yet able to successfully strengthen cooperative governance due to lack of alignment and integration in government. The lack of alignment is not the only problem but also there is a weak monitoring and support mechanism within IGRs structures that would improve the customer care system especially in the municipalities. The lack of alignment and poor support systems undermines the section 41 of the constitution because it promotes the perception that there is disintegration among IGRs, or IGRs system is not working. That alone compromises the assurance of entrenching good governance. Good governance does not work

outside integrated or aligned support services of governance, because once services become disjoint the level of participation will decrease and corruption will erupt, transparency will not exist. That is not good governance at all.

When experts asked to comment on what are the reasons that caused the misalignment? They revealed that in most cases you will find the some of the intergovernmental structures are in the hands of inexperience individuals who do not have the necessary knowledge in conducting intergovernmental relations. The lack of commitment on officials was also identified because of poor monitoring and evaluation measures that are not in place. The other problem is that one Manager is responsible for a number of duties which at times are outside his mandate simple because there are vacancies that have not been filled. The other comment was that given the political system in South Africa where there are various political organisations that at time are responsible for local or districts has created a problem of disintegration and coordination and cooperation becomes a problem and that has hamstrung the district intergovernmental relation in the local sphere. The political organisations are always in confrontation due to power and control issues; to a greater extent the cooperative government becomes problematic. Public officials tend to settle their political scores in expense of what is supposed to be done or what these intergovernmental structures are mandate to do by the constitution.

As much as National government (ANC administration) has the power to intervene on matters of a certain provincial government (mandated by the constitution) that is run by a different political organisation (Western Cape under DA). Practical it is not easy for parties who shares different political ideologies to work together. For instance national or provincial government has the been granted a constitutional mandate to provide for the monitoring and support of local government in the province; and promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs not only the support but also to intervene to in municipalities if they are unable to meet its obligations (Section, 155 (6) & Section 139 of the constitution). That is good in writing but practical is not happening in some districts that falls from different political parties.

What the author has also identified from the fieldwork results is that, there is a lack of research capabilities or there are no research divisions that deal with current issues that must be dealt with. Officials still rely on old sources of information of which some of them are not relevant anymore, for instance the respondents were asked to comment on their current research that is based on their division, the author noted that the local sphere is still struggling when it comes to research.

4.3.2. Experts views on the use of technology

The respondents revealed that it should be easy to interact with other government departments through the application of information and communication technologies but the roll out of ICTs in departments is relatively slow, or under-utilised. The respondents also revealed that the most problematic interaction is when communication is across departments i.e. District IGF or inter-municipal forums and Premier's IGFs or Interprovincial forums, because of different reporting structure. Indeed technology can be used to accelerate coordination and cooperation but there is a lack of certainty in the feedback among public servants, IGRs faces a situation where government departments poorly communicate with each other even though there are easy measures to communicate.

Asked to comment on cooperative government, the fieldwork revealed that there is not always a substantive agreement between national, provincial & local Government regarding to the matters of mutual interests. However the major problem that limits the effective cooperative government lies with the ineffective internal government relations. The respondents affirmed that in some cases IGRs are problematic internally and it is even worse externally (national, province and local). Some of these problems resulted from the fact that "municipalities themselves do not always have a comprehensive communication strategy (including the use of information technology) to effectively communicate what the municipality is doing to provide free basic services, promote economic developments, and take forward IDP. They do not always have the capacity, skills and resources to implement an effective communication strategy" cited from the good governance learning network (GGLN) study titled "Local democracy in Action: a civil

society perspective on local governance in South Africa”. If there is no capacity, skills and resources at the municipal level somehow there would not be a smooth flow of business processes and effective engagement within the local government. The fieldwork results concludes that if in each sphere of government there are institutional challenges that leads to improper functioning of each sphere either is capacity or no skills,

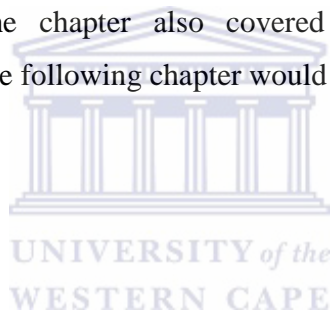
4.3.3. Public members perspective of intergovernmental relations

The respondents showed diminutive knowledge in terms of understand the different functions of three spheres of government especially the role of national and provincial. The local sphere is the most recognized sphere because it's expected direct engagement with the citizen which often happens less. The different functions between the spheres matters less rather than the cry on lack of services that remains undelivered. This survey indicated that the participants are less informed and less enthusiastic in terms of claiming their rights, they complain of inconsistency and unaccountability of municipality in terms of delivering of services. The most concerns of the informal dwellers are lack of housing and employment was top of the list. In narrowing down the question the respondents were asked to comment on the role of their ward councilor one man responded saying whoever the person is, s/he does not know why s/he is the councilor given so much lack of housing this community. They see little linkage between the spheres of government in terms of working together to delivery their services.

Beside the overlapping relationship between three spheres of government, each sphere is having internal problems to coordinate its affairs especially local sphere. The study has found that intergovernmental relations is falling short in entrenching cooperative governance across the three spheres of government as mandated by the constitution. There are problems related to indistinct role clarification, and infrequent interaction between districts and locals (service delivery was hampered by communication failures. This overview suggests that intergovernmental relations in many districts are failing to facilitate cooperation between the two levels of municipalities to coordinate their constitutional mandates and achieve efficient service delivery.

4.4. CONCLUSION

Some of these identified problems with IGRs the author summaries that these problems were cause because IGRs across government spheres consist of inexperience officials to facilitate the mandate IGRs and cooperative governance stated in chapter 3 of the constitution. The lack strong management and leadership is prevalent among IGRs, the available leadership is often dominated by the huge gaps of lack of delivery of services with less human capital. Surprisingly, enough the eGovernment fieldwork also stipulates the similar results where government officials are inexperience when it come to use of ICTs. The lack of skills seems to be the dominant factor across divisions of government. The chapter has covered the fieldwork of the study; the number of experts was interviewed from different directorates. The fieldwork covered the recognition of eGovernment by public servants, its aim was to assess whether public servants are familiar with the eGovernment initiatives. The chapter also covered the issues of coordination and intergovernmental relations, and the following chapter would focus on research findings.



CHAPTER 5

RESEARCH FINDINGS

5.1. INTRODUCTION

The chapter provides the research findings on eGovernment as well as intergovernmental relations and cooperative government. The research findings are drawn from the interviews that were conducted with various relevant directorates in the field of study, and will be compared with literature review in Chapter 2. The purpose of this is to test whether, what the literature insinuate whether it takes place.

5.2. ELECTRONIC GOVERNMENT

The study has consulted with various eGovernment experts and researchers to consolidate the research findings with the theory that is illustrated in Chapter two. The national, provincial and local government information sharing platforms are reviewed and analyzed to investigate the interaction among departments.

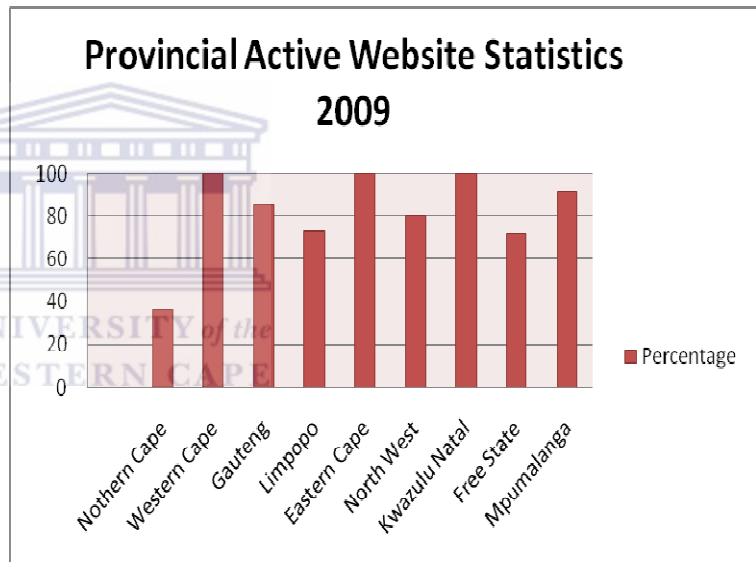
5.2.1 Findings on information sharing phase

Linking Gartner survey of four stages of eGovernment with regards to South African perspective on eGovernment, the study has found that departments have been successful in implementing the presence of government on the Internet. There are thirty-nine (39) out of forty-two (42) national departments (93%) that shares their information on the Internet. Three of the national departments depicted on www.gov.za website (cited on 01 September 2009 at 01:40am) namely, Economic Development, SA national academic of intelligence and Women, children and people with disabilities departments are not yet operational. The national departments share information such as tenders, vacancies, legislation policies, events, media releases, speeches, and so forth. The information is useful to the public members who can use it according to their own needs.

The 93% of national departments shows that government is committed in providing their services online to encourage information transparency.

The provincial government of South Africa has nine provinces; and each province has their own operational information sharing websites. The Eastern Cape and Kwazulu Natal provincial governments have 100% of the operational and up to date websites, followed by Gauteng with 86%. The author has notice that Eastern Cape is the only provincial department that has a Podcast⁷ link in their website where users can download the speeches and listen to them without read the entire speeches.

Free State provincial government current have 72% of the websites are working whilst the no information website (www.fslgh.gov.za) of the department of Cooperative Governance, Human Settlement and Traditional Affairs has at least 17 useful links none of them are working neither a note that tells the users that the website is still under construction. The department of the Premier does not have its own website rather than one page information about vision, mission, values and telephone number. [Accessed 01 Sep. 09 03:47]. The department of Social development website (www.fssocdev.gov.za) is also not active [Accessed 01 Sep. 09 03:52]. Limpopo provincial government showed about 73% of active websites, the departments of Safety, security and Liason; Road & Transport; and Sport, Arts & Culture where however inactive.



⁷ A podcast is a series of digital media files, either audio or video, that is released episodically and downloaded through web syndication. Extracted from <http://en.wikipedia.org/wiki/Podcast> Accessed on 01 Sep. 09 at 02:30

In Northern provincial government only 36% of website that are currently operation namely Premier, Agriculture and Land Reform, Education, and Cooperative Governance, Human Settlement and Traditional Affairs. The provincial government was contacted to explain the missing 64% that is not operating but there was no response. In the website the provincial government can only be contacted by writing an electronic note with no idea of who will reply or is accountable for your enquiry and it includes the department of the Premier of the provincial government. The other 3 operational websites there are contact details which includes telephone numbers and electronic note but who to contact remains a mystery. However, the department of Cooperative Governance, Human Settlement and Traditional Affairs has little information in the website and it was last update on 11 June 2009 which is 3 months ago.

Western Cape provincial government do not have the stand alone departmental websites; they are embedded links with the limited information pertaining departments from the Cape Gateway website. However, the Cape Town municipality website provides local government related services. Throughout the navigation of this governmental information sharing platform the study has also found that they are only information sharing but they have not been developed to accommodate other stages of eGovernment. The Capegateway.gov.za is still under construction, but all the visited department websites are working effectively, even though some of the links are not active. The North West Provincial Government websites revealed 80% of the 10 websites available online, the human settlement is under construction and health & Social development is current not active.

There are many other successful eGovernment services that have been implemented throughout South Africa which includes: Batho-Pele Gateway that serves as an official entry point to South African government and related information and to provide comprehensive information about Government Services. The services.gov.za sub link provides a single point of access to South African Government services to Citizens, non-Citizens and Business 24 hours a day, seven (7) days a week, 365 days a year. Whilst the info.gov.za sub-link provides access to online government information, provides information about government and its activities. It further provides access to non-government websites with information relevant to government's priorities

and contributes to participative governance. This initiative was focused on providing information through the internet and also provided a call centre facility to enable those without internet access to participate in this information delivery. SITA hosts and support this infrastructure and also operates the call centre facility. This initiative has been implemented and it is functioning. Secondly, the Thusong Centres ICT Blueprint that governs deployment of ICTs to Thusong Centres, and that can be used as a model to rollout ICTs to Clinics, schools, and community radio stations. National deployment of Thusong Centers, which are multi-purpose community centers, with a shared infrastructure which Government Departments will utilize to provide services to communities.

Having accessed these information sharing platforms which is linked to the presence of government to the internet, the study has found that South Africa has made meaningful strides in achieving the first stage of eGovernment. However, some of the departments still lag behind in ensuring the success implementation of this stage. For instance Northern Cape provincial government has not successfully attempted to ensure their society is informed about the services that they offer given its 36% current operational websites. The study has also found there is lack of prioritising the notion of sharing information with the public, and having the first step compromise in other departments the move to other stages might have been hamstrung because the total transformation of government to eGovernment might not take place.

However, there are those departments who do not have website, the author has fallen short to find the appropriate individuals responsible for driving eGovernment initiatives and it has left unanswered questions such as:

- Do these departments fall outside eGovernment or what?
- What measures do they use to share information within and outside government parameters?

Their commitment to ensure an informed society is also questioned, so as the electronic service delivery which is believed to have a potential of ensuring efficiency and effective business processes.

5.2.2. Findings on Interaction phase

At this stage, the expected interactions are between G2C, G2G and G2B. However, in all three levels of interaction, the study has found that there is less evidence that interaction does occur especially the when it comes to G2C interaction using ICTs as an enabler. G2C initiatives are designed to facilitate citizen interaction with government, which is what some observers perceive to be the primary goal of eGovernment. These initiatives overlap to the succeeding stage with an attempt to make transactions, such as renewing licenses and certifications, paying taxes, applying for social grants and many more (Seifert, 2003:8). The study also found that the online G2C interaction has been hamstrung by the high digital divide that the country has. The term digital divide which refers to the gap between people with effective access to digital and information technology and those with very limited or no access at all. It includes the imbalances in physical access to technology as well as the imbalances in resources and skills needed to effectively participate as a digital citizen⁸. Firstly, citizens do not have access to ICT resources especially the marginalised citizens, so having them interacting with government officials has limited evidence. In the previous chapter one responded revealed that their access to government information is limited due to their level of education and they cannot use computers to access the information they need and they still prefer office/ departmental visitation and in most cases they end up not assisted due long queues. The study has found that it is not only about having access to infrastructure but as well as the ability to use the available infrastructure does not exist.

The study has found the digital divide does not only among citizen because some of government employees are not computer literate especially in the rural areas. The digital divide in South Africa hamstring the success of eGovernment, which will mean that the traditional way of doing business still persists. At the official level it is expected of those within government to sabotage the use of electronic tools resulting to change resistance and the adoption of eGovernment will be delay or fundamental ignored. The encouragement of eGovernment is however very minimal is areas where computer literacy is not proirity. The G2G interaction is exceeding low (see

⁸ The definition of digital divide was extracted from http://en.wikipedia.org/wiki/Digital_divide on 12/04/09 at 23:19

intergovernmental findings) within and outside departments because weak leadership. When it comes to G2B interaction is considered to be relatively high because government is a competing with other global role players. Even though there still some limitation in terms of quick response this initiative allows government to correspond with business **vis-a-vis** on matters of mutual interests. The trips to government offices has been minimised because most interaction takes place online.

5.2.3. Findings on transactional phase

Throughout the analysis of these online information sharing sites, the study have found the third stage of eGovernment stipulated in Gartner (2000:5) is also in the pipeline and there are a number of online services that has been developed and implemented under G2B category. The G2B is the most productive initiative and it has been given much attention because the high enthusiasm of the business community which carries out various activities such as procurement of goods and services, potential reduction of cost, increase competition and mentioning the few. South African Revenue Service is the good example which has implemented a secure portal for online submission of tax returns called e-Filing. The e-Filing grants access for individual taxpayers, tax practitioners and businesses to register for free and submit tax returns, make payments and perform a number of other interactions with SARS in a secure online environment from the comfort and convenience of their home or office.

Some of the success stories include:

- Deeds Web provides online deeds information to paying subscribers in line with the promotion of Access to Information Act.
- A electronic national traffic information system
- The payment of electricity, traffic fines and other municipal bills has gone online in some of the metropolitan councils. The sites give users access to information about the municipality services. They further provide for lodging basic requests online, such as reporting of malfunctions and self logging of incidents and requests for statements. They also attempt to provide for self capturing of metre readings to manage the

estimations for billing purposes. These services are available for City Johannesburg Municipality and City of Tshwane Municipality.

These current eGovernment developments are up and running and some of them needs to be strengthened i.e. looking at the transactional aspect of services. However, the development and maintenance processes for transactional services are quite complex: firstly, “service requirements must be analysed; secondly, the service has to be designed, considering functional requirements, user interface aspects, and administrative issues. Implementation and deployment should then commence, and the e-service platform should be linked to some installed IT system, for exchanging data. Finally, when changes to the service are required, the whole process must be carried out, resulting in costs and delays” (Vassilakis et.al 2002:1). Due to the complexity of the study and time limitations, the software developers/ engineers were unable to be contacted to comment on shortcomings that experience in term the development or design of transactional services] However, the observers indicates that the most experienced problems with the transaction stage is that the development or designing of the system architecture is progressing very slow so as the maintenance. This has led to inconsistent delivery of transactional services.

5.2.4. Findings on eGovernment transformation phase

The study has found that government departments have not yet been able to accommodate and operationalize all government functions through the application of ICTs. As much as eGovernment is seen as a set of tools that will enable public agencies in serving their constituencies effectively, the paper has found that there is no province-wide monitoring and evaluations system in all provinces that foresees the implementation of eGovernment initiative. According to Shafritz (1998: 818) “evaluation is one of the critical activities that measure whether the policy/ programme objectives are met or achieved. Without the evaluation it will be difficult to see if whether the policy/ programme are still on the right path. It also determines value of effectiveness of an activity for the purpose of decision making” Having accessed eGovernment projects in South Africa, the study has establish that government departments has not been successful in streamlining business processes because there is no evidence that

government has “utilize full capacities of the technology to transform how government functions are conceive, organised and executed” (Seifert, 2003: 11). There are many constraints that government has such as administrative, technical and fiscal. Government has managed to provide easier access to information and services however, the study has identify there are still limited use electronic platforms in departments because of financial resources and skills that are currently limited.

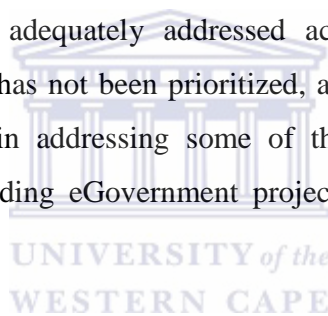
Lastly, the study has also found that there is still lack of conceptual understanding of eGovernment among officials which creates a situation where officials cannot fully prioritize or endorse its benefits. This lack of understanding delays the transformation of making government departments effective and accountable. The transformation phase lies on the leadership of department because the streamlining of government services has not yet been fully endorsed due to the leadership that is not hands on to eGovernment initiative. The government has not work hard enough towards the enhancement of government productivity by redesigning front and back office processes through utilizing the ICTs. Some departments are still has not improve their information management which is presumable will lead to better performance.

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The benefits of eGovernment have been less exercised and eGovernment is unable to take effect in the sense that officials are not fully aware on how they can align their business processes according to the eGovernment. The transformation of public agencies is invisible because of the lack of commitment of the departmental leadership. However, the first two phases of eGovernment has been implemented and the last two is still in its teething step. Majority of departments have eradicated the paper base operation to the electronic or computer base operation. Therefore, government departments/ officials have access to computers that are connected to internet which means that they are participating in the digital or online government activities and this kind of participation is the one of the first step that brings about ‘information literacy’. Shapiro & Hughes (1996) define information literacy as "a new liberal art that extends from knowing how to use computers and access information to critical reflection on the nature of information itself, its technical infrastructure and its social, cultural, and philosophical context and impact." That implies "to be information literate, a person must be able to recognize when

information is needed and have the ability to locate, evaluate, and use effectively the needed information" (The American Library Association's (ALA) Presidential Committee on Information Literacy, Final Report states: 1988). As much as departments have computers connected to the internet, an eGovernment or digital revolution in SA is growing rapidly. However, the study has found that the use of electronic tools (eTools) has not reached the maturity stage where public servants have accomplished a position of competencies that informs them to participate intelligently and actively due to institutional challenges that still persists.

It is important to note that eGovernment is not only made by these four stages, there are other issues that form part of eGovernment which includes the availability of resources such as human resources, finance and infrastructure. The four stages are underpinned by the fore-mentioned issues. The author highlights that eGovernment is not yet been made possible simply because these three areas has not been adequately addressed across department. The budget for eGovernment within departments has not been prioritized, and the availability of eGovernment budget would make it possible in addressing some of the shortfall such as recruiting the appropriate human resources, funding eGovernment projects, maintaining and improving the infrastructure etc.



5.2.5 Findings on ICTs infrastructure

The study takes into cognisance that the total transformation should be underpinned by the adequate skill and resources that are currently limited. However, the fieldwork results showed that there are limited resources to execute eGovernment. Even though one of eGovernment aim is to reduce cost but to roll out ICTs is expensive. The infrastructure and necessary skill is one of the vehicles that will drive eGovernment to its final destination. However, the study has found that there is limited infrastructure so as the skill level. The required infrastructure according to the policy is the application infrastructure, which is about which about enterprise portal, content delivery, knowledge management, data access, and application integration and application development. Secondly is the deployment infrastructure which focuses on user interface, content model, content management, data management, transactional model, workflow, and components model.

Lastly, Technological infrastructure which comprises platform and computing Environment, network computing infrastructure, and system management and security. Departments are unable to execute their eGovernment projects due to limited infrastructure. It is important to note that the infrastructure of eGovernment is not only focusing on the acquisition of computers and necessary hardware and software. It also include expenditure on other related issues like training and support, maintenance, electricity, Internet access, cost of disposal of obsolete computer hardware, the massive cost of copyright clearing, and the cost adaptation and localisation of learning materials produced for different contexts (Guri-Rosenblit, 2005; Mac Keogh, 2001). Most of these costs are recurrent, for example, continuous training, system upgrading, licensing and maintenance...as it demands more resources in terms of human capacity, as well as expensive infrastructure (Guri-Rosenblit, 2005) cited in Fourie & Njenga 2008).

5.2.6 Findings on human capital

The study has found that the institutions that are championing eGovernment do not have the necessary capacity to carry the vision of eGovernment. South Africa faces significant human capital development challenges in building the Inclusive Information Society. One of the key challenges is the shortage of skilled ICT people in the country exasperated by brain drain of skilled ICT personnel and other professionals to developed countries, and from public to private sector, and currently the education and training system is also unable to produce the essential and technical management skills that most employers seek. The private and public sector has critical ICT skills challenges, they are faced with the challenge to find the right people to perform the job, and this is not easy given the global session for skilled people” (Farelo & Morris, 2006). As much as government departments are supposedly to facilitate and promote the application to ICT to enhance struggling service delivery to be more effective, efficient, responsive and innovative however, government employees feels that government do not have proper incentives to retain and develop the skilled individuals. The study concludes that the interaction between G2C & G2B & G2G is not effective and it also hamstrunged by the lack of human capital and skill shortage which are the missing factor to contribute in the success of eGovernment.

On the other hand eGovernment also has its own limitations which are partly related to the human capital and the state's inability to engage themselves to make use of the innovation. This shortcoming can be adequately addressed when government officials start to recognise the role that eGovernment can play toward improving work performance and service delivery in general. Moreover government officials need to familiarise themselves with the application of ICTs into their day to day business activities and align their given mandate with the eGovernment. The study has found that there is a lack of integration on government services, intergovernmental forums seem not to work together due to improper coordination and participation among the forums.

The study has established that some of the challenges related to cooperative governance can be dealt with only if government officials could recognise the benefits that eGovernment brings. The idea of government being effective and efficient concerns more with providing the "processes and institutions that produce results that meet the needs of society while making best use of resources at their disposal" (OECD, 2000). Commenting on the role of ICTs, the GovTech magazine (2008) states that "technology has a vital role to play in the public sector; it has the ability to grease the wheels of industry and substantially speed up the pace at which systems can operate". Therefore the ability of IGRs to perform effectively and efficiently lies on those who are on the driving seat of state machinery. Government officials need to realise that there are other mechanisms available to assist them to accomplish their forum's mandates by involving the use of electronic government.

5.2.7 Findings based on eGovernment legal framework and supporting policies

Hence this is an exploratory study, the researcher feels it important to review whether these policies effectively implemented or not, and what hamstrung the implementation processes. Policy implementation is also one of the crucial activities that identify steps that must be taken to achieve the required goal for which the policy was formulated. It is concerned with what takes place when the policy is delivered. The study has selected the 5-C protocol model to analyse eGovernment legal framework and supporting documents. The model stipulates the following:

The **Content** of the National IT policy framework and other eGovernment supporting policies has set-out their goals, in terms of what they stand for, but there is less stipulation on how these goals would be achieved (at the department level) over the period of time. Therefore, that explains the reason why eGovernment still falls behind in all departments. It is because there is no thorough implementation plan that seek to address the 'how part' i.e. policy inputs that translates to policy output. According to Van Meter and Van Horn (1974: 447- 448 cited in Brynard & De Coning 2006: 183) policy implementation encompasses those actions by public or private individuals/groups that are directed at the achievement of objectives set forth in prior policy decisions. It is the observation of how-what had to happen is going to be achieved. It also includes all the many activities that happen after the statement of a policy, and that these activities often happen at very different levels (Brynard & De Coning, 2006).

The content of policy is then followed by the “nature of the institutional **context** which indicates the path through which the policy must travel” (De Coning, 2006). EGovernment policy (also known as IT policy) together with its supporting policies (electronic communication and transaction Act, Interoperability Act, and so forth), the study has found that the implementation of these policies have not been able to be carried out. For instance, the eGovernment transactional phase has not been fully realised due to lack of human capital and other resources even though the Transactions Act No. 25, 2002 insists on “providing for human resource development in electronic transactions”. According to the electronic government regulation chapter 5 of Public Service regulations (2001) the underlying principle of electronic government value, the departments shall manage information technology effectively and efficiently”. However, without deploying adequate resources in departments eGovernment is just a dream that would not be realised. Policy implementation is interested on “conversion of physical and financial resources into concrete service delivery output in the form of facilities and services, or concrete outputs aimed at achieving policy objectives (Brynard & De Coning, 2006: 183)

Thirdly, is the **commitment** of those entrusted with carrying the out the implementation process, the policy by itself cannot be successful and it requires some methods to be engaged during the

implementation phase, and one of the methods is for the entrusted people to commit themselves toward achieving the policy. The study has found there are less or no successful stories across departments in terms of their commitment in implementing eGovernment. When conducting the fieldwork the author become aware that IT national policy is not fully supported at the provincial level because majority of provincial departments do not have their own departmental strategies that align its business processes with the utilisation of eGovernment. Therefore, eGovernment policy and other supporting policies would not be implemented effectively when departments do not take the ownership of creating activities that respond to the goals of the policy. Warwick (1982: 135) states that “government may have the most logical policy imaginable ...but if those responsible for carrying it out are unwilling or unable to do so, little would happen”.

The second last protocol is the ‘administrative **capacity** of implementers to carry out the changes desired of them’. According to the study, it has found no evidence that the eGovernment policy was effectively implemented. As much as policy can be diverted into different direction, eGovernment policy remains unchanged judging from lack of evidence in terms of the availability of eGovernment documentations that highlights the necessary made changes. According to Cloete (2000) “the implementation process must be evaluated ... to compare explicit and implicit policy objectives with real or projected outcomes or results or impacts. The study has already indicated that there is a lack of human capacity therefore it makes it hard for eGovernment policy to be implemented nor identify necessary policy changes or redirect the policy.

Lastly, the support of **clients** and **coalition** relates to the importance of intergovernmental relations, where a department cannot survive on its own, it needs to connect with other department to ensure a successful implementation. However, most departments have not been able to implement eGovernment policy. It is important to note that the implementation process does not occur overnight, it takes time depending on the nature of the policy objectives that are to be implemented. Policy implementation is achieved through establishing programs that respond to the policy objectives. It deals with program activities, where they occur, and who delivers them. During this stage there is a need to monitor the existing implementation process in

order to keep track of the time frame, the spending programme, the process towards the objectives and the quality and quantity of outputs (Shafritz, 1998).

5.3. INTERGOVERNMENTAL RELATIONS AND COOPERATIVE GOVERNANCE

The intergovernmental relations were not easily investigated; there were some shortcomings in terms of securing the interviews with from various spheres of government. The author has managed to interview the schedules limited participants, and in terms of the follow-up research was not successful. Participants gave their insight based on the questionnaire that was table before of them. The author conducted a panel interview which had four delegates that presented different division within IGRs.

The previous chapter showed that there is indeed a lack of coordination regarding the intergovernmental relations at large. The lack of coordination demonstrates disintegration among the spheres and it compromises the principle of cooperative governance. Chapter 3 of the Constitution states that the three spheres of government are “distinctive, interrelated and interdependent”. The distinctiveness has been covered by the Constitution where it has allocated certain functions and powers to each sphere which then have the final decision making power on those matters. But the interrelatedness and interdependent does not seem to be effectively employed, according to the findings of this study, there is a lack of supervision by the other sphere of government meaning there is a limited interconnection from the spheres of government.

When it comes to interdependent, each sphere is expected to ‘exercise its autonomy to the common good of the country by working together with other sphere’. As indicated above that interdependent is also not effectively employed, as much as there is limited interconnectivity, the study has also found that provinces do not work together, For instance, departments within the urban areas have limit or no contribution at all to assist the departments that are in rural areas. In other words there is limited or no province-province interaction/ consultation/ coordination/

which aims to improve one another. National government also does not seem to facilitate such interaction, it is only in paper that interrelatedness is applicable. For example, National departments presuppose to take a lead in ensuring that the most advantageous provinces support disadvantageous departments in other provinces. The study has found that there is no top-down approach that ensures the interconnectivity takes places across similar departments, and that is why department operate in silos it is because of lack of leadership and guidance from the national department. The lack of province-province support has widened the gaps of inequalities between the advance provinces and struggling provinces. This support should entails skill transfer, training and development of rural government personnel's. The study has also found that within one sphere in province there have been some complications of cooperation because of the distinctiveness of each sphere to a certain extent that interrelated and interdependent of spheres are being overshadowed.

Beside the distinctive, interrelated and interdependent of spheres of government, there are other contributing factors that have led to lack of services delivery when it comes to intergovernmental relations. For example each sphere of government is perceived to have fragmented communication systems that do not provide consistency in 'optimizing both efficiency and effectiveness in core processes and decision capabilities'. The study has found that besides operating silos, departments however do not communicate/ consult with one another on mutual matters because of different report structures. The study has also found that the existing communication systems have not sufficiently provided 'the effective, transparent, accountable and coherent government' stated in chapter 3 section 41, 1(c). There are limited channels or platforms that are created for the organs of state to engage with one another to bring about support and assistance on one another. The lack of these communication or interaction platforms has led to other escalating problems such as weak entrenchment of good governance and cooperative governance. It also depicts that leaders, teams and individuals within IGRs are not sharing their insight of their vision, mission and objectives with one another and often times some initiatives fails because of fragmented interaction approaches.

The study has also found that there is no province-wide implementation framework concerning IGRs, as much as the IGRFA (13 of 2005) stipulates some the roles of different IG structures. These roles has not give rise to proper implementation of the Act, the author feels that in most of the time the legal framework is a mere theory, in terms of what they must achieve but in practice nothing that seem to take place. The study has found that public officials do not necessary understand the legal framework's objectives and what they seek to accomplished. The lack of understanding the legal framework has created a misinterpretation and poor implementation. The experts on IGR feels that the IGRF Act (13 of 2005) did not have a thorough implementation debate plan in order to understand the consequences that it is intending, and the Act was promulgated without fully understanding the resources (HR, finance & infrastructure) implication that was required to ensure the its implementation. For instance, the intergovernmental relations framework Act has not identified measurements that will be used to assess the progress of the policy. There is no clear model that will be used or followed to translate the policy inputs into meaningful outputs beside the institutional arrangements of the policy that are working towards achieving the goals. The Act presumes the level of consensus between the spheres of government which is more absent that prevalent. Government assumes that it will address or automatically achieve its purpose without government doing a thorough dissemination of the policy to the relevant stakeholders e.g. give guidance to policy implementers to impact them with the necessary tools to implement the policy.

Ismail, Bayat & Meyer (1997, 137 cited in Sokhela, 2006) stated that intergovernmental relations are an important means through which coordination and cooperation among the different spheres of government can be developed ...and interacts with other sphere to ensure effective and efficient implementation of policies and programs". As much as there is a strong emphasis of coordination and cooperation on the above statement, however, the statement is meaningless due to the less evidence that depict the existence of coordination and cooperation. There have been some institutional challenges around mobilising implementation of the Act, and officials do not have the necessary means to implement the Act. According to Kanyane (2008:140) it still remains a challenge for portfolio committees of the provincial legislature to ensure that the machinery of government works better at integration and more efficiently in the delivery of

services to communities. Integration of government services seems to be the most difficult task ever, even within one department there is misalignment of services.

The study have found that IGRs have not been able to provide effective, transparent, accountable and coherent government for the Republic as chapter 3 of RSA Constitution indicates. Chapter 3 of the constitution encourages that intergovernmental relations must cooperate with one another in mutual trust and good faith. However, the study has found that there are limited relations across NIGR, PIGR, and LIGR, let alone assisting and supporting one another. There is no flow of information and knowledge sharing on matters of common interest, so as the coordination is concern. There is a weak relation between local government and two other spheres of government.

5.4. CONCLUSION

The chapter has identified a number of findings on eGovernment, IGRs and cooperative government. As the study is exploratory in nature, the author has observed so many pitfalls based on the use of eGovernment integrating intergovernmental relations. In a nutshell, the study has concluded that due to the lack of departmental support, the existing use of eGovernment in unable to provide effective, efficient and coherent intergovernmental relations to encourage cooperative governance.

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

The study focused on the use of eGovernment as a means of facilitating intergovernmental coordination for the promotion of cooperative government in South Africa. Specifically the study investigated possible ways of ensuring that intergovernmental structures were coordinated properly through use of eGovernment as an enabler for unifying government services, increasing transparency, and promotion of effectiveness and efficiency taking into account that cooperative governance is also encouraged within government departments.

The study reviewed the literature on eGovernment, intergovernmental relations, and cooperative governance. It has established the relevance of ICT which translates into eGovernment. Furthermore the study highlighted on how intergovernmental structures can be transformed when ICTs are effectively and efficiently employed. This concurs with Misuraca (2007) who stated that ICTs are able to “increase the relevancy of the policy formulation process because through increased participation, improving the process of resource allocation, responding timely to citizens' needs and increase coverage and quality of their services. In addition ICTs are capable of supporting increased interaction between citizens and their governments, which in turn enables citizens both to participate in the decision making process and become more aware of their personal and community development.

The study concluded that both eGovernment and intergovernmental relation have challenges of their own that must be addressed. The potential of eGovernment have not been exercise accordingly, therefore it remains to office bearers to start strategizing on possible ways of fully endorsing the use of eGovernment to address the lack of integration; coordination and communication within IGRs across the spheres of government. It has the ability to act as enabler

if it is supported enough through using appropriate required resources. The study also concluded that eGovernment through the application of ICTs, can assist intergovernmental structures to integrate their disjointed services by providing a seamless government services were “walls are replaced by networks”. That would allow similar services to be coordinated effectively irrespective of geographical dislocation of intergovernmental structures. It would entails that intergovernmental structures work closely together by employing eGovernment to ‘transform public service into representative, coherent, transparent, efficient, effective, accountable and responsive to the needs of all’.

According to Linden (2003) seamless government entails simple, transparent processes; multi-skilled individuals and teams with broad responsibilities and centralized information, decentralized operations. Fillottrani (2008) states that seamless government is about public agencies working across boundaries to achieve a shared goal and an integrated government response to particular issues. The definition of seamless government is not far from what eGovernment hope to achieve; it refers to the use of Information and Communication Technology, particularly the Internet, as a tool to achieve better government (OECD, 2000). Seamless government characteristics involve horizontal connections, vertical connections, infrastructure connections and connection among stakeholders: government, private sector, academic, NGOs. Whilst eGovernment on the other side aims on providing higher quality of services, improve efficiency in government processes and make more efficient use of public funds. However, “seamless government is a new paradigm in eGovernment with focus in reengineering processes and organisational units” (Fillottrani 2008)

The study also concludes that intergovernmental relations are able to facilitate cooperative governance through consulting one another and eliminate barriers that restrict inclusive participation. The inclusive participation further recognises the importance of providing impartially, fairly, equitably and without bias services and transparent engagement. The participation would encourage the mutual engagement of public servants, members of the public, NGOs and other sectors to bring about solutions to problems surrounding intergovernmental structures. The literature of intergovernmental relations stipulates that IGRs concerns itself with the way

in which government working together to achieve sustainable development and enhance service delivery in the developmental state. It involves government sphere to integrate their actions for the sake of service provision (DPLG, 2007). To achieve sustainable development and enhancing service delivery involves the capabilities of government in responding to the challenges that affect the developmental state.

Another conclusion that the study has established is that when it comes to eGovernment information sharing is limited since IGRs hardly meet to discuss or engage each other on mutual issues, in this way the use of the electronic platform becomes irrelevant because parties involved do not seem to have time for each other. The study has also established that eGovernment has its own shortcomings too; these include misconception among officials; failure by government officials to fully utilize it in a manner that it can bring about effective service delivery. A further conclusion the study makes is that eGovernment has not been fully utilised as a tool for transforming government business process.

Generally speaking eGovernment has made very slow progress in South Africa although there are still some challenges that need to be addressed. The use of eGovernment has been one of the innovations that government need to invest in because of its ability to grease the wheels of industry and substantially speed up the pace at which systems can operate. On the other hand IGRs have lagged behind because of a number of problems indicated in the previous chapters. However, the ICT (house) of values promises to ensure that all ICT solutions with government can integrate/ interoperate; and leverage on economies of scale – use our buying power to procure ICT products and services for government centrally; and ensure that all products and services are secure etc.

The point of departure in this study has been the emphasis that eGovernment can promote a government that responds to internal and external operations of the government department with effective and efficient service delivery. The study stance is that without proper facilitation and coordination of intergovernmental relation forums services will be delayed or remain undelivered, due to inefficient operation of the IGRFs in this way it will become impossible to

achieve cooperative government. Intergovernmental structures can attain productivity, efficiency and effectiveness in delivery of quality services through the application of ICTs. An eGovernment promises effective intergovernmental relationship and consolidation of government systems; and it can streamline government services to enhance government productivity. Moreover it ensures access of better information and service delivery and can promote democratic practices through public participation and consultation. The main purpose of eGovernment is to transform government departments by making them more accessible, effective and accountable through the application of ICTs.

6.2. RECOMMENDATIONS

The recommendations of the study are based on the literature review, fieldwork results and what has been found throughout the research. South Africa has a system of intergovernmental structures that are not effectively coordinated in terms of engaging each other in matters of mutual interest. Besides there is an insufficiently developed ICTs system (eGovernment) that is not properly utilized which has the potential to change the ineffectiveness of IGFs but the study has found that the system is just not fully employed and its implementation has been slow. However, eGovernment, IGFs and cooperative government has their own challenges; can eGovernment for real facilitate or enable IGFs to encourage cooperative governance in South Africa? Given the fact that there is indeed lack of coordination among IGFs which has resulted into failure to achieve cooperative governance; can eGovernment remain the redeemer of cooperative government to bring about the total transformation in the public sector?

In responding to the above questions, eGovernment requires strong leadership (human capital); improvement of ICT infrastructure; and eGovernment prioritization (Budget) to be address in order to have effective eGovernment that responds to the challenges that faced intergovernmental relations and corporate governance. Beside leadership, ICT infrastructure, and human capital which are discussed below, the study recommended there is a need to a departmental total commitment to the eGovernment initiative. There are some problems that that just needs commitment of the department such as creating information sharing platforms including

websites, it is totally lack of commitment for Northern Cape provincial government to have only 36% of government website that are operational. Not only that some of the website (information sharing platforms) are not updated, and this does not need a genius to do that, it is a matter of province's commitment in putting in place some transparent measure through sharing and connecting with other relevant stakeholders.

6.2.1. Human capital

Lack of strong leadership was found to be one of the outstanding problems that have led to poor implementation of eGovernment and intergovernmental relation in South Africa. The eGovernment and intergovernmental relations have not been able to be effectively implemented across all departments. There is no or limited strong leadership at the departmental level that oversee the challenges that intergovernmental relations face on a daily basis are addressed. The lack of leadership has led to less recognition of the importance of eGovernment as stipulated in the previous chapter. Officials have overlooked the benefits of eGovernment, such as increase effectiveness and efficiency in both internal and external government operations, and bring government departments closer and work together more easily because of seamless government services. However, it is recommended that further studies be conducted to determine the extent to which the leadership can contribute to the success of seamless government in South Africa. Indeed there is a need for strong leadership with the required attributes to drive eGovernment and intergovernmental structures across spheres of government to ensure that government services are effectively and efficiently delivered.

Throughout the research the study has found that the available leaders to a certain extent do not necessary understand eGovernment as a term let alone its benefits. Therefore, the leadership with relevant knowledge about eGovernment and understand its policy implication would enable the successful facilitation of intergovernmental relations. The study also recommended that the required leadership should be held accountable for the implementation of eGovernment initiative. It is now the time to move away from the theoretical aspect of eGovernment, a lot has been said without holding department leaders accountable of their lack of commitment. Lastly,

the study has recommended that those who have shown no sign of improving their department should be fired and bring on board people who are committed to change the face of their departments around. Intergovernmental relations would not be able to encourage cooperative governance if the available leadership is not well informed/ equipped about the current ICTs trends that ensure effective facilitation and coordination.

The human capital is one of the key drivers of any governmental structure. The usage of ICT tools requires users to have the capability to learn and acquire a certain level of knowledge in order to use them effectively. Given the research findings that there is no capacity to carry out the eGovernment initiative and IGRs goals, the study have recommended, it is not enough to identify shortage of skill. The aggressive approach of improvement of human capital should be introduced countrywide. Higher education institutions (HEIs) should be responsible for recruiting candidates and train them to address the country's shortage of skill. The HEIs involvement is critical in terms of developing relevant curriculum that focus on the core development of human capital. There is a global need for skill availability in certain sector such as science and technology, and instead of competing with other role players in recruiting relevant skills; South Africa must start building its own skill development hub that focus on the South Africa needs. However, the development of skill is crucial but if the country cannot retain such skills it has developed; it would be wasting its financial resources and time. The study has recommended staff retention should be address in all departments by providing incentives, so that employees can be committed to the department they serve. The staff retention should be coupled with incentives for those who are driving eGovernment in departments i.e. laptops, iPods etc to encourage user acceptance and also attract other people to start and generate an enthusiasm for employees to apply the benefits of eGovernment. This is a departmental base encouragement, so much has been focusing on customers in terms of providing services online and less that is said/ done in terms of encouraging departments to implement an effective eGovernment, to a certain extent that departments has not made meaningful strides in moving eGovernment forward.

The study has also recommended that public servants need to be exposed to eGovernment related projects, and be provided with some training so as to empower the limited staff. In so doing it will increase usage of eGovernment among officials, and increase productivity. Furthermore it is recommended that Government need to employ and train qualified practitioners, people with the required skills work more effectively than those who possess no skill. It will be valuable for government to recruit qualified candidates and post them to institutions that are mandated to make eGovernment a success.

6.2.2. Improve ICT infrastructure

The study recommended that South Africa must build a sound ICTs infrastructure across all government departments. According to 2005 report by Vukanikids states that “most of the government’s socioeconomic initiatives, such as poverty alleviation, grant administration, education and training, and national health system depend on the availability of a sound ICT infrastructure”. Furthermore it is recommended that Government must increase provision of ICTs infrastructure in order to implement eGovernment. The theoretical perspective suggests eGovernment is being deployed not only to provide citizen services but for the purpose of enhancing public sector efficiency, improving transparency and accountability in government functions and allowing for cost savings in government administration” (UN: 2008). The above theory will can only be practical when the appropriate infrastructure is available. Besides availability of infrastructure, public servants must change their attitude towards the use of eGovernment and start to think that they can do more i.e. infrastructure can only be used as the tool to increase efficiency and productivity. Without this kind of thinking, public officials cannot improve their daily operation because the effectiveness of government institutions lies more on the willingness to do better and improve government services of public servants not on infrastructure which must be seen only as an enabler of services.

6.2.3. Financial/ budgetary

The study also recommended that eGovernment must be prioritized in terms of boosting its financial muscle. The study has found that ICTs is not necessary about cutting cost especially when there is no base of infrastructure. Therefore, it is expected that to roll out ICTs is relatively expensive rather than cutting cost. According to Guri-Rosenblit, 2005; Mac Keogh, 2001 cited in Njenga & Fourie, (2009) it should be appreciated that the investment is not only infrastructural (the acquisition of computers and necessary hardware and software), it should also include expenditure on other related issues like training and support, maintenance, electricity, Internet access, cost of disposal of obsolete computer hardware, the colossal cost of copyright clearing, and the cost adaptation and localisation of learning materials produced for different contexts. Most of these costs are recurrent, for example, continuous training, system upgrading, licensing and maintenance.

6.3. OTHER RECOMMENDATIONS

The application of information and communication technologies in the intergovernmental forums or public institutions has the capability to improve their operations and improve delivery of services. The Western Cape provincial government (2007) highlighted the use of eGovernment as means of addressing a plethora of problems that the governments or public agencies in general face in serving their constituencies effectively. The problem of ineffective coordination among intergovernmental institutions could be solved only if ICTs were employed more effectively. The study has recommended that IGR leaders should find a holistic approach in using ICTs to improve their internal and external operation. There are many problems that the study has identified which include lack of productivity, lack of top-down support and bottom-up enquiry for assistance and just mentioning few. Transparency has been identified as one of the problems that have diminished the effective corporate governance. However, among the few identified problems they study have recommended that intergovernmental relation performance lies within the spirit of workmanship; ICTs would not always a necessary tool to be you to enforce coordination. If the IGRs are unable to consult one another as mandated by the constitution,

services will remain undelivered. It is recommended that IGRs should measure their performance from their identified goals and objectives. Holzer (2005:4) stated that “public managers and policy-makers now have sophisticated performance-measurement tools to help to deliver and improve services”. Holzer further identified four approaches that can build confidence in government operation namely,

- Establishing Goals and Measuring Results
- Estimating and Justifying Resource Requirements
- Budgeting and Reallocating Resources
- Developing Organisation-Improvement Strategies

If these approaches are in place they would assist in enhancing productivity and encourage performance simply because by ‘identify goals and measure results’ will redirect the intergovernmental relation leaders and be able to accountable to one another.

6.3.1. Interaction phase

The study have recommended that there is a need for government to eliminate digital divide, because it has led to other escalating problems which include the lack of interaction which limits transparency, accountability and information sharing between G2G, G2C and G2B. However, the study also recommended that the communication systems must be strengthened to encourage interaction among departments. The effective, transparent, accountable and coherent government’ becomes impossible when department operate in silos. Ferdinand (2000) argues that “the Internet has the potential to revolutionize political activity far more profoundly than the telephone or television ever did. This has led to the prediction that it will completely revolutionize government and democracy, to the extent that the outcome will be a new wave of democratization world-wide”. The internet revolution has the potential to uplifting service standards by benchmarking and providing effective & efficient communication channels and promotes the freedom of expression. The effective communication channels would increase data sharing and ideas or thoughts to be easily exchanged by using several methods.

6.3.2. Integration phase

The study has recommended that integration should be considered as the most important vehicle of government. There is so much that can be achieved if government services are integrated. There is a need for open relations that integrates the spheres of government and its departments. The current available information sharing measures does not necessarily encourage deeper engagements beside their focus is more on providing the legislation, documents, speeches and they are disjointed. For example national department of health is heading nine provincial departments of health which oversee the vision of the health sector is carried out. For this to happen effectively, there is a need to revisit the current online platforms whether they are able to provide deeper engagement and promote public participation. Recently, I have requested the some information using the online provided enquiry section; however, due to the lack of monitoring of these systems I haven't received such information. The available seamless system should be in place to integrate or provide a flow between national and nine provincial departments to ensure that the departments are well-governed. The system should provide guidance and self-help assistance on how to manage department, and public servants should be able to login the system and express the conditions that they work under to national and provincial department, corruption can reported anonymously without the fear of information leakage and so forth.

The new communiqué can be available across the country without arranging meetings which are time consuming. The system can also have online debate or discussions on matters that affect the service delivery.

- In education: learners and parents can report teachers who come to school drunk and selling drugs to school children.
- In health: Medication shortages can be place online
- In home-affairs: 'The endemic problem of corruption' can be limited by encourage horizontal and vertical transparency and integration.

The purpose of the system is to encourage and open the lines of engagement among member of the executives, NGOs, public servants, /and members etc. It is also meant to improve productivity and most importantly integrate the department.

6.3.3. Transactional phase

The study has recommended that transactional phase has to be strengthened, as much as there are some improvements in other metropolitan citizens can now pay their electricity, traffic fines online, however, the transactional stage has not been able to be streamline with the departments in terms of ensuring that government departments advances the role of eGovernment through the application of transactional stage.

6.3.4. Transformation phase

The study has recommended that departmental leaders together with other relevant organisations should strive for institutional buy-in so that the total transformation can take place. The adoption of eGovernment has not been fully realised because of the challenges that are not yet addressed. Institutional buy-in of any initiative is the key to the adoption of any change processes. According to UNDESA (n.d.) “the application of Information and Communication Technologies within public administration is to optimize its internal and external functions, provides government, the citizen and business with a set of tools that can potentially transform the way in which:

- interactions take place,
- services are delivered,
- knowledge is utilized,
- policy is developed and implemented,
- citizens participate in governance,
- and public administration reform and good governance goals are met”.

The study has recommended that the transformation of government departments should take into consideration the improvement of existing interaction tools, because through effective interaction alone would encourage service delivery, knowledge would be shared, transparency improves, policies are developed and implemented and good governance is made possible. A less interactive department would not be able to stand its roots especially if it does not include other departments. Interaction is not the only tool to ensure the entire transformation of public sector, however it is also involves the four critical above-mentioned key issues to be addressed namely strong leadership; improvement of ICT infrastructure; human capital; and eGovernment prioritization. The study also recommended that the eGovernment expenditure versus output should be measured. The current eGovernment outcomes have not demonstrated a strong expenditure, in terms providing proper tools such as ICT infrastructure, and the necessary skill development. The eGovernment budget expenditure should reflect that transformation is at the door step but the current situation of eGovernment is not convincing.

Finally it is recommended that all governmental departments, not only IGRs must have their own eGovernment strategies which inform public servants of the importance of unifying the whole government in order to bring about cooperative governance. It is very important to note that when these strategies are promulgated, there should be full understanding of resource implications. Moreover a thorough implementation debate should be carried out in order to understand the consequences of what is intended to be implemented.

6.4. INTERGOVERNMENTAL RELATIONS

According to Sokhela (2006) in order to further enhance the role of intergovernmental relations and cooperative governance it is suggested that management of change and the human resource intervention be embarked upon. Bennet et al (2007) elucidate further that some people may actually express support for change, but when change is getting closer to being implemented, resistance starts to come through. The resistance can be in any form, such as people continue to use the traditional way of doing business and fundamentally ignored the new processes.

6.4.1. Monitoring and evaluation and support (IGRs)

The study recommended that intergovernmental relations should design and implement the province-wide monitoring and evaluation system because the province & local leaders are unable to champion and integrate the vision, goals and principles of eGovernment into every aspect of their strategic decision making. The study also recommended that an ongoing supervision of all departments that are responsible in implementing the use of eGovernment and intergovernmental relation office bearers. The supervision should not only ensure that provincial or local government is still complying with its mandate but it should also include a province-province or local-local support of similar departments (especially advance supporting the struggling similar departments). The support is facilitated by the national department (President's coordinating council) working together with provincial intergovernmental relation headed by the Premier as well as mayor who represent municipalities. The urban departments should provide relevant training to assist those provinces that are still lag behind in terms of improving their services; this includes similar departments (health-health or education-education).

There is a need for a top-down approach from the presidential point of view that ensures that interconnectivity between different provinces and municipalities does take place in enhancing their services. Poor facilitated municipalities must learn from the advance municipalities on how they can effectively render their services. Operating in silos has not helped to enhance the service delivery, provinces/ municipalities must open and improve the communication channels to one another. Without the collective fight against lack of services there will always be huge gaps between provinces. The collective fight includes intensive monitoring and evaluation of municipalities, the appropriate use of ICTs to enhance productivity, and assisting each other in terms to training and developing each other's skill. Financial consultants from the advanced municipalities should conduct financial trainings for struggling municipalities, using their skills on how they have improved their financial matters. The universities and private sector should be extensively engaged to develop struggling municipalities in terms of developing their skills. The study does not suggest that the advance provinces should take the responsibilities of struggling provinces but it raise this concern as a matter of portraying that for IGRs to be effective there is a

need for both vertical and horizontal intervention so that the duties can be aligned. For example Western Cape department of education should not be miles away to assist Mpumalanga struggling department of education even though there are geographically dislocated. In a nutshell government needs to use what is currently available in the effective manner.

6.4.2. Public Policy

It is also recommended that a set of comprehensive indicators and parameters should be established to measure eGovernment developments. Focus must not be on improving services but also with “effective degree of commitment in the implementation of successful eGovernment strategies (Waseda University, 2007). As identified in the literature review that indicators can be invented for diverse policy sector (Carley, 1981) quoted in (Cloete 2006). The present study suggests that the indicators should monitor and evaluate the performance and commitment of leaders that are responsible for implementing eGovernment. They will also evaluate the necessary skill that is required, the areas that needs attentions in terms of eGovernment development to accelerate the speed through which eGovernment is currently. It is also recommended that departments should have their own eGovernment legal framework to enlighten public servants about the importance of eGovernment as well as clarify the eGovernment conceptual understanding among policy implementers. The study further recommends that, when it is comes to evaluation of programmes, the government should strength the GITOC in terms of capacity building, and hence GITOC is the engineer of monitoring the use of IT. For government to be able to “promote a robust ICT sector, increase population usage of ICTs for economic and social growth, foster a knowledgeable ICT workforce and create a culture of ICT innovation” it needs to evaluate the progress of its policies and also find some way of resolving the barriers that tend to cripple the success of policies at large and the sooner government deals with these barriers the better service delivery.

The study has noted that there are a number of councillors/ officials do not read or are not educated enough to understand and interpret the legislative framework. It is recommended that interventions should be in place to assist officials who are challenged when it comes to policy

interpretation, because these policies provide ‘a statement of intent’. The mission of government goals is stipulated in the policies, and if those who are responsible for implementing them are unable to interpret them properly, then implementation is not possible. The study has recommended that training and development should not only be based on technical related activities, however, there is also a need to empower human resources in all areas that seem to be lagging behind. It is important for office bearers to be able to interpret policies and formulate strategies and objectives to implement them. Without the ability to interpret policies possesses a threat for government which include poor planning, lack of service delivery and lack of aligning policy objective with the business processes.

Areas of further research

The study recommends that departments should conduct the IT/IS strategic planning for their departments. IT/IS has little to offer if it is not supported by the departmental strategies that aligns the business processes with the IT/IS.

6.5. CONCLUSION

In conclusion it is recommended that there is a need for a ‘radicalised planning outlook’ that recognises the needs of all government departments, a need to uphold the constitutional provisions of equality and ensuring the attainment of socio economic rights, a dialogical provision of social cohesion, unity, and cooperation as well community’s inclusion. The consciousness, empowerment and active participation of public servants will lead to meaningful change and public servants must not be objects to which development is decided for on their behalf by their executives, they must take full ownership of their own development. The government also needs to find a systematic way of bringing the citizens on the debate table, and the good thing is that there are ICTs that can be able to assist government in facilitating such process such the use of electronic government. Lastly, scholars also need to be consulted because they possess scientific knowledge that is necessary for strengthening and mobilizing effective

change through educating public servants. Gone are the days when academics had to take the back seat, they must be in the forefront of political, economical and social issues.



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6.7. APPENDICES

APPENDIX A

E-GOVERNMENT QUESTIONNAIRE

AN EXPLORATORY STUDY OF THE ROLE OF ELECTRONIC GOVERNMENT IN FACILITATING INTERGOVERNMENTAL RELATIONS TO ENCOURAGE COOPERATIVE GOVERNMENT IN SOUTH AFRICA

Facilitated by Mr. Mziwoxolo Mayedwa in Consultation with Prof. Christo De Coning
for Master's Thesis

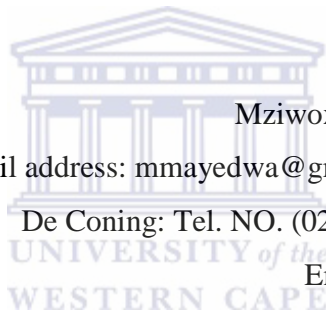
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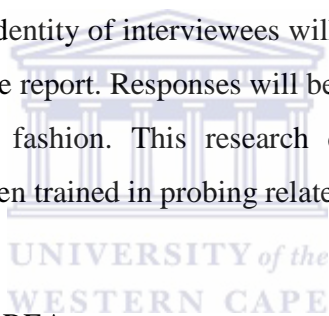
AUGUST 2008

GENERAL:

There is a perceived lack in terms of both research and success stories in South African government institutions with regard to the use of eGovernment initiatives despite their promise and potential. There is therefore need to study and document the contributing factors and at the same time to develop framework and/or guidelines for successful eGovernment in South Africa.

The purpose of this questionnaire is to determine what people who are using or thinking about eGovernment in different fields in government perceive of it at the personal, organisational and environmental level. The items were developed from an interdisciplinary literature review on the general field of the role of eGovernment. In the context of this research it is important to note that eGovernment refers to the use of Information and Communication Technologies (ICTs) to facilitate the processes of government and public administration that is not hindered by geographical displacement of government departments. The research is not concerned with the Government to Business (G2B) and Government to Customers (G2C) but focus on inter-governmental operation (G2G). The results will reflect on the effective utilisation of eGovernment by intra-governmental institutions and also draws some lessons of experience for future purposes.

Respondents should note that the identity of interviewees will be protected and individual names or statements will not be used in the report. Responses will be consolidated and research findings will be presented in aggregated fashion. This research questionnaire only contains basic questions and interviewers have been trained in probing related areas.



AGENCY AND FUNCTIONAL AREA.....

NAME OF RESPONDENT.....

POSITION IN THE PROJECT/ AGENCY.....

DATE OF COMPLETION OF QUESTIONNAIRE:

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QUESTIONS

Question 1: In general terms, please specify what do you understand about eGovernment and its roles apart from eGovernment in South Africa?

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Question 2: What services do Government provide apart from eGovernment?

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Question 3: What do you regard as the key issues and challenges that should be addressed to ensure effectiveness of eGovernment in future?

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Question 4: In most of the time, the term governance is associated with the characteristics of good governance such as limit corruption, encourage transparency and

accountability, responsiveness, efficiency and effectiveness. Does the same apply with eGovernment? If so how?

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Question 5: How does eGovernment respond to the issue of corruption/transparency/accountability within the government departments?

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Question 6: In your own opinion, do you feel that there eGovernment was adequately addressed in your department?

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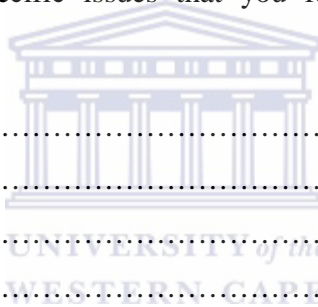
Question 7: In relation to the eGovernment infrastructure, please comment on the adequacy of resources, skills and systems at the time. Please provide detailed comments.

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Question 8: Is eGovernment adequately addressed? If so how?

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Question 9: Are there any specific issues that you feel hinders the implementation of eGovernment?



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Question 10: Beside eGovernment policy, is there any other policies and legislations that support the eGovernment adoption and implementation?

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Question 11: According to the South African context eGovernment is used interchangeable as eGovernment why? Does it cause confusion in terms of the eGovernment operational plan that may significantly differ from eGovernment?

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Question 12: What is the operational plan or programmes that enables the implementation of e-Governance in your department?

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Question 13: In reflecting on best practise at the operational level, in your opinion, what are the key issues that should receive attention in eGovernment?

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Question 14: How is your department drives eGovernment?

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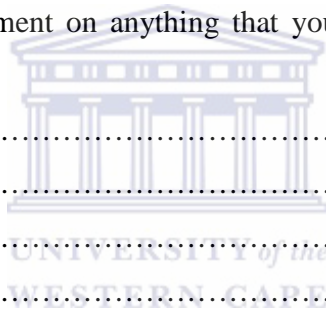
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Question 15: How is eGovernment foster a culture of efficiency, transparency and accountability?

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Question 16: Feel free to comment on anything that you feel has not been covered in the questionnaire:

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THANK YOU FOR YOUR PARTICIPATION!

APPENDIX B

INTERGOVERNMENTAL RELATIONS QUESTIONNAIRE

AN EXPLORATORY STUDY OF THE ROLE OF ELECTRONIC GOVERNMENT IN FACILITATING INTERGOVERNMENTAL RELATIONS TO ENCOURAGE COOPERATIVE GOVERNMENT IN SOUTH AFRICA

Facilitated by Mr. Mziwoxolo Mayedwa in Consultation with Prof. Christo De Coning

for Master's Thesis

University of the Western Cape

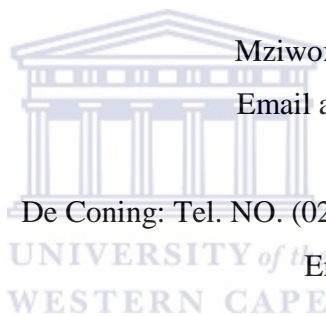
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Email address: cdeconing@uwc.ac.za



AUGUST 2008

GENERAL:

This question was developed to investigate the relevance of intergovernmental relations and cooperation government in South Africa. The results of the study was used on the chapter 4, 5 & 6 to investigate what the experts on intergovernmental relations perceive the challenges that are affection the IGFs, and also to draw conclusions and recommendations intergovernmental relations & cooperative government.

Respondents should note that the identity of interviewees will be protected and individual names or statements will not be used in the report. Responses will be consolidated and research findings

will be presented in aggregated fashion. This research questionnaire only contains basic questions and interviewers have been trained in probing related areas.

AGENCY AND FUNCTIONAL AREA.....

NAME OF RESPONDENT.....

POSITION IN THE PROJECT/ AGENCY.....

DATE OF COMPLETION OF QUESTIONNAIRE:

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QUESTIONS



Question 1: In general terms, please specify what do you understand about intergovernmental relations in South Africa?

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Question 2: What do you regard as the key issues and challenges that should be addressed to ensure effective and efficient operation of IGRs?

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Question 3: Please comment on the use of technology with regards to accelerate convenient coordination and cooperation on intergovernmental relations

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Question 6: In your own opinion, do you feel that there IGRs was adequately addressed in your department?

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Question 7: Please comment on cooperative government?

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Question 8: Please comment on your own understanding about IGRFA, of 2005?

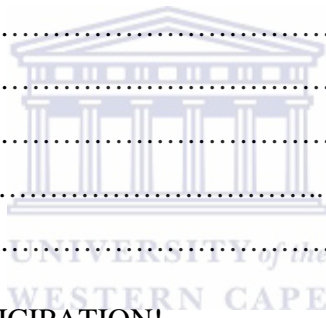
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Question 9: Beside IGRFA, 2005, is there any other policies and legislations that support the implementation of IGRs?

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Question 10: Feel free to comment on anything that you feel has not been covered in the questionnaire:

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THANK YOU FOR YOUR PARTICIPATION!

Appendix C

Interview with the Khayelitsha residents

1. What do you understand about electronic government?

Answers

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2. Please tick consultation options do you prefer?

Consultation	Please Tick
Internet	
E-mail	
Face-to-face	
Telephone	



3. Why you selected the above option?

Answer

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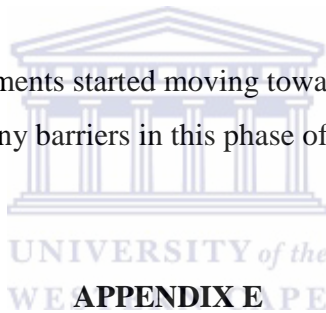
4. What do you understand about the role of local government?

APPENDIX D

ELECTRONIC MAIL (email) QUESTIONNAIRES ON E-GOVERNMENT (NATIONALLY)

1. What are the current eGovernment success stories across government departments?

2. What is importance of information sharing through using the electronic platform such as website? Are these electronic platforms fully functional?
3. Briefly, comment on eGovernment phases that which departments has implemented them or intended to implement.
4. Is the existing knowledge (skill & capacity) is able to drive the eGovernment initiatives across government departments?
5. What are the Common problems experienced with transactional services, my observation is that this is the stage that is not fully developed countrywide?
6. Has the government departments started moving towards the transformation phase of eGovernment and is there any barriers in this phase of eGovernment to be successfully implemented?



INTERVIEWS (FACE-TO-FACE) WITH SPECIALISTS ON E-GOVERNMENT

1. Interview with, Mr. Fidel Mbhele, Director: ICT Policy and Strategy, , Department of the Premier: e-Innovation Provincial Government of the Western Cape, 29 August 2008, followed by a follow-up email interview, on 02 September 2008
2. Interview with Miss. Klaas Ntombovuyo (Vuyo), e-Government Specialist, Department of the Premier: e-Innovation Provincial Government of the Western Cape, 29 August 2008, followed by a follow-up email interview, on 02 September 2008

3. Interview with, Mr. Clayton Sacks-Wakeford, Director: Directorate of Cape Gateway, Department of the Premier: e-Innovation Provincial Government of the Western Cape, 29 August 2008, there was no follow-up

APPENDIX F

PANEL INTERVIEW (FACE-TO-FACE) WITH SPECIALISTS ON INTERGOVERNMENTAL RELATIONS ON 29 AUGUST 2008

1. Interview with, Mr. Anton Groenewald, Chief Director: Policy Development and Intergovernmental relations Unit, Western Cape Department of the Premier, 29 August 2008
2. Interview with, Mr. Sibonile Khoza, Director: Intergovernmental Relations and Constitutional Responsibilities in the Policy Development Unit of the Western Cape Department of the Premier, 29 August 2008
3. Interview with Rueben Baatjies, Director: South Africa Local Government Association (SALGA), 29 August 2008

APPENDIX G
ELECTRONIC MAIL INTERVIEW WITH SPECIALISTS

1. Interview with Miss Maria Farelo, Director: ICT Policy, Strategy & Regulations, Department of Public Service and Administration (DPSA), 21 August 2009, follow-up by email, on 01; 06 and 10 September 2009 respectively.
2. Interview with Mr. Lufuno Tshikalange, Deputy Director, ICT & e-GOV policy, strategy and regulation, DPSA, 21 August 2009
3. Interview with Silma Koekemoer, Advanced Specialist Business Development: Municipal ICT, State Information Technology Agency (SITA), 01 September 2009, follow-up by email, on 06; 10; and 23 September 2009 respectively.
4. Interview with Sonette Meerman, SITA Business Development, State Information Technology Agency, 25 August 2009, follow-up by email, on 01, 06; 10; and 23 September 2009 respectively.
5. Interview with Lufuno Raliphada, Director SITA Oversight, May 2008