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Crafting an E-Government Development Model for South Africa: A Strategic New Direction for the Western Cape Province

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1. CRAFTING AN E-GOVERNMENT DEVELOPMENT MODEL FOR SOUTH AFRICA: A STRATEGIC NEW DIRECTION FOR THE WESTERN CAPE PROVINCE

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Abstract

South Africa is grappling with the challenge to develop sustainable e-government. Using the Cape Gateway Project experience, the paper argues for an alternative viable e-government model. The paper describes key national policy initiatives in South Africa, such as the Accelerated Shared Growth Initiative of South Africa (ASGISA), Joint Initiative for Priority Skills Acquisition (JIPSA), the ICT House of Values, and the Batho Pele Principles crucial for e-government implementation. We propose an e-government model that is closely aligned to national policies and the Provincial Growth and Development Strategy. The paper identifies critical success factors, e-value creation, benchmarking best practices, and monitoring and evaluation as pivotal for sustainable e-government. The paper concludes that the Provincial Government of the Western Cape's e-government framework must be embedded in the core national and provincial development priorities and should not revolve around individual e-champions given high staff turnover in the South Africa's public sector.

1. Introduction

The rise of globalization and the spread of knowledge societies have led to the adoption of e-government by the Provincial Government of Western Cape (PGWC). E-government is expected to play a catalytic role in the socio-economic development of South Africa, a country that confronts major challenges of rural and urban poverty, HIV/AIDS, crime, and growing unemployment rate. Central to the e-government policy development agenda of PGWC is the advancement of transformational public service delivery, good governance and socio-economic development. Given the dualistic nature of South Africa's economy, which is also manifested in the Western Cape Province, the ability to tackle the fore-going challenges through the development of an inclusive e-government is critical. The PGWC started using Information and Communication Technologies (ICTs) to renew its economy, reform public administration and improve service delivery in 2001. The development of e-government in the PGWC was based on the National e-Commerce Green Paper (2001), Preparing the Western Cape for the Knowledge Economy of the 21st century (2000) Green Paper, and the White Paper on e-Education paper (2002).

The national vision for e-commerce takes into account the needs of government, business and citizens and it is aimed at: (i) creating an enabling legal and regulatory environment for open and fair participation in electronic commerce, (ii) supporting technological developments that will lead to the establishment of global connectivity, (iii) ensuring that legal systems and international trade agreements between nations are adjusted and reformed to accommodate the new, (iv) establishing an appropriate law enforcement to prevent crimes in the information space; and, (v) promoting education to increase information literacy among all citizens. The above-mentioned policy papers are interrelated as they are all aimed at improving service delivery, empowering disadvantaged communities and uplifting the socio-economic status of South Africa.

The historical imbalance in resource distribution that is largely due to the vicious apartheid system has led the Western Cape to take a leadership position in building an Information Society in South Africa that is relevant, responsive and adaptable to the challenges facing the global knowledge economy. It is important to examine and evaluate the existing e-government strategy and see how relevant it is to the socio-economic challenges facing the country seven years after its inception. In other words, it is important to assess the extent to which the initial e-government projects enhance government operations in terms of improving service delivery, increasing productivity via automation, promoting participation, enhancing transparency, curbing corruption, and improving socio-economic development. Of critical importance is the desire by the ANC government to develop a value-based people centered government as guided by the Batho Pele principles (1996) and the IT house of values (2001). This raises additional questions about whether the initial e-government program pursued by the PGWC was a matter of conforming to isomorphic tendencies such as being on the cutting edge, keeping up with other government agencies, or simply "cutting and pasting" what was taking place in other e-government programs mostly from industrialized countries without pausing and taking stock of the specific and unique demands of South Africa's diverse citizens and major socio-economic development challenges.

This e-government paper is critically important in theoretical and practical terms, as e-government has a potential to help government agencies to be more responsive to citizens' needs, and to become more transparent, efficient and accountable in the delivery of goods and services. Although PGWC is endowed with a relatively more advanced e-government program compared to other provinces, it still lacks adequate resources needed for successful planning and implementation of individual e-government projects. Therefore, careful analysis of the policy processes, behind these projects is essential to make sure that scarce resources are spent for projects with the highest priority. Accordingly, the main objective of this study is to propose a framework that will align e-government to the national policies and the Provincial Growth and Developmental Strategy of the PGWC.

This paper begins with a background on e-government implementation in PGWC, importance of the e-government vision, and the strategic alignment of e-government to the Provincial Growth and Development Strategy (PGDS). The paper will identify the pitfalls of the current e-government implementation and build a case for a new e-government model that must emerge to meet the diverse expectations of the citizens and

address the developmental goals and objectives of the PGDS. The competencies required to operationalise the new model will form the foundation for the new transformational government that will be capable of stepping up to the challenge of e-government implementation in PGWC. Critical success factors for e-government in South Africa will be provided including suggestions on how to develop a more sustainable development oriented e-government program.

1.1 Background

The former apartheid government system was designed to serve a minority and exclude the majority of the black people. This kind of exclusive system posed a number of challenges for the South African government (SAG). Such challenges included unfair distribution of resources among provinces, lack of basic infrastructure, high levels of poverty, illiteracy, inequality, racism, sexisms, as well as HIV and Aids epidemic.

Prior to independence in April 1994, issues of alleviating poverty, unemployment, lack of sanitation, citizen participation, transparency consultation and social inclusion were never really prioritized nor institutionalized by the apartheid government. In contrast, the policies of the elected ANC government are broad-based, embrace the concept of an egalitarian society and promote the development of equitable e-government service delivery (Fraser-Moleketi, 2006). The ANC government committed itself to its citizens. The Reconstruction and Development Programme (RDP): A Policy Framework, of the ANC Government sets out key programmes of the RDP: meeting basic needs, developing human resource, building the economy, democratizing the state and society, and implementing the RDP (African National Congress, 1994:7). This document states the vision of the ANC that "the people shall govern" and identifies "meaningful information" (p120) as a requirement for participatory democracy.

E-government policy development and implementation is critical and relevant to the dissemination of information to civil society especially the previously neglected poor communities and it also stimulates economic growth in the country. Modernization of the government processes is not the only intervention required to bring about a change process in PGWC. The establishment of an effective policy framework is important yet this is particularly one area where the current e-government programme has been lacking. Consequently, due to the lack of a comprehensive policy thrust and a clear vision about long-term direction of e-government, some key questions are now being asked. One such question that policy makers have to grapple with is: *What is the right direction and pace at which PGWC should implement e-government given numerous competing needs for limited resources, and the fact that many disadvantaged people still do not have access to adequate basic services?* For as long as the tragedy of poor access to basic services continues to haunt the ordinary South African citizen, this does not bode well for the future of e-government especially if it risks perpetuating the problem of the digital divide across the province and the nation as a whole.

In order to realize its full potential and promised mandate, PGWC needs to aggressively pursue an all-encompassing shift from traditional to a broad-based multicultural online service delivery. To do otherwise would place the PGWC in jeopardy of falling below

minimally acceptable standards of service delivery. The paper is based on the initial experiences and observations of the Cape Gateway Portal, and it highlights important lessons learnt during the initial five years of its existence.

1.2 Enabling National Policies for e-Government

In South African organizations, change manifests itself in many transformative initiatives. Transformative initiatives in SA, in turn, manifest themselves in various policy initiatives that the SAG has embarked upon. Such policies include Growth Employment and Redistribution strategy (GEAR), Accelerated Shared Growth Initiative of South Africa (ASGISA), Joint Initiative on Priority Skills Acquisition (JIPSA), as well as Provincial Growth and Development Strategy (PGDS). All these policies will provide a stable foundation from which to launch a comprehensive and effective model for e-government services. These policy initiatives revolve around e-government, human resource development, organizational development, financial reform, citizen centred service delivery, sustainability, all of which need to integrate in order to establish a successful e-government climate. By 1995, the national ICT policy had been articulated and is essential in shaping and informing the new e-government development model.
The following section describes a few select policy initiatives relevant to PGWC e-government initiative:

World Summit on Information Society (WSIS)
South Africa is signatory to International Conventions including the World Society Information Systems (WSIS), SADC, NEPAD, Non-Aligned Movement and United Nations. The PGWC representatives attended the World Summit on Information Society (WSIS) (2003) which made commitment to build "*…a people-centered, inclusive and development-oriented Information Society, where everyone can create, access, utilize and share information and knowledge, enabling individuals, communities and peoples to achieve their full potential in promoting their sustainable development and improving their quality of life…"* Participation in such global ICT forums is beneficial to policy makers involved in developing (i) e-government strategies and best practices , (ii) information and knowledge sharing capability, (iii) platforms and networks for cross-fertilization of e-government ideas and decision-making process.

Accelerated Shared Growth Initiative in South Africa (ASGISA)
ASGISA is a national framework to support a range of key policy thrusts, including macro-economic policy refinement, strategic infrastructure provision, and sectoral investment. Korsten (2001) argues that the SAG has set a clear vision about the seriousness of its e-government policy role. Similarly, the old (GEAR) and new policy strategies such as JIPSA and ASGISA must be clearly stated and attempts made to align e-government development with the goals and objectives of the existing key government policies on shared growth. During the ANC policy conference (December, 2007) recommendations were made on the need to pursue a "development state" to combat poverty in South Africa and the role of e-government in that regard.

Joint Initiative on Priority Skills Acquisition (JIPSA)

JIPSA initiative deals with broader ICT development context, skills shortages, and ways to develop these skills. The most important part of the ASGISA is collaboration between government, business and labor organizations to speed up development of skills most needed in South Africa to help the economy to grow. South Africa's unemployment and poverty rate of 48% of the population is considerably high and is attributed to shortage of skills. E-government will play a critical role in improving ICT skills among South Africans and help reduce unemployment and poverty.

Provincial Growth and Developmental Strategy (PGDS)

The IKapa Elihlumayo (The Growing Cape) has identified eight (8) strategic goals to guide activities and interventions towards the shared growth and integrated development path necessary to achieve its vision (The Provincial Growth and Development Strategy, 2006). These are (i) broadening economic participation (ii) investing in efficient connectivity infrastructures, (iii) planning, building and managing effective public and non-motorized transport, (iv) creating live-able communities, (v) fostering resilient and creative communities, (vi) ensuring greater spatial integration, (vii) nurturing culture of tolerance and mutual respect, and (viii) creating and protecting effective governance institutions. We argue that the e-government model for the PGWC must be embedded in the PGDP goals and objectives. Therefore, the new e-government model should seek to improve how the IKapa Elihlumayo base strategies will be achieved through ICT utilization. Figure 3 highlights some of the e-government milestones in society. Starting with limited use of e-government and ICT, societies with clear policy planning could easily evolve from an "information society" to "knowledge society". Ubiquitous e-government occurs when e-service are available everywhere at all times to meet the necessary socio-economic development needs of the citizens. The modernization of government administrations within the context of e-government is moving towards the utilization of advanced mobile technology applications. South Africa has a number of impressive mobile knowledge technologies in use such as provisioning of portals, mobile technologies for community development workers (CDWs) as well as students accessing their results through mobile phones. These mobile technologies have the potential to improve the economic conditions through increased job creation opportunities and better communication tools which in turn means better response to challenges of chaos, complexity and fluidity in people's lives.

1.3 E-Government evolution in PGWC

During the development of e-government, the government has to undergo various stages of technology implementation and sophistication. According to Huang and Bwoma (2003), e-government development has been demonstrated by stage-models. Green (1998) suggested a three-stage model whereas Moon (2005) came up with a five-stage model. Based on these studies, the major stages of e-government were found to be 1) information publishing—the government merely posts information on the websites for the constituents to review, 2) two-way communication— citizens can communicate with the government and make requests, 3) transaction—websites can accommodate processing of executable transactions, and 4) integration—government services are integrated together.

Watson and Mundy (2001) introduced the concept of e-democracy, which entails two elements: e-government and e-politics. Whereas e-government provides citizens basic information about the government, e-politics refers to the use of the Internet technology to improve the effectiveness of political decision-making by
making "citizens aware of the how and why of political decision-making and facilitating their participation in this process". Consequently, the ultimate objective of e-government is to develop e-democracy that allows both effectiveness and efficiency of government service delivery to citizens.

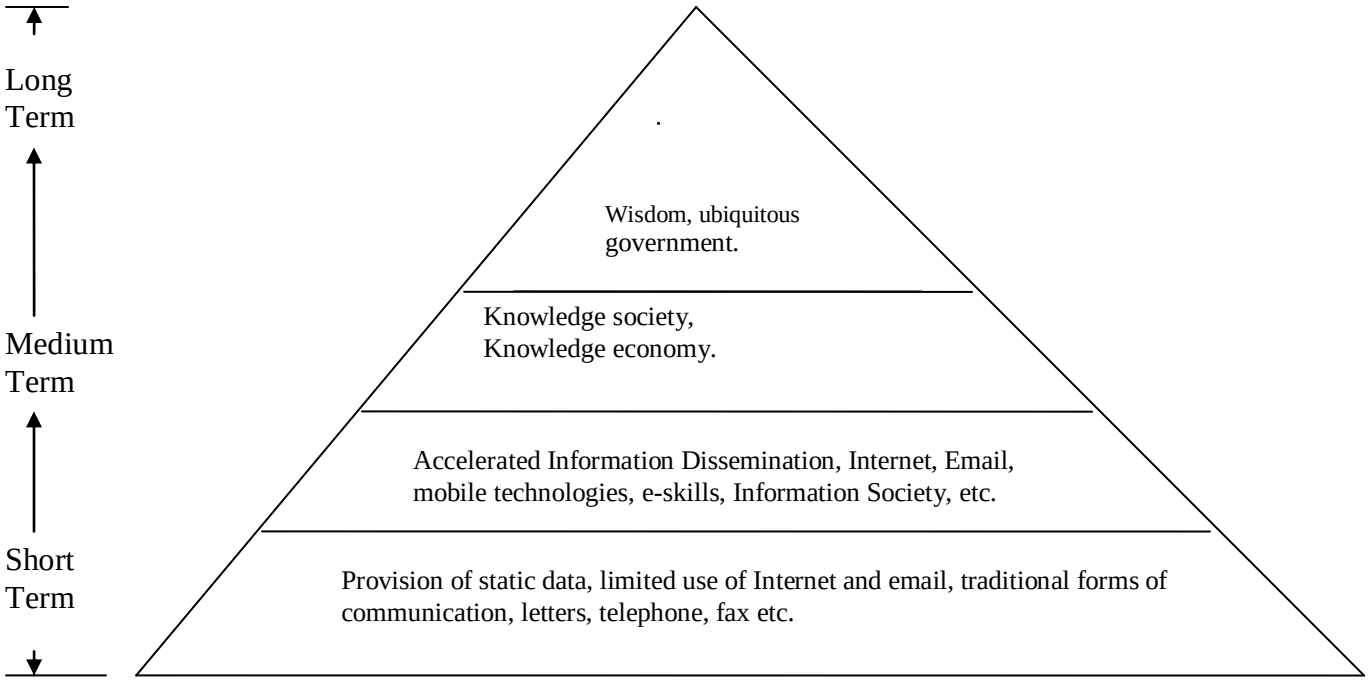


Figure 3: Roadmap to e-Government Knowledge Dissemination in South Africa, 2007

PGWC e-government may have been guided by these stages without a validity test or an examination of the socio-economic context to prove their relevance. The e-government transformation in the PGWC revolved around the Cape Gateway Portal and Cape Access (De Tolly, 2006). An e-government portal is as an official entry website that contains information about and links to the services provided by all county departments and agencies. A portal is created from the idea of "one-stop service centers" (Ho, 2002). An e-government portal is an umbrella website where services of different administrative levels, departments, agencies are organized together. Portals are a key front office vehicle to deliver integrated services to citizens and businesses. PGWC made it convenient for its users by offering the portal in three languages (English, Xhosa and Afrikaans) to accommodate most of its constituents. By delivering services in this way, it became relatively easier for citizens and businesses to understand how government is organized or which department is responsible for the services they require. Cape Gateway Portal was once a leader and now has fallen far behind due to lack of ownership, lack of

funding or investment, lack of clearly defined governance process, lack of long term e-service strategy, little or no cross agency coordination and collaboration as a result the website is not effectively used as a business tool. High staff turnover at Cape Gateway has also contributed to e-government stagnation in terms of its progress.

Cape Access project is one of the PGWC's key e-Innovation components of the Cape online strategy. The aim of Cape Access is to; (i) empowerment of citizens especially in rural areas, (ii) provide necessary technology infrastructure that allows the public to interact with government and business, (iii) helping the poor and unemployed by providing free use of computing facilities including Internet access, (iv) improving the ICT literacy rate in the Western Cape population and (v) improving and providing public access to the Web.

Cape Access Project is also faced with the similar challenges. The Cape Access is currently sitting between the CIO office and Communication Unit. Lack of ownership has a negative impact on development of the Cape Access programme. Furthermore, there is currently no long term channel services strategy in place covering the existing and future channels as well as mapping them to specific constituencies. The Annual Performance Plan (APP) has partially indicated a number of centres to be rolled out in the near future and recommended some customer service standards e.g. 85% of calls handled within the agreed time. Collection of customer demand, use of loyalty to different service channels is inconsistent as there are no proper guiding principles or system in place.

1.4 Importance of an e-government vision in PGWC

As electronic government comes of age around the world, leadership remains at the core of success, beginning with the need to define a clear e-government policy framework. There is a need to develop a clear vision and mission by the PGWC, and to enhance its strategy ownership, adoption and implementation process. Leaders who define e-government in a narrow sense – by simply moving services online or shifting mechanically from one stage to another devoid of the societal context, resource availability and priority setting in the policy process-- miss larger opportunities that will determine competitive advantage and bring long run sustainability to the programme.

According to Lau (2003) a clearly stated common vision is essential to e-government as a means to engage and co-ordinate agencies. It also serves to engage political leaders and to impress upon them the importance of e-government. A common vision is not a goal in itself, but a means to achieve policy priorities (Roadmap for the developing countries, 2002). The e-government vision would further seek to address the imbalances of the past by providing equitable e-services to all PGWC citizens irrespective of geographical boundaries, sex race and physical challenges. In order to achieve this, PGWC need to understand its customer needs and provide better and quality services according to what people want.

Moran (1998), argued that plans fail into one or two categories: vision without substance and a budget without vision. The identified problems of vision without substance are vagueness of future vision, lack of institutional vision, current position and time.

Identified issues of budget without vision are questions as to what problem is being solved, what are the priorities and definition of the roles and responsibilities. One wonders whether PGWC has a vision with no substance or budget with no vision or both. Moran's discussion aims to highlight the importance of balancing between creating a common vision and supporting the vision.

PGWC need to develop a people centred vision not sophisticated e-government that does not meet the people's purpose. The e-government vision should be aimed at improving levels of service to its customers whilst at the same time providing excellent value for money. PGWC should be committed to realizing this vision in the most cost effective way possible, ensuring that it embraces partnership by working with others, and demonstrate on an ongoing basis, the value that residents and other stakeholders will get from each and every investment in ICT.

As with any venture such as e-government, funding will be a prominent issue. Institutions facing challenge and constraint tend to adopt the budget-without-a-vision plan. A quick vision statement (taken and customized from somewhere else) is attached to the annual IT budget plans in order to make it credible and justified. Such plans look both strategic and practical. However, they are often a collection of transactions without any strategic, integrated morale (Moran, 1998:42). The budget plan and allocation of funds will have to be consistent with the strong institutional vision of e-government in PGWC. It would, for example, be an unethical and highly politically charged step to blindly reallocate money towards technology for the "haves", or to suddenly charge technology fees. Strategies will have to be devised to allocate funds appropriately.

Grassroots processes are necessary for policy development to harness the socio-economic and human resource potential in ways that will address both the challenges of globalization and alleviating the economic challenges while participating in the knowledge economy of the 21st century. Consultation of a wide range of stakeholders is very crucial, through *Imbizos, Indabas*, road shows and so forth. Gage (unknown) proposes that physical connection must be supplemented by asking each linked location to describe their local world.

While updating the vision, PGWC must remain committed to the transformation of the public sector based on citizen empowerment. In our view, the evolution of new communication and collaboration tools, enabled and accelerated by the e-networks, provides a unique opportunity to empower citizens and to bring them together in new ways. The technology combines with (and, to a large extent, drives) a way of thinking about how individuals engage with companies and governments that is not only going to produce better, more responsive commercial and public services, but also stronger communities.

1.5 Strategic Alignment of e-Government to the PGDS of PGWC

E-government initiatives are likely to have the widest impact when pursued within the context of broader strategies for government reform, improved access to ICT and human and economic development. There is no doubt that information; knowledge and

technology are increasingly becoming the key drivers for socio-economic development. PGWC capability to accelerate its socio-economic development process and gain global competitiveness and improve the well being of its people depends very much on the extent to which it can develop, use, exploit and disseminate information, knowledge and technology in one form or another.

Castells (1998) argued that if society does not determine technology, or if technology is not demand driven, it could mainly through blanket adoption by the state suffocate its development. The transformative e-government can demonstrate a significant economic impact at national level, on the organization or on a large number of individual citizens. Rightly or wrongly, e-government is increasingly seen as a factor in national economic competitiveness. PGWC will acknowledge that for the e-government policy to make an appreciable desirable impact on socio economic process, it will be integrated into the overall development objectives, priorities and programmes of the province.

Given the PGWC context that demonstrates the enormous challenge at the local level, with the widening gap between the areas where action is needed most (growing unemployment, social welfare needs, human settlement, disaster recovery, and global warming) decision makers are faced with a precarious dilemma. On one hand they see a possibility that e-government offers to reduce socio-economic pressures but on the other hand are faced with the necessity of approving and implementing a modernization project that will involve high costs and bring return on investment in the medium – to long term.

2 Guiding Principles for e-Government in PGWC

Establishing clear and unambiguous legislation to support e-government is crucial to the success and sustainability of the e-government initiatives. Although e-government is a relatively new and innovative initiative, the strategy requires sound guiding principles that provide the basis for implementation.

The Batho Pele principles represent government's commitment towards increased efficiency and a reduction in wastage within the Public Service. Its main objectives are progressively to raise standard of service, especially for those whose access to public service have been limited in the past and whose needs are greatest (Batho Pele, 1997). This objective is linked to the e-government initiative which also strives to improve standards of services and put the citizens' needs first. Furthermore, the aim of these principles is to provide a policy framework and a practical implementation strategy for the transformation of the public service delivery (Batho Pele, 1997). The notion of Ubuntu is also very crucial. This is a deep reaffirmation of the meaning of being human, which places humanness at the centre of the e-government development challenge. These Ubuntu notions affirm a human rights framework and mobilize local and wider networks to establish these rights in practice.

Table 1: The Batho Pele principles and the IT house of values are tabled below.

Batho-Pele (People first)	IT House of values
Transparency	Cost efficiency
Redress	Increased productivity

Best value	Improved service delivery
Consultation	
Service standards	Interoperability
Courtesy	Economies of scale
Access	Security
Information	Eliminate duplication
	Interoperability
	Access to historically disadvantage

Source: www.sita.co.za

These principles are what will make PGWC or South Africa's e-government model(s) unique. The current principles in South Africa provide a stable foundation from which to launch a comprehensive and effective model for e-government services. However, the implementation of these policies and guiding principles is still a challenge in many government departments.

In another study by Tambouris, et al, 2001), seven leadership milestones for crafting and managing e-government are identified as follows; (i) integration, (ii) economic development, (iii)e-democracy, (iv)e-communities, (v) intergovernmental, (vi) policy environment, and (vii)next generation Internet.
Collectively these guiding principles confronts the patterns of the past- on the level of the individual, community and larger society, and reminds us of the deep challenge of re-sourcing human power, embarking on new activities which opened up new avenues for engagement. Electronic service delivery (e-government) is seen as an enabler in this process, and also as the catalyst to make this happen at a local level.

3.0 Methodology

E-government Development Framework in Western Cape Province in South Africa

The development of e-government in Africa has raised many questions than answers. Although the development of e-government is proceeding at a terrific pace in developed world, the same cannot be said of Africa's experiences with e-government. E-government visions based on the Western models are increasingly being questioned. The result has been a new search for meaningful e-government evolution models that are conscious of African development challenges, socio-economic and political context and clearly specific long-term goals and targets. Many African governments are still grappling with the development of such models that are relevant to their context and address their long-term economic development goals.

According to Dunleavy (2000), there is no correct model to follow. Instead organizations need to ask themselves a number of questions as to where they want to be with the current organization. The proposed model for PGWC is the onion ring model. The diagram below provides an illustration of this thinking. First it aims to identify the core issues in e-government development within a given country. These issues vary from one country to another. As a result no two e-government development programs should be

exactly same. These core issues are unique differentiators for e-government development in Africa and the rest of the world.

Secondly, the model examines the context within which e-government is being developed. Understanding the context helps in progressing and fine-tuning e-government programs so they become relevant to individual country circumstances.

Thirdly, the model identifies clear government development goals and uses that as the basis for building an e-government model that has clear destination or pathway in terms of its deliverables. The onion-ring model is shown in Figure 1 and expanded in Figure 2 to demonstrate the critical issues for consideration in the Western Cape Province in South Africa.

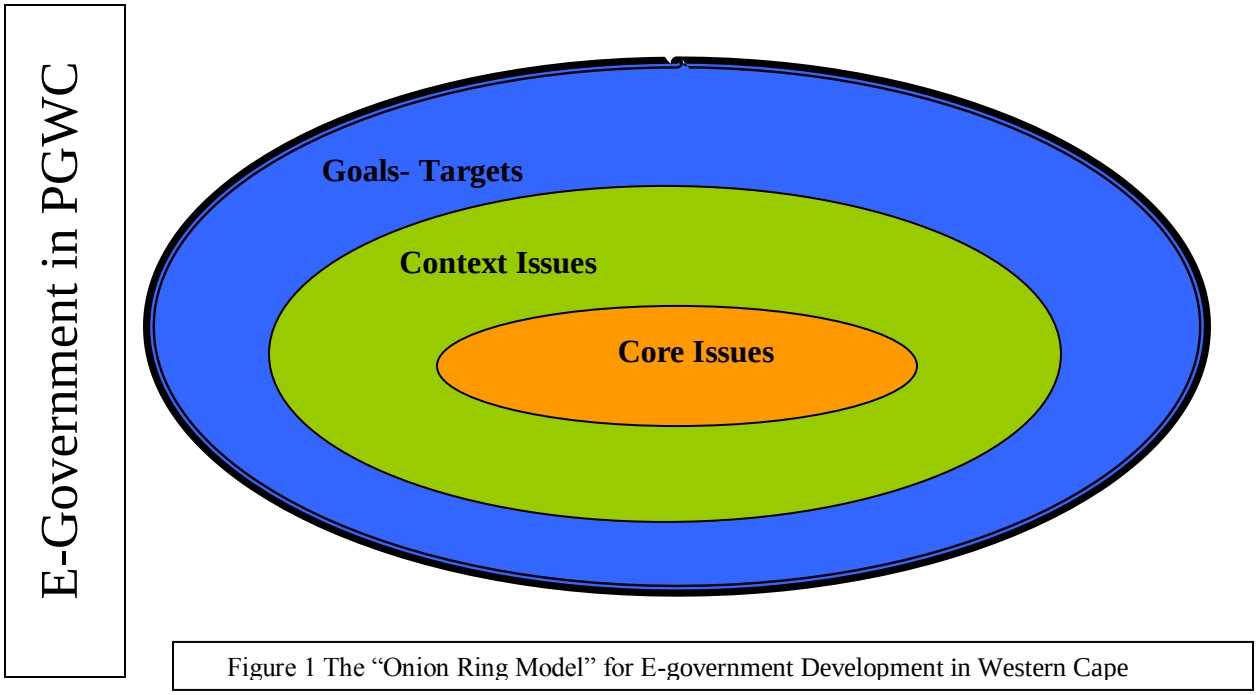


Figure 1 The "Onion Ring Model" for E-government Development in Western Cape

3.1 Why do we need a new e-Government model for PGWC?

The Western Cape original vision for e-government revolved around "e-champions" and development of "world class" well-branded -government service delivery. Experiences from the first five years demonstrated that a highly sophisticated e-government might not be the most appropriate option for South Africa, given its high levels of inequality, poverty and low Internet penetration. A new vision had to be coined.

A second lesson was that an "e-government champion" might be crucial in terms of planting the-e-government seed. However for that seed to germinate, mature and bear fruit, a more broad-based approach, which goes beyond individual "e-champions", was needed. Heeks argued that having an 'IT champion' may be good for launching some government IT projects - but runs the risk of losing momentum if that official is transferred elsewhere. For instance, in an economy where the national government faces high staff turnover rates and vacancy rates, mobility of such "e-government champions"

from one province to another (or from government to private sector) could easily cripple the growth and development of any e-government dependent on a particular expert or few experts.

Numerous community tele-centre projects have been launched in South Africa, combining library facilities and email access with training and documentation services - but the hardest stage is to find ways of sustaining these centres after initial community and donor interest wanes. Benjamin (1999), suggested that more billable services need to be devised for local business support.

This was the case for the Provincial Government of the Western Cape (PGWC). Consequently, national development priorities that are clearly specified in the Provincial Development and Growth Plans (PDGP), and a well articulated e-strategy for e-government is what is needed to drive a flourishing e-government. Consequently, equitable e-government with broad-based participation will require attention to m-government development to complement e-government development. Also, a renewed commitment to the Information Society leading to k-economy or k-society path should be the pathway to navigate during the e-government development process. These ideas are illustrated in figure 2, which identifies the core issues that should drive e-government development.

The PGWC has had an initial experience with e-government and has decided to change course and put developmental and other issues at the center of the e-government. According to the roadmap (2002), the purpose of government is to further the goals of the society. Therefore, PGWC need to redefine a new broad vision of e-government that will be shared by all stakeholders and this broad vision should flow from the larger goals or concerns of the society as specified in the PGDP and other policy initiatives. In other words, the new e-government model will impact positively on the broader Western Cape socio-economic context namely, IKapa Elihlumayo, the strategic Provincial Growth and Developmental Strategy (PGDS), the National Accelerated Shared Growth Initiative for South Africa (ASGISA and the Joint Initiative on Priority Skills Acquisition (JIPSA).

The new e-government strategy in PGWC will be one strategy that can help create that all-important link between citizens, government and business. E-Government strategy has not only the ability to link all sectors of society, but it provides the means of integrating people and infrastructure thus facilitating business growth as well as being the socio-economic strategy on its own right (Stavrou, 2001). The most important point to note in this regard is that e-government does not only offer economic potential but also social potential as well. Therefore e-government is one strategy that can help reduce some of the inequalities faced by PGWC and the rest of South Africa.

As indicated in the Ignition strategy (2004) the activities of the Centre for Innovation (known as e-I) must have citizen orientation, an integrated approach, a developmental perspective and service delivery oriented mindset. In order to implement these activities, a new e-government model must be developed and it should encompass all these socio-economic development challenges.

4.0 Emerging Issues for Critical Analysis and Consideration

A critical analysis of the PGWC's e-government policy development helps to evaluate the current pace, any gains made so far, and the long term direction of its e-government agenda. Critical independent analysis ensures that only sustainable e-government programs are being pursued, and non-performing ones are being weaned. According to Heeks (2002) successful e-government requires a legal and regulatory framework, an institutional infrastructure, political will, skilled human resources and technological infrastructure such as data systems. The legal and regulatory framework must ensure the integrity of the e-government transactions and processes. It is evident that no e-government provision will be successful without the necessary technological infrastructure, information and knowledge management, and the necessary human and financial resources to facilitate delivery of services.

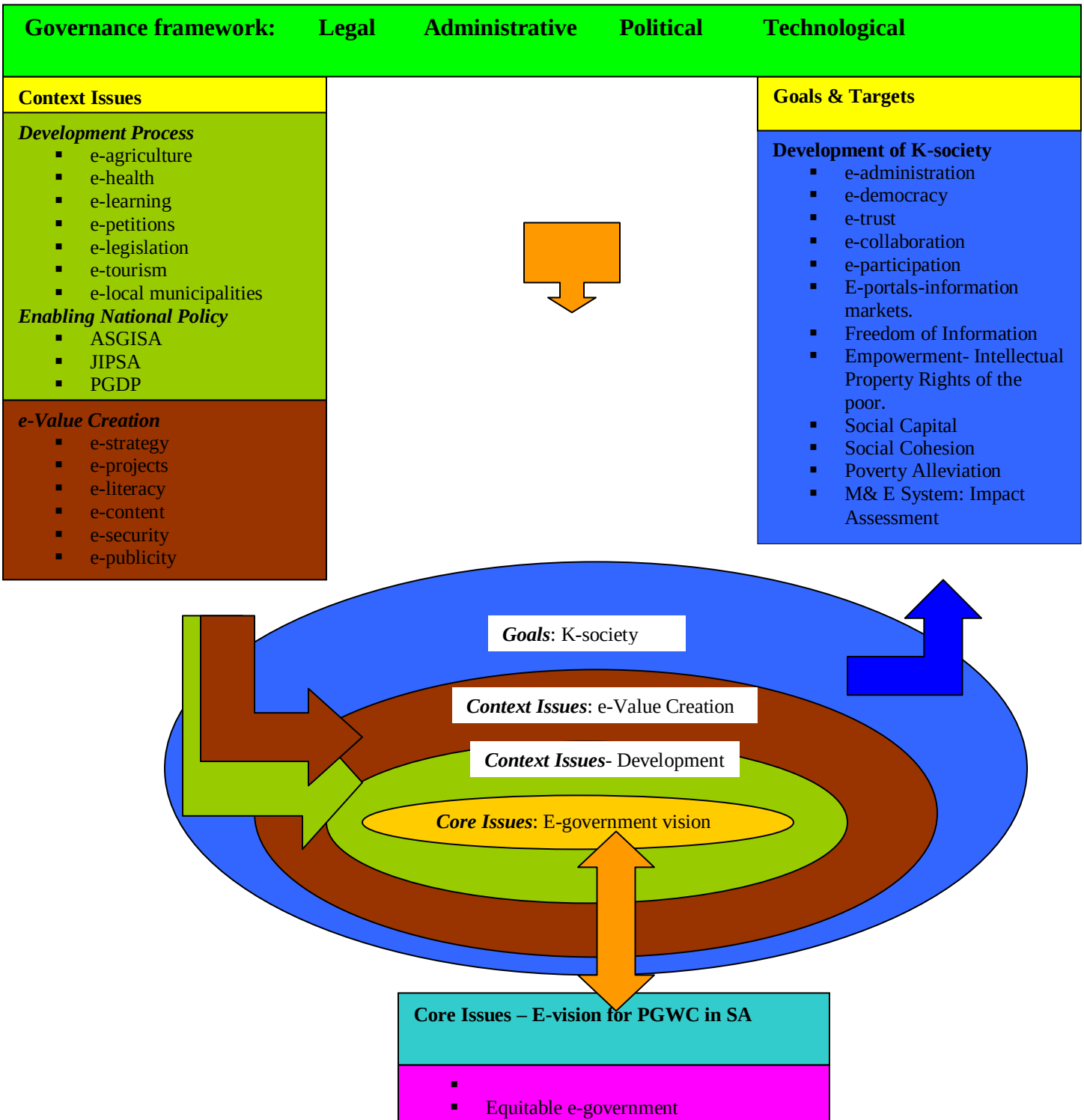
4.1 E-Value Creation

The context issues, result in ownership of the e-government program, are divided into "e-value creation" and "development-oriented" considerations. First, e-value creation deals with issues related to value addition, ease of use, relatively easy navigation, limited down time among others. E-value creation also encompasses e-trust, privacy, ethics, and the desire for continuous improvement. The issues of e–government program quality should be systematically tackled at the policy level. Therefore, it is important to integrate "e-value assessment procedures" as a strategic goal in enhancing quality of e-government. The national values of "ubuntu" the "ICT house of values" "and the "cultural diversity" of the rainbow nation provide a wealth of "home-grown" ideas that PGWC could utilize in developing its e-value addition policy measures. Second, the FIFA World Cup 2010 games provide development opportunities to deploy innovative e-government programs that would traditionally have not been part of the menu of services without the games. Innovative ways to dealing with HIV/AIDS treatment, job creation and poverty alleviation, and ICT literacy programs provide opportunities that could be explored to make e-government relevant and context specific. The importance of "e-trust" and "e-security" issues in policy development discourse have been elevated by the 2008/2009 global recession which demonstrated the integrated nature of the world economies making their inclusion in the e-government policy development process imperative.

4.2 E-democracy, e-participation and inclusive e-government

Wide participation in democratic debate and decision-making is the lifeblood of democracy especially on local level (Phillip, 2003). That would be central to bringing PGWC closer to its constituents and on the other hand Internet would bring many possibilities to mobilize involvement. Internet is not the only way of connecting people; video-conferencing, digital TVs, mobile phones etc., are other tools or channels for connecting citizens to their leadership. The citizen centric government focuses its attention on the customers or citizen. Maintaining the voice of the individual necessitates active policy rather than passive expectation that people will articulate their views once given access. A more inclusive e-government approach empowers the disadvantaged communities by making them "information rich." The creation of an information society enhances the quality of life of the marginalized people and in turn increases opportunities

for democratic participation. Therefore, improving ICT access is key to improving the socio-economic status of the people but without literacy it may not generate the needed participation from marginalized people. The onion ring model conveys the image of the "imbeddedness" of the issues affecting e-government and the need to have core-issues or e-government values anchor the programme. The onion ring model is therefore proposed which is to consider the public sector as a multilayered structure that radiates out from centre(s) of political power and places a unique emphasis on context. In presenting this model, certain simplifications are inevitable and one size almost certainly does not fit all, but it provides a useful view.



4.3 Human Resource Capacity Constraints

Transformations that occurred in the PGWC which included the migration of e-champions to "green pastures" and the reorganization of the Center for e-Innovation into the e-Innovation Center bears testimony to the needs to create a more enduring, goal oriented and value-based e-government model for the Western Cape Province. An immediate challenge is that the PGWC e-government policy unit does not have a critical mass of dedicated human resource capacity to conduct both e-government policy development and its monitoring and evaluation. The shortage of well-trained staff, high staff-turnovers and low operating budgets are bound to cripple the e-government policy development unit.

5.0 Critical Success Factors Affecting the Future Direction of E-Government in Western Cape Province

Factors for success are those occurrences whose presence or absence determines the success of an ICT project. They can be drivers or enablers as described by (Moran 1998, Riley 2000, Doherty et al. 1998, Heeks 2003b, Mugonyi 2003, Heeks 2004, Khaled 2003). Their absence can cause failure and their presence can cause success. *Drivers* are the factors that encourage or reinforce the successful implementation of ICT projects. A range of critical success factors that determine the success of the e-Government strategy in PGWC are summarized in table 2 below. These factors have been grouped under political, economic, social, cultural and legal factors. All these critical success factors can also be barriers to a successful implementation of e-government if not addressed properly.

5.1 Best practices

The challenges on the threshold of the new e-government generation of e-government are complex, and there is a need for an exchange of experience (Druke, 2005). In this context, practical assistance from academic world is necessary. Exchange of information and knowledge as well as replication of best practices can bring cost savings and enhance the broad uptake that would allow for future interoperability and networking between administrations (European Union, 2003). Skills and expertise need to be drawn from a range of people who might nominally occupy a place in private, public or non-profit sector, but whose value is measured by their contribution to a complex value chain (Cisco report, 2007).

5.2 Benching marking good practices

E-government benchmarking means undertaking a review of comparative performance of e-government between nations or agencies (Heeks, 2006). Heeks further argues that e-government benchmarking studies have two purposes: internal and external. The main audience for e-government benchmarking is e-government policy makers: this is sometimes explicit (e.g. UN 2005) sometimes implicit (e.g. Accenture 2005) and sometimes absent (e.g. West 2005). Public value is another important factor in relation to e-government benchmarking and is reflected in the Batho Pele principles. Public value can be defined as the value created by government through services, laws, regulations and other actions (Kelly et. al 2001). Accenture argued that politicians and managers

must establish trust in their leadership if they are to succeed in effectively providing public value. Maumbe et. al., (2007) proposed a balanced sheet approach that tries to integrate the elusive concept of trust into e-government programme implementation. This would necessitate trust-building initiatives based on robust secure technological infrastructure.

Table 2: Critical success factors for e-government in PGWC, 2008.

Political factors	Sponsorship and buy –in from leadership at all levels of government. Broad support and productive cooperation. Advocacy of the e-Government programme among government entities in decision-making. Availability of resources especially budgetary support and existing ICT assets. Coherent strategic framework for e-government projects.
Economic factors	Availability of ICT and business skills. Outsourcing of project execution. Establishment of Private- Public Partnerships (PPP). Empowering SMEs.
Social and Cultural factors	Concerted effort and willingness of all departments' ownership and willingness to change, to work together, share and manages information effectively. Ability to change the culture, skills, governance and financial arrangements in addressing e-Government needs. Establishment of a performance monitoring and management function for e-government initiatives.
Legal factors	Developing acceptable privacy and security safeguards, including authentication and putting a facilitative, enabling legal environment to address the issues related to cyber crime.
Technological factors	Provision of a robust ICT infrastructure for ensuring equality in universal access to information services. Interoperability of Applications. Standardization.

5.3 Monitoring and evaluation: Making e-government relevant.

Performance monitoring is critical to successful e-government policy development and implementation. The "five Es" of performance assessment are effectiveness, efficacy, efficiency, ethics, and elegance. However, complications might arise due to the multi-dimensional and inter-dependent nature of public sector organizational performance. The monitoring and evaluation of e-government policy should cut across various areas such as(i) ICT infrastructure, (ii) e-government content development (iii) institutional framework and (iv) ICT literacy and human capacity development (UNDP, 2007). Without a strategic policy analysis in these key areas that sustain e-government, the result will be stunted programs, slow pace, absence of clear goals and even worse, a waste of valuable resources that could have been used to transform public service delivery. Many plans and the hard work of several committees often end up on the shelf while the originator is whisked off to retirement or another position just in time. The importance and success of strategic planning is only measurable on implementation and evaluation, which form part of a holistic planning process (Kaufman & Herman 1997:41). Responsibility will have to be assigned for every aspect and phase of the plan and the success of the venture measured accordingly; the vision (the what-we-want) should never be out of mind in order to drive the process forward.

6.0 Conclusion

Many great strides have been made in implementing e-government in Western Cape, but many challenges still lie ahead. PGWC has taken a strategic approach to e-government as part of its overall transformation agenda. A number of e-government initiatives have been implemented and there are many lessons learned. One of the lessons learned is that, the adoption of e-government requires a citizen -centric view/ perspective relevant to the local context. The proposed citizen centric e-government model requires leaders to develop and own a common vision that will drive the concerns of its constituents. The e-government leadership should adopt a new enterprise psychology that embraces collaboration and cross agency information and knowledge creation, sharing and management.

E-government should be *value*-driven and not *technology*-driven. The promised benefits of e-government do not take place simply by digitizing information and placing it online. Instead, the challenge is to understand how the use of new ICT tools can be used to leverage a transformation in the culture and structure of government in order to provide better services to citizens. For policy makers, this suggests that e-government effort must be better aimed at citizens with high pre-existing levels of trust rather than in developing better websites per se.

The contribution of this paper is to develop a citizen centric e-government model that is strategically aligned to the national policies, the Provincial Growth and Development Plan of the Western Cape and guided by the Batho Pele principles as well as the IT House of values. The e-government framework will guide political leadership and policy makers in designing the future e-government initiatives that effectively address the citizen needs, concerns and values. The PGWC in South Africa should not merely jump on the e-government band wagon and "run with the Joneses" without proper assessment of the "context specific issues" in the development of its e-government programs. The systematic development of e-government policy of the PGWC coupled with critical independent assessment of its policy process, e-value creation, benching marking best practices is pivotal for not only its long term success, but also for resolving the socio-economic challenges facing the country.

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